CHAPTER 3
THE EXISTING POLICE SYSTEM, ESTABLISHMENT AND WORKING OF
THE NEW POLICE

The maintenance of law and Order in a country such as India, where the population is so scattered, must necessarily be both important and expensive; and the combination of efficiency, and economy is a task of the greatest difficulty.¹ The remark correctly applies to the Police management under the British Rule for a simple reason that an efficient agency such as Police was the primary organ for maintenance of internal security as well as law and Order; Hence an organisation of modern police system was one of the most important events of the Nineteenth Century.

The British starting from their trading establishment at Bombay, Calcutta and Madras gradually assumed control of province after province. It was found that both Village Watchman and Headman of Village and even welfare officials connived at crimes and acted as harbourers of offenders in return for a share of the booty. Their liability to restore the stolen property and to make good its value was disregarded, or if this

¹. Anderson, G: British Administration in India, p.98.
obligation was enforced, neither the property nor its value was restored to the owner. A very large proportion of Talijaris, wrote Thomas Munro "are themselves robbers or employ them, many of them are murderers and though they are afraid to act openly there is no doubt that many of them still secretly follow their former practices."² It became necessary to relieve the Zamindars of their police duties. It was found that instead of protecting the inhabitants of their states, these landowners had grossly abused the authority entrusted to them for that purpose. The weapons which were intended for the enemies of the society were turned against the society itself and against each other and were used for personal aggrandisement, mutual revenge and public plunder.³

However, with the disintegration of the Central authority of the Mughals, the police system during the 18th Century began to disintegrate. Lawlessness prevailed and the crimes were rife. The latter part of the 18th and beginning of the 19th Century mark a


record number of gang robberies and thagi, in Central India. This state continued till the British Annexation in 1818. 4

The post 1818 period in the history of the Central Provinces stands out quite significant because it marks the beginning of the regular police system. The police structure as then prevailed in Sagar and Narmada Territories included four key officials in order of heirarachy. In every district, District Magistrate was entrusted with power of Police Superintendent, who was assisted by Indian Police Officer, designated as Daroga with a small force of armed men. 5 The Magistrate was assisted by a number of Tahsildars who were revenue as well as police officials. 6 The police duties in their Tahsils were attached to them. Besides these officers, there was the old system of Landlords or Patels being responsible for the maintenance of law and order within

4. Khan, M.A. : History of British Administration system in India, p.120.
6. Ibid.
their communities through the office of Kotwar; while in large towns, the police duties mainly rested with Kotwals.\textsuperscript{7}

The police system in the Sagar and Narmada Territories had to undergo certain radical changes and modifications as soon as it was merged with the North-Western Provinces. The Tahsildars were invested with the power of Daroge to arrest and imprison for a brief period any suspected or accused person. They were also permitted to try petty cases and punish by imposing small fines. The Tahsildar was assisted by his naib, known as Deputy Tahsildar and a Thanadar. The latter was the main figure in the field of police administration, who had a variety of duties to perform.\textsuperscript{8} Being in charge of a Thana, he was empowered to arrest any suspected person and before sending the person to the District Magistrate to hold a preliminary trial. The Thanadar was assisted by a Jamadar and a Moharrir.\textsuperscript{9}

Besides the regular civil police, there was a

\begin{itemize}
\item\textsuperscript{7} Khan, M.A., \textit{Op. Cit}, p.120.
\item\textsuperscript{8} Awasthi, D. \textit{Op. Cit}, p.133.
\item\textsuperscript{9} \textit{Ibid}, p.134.
\end{itemize}
contingent of Military Police under the control of a Divisional Commandant and District Commandants, consisting of Cavalry and Infantry of a considerable strength. This system of police administration was neither efficient nor sound as can be seen from Thomson's Minute on Police of the 22nd May 1845. He thought it dangerous to give much power to one individual, (Tahsildar or Thanadar) without proper control. Despite the shortcomings, the police system continued to be in operation until its revision in the sixties.

The police structure of the Nagpur Territory was radically different from that of the Sagar and Nermada Territories. During the early days of the Bhonsla hegemony, there was a large establishment of Harkaras all over the Province for obtaining information on all subjects, and the Kamavisdars of Parganas as well as Patels had ample means for preventing crime and apprehending offenders. Their successful achievements

in their profession largely depended upon the sincerity of assistance extended by their superior, in this branch of their duty. This implies that the defect of the system did not lay with the organisation, but with the controlling authority.\footnote{13}

Under the British management the police administration of the country was reorganized with as little change in the indigenous system as possible. The Police of Nagpur was organized in 1819, which consisted of 8 Subedars, 24 Dafadars, 40 Naiks and 800 Chaprasis. The city was divided into 8 Districts, each of which was assigned a company of 100 Chaprasis 5 Naiks and 3 Dafadars under the control of a Subedar who was held responsible for keeping the peace, preventing robberies and giving protection to the orderly and well disposed inhabitants in their respective jurisdictions.\footnote{14}

After the reorganisation of the city police system, reorganisation of police in rural areas was also undertaken. The only change introduced was a closer superintendence and the prohibition of the indefinite confinement of suspected persons by Patels and

\footnote{13}{Ibid.}
\footnote{14}{Ibid.}
Kamavisdars. The Superintendents controlled the Kamavisdars and Patels who were entrusted with the police powers in Parganas and Villages. This system continued even after the withdrawal of British management in 1830 upto the end of Bhonsla Rule. But later on certain irregularities crepted which retarded its smooth flow. Major Wilkinson expressed in 1840 that the police officials had become more corrupt than formerly, and that their efficiency had declined.  

In 1843, Sind was conquered by Charles Napier while the English in India, with no experience of an efficient police in England to guide them, were struggling to infuse some life into the dry bones of the effete system. Napier had the inestimable advantage of coming to India after observing the reforms instituted by Robert peel in his own country. No Sooner had Napier conquered Sind than he set himself to the task of introducing an efficient police force on the principles adopted in England.

16. Foreign, Pol, A cons. 13th July 1840, No.93.
17. Edmund, C. Cox, Police, Published by V. Gupta, Manu Publications, New Delhi, 1976, pp. 65-72.
The police were to be a separate force employed solely on police work. They were to have nothing to do with Military or Revenue Functions. While they were to be under the authority of the Chief Civil Officer of the district yet in each district they were to be supervised by an officer whose sole duty was to control and direct them. Here are Napier's own words, recorded in 1845, "soldiers", he says, "are instituted to fight declared enemies, not be watchers and punishers of criminals. They should be never employed to enforce the behests of civil administration until the civil power is found too weak ... for peace of the country and to present the troops from being disseminated which would bring them into two familiar contact with people... thus diminishing the wholesome idea of our power which is to be maintained by showing the troops only in large masses. I established a strong police of two thousand men, well armed, well drilled and divided into three classes one for the towns and two for the country. The first are all Infantry the last Infantry and Cavalry and the Rural Police, to assist the Collector but are under their own officers, a separate body to which the tranquility of the country is entrusted. The whole system appears to work well and the police not only
seize every thief but are very good troops." 18

The Torture Commission made it apparent that a thorough reform of the police was absolutely necessary; the isolated efforts for improvement previously initiated should be developed into some practical plan of general applicability. 19 It issued an important directive in September 1856 "Our attention has been directed on various occasions of late, to the character and proceedings of the police in different parts of India, and the reports which from time to time have been laid before us have combined with many incidental notices of failure or abuse to deepen the conviction that an immediate and thorough reform of the police in all the old provinces of British India is loudly called for". 20

Torture Enquiry pointed out that the main cause of the failure and the inefficiency of the police were said to be two fold firstly, effectual supervision and control had seldom been exercised by the English Officers in

18. Ibid.
19. Curry, J.C : The Indian Police, p.32.
charge of the police, because of the enormous size of the districts and the conflicting and distracting claims of other important duties which were in themselves sufficient to incapacitate the officers concerned for the effectual superintendence of police and secondly, the majority of the principal officers of the Native Police were much under paid in relation to the importance of their functions and the necessary expenses of their employment in the public service and their social position. It suggested that the first step to be taken was to separate the Police Administration from that of Land Revenue Administration wherever the two are still united. The management of the police of each district should be taken out of the hands of the Magistrates and be committed to the European Officer with no other duties except the general superintendence of police for the whole Presidency. 21

The event of 1857 brought the whole administration in entirely new perspective. A radical charge came about in the nature of the connection between India and England. Consequently the aims, objectives, methods and

policies of the British Government in relation to this country needed to be remodelled and strengthened so as to ensure that they could never be repeated.

The emergence of an organised police in India was expedited and its character was shaped by the historic events of 1857. It is also a fact that the experiments made and the practices evolved by the company during nearly one hundred years of rule provided copious information to the Police Commisso of 1860.22 Charles Trevely St Governor of Madras, laid special stress on the formation of a real police well organized, well paid, well superintended by selected European Officers. He said on 11th July 1885 "The key to the reorganisation of our Indian Military System is the reformation of existing Police on the English and the Irish Constabulary principle".23

The police in India varied from province to province, and amounted to a considerable burden on public exchequer. There was a need for general system of police administration throughout the British India. The financial Crisis that followed the Revolt of 1857

also necessitated an immediate reduction of the cost of police. Therefore in August 1860 Canning appointed a Police Commission for making a comprehensive enquiry into the existing constitution of the police establishment throughout British India. The Commission submitted its report in September 1860. The propositions recorded in the Police Commission were based largely on the reconciliation of the principles adopted in Madras Presidency and Oudh.24

The Commission recommended simplicity in general administration, the maintenance of Military discipline, uniformity and consistency of police regulation and effective financial control in both departments, a broad line of distinction should at once be drawn between Military and Civil Bodies, functions and expenditure.5 It further recommended that there should be only two departments charged with protective and repressive duties and responsibilities, the Military Armed Force under the orders of the Military Commander and the other a Civil Constabulary, subject to the Civil Executive Government.26 The Military Arm should confine itself

25. Ibid.
26. Ibid.
absolutely to the occupation of the country for its proper function of preventing invasion and supporting the Civil Power only in the event of rebellion or extended insurrection.

The Military Arm should be relieved from all non-military duties; and the peace and order of the country should be preserved on every occasion of tumult and apprehended disturbance by the Civil Power and not by a Military Force.\textsuperscript{27} The Commission said, the bodies of men properly termed as Military having Military formation and organization employed for Military purposes and liable to Military requisitions cannot be usefully employed as Civil Police or be associated in the operations of a Civil Constabulary in any of its duties. Such bodies should be transferred to the Military Department or be dispensed with or be absorbed into a Civil Constabulary formed on sound general principles; thus enabling consolidation and reduction of force in both departments. The civil protection force can be constituted in any part of India after the model of the British and Irish Constabulary, and under the control of carefully selected European Officers, they

\textsuperscript{27} \textit{Ibid.}
were to pay special attention to its departmental constitution and physical composition to the performance of every duty which can be required of such a body in regard to the prevention of crime, the suppression of local outrage, maintenance of order, prevention of aggression on frontiers where armed invasion is not anticipated, guarding and watching of Jails, Treasuries and Stores, performing any escort duties connected with them and public property of every description. The force should be so trained and constituted that it may be thoroughly relied upon for the performance of all duties of a preventive and detective Police and for the protection of property and maintenance of local peace and order with reference to the locality in which it is to be employed.

The Police Act V of 1861 instituted the system of police which is still in force in India. The Act imposed a uniform police system in all over British India, the essence of the system was that every province should have its own police organisation with in the provinces police should by recruited, trained,

28. Ibid.
29. Ibid.
disciplined and controlled by their own British Officers. This led to a organised, disciplined and well supervised provincial police force, which were to substitute the innumerable forces of infinitely varying composition and efficiency which had gradually grown up as a result of the utter lack or any uniform policy in India. \(^{30}\)

By the Government Resolution of 2\(^{nd}\) November 1861, the Province of Nagpur and its Dependencies and the Sagar and Narmada Territories were united into the Central Provinces. \(^{31}\) In the light of the recommendation of the Police Commission the police force of the Central Provinces was also reorganised with the basic intention of reducing the police expenditure.

In Central Provinces as in other Provinces of British India, the Police Force was divided into three categories, Civil and Military Police, Municipal Police and Village Police. As regards to the Central Provinces it is necessary to take notice of police in three territorial Divisions i.e.

(1) Nagpur Province

(2) Sagar and Narmada Territories

(3) Sambhalpur and Seroncha on the Godavari.\textsuperscript{32}

In Nagpur Province the defensive and protective force (exclusive of Regular Military Force) consisted of Nagpur Irregular Force and Civil Police, both being under the Commissioner of that Province. The Nagpur Irregular Force was a Military body attached to the Military Department. In 1861 when it was determined to reorganised the police, it was incorporated in the New Police, and Nagpur Irregular Force ceased to belong to the military force of the country.\textsuperscript{23}

\textbf{Police in the Nagpur Province}

In the beginning of 1861 the Nagpur Irregular Force included one Light Field Battery, one Cavalry Regiment 500 Strong, three Regiments of Infantry 1,000 Strong each, the whole numbering about 3,803 men of all ranks. The total cost was estimated at Rupees 6.5 lakhs per annum. The Civil Police consisted of a body of Horse (called Moolkee) 705 Strong and 3,049 Foot

\textsuperscript{32} AAR, 1860-61 p.36.

\textsuperscript{33} Ibid.
(called Burkundazes); in all about 3,754 men costing rupees 4,20,408 per annum. The total cost thus amounted to 10.3/4 lakhs. 34 The first step towards reduction was taken in 1861 by colonel E.K. Elliot, then Commissioner of Nagpur. The Battery of Artillery and one of the three Regiments were broken up and the Cavalry was reduced to 160 Sabres (two Squadrons) and incorporated in the Police (Moolkee) Horse. It was at the same time proposed to organise for the Nagpur Province a Constabulary costing rupees five lakhs per annum. By this scheme including the new police and the remainder of the Nagpur Irregular Force, the total cost would have amounted to 9.25 lakhs per annum. Therefore the Government of India directed that the remainder of the Nagpur Irregular Force should be broken up as soon as possible and embodied in the police and that the total of all police expenditure should not exceed 6.5 lakhs. With this view a revised scheme was submitted in October 1861 which comprised a fixed establishment within the prescribed limit of 6.5 lakhs, and provided for a gradual reduction of the Nagpur Irregular Force and the maintenance of a number of Supernumeraries until such time as they can be absorbed. This scheme, however,

34. Ibid p.36.
was not carried out, pending the orders of the government. 35

At the same time the police of Sagar and Narmada Territories came under revision. That force consisted of Military Police which included 455 Horse and 2,522 Foot and a Civil Police of 3,168 men. The total cost amounted to 6.5 lakhs per annum. It was proposed to break up both these bodies and to substitute a new police at a cost of 4.5 lakhs, thus resulting in a saving of two lakhs on the aggregate of former expenditure. 36

In February 1861, the Inspector General of Police, Central Provinces, submitted a detailed scheme for all the above Provinces costing a total of 12 lakhs. Thereupon, the Government of India ordered in April 1861, that the limit of eleven lakhs be observed, and the police of the year be brought down as near as possible to that sum. On the 1st May 1862, there was regular establishments costing 12 lakhs as also the Nagpur Supernumeraries costing about 2 lakhs more, thus the total police expenditure was Rs. 14 lakhs per annum. A

35. Ibid. p.37.

36. Ibid.
reduction of full three lakhs was required. With this end in view retrenchment was carried out at once, and the two remaining Regiments of Nagpur Irregular Force were broken up and disbanded. 37

This measure was effected without any trouble. Most of the sepoys were taken into the new police, inferior men were discharged to make room for them. The Moolkee Horse was reduced by 100 men. The remaining of the Sagar and Nermada Mounted Police, in all 150 men, were discharged. Supernumeraries of all kinds were reduced, with in the space of one month, not less than 2,000 men, horse and foot, were discharged. These several measures gave the required reduction and brought the expenditure down to 10.5 lakhs, even below the limit of 11 lakhs. 38

Along these changes, the place of the First Regiment of Nagpur Irregular Force at Raipur was taken over by a wing of the Madras Native Infantry. In place of the II Regiment at Chanda, three companies of Madras Native Infantry were dispatched to that station. It was, therefore proposed to have one wing of the Native Infantry Regiment at Raipur and the other wing at

38. Ibid. p.38.
Chanda. Simultaneously with the introduction of the new police, not less than seven detached companies of Madras Native Infantry were permitted to join their respective Head Quarters. 39

After the reorganisation of police of Nagpur and Sagar & Nermada Territories, the reorganisation of the Police in Sambhalpur and Seroncha also followed. In Sambhalpur, owing to local disturbances the defensive forces had been considerably augmented. In 1861-62 police force stood there at the following strength: Seboundy Levy 500 Stong and several companies of Bengal Military Police. By the time the district was transferred to Central Provinces, the Bengal Military Police was withdrawn, and there remained the Seboundy Levy, besides some 80 Civil Police. The Levy was embodied in the New Police which was henceforth to consist of 380 men of all ranks. This arrangement was to result in a saving of 32,000 rupees per annum. It was expected that men of the Sambhalpur Levy would make good policemen, being natives of the Sambhalpur district and inured to its peculiar climate. 40

39. Ibid. p.38.
40. Ibid, p.38.
In Seroncha there had been no regular organised police. The defensive force consisted of a small Seboudy Levy of 100 men. Besides this there were a few police men in the Bostar State which was then a dependency of Seroncha. In Bostar it was found necessary to strengthen the police party to preserve order during the frequent disputes between the Bostar people and those of Jaipur state in Madras Jurisdiction. It was also found necessary to place some additional police stations at several points on the banks of the Godawari in order to protect the increasing traffic and various other establishments which were being set up in that area. 41

For all these purposes, a New Police of 152. men was organised at a charge of Rs. 16,000 per annum. Into that force the Sebounady Levy was incorporated and a police officer was stationed at Doomagoodium on the Godawari, the head quarters of the Navigation Establishment. 42

The total police charge in the Central Provinces was then as follows:

41. Ibid. p.39.
42. Ibid. p.39.
Central Provinces ........ Rs. 10,50,000
Sambhalpur and .......... Rs. 71,000
Seroncha
-----------------------------------------------
Total ................ Rs. 11,21,000

The Government allowed 11 lakhs and the Police Commission recommended 10.5 lakhs. But that was for the Central Provinces inclusive of Sambhalpur and Seroncha and the lowest amount arrived at for the Central Provinces was the limit of Rs. 11 lakhs. 43

As a result of the reorganisation of the Police Constabulary in the Central Provinces a sum of Rs. 7 lakhs per annum was saved to the state. The Town Police which was paid from municipal funds had not been included in these calculations of the cost of either the former or the Present police.

In January 1861 when it was decided to reorganise the police force the total expenditure on the force amounted to Rs. 18,09,113. When the process of reorganisation was substantially completed in July 1862, the expenditure had touched the figure of Rs. 11,22,206. The real reduction of charge owing to the

43. Ibid.
reorganisation of the Constabulary is given below. 44

<table>
<thead>
<tr>
<th>Month</th>
<th>Year</th>
<th>Rupees</th>
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<tr>
<td>January</td>
<td>1861</td>
<td>18,09,113</td>
</tr>
<tr>
<td>October</td>
<td></td>
<td>16,87,852</td>
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<tr>
<td>January</td>
<td>1862</td>
<td>16,40,088</td>
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<tr>
<td>May</td>
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<td>14,92,000</td>
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<tr>
<td>July</td>
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<td>11,22,206</td>
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There were 57 Cities and Towns in the integrated units of the new province maintaining a Municipal Police for themselves without any aid from the regular establishment. The municipal funds were raised chiefly by town duties.

The police posts were scattered at a considerable distance from each other, even those on the main lines of roads, few were within 10 miles apart and of the rest many 15 and 20 miles and some 25 miles from any other Station House or Outpost. At a few points there were 50 men together and at no place more than 100. This was one of the great difficulties with crimes such as Dacoity and Highway. Robberies. Generally many hours sometimes more than a whole day and night elapsed before the report of the commission of an offence reached the

44. Ibid., p.39.
nearest post, and by the time the police arrived at the spot the perpetrators were miles away. 45

Except in the districts of Bhandara and the Godawari and a portion of Chanda, beyond the Wyneganga none of the organised police were stationed in the extensive Zamindaries of the old Nagpur Province. The Zamindars were responsible for keeping their own police and were responsible for reporting all crimes. But hitherto the responsibility with most of them been merely nominal and it was feared that many crimes and some of them of grave character will never be heard of by either the district officers or the police. The regular police had no jurisdiction whatever in the Zamindaries and cannot investigate any crime committed with in their limits, even though occurring close to their posts, unless their aid is solicited and such applications were very rare.46

The large extent of territory not less then 40,000 square miles with in the borders of the Central Provinces, of which, the police administration was entirely or almost entirely in the hand of Wild Chiefs, who dispensed a sort of rude justice of their own except in cases of heinous crimes, perpetrator of heinous

45. Ibid. pp.40-41.
crimes were to be sent (when arrests were made) for trial to the district officer. These Zemindaries comprised large tracts of jungles and waste, sparsely inhabited, dense forests and remote solitude rarely disturbed except by wild beasts. They offered ready facility for the concealment of criminals flying from justice as well as a secure haunt for outlaws and robbers. Those wandering tribes who lived chiefly on plunder as the kaikarees, Budhiks, Bheriah and others, passed from the surveillance of the organised constabulary of the province into the safe obscurity of the Zamindaries were they lived unmolested for a time and then issued forth in a new direction to carry on their nefarious practices in other districts where they were unknown.

After the reorganization of the police force the new constabulary consisted of—

46. Ibid., p.29.
47. AAR, 1862-63, p.29.
48. Ibid.
49. Ibid.
1 Inspector General
2 Deputy Inspectors General
12 District Superintendents
9 Assistant District Superintendents
44 Inspectors
6,276 Foot Constabulary &
613 Mounted Constabulary

Total 6,965

(The cost per man of the force amounted to Rs. 161 per annum)

The new constabulary was placed under the direction of Inspector General who was assisted by two Deputy Inspectors Generals.51

Each district had its own separate police force under the Superintendent who carried on his duties under the general control of the Deputy Commissioner. Formerly the Superintendents of the more important districts had Assistants under them but under the new system only two Assistant Superintendent were allowed for the whole force.52

52. Ibid.
The Inspector General who was the Head of the Police Department and was also the adviser to the Local Government in all matters connected with the police administration, under section 12 of the Act V of 1861, he was also empowered, subject to the approval of the Governor to frame rules and regulations for the force as he might think important.\textsuperscript{53} Even today the Inspector General in fact is the embodiment of the police of the Province vis à vis its Government.

The Deputy Inspector General were placed as Inspector General's Deputy. The jurisdiction of a Deputy Inspector General composed of several districts. He was made responsible for the control, efficiency and discipline of the police force in his range and for the prevention, registration, investigation and detection of crime with in his jurisdiction.\textsuperscript{54}

By the Police Act of 1861 Superintendent of Police is made the main pillar of police administration in India, he is the Head of the District Police Force, he is made responsible for all matters relating to internal economy and management, maintenance of its discipline and efficient performance of all its duties.\textsuperscript{55}

\textsuperscript{53} Ibid.
\textsuperscript{54} Ibid, p.46.
Municipal Police was also thoroughly organised in the same manner as the constabulary and was placed under the same departmental authority for all the Towns and Cities throughout these provinces.\textsuperscript{56} Towns had their own Municipal Police. The total number of men was 1,470 of all ranks at a cost of Rupees 109,996 per annum. This charge was collected from the proceeds of the local Octroi, commonly called Town Duties. Besides these there was no Town Police watch and ward of any kind present in the central provinces.\textsuperscript{56}

There was no Village Police in the Central Provinces. The Kotwars were simply the servants of the Malguzars or Village Head Man employed for reporting crime, police had nothing to do with them. Explaining this the Chief Commissioner of Central Provinces had stated in 1872, "It is to the Malguzars that we look for all assistance and cooperation as regards crime. If a crime is suppressed or a periodical report is omitted or assistance in training an offence or fugitive is not properly rendered, it is against the Malguzars that the Superintendent of Police lodges a complaint and not

\textsuperscript{55} Ibid.

\textsuperscript{56} AAR, 1861-62, p.26.
against the Kotwars; of the latter we took no congnizance," this was the old native system in the provinces and it was not interfered during the settlement. The only other alternative would have been an organised Village Police regularly enrolled. The cost of such a force could not be met, and the whole arrangement would have acted as an antagonistic element. Whereas under the present system in most cases their assistance could be relied on. It may be said that the Village Headman were the Rural Police of these Provinces.  

Since Dacoity was the most serious problem of the province, a Special Dacoity Agency was established with the sanction of government towards the end of the year 1863, and two selected Native Officers of the Police, viz Assistant District Superintendent Rae Debee Pershad and the Superintendent of the Nagpur City Police, Mohamed Baadun were appointed the Agents with a small

57. Gupta, A.S, Op.Cit, p.70  
58. Ibid.
establishment under them. 59

The small establishment placed at the disposal of the Special Agent consisted of a few policemen of different grades selected for their intelligence and knowledge of the criminal classes. The system of approvers was also made use of to a considerable extent but in a different way from that of the Thagi and Dacoity Department, regular approvers were not maintained. Important and useful information was obtained from the prisoners of the jail, they were influenced to this by the expectation that when their

59. PAR, 1864, pp. 9-15, Mohamed Baadun was prevented by ill health from ever taking up his appointment. Finding another Native Officer well qualified for the work was a difficult task therefore no one was nominated in his place. Thus Debee Pershad alone started the agency, but he was almost immediately prostrated by fever, it was not until the 1st January of 1864 when the operations commenced. It was afterwards thought desirable that a European Officer should conduct the duties of the Agency while it was in its infancy, accordingly in Oct 1864 Lieutenant Vertue was nominated Special Dacoity Agent and Debee Pershad continued to act as his Assistant.
information will prove really useful the recommendation would be made for the mitigation of their sentences. This system had the advantage in the sense that while the information wanted was obtained still the government was not burdened with the maintenance of the approvers, when their services were no longer required. Special Dacoity Agency proved successful in preventing the notorious crime of dacoity. Hence with the fall in crime of dacoity and with the increasing efficiency of the new police, it was deemed unnecessary to maintain the Agency. Therefore in 1868 on Chief Commissioners order the Agency was abolished, and the officers were transferred to the general police establishment. 61

Railway police was also organised on the two lines namely the Great Indian Peninsula Railway and East Indian Railway. The Railway Police force on the Great Indian Peninsula Railway was under the management and control of the Superintendents of the several districts through which the railway line passed and were paid by them with an addition of one rupees to each Constable by the railway authorities. They were thus subordinate to

60. Ibid,

and appointed by the District Superintendents.\textsuperscript{62}

On the East India line a different system was in force, it was a distinct body unconnected with the ordinary police of the country. It had its own officers and was not subject to the control of the officers of the police of the districts through which the railway line passed. It was paid and clothed by the Railway Company and was suboradinate to their own Inspectors and Assistant Inspector Generals, their sphere of action was confined to railway limits. But as regards to reporting and investigation of Crime, they stood in the same relation to the Deputy Commissioner and District Superintendent of the District Police, but in all other respect they were quite distinct.\textsuperscript{63}

In the year 1864 several important changes were made in the police force. The appointment of Deputy Inspector General and the Personal Assistant to the Inspector General was discontinued.\textsuperscript{64} These changes considerably increased the responsibility and the work

\textsuperscript{62} AAR, 1870-72, p.24.

\textsuperscript{63} Ibid, p.24.

\textsuperscript{64} Home, Police, A progs, 11\textsuperscript{th} Sep. 1864, No.6-8.
of the Inspector General, simultaneously the work load of the Superintendents of the Inspector General's office also increased, as a result there pay was increased by 50 rupees per mensem.65 The number of District Superintendents was increased from 12 to 17 so as to provide one for each district, and the number of Assistant District Superintendents was correspondingly decreased from 9 to 4.66

In the year 1864 Nimar District was incorporated in Central Provinces Consequently new police system was introduced on the 1st of September 1864 in Nimar District by Lientenant Scott who from that data till the end of the year officiated as District Superintendent. Many men of the old police were discharged to reduce the strength of the new establishment. All the men compulsarily discharged had been recommended liberal gratuties, all the best men were retained. In the beginning it was difficult to fill the vacancies, as many men of old police who were retained were anxious for their discharge and disliked the work they were now

65. Ibid.
66. Ibid.
obliged to perform. However, incorporation of Nimar gave a new impetus to the increase of police force in the Central Provinces, a contingent of 402 men of all ranks with an annual expense of Rs. 63,552 was established.

The organization of the new constabulary suffered heavily due to the continuous absence of some of the officers. There were in all 18 District Superintendents and 4 Assistant District Superintendents in the cadre, out of which about one sixth were always on furlough. Looking into the state of insufficiency of officers, four more Assistant District Superintendents were appointed in June 1866. Two years later reduction of 100 Mounted Constables was effected as a consideration to economy. During the year 1870 the number of Assistant District Superintendent was further reduced from 8 to 2, the number of European Constables from 11 to 9, the number of Chief Constables from 199 to 183 and the number of Mounted Police from 364 to 264.

67. Ibid.
68. AAR, 1864-65, p.12.
69. Home, Police, A progs, 5th June 1866, No.3-5.
70. Home, Police, A progs, 14th Jan 1871, No.1-4.
71. Home, Police, A progs, 14th May 1870, No.5 20.
Thus, the actual position by the end of 1870 was that there were 1240 officers of all grades and 7,100 men of all ranks, of whom 144 officers and 877 men belonged to the Municipal Police. The total cost on the police force was Rs. 12,33,861 of which Rs. 1,126,972 were paid from the Imperial Revenues, where as Rs. 1,16,889 were met with from the local funds. 72

Table 73 - 3.1 Showing the Religion and Race of the men of the Regular Police Force of Central Provinces in the Year 1868.

According to Religion -
Mohamadans - 2,501
Hindus - 5,012
Sikhs - 45
Christians - 38
Parsees - 17
Others - 712.
Total - 8325

According to Countries and Race.
Europeans - 4
Hindustani - 4,468
Punjabees - 59
Afghans - 3
From Western Himalayas - 9
From Eastern Himalayas - 19
Bengalees - 8
From Maratha region - 2,313
Telungans - 121
Canarese - 1
Tamils - 11
Malabar - 14

72. AAR, 1870-71, p.24-25.

73. Data is taken from PAR, 1868.
North Division - 10
Others - 573 + 712 = 1285
Total - 8325.
Hindus according to caste -
Brahmins - 1,648
Rajputs - 904
Kayets - 139
Bunihas - 37
Koormees - 187
Lodhees - 24
Marathas - 298
Aheer - 224
Ghosaee - 2
Kachee - 9
Teeloogoo - 54
Naee - 11
Chettree - 412
Gond - 65
Durjee - 3
Bhat - 13
Beldar -
Behelia - 1
Khangar - 39
Malee - 3
Dheemur - 1
Koorees - 27
Jat - 10
Bhurboonja - 1
Koomhar - 6
Dhangees - 44
Others Castes - 849
Total - 5,012.

According to Religion, as is given in the table, Hindus were in the greatest numbers in the newly established Police, followed by the Muslims. According to the racial distributions, native element was predominant. According to Caste, Brahmins followed by Rajputs and Marathas were largest in number.

The new constabulary contained men retained from the
inefficient Civil Police but it contained certainly a
good Military element in its ranks, there were now most
of the best men from the late Nagpur Irregular Infantry,
who behaved with fidelity and gallantry in 1857. The
mounted police consisted entirely of the Maratha Moolkee
Horse, these men, though not smart troopers, were in the
employ of the Bhonsla Rajas of Nagpur. Their father and
their relations were in the service for generations and
they had strong local connections, they behaved with
marked fidelity throughout the whole period of
disturbance of 1857. It might have been necessary in
the aftermath of 1857 to recruit a large number of
Defence Personnels, which were in character as well as in
function more militia than the police force. Apart from
the Brahmans and Rajputs, number of low caste men were
locally recruited. The two highest castes were in
considerable number of the population and they formed
the most influential social group in the caste ridden
and tradition bound society. A police largely composed
of lower caste men would neither be influential nor
would it gain the confidence and respect of the people
of the Province. They would naturally dislike to be

74. AAR, 1860-61, p.41.
ordered about by a policemen who as an individual would be quite low down in social scale. Moreover the local Brahmans and Rajputs had a tradition of service in the army and police all over the country. Because of this tradition they had a better understanding of the professional requirements of a policemen than the people of lower castes, who as a group, had neither the tradition nor the inclination for such services. With the return of normalcy after the event of 1857, the traditional British preference for the higher and respectable castes reasserted itself. Imperial interests demanded that the highest and the most influential social groups in the local society be attached to the government.

Table 75.2 Comparative statement of the strength of police and cognizable crimes.

75. Data for the table 3.2 are extracted from AARs, 1861-1891.
<table>
<thead>
<tr>
<th>S.NO.</th>
<th>YEAR</th>
<th>NO OF POLICEMEN AT THE YEAR END</th>
<th>TOTAL REPORTED CRIME</th>
<th>NO OF CRIME INVESTIGATED</th>
<th>NO OF CRIME PER POLICEMAN</th>
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Table 3.2 Illustrates the proportion of police men in relation to crime. Although in comparison to other Province, crime rate was less in Central Provinces, but the reductions were carried out during a period when there was a increase in crime. Their was 5.5 percent increase in crime rate in 1861 over the previous year.\textsuperscript{76} It was suggested that the rise was due to the fact that the old police was undergoing reorganisation and in this process sufficient attention could not be given to crime control\textsuperscript{77}. Congnizable crime rose from 10,307 in 1861 to a peak of 39,625 in 1878 with an annual growth rate of 5.75 percent.\textsuperscript{78} Among all the categories of crime, theft of all types recorded the greatest rise. Their number increased from 5,590 in 1861 to a peak of 28,768 in 1869, with a mean annual growth rate of 6.89 percent per year.\textsuperscript{79}

Reductions must have told upon police efficiency in another way also, police men were originally recruited for their martial bearing and qualities. Many of them

\textsuperscript{76} AAR, 61-62, p.20.

\textsuperscript{77} Ibid.

\textsuperscript{78} AAR, 1878-79, p.5.

\textsuperscript{79} AAR, 1869-70, p.6.
were unsuited for detective duties. Later, when the reductions were made with the primary object of economising expenditure, the criterion was to effect an immediate saving. Consequently, it was directed to retrench those men who were least entitled to a gratuity or pension. This led to retention of the men with a greater length of service. Those who had been enlisted more recently, perhaps with an eye upon their suitability for the Civil Police, were discharged. Thus a very large proportion of ex-military men were retained in the force. The retrenchment policies therefore, accentuated the problem of the lack of detective ability of the police.

The process of reduction of the force which was carried out during the reorganisation, did affect the efficiency level of the force. The proportion of police was although quite close to guidelines of the Police Commission, being one policeman to every 1,191 inhabitants and to every 15 square miles in 1862.

80. AAR, 1861-62, p.20.
81. AAR, 1867-68. p.28.
83. AAR, 1862-63, p.27. These averages depend on estimates of area and population, which are often vague and not perfectly correct.
and 1089 inhabitants and 9.5 square miles in 1868.  
But the Police had to perform many duties of Semi-Military and protective nature. Such duties included the Guarding of Prisons, Treasury and other public buildings, property and escorting of Prisoners, Treasure and Officers. In spite of that police was reduced to a minimum compatible with the performance of its varied duties and the ordinary protection of society. Looking to the quarters where crime occurs, it is evident that the police posts in the interior were not sufficient. In order to maintain proper watch and intercommunication, the post does not had enough men; at the stations and principal places; every guard was brought down to the lowest point; the men were hard pressed, and can seldom be relieved from the prescribed routine. It was ironic indeed, while the crime rate was rising, their was on significant increase in the police force. Such a policy suggests that the government was indifferent to the security of life and property of its subjects; financial considerations and a desire not to alter the existing structure of taxation

84. PAR, 1868.

85. AAR, 1862-63, p.27.

86. PAR, 1863, p.3.
and government spending was paramount over the primary duty of the government of maintaining law and order.

The relationship between the police and the Magistracy had been uniformly good and honourable to both parties. Disputes had been unknown. In the initial years the Deputy Commissioners, supposing the police to be an entirely separate and independent Department misapprehended the extent of their own responsibility for the police administration, and the degree of supervision required for themselves. These misapprehension were removed in the due course of time; and the Deputy Commissioners fully understood that police, though departmently independent, is still an instrument under the control of Magistrate. The police of the Districts though departmentally independent, acted under the general directional of the Magistracy.

A great handicap under which the police functioned was the illiteracy of most of its officers and men. When the


88. Ibid.

89. AAR, 1861-62, p.32.

90. AAR, 1862-63, p.34-35.
force was reorganised in 1861, recruits were not chosen with regard to their educational qualifications. Later, when conscious efforts were made to recruit educated men from the schools, it was discovered that they were not interested in jobs carrying a salary of six rupees per month. The pay of the constables was fixed at the level of the earnings of an unskilled labourers. It was natural that lads with even a small education could get better employment elsewhere than in the police. The Inspector General of police, Col Taylor, admitted in 1868 that "the weak point in our present police administration is the want of intelligent, well educated chief constables; on this class of officials depends more than on any other, the well being and efficiency of the force".

Some efforts were however, made to educate policemen while in service. Schools for policemen as well as their children were opened in each district for this purpose. It was strange logic, that education would benefit the public service more than the official

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91. PAR, 1875-76, p.192-93.
93. History of Madhya Pradesh Police, p.87.
94. AAR, 1872-73, p.51.
concerned. It is surprising that after eleven years of constant efforts to educate the officers and men of the police force, and to recruit literate men in the force, of the officer 1,070 or 83 percent, and of the men 2,050 or 29 percent, could read and write. Taking the force as a whole, 37 percent could read and write in 1872.

A great short coming of the police administration was the lack of understanding and cooperation between the police and the people. Many officers tried to explain this by ascribing it to the supposed apathetic nature and indifference to social obligation of the people. But such an explanation was an over simplification of the problem. The police was an agency of a government which was not responsible for its action to anyone in India. The policeman was not a citizen in uniform entrusted by fellow citizens with the onerous duty of maintaining order. The police enforced laws, which were not traditionally familiar to the people, through unfamiliar and complicated procedure, Policemen were

95. Ibid.
96. Ibid.
97. AAR, 1877-78.
recruited, organised and paid by the government independently of the wishes or control of people. They became a part of the machinery, howsoever small it might be, that ruled over Province. As a result though they did not belong to the ruling class, they rose a distinct step above the mass of the people. Mutual trust and confidence with the local people was not attempted, or in fact, rarely desired by policemen because it would, they thought, adversely affect their image of being a part of the establishments of authority. Such mutual feelings between them were intensified by the experience of 1857-58. The military police, composed of the same men who later formed the civil police, had then energitically subjugated and disarmed its people. Instances have occurred of meanness or cowardice on the part of police, one single case occurred in which the police themselves incited to commit dacoities with the secret intention of obtaining credit by capturing them. Such proceedings gave a high handed and over bearing tone of policemen and estranged the people from them. Until the loss was too great, or the insult too biting, even the victims of criminal acts were often reluctant to give any help to the police.

98. AAR, 1862-63. p.42.
Some rules designated to minimise police interference, necessitated harshness on their part. Under the provisions of the Penal Code, the police was not to take cognizance of cases of simple hurt. But many heinous crime had its origin in insults directed by one man at another attended with a minor scuffle in a public place. Such violence was classed as simple hurt until it resulted in a fractured bone. But they might later lead to more serious crimes. The policemen, who were responsible for maintaining peace, would be forced to adopt unorthodox measures to coerce the offender in such cases to make amends. This was one of the reasons for making simple hurt a cognizable offence in 1873.99

Corruption in the police was a difficult problem for the administration to tackle.100 With such extensive contacts and dealings with the mass of illiterate people, who had little idea of their legal rights and who had a dread for the police, the law courts and the complicated legal system, the opportunities for illegal exactions and gratifications were abundant.

99. Trivedi, D.B, p. 188, vide PAR, outh, 1874-75.

100. AAR, 1877-78, p.22.
Perhaps the greatest inducement to corrupt practices for the policemen was the very low pay. The Government of India as well as the Police Commission of 1860 recommended that the pay of a Police Constable should be on par with the earnings of unskilled labour in the region. The work of a policeman is a highly skilled and professional one. At the time of recruitment a man may be raw and in great need of employment. But after acquiring the necessary skills, it would always grieve him to find that his income was the same as that of a labourer of the lowest order. In 1889 the Inspector General of Police, voiced the demand to raise the pay-scales of the Police "in view of a constant influx of untrained men which is antagonistic to efficiency." He reiterated that, "District Superintendents even at the present time are forced to accept any man who offers himself for enlistment provided he is not a known bad character." In 1884 a scheme was brought in effect for improving the pay and position of higher subordinate grades. The pay of constables was raised from Rs. 5-10-0 to 6-12-0 per mensem.

102 History of Madhya Pradesh Police, p.90.
103 Ibid.
104 Ibid. p.91.
It was an incontrovertible fact that service in the police did not hold out any attraction for pay scales, absence of living accommodation and inadequate social position rendered the service an unpopular one.

The new Police system was established in central provinces with high expectations and a determination to provide a clean and efficient agency of maintaining law and order in the Province. Although the police began as a well-drilled and disciplined body, its members were not given systematic and organised training in police methods. The illiteracy of most of them prevented their taking advantage of whatever means were available of bettering themselves professionally. Added to this basic short coming was the over work caused by the inadequate strength to which the force was reduced. In spite of that, the Chief Commission Temple had said "The new police is good in organization respectable in conduct, fairly popular with the people, efficient in the discharge of all administrative duties, fairly successful in the repression and detection of ordinary crime, but unsuccessful generally in dealing with organized crime or in the cases of an intricate

105. Ibid, p.90.
character, greatly wanting in detective skill and ability, not perfectly instructed in the civil part of their duty, somewhat deficient in the purely scientific and intellectual part of their profession. 106