

REPORT
OF THE
Police Reorganization Committee
1947-48

VOLUME I

PARTS I—II
(MAIN REPORT)



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CONTENTS

PART I

	<i>Page</i>
Forwarding letter	i
Annexure to the forwarding letter	ii—v
CHAPTER	
I—Introductory	1
II—General Organisation	3
Section I—Historical Sketch	ib.
Section II—Present Organisation	8
Section III—Suggestions and proposals	10
III—Retrospect and Prospect	23
IV—Police Organisation in big Cities	26
V—Civil Police	38
Section I—General;	ib.
Section II—“ Investigation ” Police	39
Section III—The “ Order ” Police	42
VI—Allocation, strength and reserves	44
Section I—Allocation and strength	ib.
Section II—Contingent reserves	49
VII—Prosecution Branch	50
VIII—Traffic Police	56
IX—Women Police	60
X—Chaukidars and Village Police	65
XI—Armed Forces and Auxiliaries	72
Section I—General	ib.
Section II—District Armed Police	74
Section III—The Armed Reserves	75
Section IV—The Auxiliary Force	76
XII—Government Railway Police	77
XIII—Mounted Police	83
XIV—Detective Forces	85
Section I—Criminal Investigation Department	ib.
Section II—District Intelligence Staff	90
XV—Police Communications	91
Section I—Wireless Section	ib.
Section II—Telephones	96
XVI—Tear Smoke Squads	97
XVII—Followers Cadre	99

	<i>Page</i>
XVIII—Recruitment and promotion	100
Section I—General	<i>ib.</i>
Section II—Recruitment of Non-Gazetted personnel	101
Section III—Recruitment of Gazetted Officers	107
Section IV—Recruitment to Technical and Specialised Branches	108
XIX—Education and Training	<i>ibi</i>
Section I—General	<i>ib.</i>
Section II—The Police Training College, Morad- abad	112
Section III—The Police Training School, Sitapur	114
Section IV—Training of Recruit-Constables	115
Section IV—Training of Specialist Cadres	117
Section VI—Miscellaneous	<i>ib.</i>
XX—Conditions of Service	118
Section I—Pay and Allowances	<i>ib.</i>
Section II—Travelling and Conveyance Allowances	120
Section III—Leave and Pension	122
XXI—Welfare and Amenities	123
Section I—Medical Attendance and Treatment	<i>ib.</i>
Section II—Anti-Malaria Measures	126
Section III—Welfare and Amenities	127
XXII—Discipline	128
XXIII—Supervisory Staff	130
Section I—Inspectors	<i>ib.</i>
Section II—Gazetted Officers	134
XXIV—Transport and Mobility	142
XXV—Armament	145
XXVI—Clothing and Accoutrements	147
XXVII—Buildings	150
XXVIII—Clerical Staff	156
XXIX—Miscellaneous	158

No. 390/PRC/47-48, dated March 2, 1948

FROM

HON'BLE DR. SITA RAM, M.A., LL.B., D.LITT.,
CHAIRMAN, POLICE REORGANIZATION COMMITTEE,
UNITED PROVINCES, LUCKNOW,

TO

THE SECRETARY TO GOVERNMENT,
UNITED PROVINCES, HOME DEPARTMENT,
(POLICE), LUCKNOW.

SIR,

I have the honour to submit the Report of the Police Reorganization Committee which was appointed in G. O. no. 140/VIII—640-46, dated 23rd January, 1947. The interim recommendations of the Committee on various matters have already been sent to Government from time to time (see Annexure) to enable Government to take action on them. I understand that action on some of these items has already been taken.

2. It may be mentioned in passing that the official members of the Committee had their normal work to attend to. The strenuous time through which our Province has passed along with the rest of the country during the days preceding and following 15th August, 1947 put an extra strain on them. Most of the non-official members, too, had to discharge their duties in the respective Houses of the Legislatures of which they are members. The business of the Committee, therefore, had to be adjusted in the light of these and other considerations.

3. The Secretary of the Committee, Shri D. P. Kohli, I.P., had naturally to bear the brunt of the work. In addition to acting as the Secretary of the Committee he was holding several important charges. I have much pleasure in bringing to the notice of Government the grateful appreciation of the Committee of the diligence and ability with which Shri Kohli collected and waded through a mass of material to prepare it for the use of the Committee.

4. The Committee is obliged to Shri M. S. Mathur, I.P., who, as Joint Secretary, rendered valuable assistance to the Committee.

5. The Committee would also like to put on record their appreciation of the ungrudging way in which the staff under Shri Data Din, Head Clerk, laboured throughout.

I have the honour to be,

SIR,

Your most obedient servant,

SITA RAM,

Chairman,
Police Reorganization Committee,
United Provinces,
and
President, Legislative Council,
United Provinces.

ANNEXURE

Statement of Interim Recommendations of the Police Reorganization Committee sent to Government from time to time

Serial number	Subject	Nature of the recommendation	Date of submission
1	Selection of candidates for training as Sub-Inspectors at the Police Training College, Moradabad.	Revised rules for ..	29th June, 1947.
2	Ditto ..	Amendments to above ..	9th July, 1947.
3	Desirability of placing the Traffic Police or the Watch and Ward Police under the control of the Municipal or District Boards.	Against the proposal ..	Ditto.
4	Village Panchayats ..	Their control over police not considered desirable.	Ditto.
5	Recruitment of constables	Lays down necessary qualifications and conditions.	Ditto.
6	Appointment of Head Constables. (Civil and Armed.)	Approves the present system with certain modifications.	Ditto.
7	Forms and Manuals ..	To be printed in Urdu and Hindi.	Ditto.
8	Separation of Investigation Branch from the Watch and Ward.	Recommended for big cities —not for rural areas—for which special investigating squads recommended.	Ditto.
9	Prosecution Branch ..	To be a separate branch. Suggests method of future recruitment and promotion, etc.	Ditto.
10	Cadets under training at the Police Training College.	Recommends an allowance of Rs. 70 per mensem.	Ditto.
11	Armed Reserves ..	Recommends 100 more companies.	Ditto.
12	Wireless ..	Considers it necessary for all districts.	Ditto.

Serial number	Subject	Nature of the recommendation	Date of submission
13	C. I. D.	To be under the charge of a Deputy Inspector General, Anti-Corruption Department to form a part of the C. I. D. Recommends a separate Provincial Cadre of the C. I. D.	9th July, 1947.
14	Organisation of Village Defence Societies.	Draft scheme regarding ..	12th July, 1947.
15	Powers and responsibilities of the Magistracy vis-a-vis the Police.	Present position to continue.	29th August, 1947.
16	Form of oath ..	Suggests a revised form.	Ditto.
17	Rules of conduct ..	Suggests revised rules ..	29th August, 1947.
18	Compulsory retirement of the non-gazetted Police Officers after 25 years' service.	Suggests compulsory retirement on full pension after 25 years' service if technical and legal difficulties can be overcome.	Ditto.
19	Women Police ..	Submits a draft note prepared by the Secretary regarding their creation.	Ditto.
20	Literacy Test. ..	Suggests fresh standards ..	Ditto.
21	First Information Reports ..	Lays down revised rules and directions regarding it.	Ditto
22	Promotion of Sub-inspectors as Inspectors.	Suggests fresh rules and conditions.	Ditto.
23	Living conditions ..	Suggests ways and means of improving them.	Ditto.
24	Criminal Investigation Department.	Suggests branches for future organization.	Ditto.
25	Forensic Science Laboratory.	Suggests its establishment and methods of recruitment.	Ditto.
26	Police Museum ..	Suggests creation. ..	Ditto.
27	Government Railway Police.	Makes suggestions regarding future organisation.	Ditto.
28	Criminal Investigation Department cadre.	Suggests to combine the Criminal Investigation Department and District Intelligence Staff under the control of the D.I.G., C.I.D. and allowances for the staff.	Ditto.

Serial number	Subject	Nature of recommendation	Date of submission
29	Telephones	Suggestion for its expansion.	29th August, 1947.
30	Wireless.. ..	Frames rules and condition of service for future organisation.	Ditto.
31	Hospitals	Suggests whole time Doctors for Police Hospitals.	Ditto.
32	Medical attendance and welfare.	Suggests methods for improvement.	Ditto.
33	Anti-Malaria	Suggests abolition of Anti-Malaria Section.	Ditto.
34	Welfare Centres	Suggests their creation in each Police Lines.	Ditto.
35	Enlistment	Unconfirmed unsuitable Constables enlisted during the war rush to be discharged at once.	9th September, 1947.
36	Police Motor Transport and Drivers	Present scales agreed to and a small workshop recommended.	17th September, 1947
37	Telephone Exchange	Suggests separate telephone exchanges for police telephones.	Ditto.
38	Followers' cadre	Cooks and Kahars to be provided at Government expense for Police Messes.	17th September, 1947j
39	Village Chaukidars	Suggests gradual replacement by constables.	Ditto.
40	C. I. D	Finger Print Bureau and Police Scientific Section to be transferred to Moradabad.	Ditto.
41	Uniform	Lays down new patterns and designs.	Ditto.
42	Central Stores and Quota System.	Present system to continue	Ditto.
43	Tailoring	Ditto	Ditto.
44	Mounted Police	Suggests permanent retention necessary, and proposes locations and strength.	Ditto.
45	Traffic Police	Suggests a separate cadre ..	Ditto.
46	Training and Education	Suggests revised systems ..	Ditto.

Serial number	Subject	Nature of recommendation	Date of submission
47	Tear Smoke Squads ..	Suggests abolition ..	17th September, 1947
49	Length of postings of Police Officers.	Suggests limit for ..	Ditto.
49	Contingent Reserves ..	Suggests certain increase ..	Ditto.
50	Police Organisation in big cities, e.g., Kanpur and Lucknow.	Suggests changes and gives broad outlines for future organisation.	Ditto.
51	Bases of calculating strength.	Lays them down ..	Ditto.
52	City Inspectors ..	Recommends for cities with more than 1 lakh population.	5th November, 1947.
53	Revision of T. A. Rules ..	Makes suggestions ..	Ditto.
54	Horse Allowance ..	Present rates to continue..	Ditto.
55	City Allowance ..	Ditto ..	Ditto.
56	Conveyance allowance and C. I. D. staff allowance.	Suggests certain changes in rates.	Ditto.
57	Deputy Superintendents of Police.	Suggests at least one for each district.	Ditto.
58	Special pay for instructors of training institutions.	Describes them.. ..	Ditto.
59	Gazetted Officers ..	Present proportion of promoted and directly recruited officers to continue.	Ditto.
60	Clerical staff ..	Notes decisions on the report of the Inspector of Offices on Special Duty.	Ditto.

REPORT OF THE POLICE REORGANIZATION COMMITTEE

PART I

CHAPTER I

INTRODUCTORY

Appointment of the Committee

This Committee was appointed by Government Resolution no. 140f VIII—640-46, dated January 23, 1947, published in *U. P. Government Gazette*, dated January 25, 1947, with its "Terms of Reference". This Resolution is given in Appendix A.

2. One of the members of the Committee, Shri Vinayanand Pathak, I.P. (retired), was unable to serve on the Committee and in his place Shri A. D. Pandit, I.C.S., Deputy Commissioner, Lucknow, was nominated. In the beginning of July, 1947, another member of the Committee, Shri H. C. Mitchell, I.P., proceeded on long leave. He was replaced by Shri M. S. Mathur, I.P., Assistant to Inspector-General of Police, United Provinces.

Inaugural Meeting

3. The inaugural meeting of the Committee was held on 6th February, 1947, at which the Chairman made some opening remarks regarding the role of the Police in the new set-up of things. (These remarks are reproduced in Appendix B.) Thereafter there was a preliminary discussion about the procedure to be adopted by the Committee.

4. The next meeting was held on March 1, 1947 at which the Committee discussed and settled the procedure to be adopted and the questionnaires to be issued. The Committee prepared nine different sets of questionnaires. Questionnaire no. 1 deals with general organization of the force and the broad principles on which it should be based, while the other eight sets of questionnaires relate to the detailed allocation and strength or to technical and specialist branches.

5. These questionnaires relate respectively to :

- (1) General.
- (2) District Allocation, etc.
- (3) Criminal Investigation Department and Scientific Section.
- (4) Government Railway Police.
- (5) Wireless Section and Police Communications.
- (6) Police Motor Transport Section.
- (7) Training and Education.
- (8) Provincial Armed Reserves and Tear Smoke Squads.
- (9) Clothing and Accoutrements.

Copies of questionnaire no. 1 were sent to both officials and non-officials and also to the Press. But copies of the remaining questionnaires were sent only to selected officials. These nine sets of questionnaires are reproduced in Appendix C.

Evidence

6. One hundred and twenty-four witnesses sent written replies to the questionnaires issued by the Committee. Of these 71 were officials, and 53 non-officials, including 4 M. L. Cs., 10 M. L. As., 5 Representatives of the Municipal and District Boards, 7 Representatives of Bar Associations and 27 other members of the general public.

7. Fifty-five witnesses were examined orally, of whom 31 were officials and 24 non-officials, including 4 M. L. Cs., 10 M. L. As., 3 Representatives of local bodies, 4 Representatives of Bar Associations and 3 gentlemen representing the general public.

Itinerary

8. The Committee visited some important centres of police activity in the Province. They examined the working of the Headquarters Office, the Finger Print Bureau, the Scientific Section, the Scientific Training Classes and the Provincial Government Railway Police Office at Allahabad; the Police Training College, the Anti-Malaria Section and the Government Railway Police Training Centre at Moradabad; and the Headquarters of the Military Police, the Central Stores, the Wireless and Motor Transport Sections and the Police Training School at Sitapur. At a later stage the Committee also paid a visit to the Headquarters of the Wireless Section which had in the meantime been shifted to Lucknow from Sitapur.

Clerical Establishment

9. As regards the needs and requirements of the Police Clerical establishment, the Committee requested the Chief Inspector of Offices to favour us with his suggestions. The Committee is obliged to him for the trouble he took in the matter.

Meetings

10. The Committee held in all 55 meetings of which 32 were held in Lucknow and 23 in Naini Tal. Of the 55 meetings, the Chairman attended 48, Shri Nafisul Hasan 39, Shri Ziauddin Ahmad 45, Shri Venkatesh Narayan Tivary 52, Shri B. N. Jha 9, Shri R. Dayal 49, Shri A. D. Pandit 34, Shri H. C. Mitchell 26, Shri M. S. Mathur 29 and the Secretary 48.

Allocation and Strength

11. In a later meeting, held in August, 1947, the Committee discussed, at some length, the question of determining the detailed allocation for every police station and outpost in the Province. The Committee thought that this is a full-time job in itself which the Committee cannot undertake without unduly delaying its report. It felt, moreover, that it was unnecessary for the Committee to go into such minute details. In its opinion it would be sufficient if it made suggestions as to the general principles on which detailed calculation of allocation and strength should be made. After Government have taken decisions on the basic principles recommended by the Committee, the Inspector-General of Police could make the necessary detailed calculations.

Composition of the Report

12. Part I of the First Volume gives the main report and Part II contains the Statements and Appendices. Part I of Volume II contains the written statements of witnesses in respect of all Questionnaires except no. 2. It was decided not to publish replies to Questionnaire no. 2 as it deals mostly with detailed allocation and strength. The record* of oral evidence of witnesses examined by the Committee is given in Part II of Volume II.

13. A reference has been made in the body of the Report to the Forensic Science Laboratory Committee Report and the Police Uniform Committee Report. These have already been printed by the Government Press and we do not consider it necessary therefore to incorporate them as Appendices to this Report; but it is desirable that copies of these reports should be made available for sale to the public from the Government Press. The Committee hopes that this will be done.

CHAPTER II

GENERAL ORGANISATION

SECTION I

Historical Sketch

Old System of Collective Responsibility

14. Before considering what the future Police organisation in this province should be, and, in order to appreciate fully the present set-up of the police, it is worth-while going back into the history of the development of the police system. Generally speaking, in days of yore, with the development of social and community life, security and peace were looked upon as a matter of collective responsibility. Each village or town was responsible as a whole for suppression of crime and maintenance of peace within its borders. Chaukidars were appointed in each village to guard the property of villagers. In case of loss of property the chaukidar was required to apprehend the criminal and to restore the stolen property. If he failed to do so he was required to make good the loss and, if his means were too meagre, the entire village was required to contribute. The village as a whole thus shared the responsibility for safeguarding the property of every inhabitant, and it was this element of collective security which provided an effective check over the movements of bad characters, both from within and without.

Responsibility of Zamindars

15. With the development of the zamindari system, the responsibility for guarding the people against crime and for maintaining peace devolved upon the landlords. They levied a tax on the

* * FOOTNOTE—It may be mentioned that the record of oral evidence has not been revised either by witnesses or by members of the Committee putting questions.

inhabitants and made such arrangements as they considered necessary to maintain peace and security within their jurisdiction. The village chaukidar was retained and continued to be responsible as before. In addition to village chaukidars, the zamindar also used to keep a number of retainers for the maintenance of law and order. But in course of time these retainers lost their public character and became more of a personal guard for the zamindar even though they continued to be paid out of public contributions.

Responsibility of States and Kotwals

16. The system of local responsibility for security existed practically throughout India and changes in Kings and Kingdoms did not affect the general principles to any large extent. The zamindars owed allegiance to Kings and continued to be responsible for the peace and security of the areas within their charge. In the bigger towns and cities some of the Kings kept paid officials. They were known as Kotwals and it was their duty to maintain peace in their areas, to arrest criminals and offenders and to recover stolen property. In the event of their failure to restore stolen property, they were held personally responsible to make good the loss. The Kotwals were paid a monthly sum from which they were required to maintain their own staff of peons and chaukidars. This system was well organised in the reigns of strong and efficient rulers such as Chandra Gupta Maurya or Akbar the Great, and detailed rules were framed fixing responsibility on the state officials and providing for an elaborate system of espionage and check on strangers.

Conditions in 1857

17. When the British came to India, things were in a bad way and different areas had different problems and different methods of dealing with them. The British raised separate forces for specific purposes as and when the necessity arose and by 1857 there were several separate units in operation. Escorts and Guards were supplied from the Army, special patrols were maintained for road and river traffic, magistrates had their own sowars and a small force for the detection of crimes was kept at police stations. These forces were under different authorities and there was little co-ordination between them. Just after 1857 a large body of Military Police was formed. The years following 1857 brought to the fore the difficulties and drawbacks of having a number of separate units and an effort was made to organise the police on a regular basis. It was then accepted that the responsibility for policing the country must devolve upon the State and that it was for the State to maintain a paid force for the purpose.

Court Committee of 1860

18. In 1860 a Committee was appointed with Shri Court as President to lay down the principles on which an efficient police force should be organised in India. It was this Committee which laid the foundation of the present police system in India. Since then there have been many changes in design and detail but the main pattern remains the same to this day.

Recommendations of the Court Committee

19. The Court Committee favoured the organisation of the police in India on the pattern of the Irish Constabulary. The important features of the recommendations of this Committee were that there should be one force of Civil Police, that all forms of Military Police should be abolished, that there should be no separate detective branch, that there should be an Inspector-General of Police for each province and that, for all departmental matters, the police force should be under the Inspector-General only. They also suggested that police should always be stationed in fairly large parties and should not be frittered away in small bodies. The Committee further introduced the "Rural Walk System" under which it was expected that constables from police stations would patrol in such a way that every village and every thoroughfare was visited once in 24 hours. They also pointed out the necessity of keeping up diaries and recommended that uniform should be supplied at Government expense to all except Inspectors.

Police Act (Act V) of 1861

20. The recommendations of this Committee of 1860 were followed by the promulgation of the Police Act (Act V of 1861) which is still in operation with minor modifications.

Initial Police Organisation in United Provinces—1861

21. The organisation of police on these lines in the North-Western Provinces (as the United Provinces were then called) started soon after the publication of the report of this Committee. In November, 1860 Shri Court, who was the President of the Committee, was appointed Inspector General of Police in these provinces. He worked out in great detail the establishment of the police force district by district. Each district was divided into police circles which were kept as far as possible, contiguous with the boundaries of Tahsils and Parganas. An Inspector was placed in charge of each circle and under him were appointed chief constables and head constables in charge of police stations. A Deputy Inspector-General of Police was appointed for each Commissioner's Division. His duties were to supervise police administration in districts and to hear appeals and revisions in departmental cases; he was also invested with magisterial powers with regard to offences under the Police Act committed by police officers. The last power was soon withdrawn from him as it was discovered that he could not be legally empowered to exercise it. Kumaon and Garhwal were left out from these arrangements.

Changes during 186-31877

22. As soon as the scheme was tried in actual practice, certain changes were found to be necessary. In 1863 the matter was re-examined and the following changes were made. The "Rural Walk System" was abandoned and replaced by the "Rural Beat System" and the utility of the village chaukidar as a reporting and patrolling agency was recognised. The designation of station officers was changed from chief constable to that of Sub-Inspector. Station Officers were appointed for each police station and they were made independent of Inspectors whose duty was limited to supervision

and control. Station writers were also appointed for each police station. In 1867 a separate Railway Police was constituted under an Assistant Inspector General of Police. In 1877 the Oudh Police Force ceased to exist as a separate entity and was amalgamated with the North-Western Provinces Police.

The 1890 Committee

23. The next important step was the appointment of the Police Committee of North-Western Provinces in 1890. This Committee recommended that all investigating officers must be Sub-Inspectors and that Head Constables should not be authorised to investigate cases. They revised the rules relating to recruitment and prescribed better qualifications. They also advocated more emoluments and laid down rules of conduct and procedure to prevent the abuses then existing in the police.

24. The 1890 Committee left local bodies free to employ their own police force but on condition that they were all enlisted under the Police Act. The Committee also made an important change in the organisation of the Railway Police by suggesting that the separate Railway Police forces on the various Railways should all be amalgamated into a combined cadre of Provincial Railway Police. Scales were suggested at which contributions were to be made by the local bodies and by the Railways respectively to meet the cost of the police maintained in towns and cities and on the Railways.

Position at the end of 19th Century

25. Towards the close of the 19th Century the police in the United Provinces was divided into the following main branches :—

- (a) Provincial Police consisting of the Civil Police, the Armed Police and the Mounted Police ;
- (b) Railway Police ;
- (c) Act XX or Town Police,
- (d) Rural and Road Police.

The first two consisted of regular police officers enlisted under the Police Act while the last two comprised the chaukidari force. A portion of the cost of the Police in Towns and Cities and on the Railways was recovered from local bodies and the Railway administrations respectively, as noted above, while the cost of the chaukidari force was met entirely from local taxes or cess.

Indian Police Commission, 1902—3

26. The appointment of the Indian Police Commission in 1902 is a land-mark in the history of the development of the Police System in India. Since 1860 when the organisation of the force was started in India, different systems and ideas had crept in in the different provinces. It was considered desirable to secure some measure of standardisation in Police administration in the provinces. The Indian Police Commission laid down definite principles on which the organisation of the force was to be based throughout the country and made detailed suggestions for improving the organisation of the force.

Recommendations of the Indian Police Commission

27. They recommended that the Municipal and Cantonment Police should also form part of the provincial police, that it should be under the undivided control and responsibility of the provincial authorities and that it should be paid for wholly by the Provincial Government. They also suggested that the chaukidars should not be a part of the provincial police but should form an entirely separate cadre. They pointed out the necessity of the setting-up of a Criminal Investigation Department with a Deputy Inspector-General in charge in every province and also of a Criminal Investigation Department at the centre with an Inspector-General in-charge. They further proposed that a Provincial Training School should be started in every province. They laid down standards of pay and suggested increase in the rates of constables' pay from Rs.5 or Rs.6 to a minimum of Rs.8 per mensem. They made Superintendents of Police fully responsible for departmental control of the force and were of opinion that the District Magistrate should not interfere in matters of discipline which should be left entirely to the officers of the force. They further urged that Commissioners should not interfere directly in the matter of details of Police administration. They recommended that free quarters should be provided to all police officers of and below the rank of Sub-Inspector. They favoured the abolition of the rural beat system and suggested that constables should go to their beats only when required to do so for specific duties.

28. Briefly speaking, the great improvement effected by the Indian Police Commission in the organisation, quality and efficiency of the force was secured by standardising the different systems and ideas, by tightening up supervision and control, by fixing definite responsibility on police officers for the efficiency and well-being of the force, by improving the methods of recruitment of personnel, by prescribing better pay and prospects and by providing good living conditions for the force.

Developments after the Indian Police Commission

29. It took a little time in giving effect to the changes and improvements suggested by the Indian Police Commission and it was not until 1906-07 that the reorganisation was completed. The police force was then stabilized, generally speaking, on the same lines as we find it today. A number of Committees were appointed in the United Provinces after the Indian Police Commission. Some of them were appointed to implement the recommendations of the Indian Police Commission, while others were set up to suggest ways and means for improvements in particular branches or aspects of police work. Some of the Committees were also appointed with a view to suggesting avenues for retrenchment and for reducing the expenditure on Police. The effect of the deliberations of these Committees has not affected the principal features of the organisation of the force. It remains practically as it emerged from the deliberations of the Indian Police Commission. There have been changes in detail here and there but the broad outlines still remains the same. The changes made by these Committees in the working of the various branches of the force will be mentioned when considering the organization of those branches in detail. During recent years some technical and specialist sections have been added and these will also be mentioned hereafter.

SECTION II*Present Organisation***Composition**

30. The United Provinces Police is composed of the following different branches and sections at present :—

- (1) Civil Police.
- (2) Armed Police.
- (3) Mounted Police.
- (4) Railway Police.
- (5) Provincial Armed Constabulary (previously known as the Military Police).
- (6) Criminal Investigation Department.
- (7) Anti-Corruption Department.
- (8) Prosecution Branch.
- (9) Traffic Police.
- (10) Motor Transport Section.
- (11) Wireless Section.
- (12) Tear Smoke Squad.
- (13) Anti-Malaria Section.

Special Armed Constabulary

31. A special Armed Constabulary was created during the war years for guarding prisoners camps, vital communications and strategic points and important installations. While the personnel for this force was drafted from the District Executive Force of the Province, the Provincial Government had no other hold on it. It was paid for by the Government of India and its operational control vested in the Defence Department of the Government of India. Only 4 Battalions of this force still exist which will also be disbanded in due course of time. These Battalions are purely temporary units and on disbandment will furnish highly efficient material for employment in the District Executive Force and Provincial Armed Constabulary.

The present strength of this force is :—

Gazetted Officers	Inspectors	Sub-Inspectors	Head Constables and Naiks	Constables
21	25	88	582	2,700

It involves an yearly expenditure of Rs.39,67,200.

Village chaukidars

32. The Village Chaukidari Force is considered separate from the police force as the chaukidars are not enlisted under the Police Act and as they are not amenable to the same discipline as members of the Police force.

Main Division

33. Although for efficient working, discipline and proper control, the force has been divided into the branches and sections noted above, yet there are only two main divisions—the Civil Police and the Armed Police. Officers and men required for other branches are generally taken either from the Civil or the Armed Police, as the case may be. The Mounted Branch is a specialised one to which recruitment is made both from within and outside the force. After appointment and training a Mounted Policeman cannot generally be transferred to other branches.

Duties

34. Broadly speaking, the duties of the Civil Police are watch and ward, maintenance of law and order, prevention, detection and investigation of crime and service of summonses and processes; the duties of the Armed Police are to furnish guards and escorts, to suppress and prevent disorder and crimes of violence, to maintain peace in disturbed areas and to protect Government property, treasure and vital communications. The work allotted to other branches or sections is self-evident from their nomenclature.

Military Police

35. Originally 13 Companies of Military Police were formed during the war years to form a provincial reserve of Armed Police officers and men to meet any internal security measures while the Army was busy otherwise. Even after the war it was not only considered necessary to let the 13 Companies continue as a Provincial Reserve but it was also found expedient to expand this branch of the force considerably so that, in case troops may not be available to put down internal disorders, there might be sufficient man-power available to meet all such contingencies. This force is now known as the Provincial Armed Constabulary and consists of 11 Battalions of 86 Companies. Recently orders have been issued to further expand this force by raising 24 more companies in the province. Units of the Provincial Armed Constabulary comprising several companies are now allotted to each territorial range to function as Range Reserves under the direct control of the Range Deputy Inspector-General. Their duties include the normal Military Police duties with the additional responsibility connected with internal security in all its aspects.

Watch and Ward

36. It will be noted that the main functions of maintaining law and order, watch and ward and prevention and detection of crime are performed by the Civil Police. They are kept at police stations and outposts for this purpose. In the rural area the staff at police stations and outposts is responsible for all these functions assisted by the village chaukidars whose main duty is watch and ward but who are also required to help during investigation. In the cities and towns separate watch and ward outposts are provided and the staff stationed there is responsible for watch and ward while the staff kept at police stations in such cities and towns is responsible for investigation of crime and general law and order duties. The staff at watch and ward outposts, however, is also required to help in investigation and detection of crime and the demarcation of duties is not definite or complete.

Strength and Cost

37. The present sanctioned strength of each of the Branches, both permanent and temporary, is shown in Appendix "D". Including Gazetted Officers and all temporary sanctions but excluding chaukidars, the total over-all strength is 57,488 and the budgeted estimate of cost for 1947-48 is Rs.5,90,01,900. The chaukidars number 49,003 and the total expenditure over them is Rs.21,21,000. No contributions are now levied from local bodies for police employed within their jurisdictions and all chaukidars are now paid for in cash and no direct cess is levied for this purpose.*

SECTION III*Suggestions and proposals***Formation of separate Cadres**

38. The main feature of the present arrangement is the division of the force into its two main branches—the Civil Police and the Armed Police—from which selections are made for the other branches and sections. The Civil and the Armed Police supply material to the other specialized sections of the force. There are several advantages in this arrangement. Quite a large number of police personnel is always required for ordinary police duties and enlistment on a large scale has to be made for this purpose. It is easy to watch the work and special aptitude of the men while engaged on routine duties and to make selections from amongst them of those best suited for other branches. On the other hand, there are some serious drawbacks in this system. There are very few volunteers for the specialist sections or the technical branches—these sections and branches require a higher standard of intelligence, better qualifications, greater capacity for work and superior initiative and those possessing these attributes find it easier to rise even in the general branch (Civil and Armed for routine work). Only a very few officers and men who have special aptitude for particular branches volunteer themselves for transfer to those branches. The remaining personnel consists of unwilling hands whose chief concern is to do just that much which will keep them out of trouble and whose one hope is that some day they will go back to the general branch.

39. In order to remedy this defect, details to be discussed later, we suggest the reorganisation of the force as follows:—

- Cadre A—(i) Civil Police with separate sections for investigation and watch and ward.
 (ii) Women Police.
 (iii) Railway Police.
 (iv) Village Police.
- Cadre B—(v) Armed Police.
 (vi) Provincial Armed Constabulary (as the Military Police is now called).
 (vii) Armourers Section.
- Cadre C—(viii) Mounted Police.
- Cadre D—(ix) Prosecution Branch.
- Cadre E—(x) Traffic Police.

*"In this connexion we attach an Annexure to this Chapter [pages 12 to 23 showing the strength of, and the expenditure on, the Police in the United Provinces as compared with these in other places,"

- Cadre F—(xi) Criminal Investigation Department with its various branches including the Anti-Corruption.
(xii) District Intelligence Staff.
Cadre G—(xiii) Motor Transport Section.
Cadre H—(xiv) Wireless Section.

40. The formation of these separate cadres should not be taken to mean that inter-transfers between the various sections of the force will be completely stopped. Where such transfers are in the interest of efficiency and public service they should be allowed only in exceptional cases.

Need for separate Investigating Staff

41. At present no separate investigating staff is provided in districts and the same officer is expected to perform detective duty as well as to ensure the maintenance of law and order. In such circumstances, the Investigating Officer cannot give requisite time and attention to the investigation of cases in hand. Moreover, the present Investigating Officer is not sufficiently trained in the modern methods of crime detection. It is therefore becoming increasingly imperative to constitute a separate cadre of Investigating Officers who shall not ordinarily be saddled with any administrative responsibility.

Need for separate Prosecution Branch

42. The present arrangements in regard to prosecution work are also far from satisfactory. Prosecuting Officers are selected from the Civil Police to which they are liable to be sent back. They are not as well qualified as their opposite numbers at the bar. There is need for a properly organised Prosecution Branch which should have fully qualified Prosecuting Officers and be separate from the other branches.

Women Police

43. A well-defined opinion, both official and non-official, has been voiced before us, suggesting the enlistment of women in the police force. The prejudice against the employment of women in the police appears to be dying down. There are various aspects of police work connected with women and children for which women would be more suitable than men and we think that the time has now come when, as an experimental measure, a small force of Women Police should be raised to work in selected places.

Village Police

44. The village chaukidar gets a pittance of Rs.3 per mensem and it is not reasonable to expect that, in these days of high prices, any person, even in the villages, would be prepared to accept on this pay the post of chaukidar which carries so many duties and responsibilities, unless he was prepared either to neglect his work or to resort to dishonest practices to supplement his meagre income. And yet, the agency is so cheap and the total numbers involved so large that it is not possible all at once to abolish the entire Chaukidari force. It will be difficult to fill the void which will thus be created and we would therefore suggest the gradual abolition of chaukidars. They should be replaced by a new force called the village police, the members of which will be enlisted as police constables under the Police Act but their conditions of service and pay will be different.

ANNEXURE TO CHAPTER II :

A note on the strength of, and the expenditure on, the police in the United Provinces as compared with those in other places.

At present the police force in the United Provinces may be placed at 67,000. The following table shows the distribution of the force under different branches.

	Inspectors	Sub-Inspectors	Head Constables	Constables	Total
1. Civil Police (including Government Railway Police, Criminal Investigation Department, Anti-Corruption Department, Wireless Section.)	275	2,218	3,693	30,798	36,984
2. Armed Police ..	60	92	2,301	9,327	11,680
3. Special armed constabulary.	25	87	579	2,680	3,371
4. Provincial Armed Constabulary.	100	314	2,151	9,738	12,303
5. Railway Protection Police.	18	51	360	1,848	2,297
6. Mounted Police ..	..	5	55	103	163
Grand Total ..	478	2,767	9,059	54,494	66,798

The above table, however, represents the nominal strength of the force. The Special Armed Constabulary is paid for by, and is under the operational command of, the Government of India; while the Railway Protection Police has been raised as a temporary measure for the prevention of crimes against passengers travelling by trains and its cost is met by the Railway Board. The Special Armed Constabulary number, roughly, 3,400 and the Railway Protection Police force 2,300, both together totalling 5,700 or a little less than 6,000. After deducting these 6,000 men, the regular police force consists of, in round figures, 61,000 men, of whom there are 24,000 in the Armed Police, both district and provincial (inclusive of the recently raised 60 companies i.e. over 7,000) and 37,000 in the Civil Police including the Government Railway Police, the Criminal Investigation Department, the Anti-Corruption Department, the Wireless Section and the Mounted Police.

How to determine the strength of the police force

2. We may now proceed to compare the present strength of our police force with that of the forces in other places in India or outside, so as to satisfy ourselves whether our force is or is not in excess of what the province requires. *Inter alia* we shall have occasion to refer to the criteria for determining the adequacy or otherwise of a police force in the context of geographical compulsion and the political and economic setting. In this connection we shall have to consider whether the armed forces in the land will be available in future, as they have been in the past, for rendering assistance to the police in times of internal disorders of a local character; and, if so, to what extent and under which circumstances. The change in the policy governing the use of the armed forces in quelling disorders or disturbances in the province will automatically affect the bases for calculating the strength of the police force. These are the main factors that govern the fixation of the strength of a force. Reference, however, will also be made to two other factors—(a) what proportion should the leave reserve bear to the total strength of a force and (b) to what extent the modernisation of the force in response to the demands of the present day conditions necessitates addition of specialized branches to the existing force. It is only when we take into account all these factors that we shall be in a position to answer the question posed above in a satisfactory manner. To go by mere numbers will not do. If a police force has to be maintained, it must be both adequate and efficient. An inadequate or inefficient force is alike a curse and will land us in disaster, as recent happenings in certain parts of India and outside have so tragically demonstrated.

Comparison with 1921

3. In the light of what has been stated above, we may start by comparing our present police force with the force as it stood in 1921. In 1921 the population of the province was 4.54 lakhs with a police force numbering 36,000. In 1948 our population has gone up by 1.46 lakhs to 6.00 lakhs while the police force has increased by 25,000 men to 61,000. It should however be remembered that in 1921 we had no Provincial Armed Reserve (now called Provincial Armed Constabulary) which at the present time consists of, roughly, 12,500 men. Similarly, in 1921 there was no Wireless Section, no Motor Transport Section, no Anti-Corruption Department. Then, again, in 1921 a constable became eligible for pension after putting in 40 years' unbroken service and could get one month's leave in every two years. When the Congress Ministry came in power in 1937, it appointed a Departmental Committee, on whose recommendation Government issued orders in 1939 that a constable could retire on full pension after completing 30 years' service and take one month's leave every year. It might be mentioned here that the Indian Police Commission of 1902 recommended only 15 per cent. as a reasonable reserve. When the United Provinces Civil Police Committee of 1919 considered this question, they accepted this percentage, because in the absence of any reliable data they were unable to propose a new scale. The then Government, however, decided that the reserve for the Civil Police be fixed at 15 per cent. and that for the

Armed Police at 15/85th of total requirements. On the recommendation of Shri Pearce, our late Inspector General of Police, in his Report on the Reorganization of the United Provinces Police Force, 1945, the leave, training and casualty reserve was fixed at 25½ per cent. of the combined duty strength of under-officers and constables in the Armed and Civil Police. We have endorsed this proposal. It will thus be seen that the major part of the increase in the strength of the police force is accounted for partly by the liberalisation of leave and pension rules and partly by the addition of new sections in order to modernise the force. If, for purposes of comparison with 1921, we exclude from our police force, as it stands at present, the Provincial Armed Constabulary (12,500), the Railway Protection Police (2,300), the Special Armed Constabulary (3,400) and the additional Ancillary Sections (3,000), we find that on the basis of 1921 our present police force consists of 46,000 men. There has been an increase of 33 per cent. in the population of our province between 1921 and 1948, while the police force during the same period shows an increase of only 28 per cent.

Comparison with other Provinces and Countries

4. We may now pass on to Italy and some provinces of India and see whether our present ratio of police to population is more, or less, than the one obtaining there. Italy with a population of 4 crores 57 lakhs (in 1943) has a police force, civil and military, of 2,50,000 as against a police force of 61,000 for a population of 600 lakhs in the United Provinces. The ratio between police and population in Italy and the United Provinces works out at one policeman per 183 inhabitants for Italy as against one policeman per 1,000 inhabitants in the United Provinces. The Punjab had a police force of 23,000 in 1931 when its population stood at 2,07 lakhs or in other words, there was one policeman for every 912 inhabitants while in the Bombay Presidency at that time there was one police man for 820 persons.

Comparison with Provinces

5. Now let us take the latest figures for the United Provinces, West Bengal, the Madras Presidency and the Presidency of Bombay. In 1941 these provinces had populations of 55, 21·2, 49·3 and 2·9 millions, respectively, while the strength of their respective police forces, as in 1948, may be put down at 61, 20, 46 and 42 thousands. On the basis of these figures there is one policeman per 916 inhabitants in the United Provinces; 1,042 persons in West Bengal; 1,070 persons in the Madras Presidency; and 500 inhabitants in the Presidency of Bombay. It shows that on the basis of population the Presidency of Bombay has got twice as many policemen as we have, though our figure is slightly higher than that of West Bengal or of the Madras Presidency. Both these provinces, it is reported, are taking energetic steps to raise considerably the strength of their respective police forces under the compulsion of developments across their borders. In that case the ratio of police to population in these provinces will approximate to that of the United Provinces.

Police in cities

6. London had in 1933 one policeman for its every 175 inhabitants. The corresponding figures for Kanpur, Madras and Bombay should prove equally interesting. The latest (1948) population figures for these three cities are—9 lakhs for Kanpur, 14 lakhs for Madras City and 25

lakhs for the City of Bombay. There are, in round figures, 2,000 policemen in Kanpur, 3,200 in Madras and 12,300 in the City of Bombay. There is thus, one policeman per 450 persons in Kanpur, 438 in Madras and 203 persons in Bombay. The latest figures for the city of Calcutta are not available, but there is reason to believe that its ratio of police to population is approximately the same as that of the Bombay City.

Is Police in the United Provinces Excessive ?

7. In order to realise that the police force in the United Provinces is not much too big for the needs and requirements of a province like ours which covers an area of 1 lakh 6 thousand square miles, has 1 lakh 2 thousand villages, towns and cities and is inhabited by 60 million persons, we have only to remember that London with its population of 7 million inhabitants had in 1933 a Police Force of 40,000 and the city of Bombay with a population of 2.5 millions maintains a police force of 12,200. If we had as many policemen as London had, our existing police force will have to be multiplied $8\frac{1}{2}$ times. If we are not to aspire so high but remain content with what the Presidency of Bombay has, then our present police force will have to be raised from 61,000 by another 61,000 to 1 lakh 22 thousand. Or, we might compare the police force of Italy with that of the United Provinces. The population of Italy is 46 millions as against 60 millions of the United Provinces. That is to say, for every 3 inhabitants in Italy there are 4 in the United Provinces. But the police force of Italy, both civil and military, is more than 4 times bigger than ours.

Summary of Comparisons

8. For easy reference, the above figures are being reproduced in a tabular form :

	Population (in mil lions)	Police force (in thousands)	One policeman per
Madras	49.8	46.0	1,070
West Bengal.. ..	31.2	20.9	1,042
Punjab (1931)	20.7	23.0	913
Bombay Presidency	21.0	42.0	500
Kanpur City .. .. .	.9	2.0	450
Madras City	1.4	9.2	438
Bombay City	2.5	12.3	203
London (1933)	7.0	40.0	175
Italy	45.7	2,500	183
UNITED PROVINCES	60.0	*61.0	983

* Cf. para. 1

Distribution and Expansion

9. Let us turn back to the United Provinces and consider whether our present force is not too big or whether it is not possible to reduce it to a much lower figure. In order to give a proper answer to this question, we have to bear in mind not only the area and the population but the rapid growth in the size of our towns and cities, the growing complexity of modern life and the existing political and economic conditions in the land. As an eminent writer puts it, 'It is plain that where the inhabitants are scattered and engaged mainly in agricultural pursuits, their needs in respect of police can be met with comparatively small numbers; but, as population becomes denser and occupations and amusements more varied, new wants arise and occasions and circumstances for the intervention and assistance of the police multiply. The greatest complexity and variety in the conditions necessitating the employment of police are to be found in largest towns . . . Accordingly, on the basis of these considerations the police forces in England and Wales as in the United Provinces, have been allocated to various areas in varying proportions. For instance, the ratio of police to population in different parts of England is not uniform. As the writer quoted above says: "At present (1929), the ratio in the counties varies between 1 to 1,450 (in Cardiganshire) and 1 to 657 (Hertfordshire), but is generally not far from 1 to 1,000, while in cities and boroughs, it varies between 1 to 1,066 (in Stoke-on-Trent) and 1 to 464 (in Liverpool) and average about 1 to 700. The variations in acreage per constable are still¹⁹ more striking from an average of 1,992 acres per constable in the counties to an average of 43 in boroughs, 23 in the Metropolitan Police District and 1 in the city of London.' *It may be added in passing that under the first County Police Act of 1839 the initial strength of the county police forces was not to exceed 1 to every 1,000 inhabitants* (Italics ours.)

Factors Governing distribution

10. The ratio of police to population is determined by two factors, (a) area and (b) density of population. The same principles hold good in the United Provinces as elsewhere. They determine the total strength of the police force that should be maintained in the province concerned, so that it may be adequate for the maintenance of internal security and the protection of society from the assaults of criminals. In fixing the strength of the force required, two more considerations have to be borne constantly in mind, (a) that the force should be strong enough for dealing effectively with foreseeable eventualities, barring extraordinary ones; and (b) that to be efficient, it needs trained personnel. It is obvious that a police force cannot be improvised on the spur of the moment to deal with sudden emergencies. The efficiency of the force depends on the quality of leadership, and to produce capable leaders in requisite numbers takes time and demands training institutions capable of turning out year after year junior officers to replace those who go out of service in normal course. Adequate leave reserve has to be provided for so that men in the force may be enabled to take sanctioned leave or replace those who may fall ill. In addition to these purely administrative considerations, the vital needs of strategy, both internal and external, and the political and the economic conditions of the country are potent factors that determine the minimum strength of the police

force required in a province or country. These factors are of tremendous import and their significance must never be lost sight of. To ignore or minimise their importance would be to invite disaster. The lessons of the recent flare-up in the north-western part of the province, though happily short in duration and local in character, must be taken to heart. It is well to remember that the western frontier of India is now near Amritsar and that it is the privilege and fortune of this province to play the historic role of functioning as the shield and the spear-head of the Indian State. All these factors taken together have compelled the provincial authorities to raise the police force from 47,000 in 1946-47 to 61,000 in 1948-49. How under the compelling insistence of fast-moving events a Government may be forced to expand the police force can be exemplified by a reference to the growth in numbers of the Provincial Armed Reserve. It was in 1940, as a result of serious riots and disturbances which broke out in several cities and towns of the province between 1937 and 1940, that it was decided to raise a Provincial Armed Reserve Force for the purpose of reinforcing the District Armed Police in times of emergency. In the beginning of 1946 the strength of this force stood at 13 companies but it was decided in August, 1946 to add another 13 companies to the force. In May, 1947 orders were given to raise 10 more companies, and in October 1947 fifty additional companies were sanctioned, thus bringing the total strength of the Provincial Armed Reserve to 86 companies. It has now been decided to add 16 companies of the recently created Home Guards to the Provincial Armed Reserve Force, thus raising its strength to 102 companies. From 13 to 102 companies in the course of two years should serve as a constant reminder of the causes responsible for this increase and bring home to us the need for constant vigilance. A police force, adequate and efficient, is to be looked upon in the nature of cover against risk. In this connexion, attention may be drawn to the fact that the Army Reorganisation Committee appointed by the Central Government have indicated that the organisation of the Post-War Army will differ in many respects with that of Pre-War days' and that 'there will be a greater concentration of troops in areas which will be selected more for considerations of training than for reasons of internal security.' This Committee further proposed that 'they would prefer the Civil Authorities to undertake responsibility for internal security in their respective provinces by the use of an expanded police force so as to avoid calling on the Army for assistance except in cases of most violent and widespread disorder approximating to conditions of open rebellion or civil war.' Judged by these standards, a police force of 61 or 67 thousand in a province of 60 millions cannot be considered as too big.

Distribution of Civil Police in U. P.

11. We may cast a rapid glance at the distribution of the Civil Police in certain divisions* of the province in order to form an idea as to how far the factors of area and population are responsible for fixing the minimum police force needed in any particular locality. For this purpose the divisions of Kumaon, Meerut, Gorakhpur and Jhansi have

*See Statement A.

been selected. The following tabular statement should prove of interest and dissipate any lurking suspicion that the police force in the province is excessive :

Division	Area in square miles (in thousands)	(In round figures)		Ratio of Police to population	Ratio of police to 100 sq. miles
		Population in lakhs	Strength of District Police		
1. Kumaun ...	14	16	1,000	1 : 1,600	7.14
2. Jhansi ...	11	26	2,900	1 : 900	26.86
3. Gorakhpur	10	30	2,700	1 : 3,000	27.00
4. Meerut ..	9	57	4,700	1 : 1,200	52.22

The same lesson will be reinforced if we take into consideration the distribution of the Police Force in the urban and rural areas of the province as a whole. The total urban Police Force (Civil and Armed) may be put at 27,000 and that in the rural area at 13,000, while our urban population totals 1 crore out of 6 crores for the whole province. The ratio of police to population in urban and rural areas respectively is 1 : 496 and 1 : 3,846. The total population of the 14 biggest cities in the province, according to the rationing census, is a little over 40 lakhs while the Civil Police stationed in these cities number 7,753 and the Armed Police 4,447—or both taken together total 12,205—thus giving a ratio of one policeman for 330* inhabitants. Lucknow has one policeman per 322 of its inhabitants while Kanpur returns a ratio of 1 policeman for every 450 residents. The figures for Allahabad, Banaras and Agra are 1 to 324, 1 to 330 and 1 to 343, respectively. It may be remarked in passing that, considering the importance of Kanpur with its huge population of 9 lakhs, the police force stationed there is far from adequate. Lucknow has more policemen than Kanpur as have Agra, Allahabad and Banaras.

Expenditure

12. Between the years 1921-22 and 1936-37 the average annual revenue expenditure for the province amounted to Rs. 11 crores 29 lakhs as against 1 crore 67 lakhs under police. Between 1937-38 and 1939-40 the average annual Revenue expenditure roughly amounted to 12 crores 95 lakhs and expenditure on police to Rs. 1 crore 66 lakhs in 1946-47 the total Revenue expenditure was Rs. 32 crores 63 lakhs and that on the police totalled Rs. 4 crores 67 lakhs ; while for 1947-48 (revised) they were Rs. 39 crores 70 lakhs and 6 crores 92 lakhs respectively. The average annual expenditure charged to Revenue during these two years works out at Rs. 36 crores 16 lakhs and under police at Rs. 5 crores 80 lakhs. The budget estimate under these two heads for 1948-49 comes to Rs. 50 crores 57 lakhs and Rs. 6 crores 98 lakhs,

*See Statement B.

respectively. The following table exhibits these figures in a convenient form and should facilitate comparison :

Years	IN LAKHS		
	Average annual expenditure charged to Revenue	Average annual expenditure on police	Percentage
I. 1921-22 to 1936-37 ..	1,129	167	14.76
II. 1937-38 to 1939-40 ..	1,295	166	12.81
III. 1946-47 to 1947-48 ..	3,616	580	15.87
IV. 1948-49	5,057	698	13.82

The above table shows that the expenditure on police in 1948-49 represents a smaller proportion of the total Revenue expenditure than it did during the 16 years from 1921-22 to 1936-37 and marks a definite fall of considerable size as compared with the figures during the preceding two years. It is interesting to recall that while in 1910 a constable was drawing a monthly salary of Rs. 7 to Rs. 10, he is getting at present in salary and allowances** sums ranging between Rs. 37-8 and Rs. 66-4 per mensem, according to the length of his service or the place of his posting. The major portion of the rise in expenditure under police is accounted for by this factor alone. The need for modernising the force by mechanising it and effecting improvements in its equipment is responsible for additional expenditure. For instance, non-recurring expenditure per 1 company of the Provincial Armed Reserve amounts to Rs. 50,000. It has also to be borne in mind that the times are abnormal and that the police force is at the same time undergoing radical transformation in organization, training, technique and equipment, so as to make it a body of competent and devoted servants of the State, of whom the citizens of Free India may well be proud. And to effect this change time is needed and calls in a greater measure than before for the understanding support of the people. We should therefore not grudge expenditure within reasonable limits on the police, because nothing less is at stake than the cause of National Independence and the early emancipation of our people from economic destitution and social bondage. To achieve these ends freedom from fear of external aggression or internal upheaval is a prime necessity. The Indian Army may be depended upon to protect the land from threats of external aggression; but the police alone must now be responsible for the maintenance of law and order in the province. It is well to remember that liberty can function only when internal security prevails; and, in the vivid phrase of a distinguished leader, the price of liberty is eternal vigilance.

**See Statement C.

STATEMENT A

Statement showing distribution of civil and district police
divisionwise.

Division	Area in sq. miles (in thousands)	Population (in Lakhs)	Civil Police		District—Police	
			Ratio of police to population	Ratio of police to 100 sq. miles	Ratio of police to population	Ratio of police to 100 sq. miles
1 Meerut ..	9	57	1 : 1,571(5)	40(3)	1 : 1,100(5)	52.22(3)
2 Agra ..	8.6	53	1 : 1,435(3)	42(2)	1 : 1,130(3)	51.65(3)
3 Behlilband ..	10.9	63	1 : 1,534(4)	36(4)	1 : 1,170(4)	50.00(4)
4 Allahabad ..	10	60	1 : 1,347(1)	48(1)	1 : 907(1)	65.00(1)
5 Jhansi ..	11	36	1 : 1,380(3)	31(7)	1 : 900(2)	36.86(9)
6 Banaras ..	9.5	56	1 : 2,035(7)	30(5)	1 : 1,586(7)	39.00(6)
7 Gorakhpur ..	10	60	1 : 4,000(10)	30(8)	1 : 2,000(10)	37.00(7)
8 Kumaun ..	14	16	1 : 2,870(8)	4.7(10)	1 : 1,600(8)	7.14(10)
9 Lucknow ..	12	65	1 : 1,618(6)	58(6)	1 : 1,300(6)	41.70(5)
10 Faisalabad ..	12	76	1 : 2,485(9)	19(9)	1 : 2,375(9)	27.00(8)
11 U. P. ..	104	630	1 : 2,070	27	1 : 1,500	38.00

STATEMENT B

Statement showing town populations and police force

Name of town	Population according to ratio cards, 1945	Strength of Police Force		
		Civil police	Armed police	Total
1. Agra	4,91,866	804	829	1,633
2. Aligarh	1,17,755	388	245	633
3. Meerut	2,47,729	808	287	1,095
4. Saharanpur	1,61,100	205	261	466
5. Banaras	3,98,470	919	227	1,146
6. Gorakhpur	1,71,191	284	281	565
7. Allahabad	3,55,921	620	496	1,116
Kanpur	9,00,000	1,517	465	1,982
9. Jhansi	1,24,421	365	225	590
10. Bareilly	2,45,000	354	206	560
11. Faizabad-cum-Ayodhya ..	1,09,326	167	225	392
12. Moradabad	1,67,693	258	276	534
13. Shahjahanpur	1,05,917	240	253	493
14. Lucknow	5,69,273	1,138	640	1,778
Total	60,16,297	7,780	6,447	14,227

= One policeman per 220 souls

STATEMENT C

Statement showing the sanctioned scales of pay for constables
from 1910 to 1947

Year	Sanctioned scale		
	Grade	Civil and Armed police	Mounted police
		Rs.	Rs.
1910	I	10	11
	II	9	10
	III	8	9
	IV	7	8
1920	I	16	17
	II	15	16
	III	14	15
	IV	13	14
1930	I	16	17
	II	15	16
	III	14	15
	IV	13	14
1939	I	16	17
	II	15	16
	III	..	15
1940	I	16	17
	II	15	16
	III	..	15
1942	Scale rising from Rs. 15 to Rs. 20 with increment of Rs. 1 each after 3, 7, 11, 15 and 20 years of approved service with a selection grade at Rs. 21.		
1944	Scale rising from Rs. 20 to Rs. 25 with increment of Rs. 1 each after 3, 7, 11, 15 and 20 years of approved service with a selection grade at Rs. 26.		
1945	Ditto	ditto.	
1946	24-1 (biennial)-30.		
1947	30-1-45 plus		
	(i) Dearness allowance	..	=25 per cent. of pay.
	(ii) Armed Police allowance		= Rs. 2.
	(iii) City allowance	..	= Rs.1 to Rs.3.
	(iv) Messing allowance	..	= Rs. 2.
	(v) 'A' class allowance	..	= Rs. 3.

CHAPTER III

RETROSPECT AND PROSPECT

Introductory

45. The police, of all the instruments created and employed by the British for the governance of this country, have come in for criticism more than any other department of government. The reason for this is that on the police fell the odious duty of suppressing successive national movements. Not that other services were not similarly employed but the nature of the work of these other services was less obtrusive, the part they played less direct and their activities less apparent to the ordinary citizen. Their failings were often overlooked in order to ensure their loyalty. The very nature of the work of the policeman, his intimate contact with the public in all walks of life and the glare of publicity to which all his acts are subjected gave him a reputation for corruption, misuse of authority and lack of civic sense of which he was not perhaps guilty to the extent generally supposed. He became the exclusive target of public mistrust and suspicion although corruption in other Departments was by no means absent. Instead of being considered as the enemy of the wrong-doer and the friend of the weak and helpless he was looked upon as a terror to be avoided at all costs. It is not possible to prescribe a remedy for a disease without diagnosing it and before suggesting reforms to improve the tone of the police it is necessary to examine more specifically the causes that have contributed to their unpopularity.

Causes of Unpopularity

46. Corruption in the police can be traced back to ancient history when Kotwals and Chaukidars were made personally liable in case of theft of property. In other words these police officers were not only the guardians of law and order but combined in themselves the function of an insurance company and consequently they felt themselves justified in imposing a levy on people by way of a premium. When the authority of the state was weak the police officers stopped payments of any claims (and the number of claims went up) but they continued to exact the premia at exorbitant rates. The British borrowed from their predecessors these agencies to maintain law and order but appointed over their heads British and Anglo-Indian Superintendents. The latter, for lack of knowledge of the language and the customs of the country, could not only not check their subordinates but were in most cases unconcerned by any complaints against them as long as no serious trouble occurred. Things improved considerably when more educated Indians were admitted to the superior ranks of the police and some of the posts of Kotwals or City Superintendents were given to educated Indians but in the main it would be correct to say that the police have not been able to live down the reputation inherited by them from the rapacious Kotwals of the ancient time.

47. The complaints against the police of abuse of authority, contravention of law and procedure, and distortion of evidence have also their roots in the general lack of confidence in them. A sub-inspector is often driven in desperation to produce false evidence for the success of his case not because he wants to send innocent persons to Jail but

because, knowing the real culprit, he is unable to persuade the witnesses of the crime to depose to the facts. Unless the policeman enjoys the esteem and confidence of all law-abiding persons for whose protection and safety he is made responsible and receives their co-operation in full measure it is not possible for him to give of his best to society.

48. It is alleged that the policeman generally demands payments for services which it is his duty to render. There is a general complaint that First Information Reports are either not recorded at all or are incorrectly recorded unless the complainant pays varying amounts to the writer. Then there are complaints of harassment of shop-keepers, drivers of hackney carriages and bus-owners. The police are said to take free rides in vehicles, to enjoy free entertainments and to obtain goods and services without proper payments. These complaints are common to subordinates of other departments also and the reasons for their existence are partly economic.

Suggestions for Improvement

49. We have in other parts of the Report suggested what we consider reasonable salaries and allowances including travelling allowances for the police which would put them fairly beyond the reach of temptation. We realise however that honesty cannot be purchased and there is a point at which the correlation of honesty and increased emoluments ceases. In addition to remedying the economic grievances of the policeman we must therefore improve the quality of his training to befit him for the role of the guardian of the law. In the chapter on training we have suggested that the policeman should be taught elements of civics and Indian history which would make him alive to his responsibilities instead of making his function as a mere automaton. Not only the quality of teaching but the quality of the teachers must also be improved. We have suggested that only literate men should be admitted to the force in future and the minimum educational qualification should be increased in higher ranks. We have recommended weeding out of unsuitable material by compulsory retirement on 25 years' service and by compulsory retirement on proportionate pension at an earlier stage where the scrutiny of record justifies such a step. We have recommended that no police officer should remain in any district for more than 10 years so that he may not develop undesirable contacts. We have simultaneously suggested better methods of selection which would make it possible for young men of character to join the force. We have proposed more amenities, better housing conditions and a variety in training which would give the policeman a broader outlook and real zest for his work. The problem of improving the tone of the force has, in our opinion, to be tackled on several fronts simultaneously and no single measure will succeed in building up a sound reputation for the police force of the province.

New form of oath

50. Great importance is attached in all countries to the oath which is taken by a recruit on his enrolment. We have suggested a new form of oath and a new set of rules of conduct (Appendices 'E' and 'F' which would convey to the policeman of the future his moral responsibilities.

51. The oath is at present taken only by constables. The Committee considers that the oath should be taken by gazetted officers and Sub-Inspectors also. We would also suggest that the Government might consider the advisability of instituting a similar oath for public servants of other departments also.

52. A copy of the rules of conduct should be given to every police officer enlisted under the Police Act on his first appointment, along with the certificate of appointment.

53. In this connection the Rules of Conduct laid down long ago by the sage Sukra provide interesting comparison. These are reproduced below :

"(a) None of my subjects should abuse or hurt even menials, attendants, wives, children, disciples, etc. living within my jurisdiction.

(b) Taking bribes or offering temptations in any matter is strictly forbidden.

(c) None should shelter any bad or undesirable character, offender, thief, paramour or King's foe.

(d) Seeds of dissension should on no account be sown among husbands and wives, masters and servants, brothers, co-disciples, parents and children.

(h) Let none be tortured in any way by state officers in respect of payment of salaries, maintenance-grants or gratuities, the apportionment of the King's share or merchandise or payment of the interest due.

(i) All offenders who commit any of the serious offences such as outraging the modesty of women, abduction, burglary, dacoity, etc. should be immediately placed under arrest and committed to the King's courts for trial."

First Information Reports

54. We must dilate a little more on the recording of the First Information Report about which many complaints have been made. Several witnesses have emphasised the importance of ensuring correct recording of this important document in all criminal trials. Needless to say, it is impossible to provide an automatic registering device at each police station which would dispense with the human element altogether. We can therefore only suggest some means of curing the obvious defects in the present system. We would suggest the following set of rules for recording the First Information Report at police stations :

(1) (a) Where the informant knows the language of the province the First Information Report shall be recorded in the spoken language of the province in the words of the informant.

(b) The First Information Report shall be recorded in the Devanagari script provided that, for a period, which, in the opinion of some of the members should not exceed one year and, in the opinion of others should not exceed two years, a copy thereof may be given to the informant in the Persia script if so desired by him/her.

(c) When a written report is received by hand or by post it shall be transcribed in the form of the First Information Report in the Devanagari script.

(2) Where the informant does not know the language of the province the First Information Report shall be recorded in the language spoken in the province and in the Devanagari script, the informant being responsible for supplying the Hindi version of his/her report at the police station.

(3) No fee shall be charged for the recording of the report at the police station.

(4) Every informant shall be entitled to receive free of cost a copy of the First Information Report as soon as it is recorded at the police station.

(5) If the informant finds that his/her report has not been correctly recorded or not recorded at all he/she should make a complaint to the Station Officer or other superior officer present at the police station. He/she should then go to the nearest person who can write the report for him/her and should hand over his/her written report as early as possible at the police station. Such a written report must be copied out and a copy thereof given to the complainant as usual.

(6) A notice containing the above rules shall be prominently displayed at every police station.

CHAPTER IV

POLICE ORGANIZATION IN BIG CITIES

General

55. We have been specially asked to examine the question whether in order to meet the growing needs of the Kanpur City, it is necessary to re-model its existing police organisation on the lines of the Bombay City Police. Along with this question, we have thought it advisable to consider whether the organisation of police in other big cities of the province needs over-hauling. It may be that some of the problems raised in this connection are peculiar only to Kanpur; but there are in the province several other big cities which present fairly complex administrative problems and call for a special type of machinery to cope with them with swiftness and energetic decisiveness.

The Bombay System

56. Before proceeding further, it seems desirable to give a brief description of the police organisation prevailing in the cities of Bombay, Calcutta and Madras. These are the only three cities in the whole of India where this particular type of police organisation is to be found. We take the Bombay system as an example, the chief features of which are noted below :—

(a) The Bombay City Police is an entirely separate entity from the Bombay Provincial Police. The force is completely self-contained under a Commissioner of Police.

(b) There are nine Deputy Commissioners under the Commissioner of Police in charge of the various branches of police work.

(c) Under the Deputy Commissioners there are several Superintendents.

(d) Many of the important police stations are in charge of Inspectors.

(e) The Commissioner of Police has all the powers of an Inspector-General of Police in a province and in addition exercises certain magisterial powers. He has full responsibility for the maintenance of law and order, and for the prevention and detection of crime; and to this end he has been given wide powers. The Commissioner of Police is authorised to issue orders under section 144, Criminal Procedure Code, and to control and regulate processions, meetings, etc. In other words, he is responsible not only for taking executive action but for deciding policy in matters connected with police administration.

57. Its principal features are two :

(1) The Commissioner of Police, Bombay City, holds the rank, performs the functions and exercises the authority, of an Inspector-General of Police in a province; and

(2) in all matters of law and order he is not subordinate to any local executive authority, such as the Chief Presidency Magistrate or District Magistrate or Deputy Commissioner.

The Bombay system modelled on London system

58. This system was introduced in the Bombay City in 1865. It incorporates the main features of the plan on which the Metropolitan Force of London was organised in 1829 by Sir Robert Peel; after whom the London Constable is called to this day 'Bob'. This important civil force, in the words of a well-known authority, was established by an Act of Parliament to supplement the ineffective old watchmen who were supposed to protect the lives and property of London citizens before that date. The supreme Government of the Force is vested in a Commissioner of Police who is appointed by, and functions under the control of, the Home Secretary. 'Differing in their constitution from the Borough or County Forces (which are controlled solely by Local Authorities), the Metropolitan Police are at the disposal of the Home Secretary who can, in time of need, despatch a contingent to any part of the country where the local police are insufficient for the work in hand'. It may be added that the head of each Borough or County Force in England bears the designation of the Chief Constable, while in London he is known as the Commissioner of Police.

59. One fact may be emphasised in this connection. Unlike a province in India, England has not got one centralised police force. On the contrary, each local area (barring London) has an independent police force which is controlled through the Chief Constable by the Local Authority concerned. The only Governmental police force in the whole of England is the Metropolitan Police Force of London, which is wholly maintained out of the State Exchequer and controlled by the Home Secretary through the Commissioner of Police. In India

the provinces maintain their police forces which function under their respective Inspectors-General of Police. However, in each of the three provinces of Bombay, West Bengal and Madras, there are two Inspectors-General of Police. For instance, in the Presidency of Bombay there is an Inspector General of police for the whole of the Presidency *minus* the island of Bombay and another for the island of Bombay itself: each independent of the other, neither in any way subordinate to the other, and each directly answerable to the Home Minister. It has to be borne in mind that the London system is the outcome of certain historical causes peculiar to England. The system was introduced in the Presidency towns of India in blind imitation of what had been done for London and without any heed being paid to the fact that India was not England.

London and Bombay systems compared

60. The essence of the London system is that the Metropolitan Force is the only State Force in England, the police in the rest of England being under the control of the local authorities. Therefore those who favour the introduction in the city of Kanpur of the London system (under the name of the Bombay system) do so under a misapprehension. While in England only London has got the State police, here in the United Provinces the entire police force is a State-Force organised on a provincial basis. Those who would like to see the Kanpur police organised on the London basis, are at the same time opposed to the very suggestion of transferring control over police to local authorities in the rest of the province. Moreover, they lose sight of the fact that there is no officer in London or elsewhere in England who in rank, authority or status may be said to be the opposite number of a District Magistrate.

61. The Bombay system resembles the London system in that both are maintained and controlled by the State. It however differs from the London system in another respect. While in England there is only one Commissioner of Police at the head of the State Police Force there are two independent heads of the Provincial police force in the Presidency of Bombay. Like his opposite number in London, the Commissioner of Police in the city of Bombay is the head of Criminal administration and, subject to the general control of the Provincial Government, is solely responsible for the maintenance of law and order within the area under his jurisdiction. The demand therefore for the introduction of the Bombay system in the cities of Kanpur, Agra, Banaras, Allahabad and Lucknow in this province is a demand for making the heads of the police forces in these cities independent of all control over them by the Provincial Inspector-General of Police on the one hand, and, on the other, to take away from the District Magistrates concerned the power to interfere with their discretion in the matter of law and order. Or, in other words, it is a demand for Police autonomy tempered with the general control and supervision by the Provincial Government. The fact that there have been very serious breaches of law and order in recent months in Calcutta and Bombay does not indicate that the police system prevalent there has any inherent superiority over the system prevailing in this province. It might be said that the Bombay system failed in Calcutta and Bombay because the circumstances were

extraordinary and that in normal times the police in Calcutta and Bombay are more efficient than, say, the police force in the city of Kanpur. The Committee is not in a position to assess the value of such a statement. A perusal, however, of the book "The history of the Bombay City Police (1872—1916)" by Sir S. M. Edwardes, I.C.S., C.S.I., C.V.O., Ex-Commissioner of Police, does not support the view that the Bombay system even in normal times is relatively superior to, or more efficient than, the one prevailing in Kanpur.

Bombay system for Kanpur—Origin of Proposal

62. We might make a passing reference to the circumstances leading to the formulation by the Inspector-General of Police, United Provinces, Sir Phillip Measures, of the proposal that the Bombay system should be introduced in the city of Kanpur. He asked in his D. O. no. O-771, dated September 21, 1946, Shri R. G. D. Grabham, I.P., then Senior Superintendent of Police, Kanpur, to proceed to Bombay with a view to studying the Police organisation of that city and to reporting on the advisability or otherwise of introducing that system in Kanpur city. Accordingly Shri Grabham went to Bombay on October 8, 1946, stayed there a week and returned on October 14, 1946. He submitted his report on October 20, 1946. Towards the end of 1946 Shri G. A. J. Boon, I.P., who was then Superintendent of Police, Headquarters, Kanpur, was again deputed to Bombay with the specific object of studying the system of traffic control in the Bombay city. On his return he submitted a report which is dated December 7, 1946. As a result of these visits both the officers recommended the adoption of the Bombay system in Kanpur. Shri Grabham states his conclusion in the following words :

(a) Shri Grabham

"Leaving aside the rural area which is equivalent to a district in itself I consider that the rapid increase in the size and population of Kanpur City has brought matters to a stage where our present organisation could with great advantage be re-modelled on lines which were found necessary and have been successful in other cities in India whose size and population at the time were approximately the same".

(b) Shri Boon

63. Shri Boon, as a result of the study of the Bombay traffic control system, had "no hesitation in recommending the adoption of Bombay City methods in regard to prosecution, offences, office work, an advisory committee, etc., etc".

(c) Shri Bolam

64. Basing himself on these two reports, Shri Bolam, Senior Superintendent of Police, Kanpur, in his written statement to the Committee supported the plea for the adoption of the Bombay system in Kanpur. He wrote :

"Kanpur now has a population of nearly 9 hundred thousand and it is time to contemplate a change in the organisation of the police of that district, specially in regard to the city police.

A system by which a Commissioner of Police was responsible for law and order was introduced in Bombay and Calcutta in 1924. This was followed by Madras in 1927. I believe that with census of 1931 Madras had a population of 7 hundred thousand; that of Bombay was 9 hundred thousand and that of Calcutta one million one hundred thousand. Hence it is clear that according to the population basis, the time is ripe for a change in the "set-up" of the Kanpur police".

65. We may pause here to comment briefly on the observations of Shri Grabham, Shri Boon and Shri Bolam. In the first place, Shri Bolam's references to the dates when this particular type of police organisation was introduced in Bombay, Calcutta and Madras are wide of the mark by about a century. Secondly, all the three gentlemen are mistaken in thinking that this system was introduced in those cities because of the rapid increase in their respective sizes and populations. Manchester, Birmingham, Portsmouth, Leeds and Sheffield in England and a very large number of big cities in India have managed to get along during the last century and a half without resort to the London system.

Issues Involved

66. There are two main issues involved in the question whether the Bombay system should be introduced in Kanpur and other big cities of the province. The first issue is whether the Senior Superintendents of Agra, Allahabad, Banaras, Kanpur and Lucknow should continue to function in subordination to the Inspector-General of the Provincial Police Force as at present, or whether they should exercise, perform or discharge the powers, functions or duties of an Inspector-General of Police within their local jurisdiction. That is to say, whether there should be one Inspector-General of Police for the whole province or six Inspectors-General of Police in the United Provinces one for each of the five cities and the sixth for the rest of the province. The second issue raised by this term of reference is whether the District Magistrates should continue to be the heads of the Criminal administration in these cities, or whether in all matters relating to law and order, not the District Magistrates but the Superintendents of Police should in effect and reality be the unquestioned heads of the criminal administration.

Evidence for and against

67. Good deal of evidence, both oral and written, has been received by us in support of as well as against the proposal to introduce the Bombay system in the five cities of the United Provinces mentioned above. In our judgment no case is made out for effecting a radical change in the organization of the police forces of Kanpur and other big cities. Among those who opposed the change was the late District Magistrate of Kanpur (Shri H. S. Stephenson), who expressed himself as below :—

" I would however deprecate the adoption of that system (the Bombay system) in Kanpur merely on the grounds that the city has now reached a size comparable to the size of Calcutta or Bombay when the Police Commissioner system was introduced there. The history of the last twelve months of continuous rioting and murder in both these cities and the action taken

to cope with the situation is *prima facie* little commendation; and Kanpur's record with much less modern aids and equipment under the present system can stand a very fair comparison. I would therefore urge no change."

"It is doubtful whether it is desirable to make the police directly responsible for policy in these circumstances. Though the Collector will always act in the closest consultation with the Superintendent of Police, it is in my view right that he should remain responsible for policy and that public criticisms should be directed on him and not on to the Police. The function of the police is the straight-forward maintenance of law and order and they should not be subjected to criticism on grounds of policy. I do not know quite what is the position in the Presidency Towns but from what I have read in the newspapers it seems that the Chief Secretary to Government who is on the spot on important occasions plays a not inconsiderable part in the framing of policy and maintains a close contact. That is not possible in Kanpur, even if it were desirable."

"It is to be hoped that public distrust of the police and the most unfair criticisms to which the police are subjected on many occasions will gradually cease; but at the present moment in times of civil commotion there is not the slightest doubt that the presence of Magistrates on duty does give the public considerable confidence since many executive actions have to be taken quickly by the police; and since Government is not on the spot to accept responsibility, it is in my view desirable that there should be some form of immediate appeal and some officer outside the police to accept responsibility on behalf of Government."

"There is one point which I omitted to mention, namely, the value of many officers on duty with magisterial powers and not merely having one Commissioner of Police with magisterial powers at the centre. All area officers are under the Riot Scheme invested with powers of Sub-Divisional Officers and can act as Magistrates whether dispersing crowds or trying minor cases on the spot.

Bombay system not favoured

68. With the exception of Shri Kohli, the rest of the Committee have arrived at the conclusion that no case has been made out for the introduction of the Bombay system in Kanpur or in the other big cities of the province. We are not in favour of multiplying the number of Inspectors-General with their separate complements of Deputy Inspectors General in the province. In the existing set-up it is possible for the Senior Superintendent of Police, Kanpur, to receive instructions direct from the Headquarters by wireless whenever it may be necessary. In these circumstances the committee is definitely of opinion that there is no justification for effecting any change in the status and position of the Senior Superintendent of Police at Kanpur *vis-a-vis* the Inspector General of Police. As regards the second issue, namely, the position of the Senior Superintendent of Police at Kanpur *vis-a-vis* the District Magistrate, the Committee has come to the conclusion that the District Magistrates must continue to carry the responsibility for the criminal

administration in their districts; and that there should not be any diminution of their authority and powers in the field of law and order. The Committee sees no reason to justify departure from this conclusion in the case of Kanpur or any other big city.

69. The Committee is of opinion that there is no need for having a Commissioner of Police in Kanpur and that, by reorganising the police force within the present administrative set-up and by increasing the number of superior officers, a much higher standard of efficiency in the Kanpur Police Force can be easily secured.

Three Superintendents of Police for Kanpur

70. One of the difficulties of the present arrangement is that, there is trouble in the city, all officers present in Kanpur are called to deal with it. This defect can be remedied by sanctioning three Superintendents of Police for Kanpur, one for the rural area, one for the city and the third to be the Senior Superintendent of Police. For efficiency it is very necessary that the functions, duties and responsibilities of these three Superintendents of Police should be clearly defined. The officers allotted for the rural area should not be employed for work in the city unless the situation is so serious that this cannot be avoided.

Zonal system

71. Another serious defect in the present system is that there is a Deputy Superintendent of Police City, popularly known as the Kotwal, who is responsible for all police work in the entire city. This concentration of all executive authority in one officer of the status of a Deputy Superintendent of Police and the domination by him of the more important aspects of police work viz., public relations and city crime, is a survival of mediaeval times and carries with it many of the evils of those days. It would be better from every point of view if the city was divided into a number of zones for police purposes. There should be two Deputy Superintendents of Police, between whom the zones should be as equally divided as may be practicable. Perhaps with the present size of Kanpur, 4 zones should suffice and each Deputy Superintendent of Police should be in charge of 2 zones. Each Deputy Superintendent of Police will be responsible, subject to the general control of the City Superintendent of Police, for all police work within his jurisdiction. This zonal system should be applied to the entire area covered by the Municipal Board, the Cantonment authority and the Notified Area and also to that included in the jurisdiction of the recently constituted Development Board.

72. As the area included in the zones extends and develops, it might perhaps be necessary to establish new police stations and outposts but it is not possible to make any definite proposals in this connection. New police stations and outposts will have to be sanctioned from time to time as and when necessity arises.

Central Police Headquarters

73. At present there are 9 police stations and many outposts in Kanpur City and, if the work of all these is to be properly co-ordinated, it is essential to establish a Central Police Headquarters in Kanpur where the reserve police, the wireless control station, the police transport, the Fire Brigades, the offices of the Superintendents of Police, etc.

should all be concentrated, Apart from any facility that this arrangement will provide in carrying on police work, there must be one central place to which members of the public may go and where they may prefer their complaints irrespective of the area in which they reside. It is difficult for ordinary citizens to know exactly to which police station or outpost they should go to make a report but, if there is a central headquarters, this difficulty will disappear. The establishment of such a headquarters will also add to the efficiency of police work in the city. A suitable site will have to be selected for this purpose but we think that this part of our proposal is so important that there should be no delay in giving effect to it. Expenditure will certainly have to be incurred in obtaining a suitable site and in constructing the necessary buildings but we feel sure that any expenditure on this project will be very well compensated in the long run.

Inspectors incharge of police stations

74. A suggestion was made that Inspectors should be placed in charge of some important police stations in Kanpur where work is heavy and where the allocation of Sub-Inspectors is large. It was suggested that this is necessary because it is difficult for a Sub-Inspector to supervise or control adequately the work of other officers of the same status. But, at these important police stations only a very senior Sub-Inspector will be posted as station officer and there should be no difficulty for him in exercising sufficient authority over the junior Sub-Inspectors under him. The work at police stations is essentially such as is to be performed by Sub-Inspectors.

Recommendations for Lucknow

75. Lucknow is also a growing city and, being the seat of Government, it occupies an important position in the life of the province. It also presents complex administrative problems and requires special police arrangements. In the case of Lucknow we think that the Rural area should be taken out of Lucknow and redistributed amongst the neighbouring districts. There are only 7 rural police stations and these could easily be reallocated to surrounding districts. This will free the executive staff of Lucknow district from any responsibility in connection with the rural area and will enable them to concentrate all attention and energy on the problem of adequately administering the Metropolis. The area within the jurisdiction of this Metropolis should be the entire area covered by the Municipal Board of Lucknow, the Cantonments and about two or three miles beyond, to cover the area under further development or expansion.

76. If this is done, one Superintendent of Police would be sufficient for Lucknow and it will not be necessary to propose three as has been done in the case of Kanpur. The Zonal system would, of course, have to be introduced in Lucknow on the same lines as proposed above for Kanpur. Lucknow city also covers an extensive area and perhaps 4 Zones with two Deputy Superintendents of Police will be required for Lucknow. There should also be a central police headquarters in Lucknow.

Other cities.

77. As regards other cities in the United Provinces it would perhaps be better to wait until the result of the experiment of the zonal system in Kanpur and Lucknow is known. If it is successful in

actual practice, it might be applied later on to other big cities like Agra, Banaras and Allahabad. The central police headquarters should however, be established in these cities also as soon as practicable.

Magistrates

78. We also feel that it would be better and conducive to efficiency if the functions and duties of the District Magistrate and the Additional District Magistrate in big cities are more clearly defined.

Note by Shri. D. P. Kohli on the Police Reorganisation in Kanpur City. The reference

The "Terms of Reference" include the following:

"To examine whether the existing police organisation in the city of Kanpur is adequate to meet the needs of that growing city, or whether an organisation on the lines of the Bombay and Calcutta City Police should be developed."

Need for an Inspector for each zone

2. On the first part of this reference there is no disagreement and all the members of the Committee accept the necessity for reorganising the police system in Kanpur City. A zonal system has been proposed on which also there is general agreement except on the question of having an Inspector incharge of each zone. While some members think that it would be sufficient if an Inspector is given as a personal assistant to the Superintendent of Police or to the Gazetted Officer, others are of the opinion that it would be better to have a separate Inspector for each zone. A number of police stations will be grouped in each zone and for co-ordination, supervision and control of police work in the zone as a whole, it is necessary that for each zone there should be an officer superior in status to the Station Officers. It might be said that the Gazetted Police Officer should be able to do this but Gazetted Police Officers are being provided at the scale of one for two zones and they cannot replace the Inspectors. In Kanpur there are so many miscellaneous inquiries to be made and so many difficult and threatening situations to be tackled that it is essential to have an Inspector who can be utilized for these purposes. The crime work in Kanpur City is very heavy. To give an example the total number of cases of cognizable crime in police stations Kotwali and Sisamau is about the same as the total volume of crime in some small districts as a whole. It is not possible for a gazetted police officer to deal with all that volume of crime adequately and at the same time to deal with the various intricate situations which arise from day to day in the sphere of the maintenance of order. In my opinion there will be no advantage whatsoever in having a zonal system in Kanpur if Inspectors are not sanctioned for each zone separately.

The Issues involved in the proposal

3. In connection with the second part of the term of reference reproduced above, viz., the reorganisation of the Kanpur City police on the lines of the Bombay and Calcutta City police, I would like to mention one or two essential points.

**Commissioner of Police Kanpur need not have powers of
Inspector-General of Police**

4. As noted in the main body of the report, the important points for consideration are whether the Police Commissioner in Kanpur should have all the powers of the Inspector-General and whether all responsibility for the maintenance of law and order should be vested in him and not in the District Magistrate as at present. The question has been raised as to whether Kanpur and other big cities of the Province should have an independent Inspector-General of Police. In this connection I would like to submit that the term of reference refers only to Kanpur and does not raise the question of other big cities of the Province. We should not therefore consider other big cities of the Province while considering police organisation for Kanpur City. The conditions in other big cities of the Province do not approach anywhere near the conditions obtaining in Kanpur and we cannot draw a parallel between them. The question for consideration is whether a system based on the lines of Bombay and Calcutta police systems should be applied to Kanpur City. It is not necessary that the Bombay system should be adopted in Kanpur in its entirety. It is open to us to adopt only the good features of the Bombay system and to leave out those which are considered unsuitable in the case of Kanpur. I am personally not sure as to the extent to which the Commissioner of Police Bombay exercises powers independent of the Provincial Inspector-General but it can easily be so arranged that the Commissioner of Police in Kanpur is not independent of the Inspector-General of Police. The Commissioner of Police in Kanpur need only exercise the powers of a Deputy Inspector-General of Police. The objection to having a number of Inspectors-General will then disappear.

**Transfer of responsibility for maintenance of law and order from
the District Magistrate to the Superintendent of Police**

5. The other point about the transfer of responsibility to the Police is a more important one and goes to the very root of Police administration in the Province. At present the system in all districts in the United Provinces is that the District Magistrate is responsible for the criminal administration of the district and he has to act through the Superintendent of Police. In actual practice there is duality of control and two officers are responsible for the maintenance of law and order.

6. So far as I know such a system does not exist in any other progressive and independent country in the world. During the time of the British rule in India the District Magistrate was regarded as being the embodiment of all power and responsibility and he was thus given powers in practically every sphere of Government work. At that time the District Magistrate represented the King in every district. In a Democratic set up such an organisation has no place. Due to political changes there appears to be no necessity now to continue the system of dual control. Instances are not lacking of disagreements between District Magistrates and Superintendents of Police and in all these cases it was the district administration which suffered.

7. A question has been raised as to whether the Police Officers can be trusted to assume complete responsibility for the maintenance of law and order and to take a detached and larger view of the problems facing the administration. This indeed is the crux of the

problem, and the real point for consideration is whether the Police Officers in future can be trusted or not. If they can be trusted, there appears to be no need to have two officers doing the same job and the Superintendent of Police should be capable of looking after the maintenance of law and order. The District Magistrate, or whatever name may be given to him in future, will then be free to devote more time to other matters connected with the well-being of the people.

8. I think that the time has now come when this matter should receive due consideration and this duality of control, with its drawbacks and defects, should be abolished.

9. For the reasons given above, I am of the opinion that the District Magistrate should have nothing to do in future with the maintenance of law and order and that the Superintendent of Police should be fully responsible for it.

Urgency in the case of Kanpur

10. While there may be delay in giving effect to this proposal in the case of other districts, I think that in the case of Kanpur it is essential that this proposal should be given immediate effect. The conditions in Kanpur are such that it is difficult for efficiency to be maintained while there is this duality of control. I have personal experience of Kanpur as I was there for over 3 years between 1937 and 1940 when several industrial strikes and communal riots took place and as I am now posted as Deputy Inspector-General of Police at Kanpur. I have seen how Magistrates and Police Officers have had to work during the difficult days of rioting and I have seen them going together and dealing with all the difficult situations. I would like to note that, from the Police angle and taking a narrow view, it is good to have Magistrates along with Police Officers to take the responsibility, to share the blame and to bear the brunt of public criticism about administrative matters. But it appears to me to be a waste of effort and of public funds to employ two officers of the same status to do the work which one man can do. It might be suggested that Magistrates need not go with Police officers on all occasions but so long as the District Magistrate is responsible for the maintenance of law and order, he likes to have a Magistrate present at all places where difficult situations are likely to arise.

Views of Shri Khub Chand

11. In this connection the following extracts from the oral evidence of Shri Khub Chand, I.C.S., who was posted as Additional District Magistrate at Kanpur for about 18 months in 1938-39 might be usefully reproduced:

Speaking on the necessity of transferring power from the Magistracy to the Police he says, "The main reason being that in big towns where problems arise all of a sudden and the police have got to deal with those problems effectively and immediately it is difficult to maintain a liaison between the Magistracy and the Police. For the Magistracy to control the situation immediately is rather difficult because in the ultimate resort they depend on the Police. But for a Commissioner of Police with adequate staff it will be easier to do so and for that reason I suggest that the police in Kanpur should have more powers and functions."

"Another reason is that at present you usually have a Senior Superintendent of Police who is about to become a Deputy Inspector-General or to go to any special post. Therefore there are far too many changes of incumbents in Kanpur."

"The District Magistrate of Kanpur is the hardest worked District Magistrate in Northern India. He may have staff but he has to carry things in his head and he is always on the move and cannot maintain effective liaison with the police."

"I belong to a cadre in which I can be a District Magistrate and I would not mind being shorn of my powers if it were in the interest of the administration."

Views of Sir Edward Souter

12. I might also quote from the written views of Sir Edward Souter President, Development Board Kanpur, who has long associations with Kanpur City in various capacities and has an intimate knowledge of its problems. About the suggestion to reorganise the Kanpur City Police on the lines of the City Police in Presidency Towns he says

"The main advantage of this system is the concentration of responsibility for law and order on one senior official who will be responsible for deciding policy and for the carrying out of that policy through his own police force."

District Magistrate in Kanpur has insufficient time for law and order functions

13. The District Magistrate of Kanpur has got so many multifarious duties to perform and is saddled with responsibility in so many spheres that it is rather difficult for him to pay that whole-hearted and undivided attention to the problem of maintaining law and order which it will be possible for the Commissioner of Police—unsaddled as he will be with any other responsibility—to do. I have heard it said by a District Magistrate of Lucknow that there should be a limit to the items of work which are allotted to District Magistrates as they are finding it difficult to shoulder all that responsibility. How much true it is in the case of Kanpur will be apparent from the views of Shri Khub Chand quoted above.

14. For the better administration of law and order and for prompt attention to administrative problems which arise so frequently in Kanpur and which develop so suddenly, I think it is essential that there should be one officer, who should be the head of the Police, in whom all responsibility for the maintenance of law and order should be vested. As I have mentioned previously, it is not necessary that the Commissioner of Police in Kanpur should have all the powers of an Inspector-General of Police. It will be sufficient from the departmental point of view if he has all the powers of a Deputy Inspector-General of Police.

Expansion to other districts

15. The question of extending this system to other big cities of the Province need not be taken up just at present. This can be done later on whenever found necessary or when it is decided to make the Head of the Police in each district responsible for the maintenance of law and order.

CHAPTER V

CIVIL POLICE

SECTION I

General

Introductory

79. The term Civil Police is often utilized to denote all those branches and sections of the Police which are not armed as a general rule and which are ordinarily not required to perform armed duties ; sometimes it is meant to include only the Watch and Ward staff and the staff employed on investigation work and on miscellaneous office duties. Until a few years ago the Civil Police formed the bulk of the Police Force in the United Provinces, the Armed Police being only about one-third of the Civil Police. Since the beginning of the War, however, the proportion changed with the organization of the Military Police but the Civil Police still preponderates. Its strength now is :

	Inspectors	Sub-Inspectors	Head Constables	Constables
Permanent	112	1852	2,774	22,298
Temporary	4	36	61	414

Civil Police Cadre

80. That the present system of having one large cadre from which men are drawn for the various sections in the Police is not satisfactory has already been mentioned and the necessity of creating separate cadres has already been explained. It has also been suggested that the Civil Police Cadre in future should comprise :

- (a) Civil Police employed on Watch and Ward, investigation, etc.
- (b) Railway Police.
- (c) Women Police.
- (d) Village Police.

81. The Railway Police is included in the Civil Police Cadre because the duties are analogous and because experience of work in the Civil Police is always useful for Railway Police duties. The Railway Police Cadre should not be a separate one and, for efficiency, no one should ordinarily be allowed to remain in the Railway Police for more than 5 years. There should be a regular interchange of personnel between the Civil Police and the Railway Police and the two should, therefore, be on one cadre.

82. The Women Police will perform the duties of Civil Police only, and should therefore form part of the Civil Police Cadre but the personnel must be trained in musketry and rifle exercises also.

83. Similarly the Village Police which has been proposed to replace the Village Chaukidars will perform duties of the Civil Police and should be included in the Civil Police Cadre. Civil Police constables will not be transferred to the Village Police but suitable members of the Village Police will be eligible for enlistment as Civil Police constables.

SECTION II

Investigation" Police

Need for separate Investigating Staff

84. The duties of the Civil Police mainly are Watch and Ward and the investigation of crime. At present separate staff is not provided for these two sets of duties—the same officer is required to perform Watch and Ward and investigation duties. Separation of Watch and Ward and investigation work is now recognised almost universally as an essential feature of Police organisation. In the United Provinces, as in the rest of the country, this has not yet been effected. At present a Sub-Inspector has to deal with administrative problems of his circle, and at the same time to do investigation. In such circumstances it is not possible to expect efficiency of a high order in the investigation of crime which is tending to become more and more a specialized feature of Police work. No Sub-Inspector can utilize, to the best advantage, the training which he has received in scientific methods of investigation if he is off and on required to attend to important matters concerning law and order in his circle.

85. The investigating staff is at present handicapped by lack of adequate training in scientific methods of investigation and their present conditions of work make it difficult for them to utilize even such knowledge as they do possess. The investigating officer even now proceeds from the criminal to the crime and not from the crime to the criminal. One of the most important steps in the reorganisation of the Police Force is to provide a separate staff of investigating officers. It may be said against this proposal that the separation of Watch and Ward and investigation work will result in much valuable information gained by the Watch and Ward staff being lost to the investigating officer. There is, however, no reason why this should happen. Rules can be framed to ensure that all useful information collected by the Watch and Ward staff is recorded and indexed and that it is available to the investigating staff. There is also no reason to fear that there will be lack of co-operation between the two sections—adequate supervision by superior staff should ensure this.

Investigating Staff for Cities and large Towns

86. In a province of the size of the United Provinces a complete separation of the Watch and Ward from the investigation staff will involve heavy expenditure which the provincial revenues can ill afford. We would, therefore suggest that in big cities and towns there should be separate officers for investigation work. This should not involve much extra expenditure as separate Watch and Ward head constables and constables are already sanctioned for big cities and towns and it will only be necessary to sanction some extra Sub-Inspectors and constables for investigation work. Such a provision should be made for all cities and towns with a population of one lakh and over for which separate allocation for Watch and Ward is already sanctioned.

Special investigating squads for Rural Areas

87. In the case of the rural area such a separation does not appear to be feasible. There is no separate allocation of Police for Watch and Ward in the rural area and separation will involve very heavy expenditure. The volume of crime in the rural area is not heavy and the occasions on which serious problems of law and order arise are not many. Except for cases of dacoity or for some important cases of rioting and murder the offences which take place in the rural area are not so intricate. Sub-Inspectors posted to rural Police stations should themselves be able to tackle such cases. It is only for the more intricate cases with broader ramifications or for cases of dacoity or serious murder and rioting that special investigating officers will be required in the rural area. To meet such contingencies it is proposed that special investigating squads should be sanctioned for every district. These squads will be kept at the Headquarters of districts and will be available to assist the local staff in the investigation of more important cases.

Only separate Investigating Staff proposed

88. Should there be any doubt, we would like to make it clear that our proposals do not envisage the formation of a separate branch for investigation but only the provision of additional trained staff, wherever necessary, for investigation work. Interchange of personnel for Watch and Ward duties and for investigation work will still be possible but ordinarily an officer posted for investigation work at a police station will not be employed for Watch and Ward duties and *vice versa*. Only those Sub-Inspectors and constables who have a flair for detective work and are honest and bear good conduct should be selected from amongst the watch and ward staff for specialized investigation work. They should be given specialized training in detective work and in scientific methods of investigation. These investigating officers in districts will be considered for appointment and promotion in the Investigation Branch of the Criminal Investigation Department which should, in future, be constituted only of those whose work has been found to be outstanding in districts.

Crime Record Section

89. One of the difficulties experienced by investigating officers is the absence of a proper system of recording and indexing of crimes and criminals. In the districts some records and registers are maintained

in the Prosecuting Inspector's office by the Sub-Inspectors in charge of the Criminal Tribes' Section and some by the Reader of the Superintendent of Police. These records are often incomplete and are sometimes not up to date ; they are not easily available to investigating officers for reference ; even when available they are not maintained in a form which is useful for purposes of investigation. Improved methods of indexing will save considerable time and labour of investigating officers in searching for information which is already on record. An attempt was made in this direction, a few years ago, by starting Crime Information Bureaux in Ranges. These, however, did not help the investigating officers very much. All that they did was to give information about particular types of crime in districts and about the peculiar habits and *modus operandi* of criminals. They also drew attention to grouping or other special features of dacoity. While this information is quite useful, it is not enough for investigating officers. Moreover, there was delay in furnishing the information as the Bureau was located at the Headquarters of the Range Deputy Inspector-General. Delay defeats investigation and what the investigating officer requires is some place nearer at hand where he can go, examine the records himself and gather whatever information is likely to be of use to him in the investigation on which he is engaged at the moment. To meet this requirement Crime Record Sections should be started at the Headquarters of every district. These sections should be placed under the charge of the seniormost officer of the Special Investigating Squads. Modern methods of indexing of crimes and criminals and of keeping their photographs should be introduced. Methods of maintaining criminal records such as history sheets, gang registers, indices of crime, etc. should be improved. Extra staff will have to be provided to sift the mass of material and information which will come to these Crime Record Sections and to put on record only that which is likely to be useful. These sections will also have to be linked up with a Provincial Crime Information Bureau so that all information of an inter-district or inter-provincial importance may be collected and collated at a central place. This Provincial Crime Information Bureau should form a part of the Criminal Investigation Department.

Proposals in brief

90. To improve the investigating agency our proposals briefly are—

(a) that in big cities and towns with a population of one lakh and over there should be a separate allocation for Watch and Ward and for investigation work,

(b) that in rural areas there is no need to have such a separate allocation,

(c) that there should be, at the Headquarters of every district, special investigating squads to assist in the investigation of serious and important crime all over the district, and

(d) that there should be a Crime Record Section in every district which should be linked up with a Provincial Crime Information Bureau in the Criminal Investigation Department.

Station Officer to ensure co-ordination

91. The need for co-operation between investigating officers and the Watch and Ward staff has already been indicated. To ensure this it is suggested that both the investigating officers and the Watch and Ward staff should be under the control of the Station Officer of the Police station to which they are posted or attached. These Station Officers should be specially selected senior officers who are themselves good investigating officers and are competent to exercise proper supervision over both.

SECTION III**THE "ORDER" POLICE****Law and Order**

92. The "order" police includes those responsible for maintaining law and order and for Watch and Ward duties. There is no separate provision of staff for "Law and Order." In cities the watch and ward staff and also the Police Station staff are at present employed for this purpose. In the rural area the police station staff are responsible for both, but in addition, there are the village chaukidars for watch and ward. In cities, at present, the staff sanctioned for police stations is employed both for law and order as well as for investigation work. It has been suggested above that there should be a separate allocation in cities for investigation work. Some extra staff will thus be required—particularly Sub-Inspectors to deal with administrative problems in big cities and towns. These extra sub-inspectors should, however, be utilised for watch and ward duties also. The strength for each of these duties will have to be determined carefully for each city and town separately as the problems differ from place to place.

Watch and Ward

93. Patrolling and watch and ward are the oldest forms of police activity. The system of collective responsibility, the village chaukidars, the town police, the municipal police and the present Watch and Ward staff are all based on the necessity of organising patrols and pickets to check the activities of enemies of society. In the old days the responsibility of the community as a whole was enforced in the shape of individuals having to turn out for patrolling purposes along with chaukidars. Where there was concentration of population the number of chaukidars employed was large.

94. When the police was organised on a regular basis in the United Provinces in 1861, the chaukidari force was kept intact while local bodies were left free to make their own arrangements for watch and ward. In 1890 there were in existence the village chaukidars, the Road patrols, the Town Police, the Municipal Police and the Cantonment Police. Each local authority engaged its own men under its own rules and they differed very considerably in their status, duties, powers and responsibilities. The system, though inefficient and lent itself to abuses, continued until after the recommendations of the Police Committee of 1890. This Committee left local authorities free to employ their own forces but laid it as a definite condition that they were all to be enlisted under the Police Act of 1861 and were to be placed under the control of the Superintendent of Police.

Payment

95. The forces maintained for Watch and Ward were all paid for by local inhabitants. Village chaukidars were at first paid for by grants-in-aid and later in cash. This reform was particularly recommended by the Police Committee of 1890 and a local cess was levied for the purpose. Similarly, the cost of town police, municipal police and cantonment police was met by realising taxes from the areas concerned. The 1890 Committee maintained the principle, then commonly accepted, that the inhabitants of a locality must pay directly for the forces maintained for their protection or for looking after their property.

Changes made by Indian Police Commission of 1902-03

96. Although the Police under local authorities was now enlisted under the Police Act and although it was under the control of the Superintendent of Police, yet the local authorities had a considerable say in the matter as they controlled the finances. Moreover, the Boards were not able to pay them well and thus the personnel enlisted was of poor quality. Complaints of nepotism and favouritism were also very common. This system continued in force until the Indian Police Commission of 1902-03 pointed out its defects and drawbacks and recommended that the entire Police Force should be organised on a provincial basis and should be altogether free from the control of the local bodies and that the local bodies should not be required to meet any expenditure connected with the regular Police Force. The present watch and ward arrangements arose out of these recommendations.

Control of Local bodies over the Police

97. We have given above a brief outline of how the present Watch and Ward staff developed and how the local bodies were divested of their control over the Police because a suggestion has been made that the local bodies may be given control over the Watch and Ward staff and the traffic police. It is pointed out by those who favour this suggestion that the local bodies in England have control over the Police. This is true but even in England there has been a tendency in recent years towards greater standardization and better control from the centre. This is achieved through an Inspectorate and through a system of grants-in-aid which are given only if the Inspectorate is satisfied that the Police has been kept up to the standard laid down. The centre has also powers to give final approval to certain important appointments. Modern police work is complex and specialised and requires good training which cannot be arranged or given if the Force is broken up and placed under the local bodies. The control of local bodies over the Police in England has a historical background and cannot now be changed easily even though they feel the need of unified control. In the United Provinces there are no historical considerations or prejudices standing in the way of having centralised control over the Police—in fact, such considerations in the United Provinces point unmistakably to the necessity of continuing central control over the Police. This was one of the questions which was put to the witnesses and the opinion was emphatically unanimous that no part of the Police which deals with law and order or with the investigation and detection of crime should be placed under the local bodies. Even

Chairmen of Municipal Boards held this view. The only difference of opinion was in regard to the Traffic Police and the Watch and Ward which, according to some witnesses, could be placed under the Municipal Boards. There was, however a greater volume of opinion against this suggestion. Apart from any question of competence or ability of Municipal Boards to take over charge of these branches of the Police, it was pointed out that such a course would not be in the best interests of the efficiency of the force. The cost of the force must continue to be borne by the Provincial Government and it would, therefore, not be possible for Municipal Boards to exercise any effective control over the Police, unless they were given disciplinary powers. It is argued that any interference with the powers of departmental officers in the matter of discipline and internal management of the Force is bound to reflect adversely, sooner or later, on the efficiency of the Force. The work of Traffic Police constables is now specialised and requires intensive training which can properly be given only on a provincial basis. Moreover, the Traffic Rules must be the same all over the Province—it would obviously be most inconvenient to the public to find different sets of Traffic Rules operating in different places. The Watch and Ward staff too requires thorough training which can only be imparted on a provincial basis. It would also be advantageous to have both the Traffic Police and the Watch and Ward staff liable to transfer from one district to another so that they may not develop undesirable contacts. It might be said that these difficulties might be met by recruiting and training the Traffic Police and the Watch and Ward staff on a provincial basis and then posting them out to work under Municipal Boards. This does not appear to provide any advantages, particularly if, as noted above, they are to be liable to transfer outside the district and if their discipline and internal management are not to be interfered with by the Municipal Boards.

CHAPTER VI

ALLOCATION, STRENGTH AND RESERVES

SECTION I

Allocation and Strength

Detailed allocation not examined

98. Our "terms of reference" include an examination of the location and distribution of police stations and outpost in the urban and rural areas and the allocation of staff. To examine the detailed allocation is a full-time job in itself which we cannot undertake without unduly delaying our report. Moreover, we feel that it is unnecessary for this Committee to carry out such an examination. We think that after Government has taken decisions on the recommendations of the Committee, the Inspector-General of Police should make the necessary detailed calculations and put up specific proposals to Government regarding allocation and strength.

Police Stations and Outposts

99. We, however, would like to note in passing, that, except for a few changes here and there, the location and jurisdiction of police stations and outposts are still the same as originally determined in the sixties of the last century. That the location or the jurisdiction is the best possible one in every case is difficult to say. A revision, however, would most probably involve revision of the jurisdiction of districts also. It is doubtful whether the present is an opportune time for undertaking such an examination and we think that the matter should await better times.

Strength

100. In the chapters dealing with the various branches of the police, the bases for determining the strength of each branch have been discussed. In the cases of specialized and technical branches, the strength will have to depend on actual requirements. It is only in the case of Civil Police that broad principles can be laid down on which its strength can be calculated, and this we now proceed to do in the following paragraphs.

Allocation of Sub-Inspectors Civil Police

101. The Indian Police Commission of 1902 laid down the standard that one sub-inspector should be sanctioned for every 100 investigations. This recommendation was accepted and calculation of the strength of sub-inspectors was made accordingly from that time until after the publication of the Pearce Report in 1945. Shri Pearce examined this matter in great detail and came to the conclusion that it is difficult for a sub-inspector to investigate more than 75 cases per annum. He suggested this standard both for the rural as well as the urban areas. It might be said that, as distances in the urban area are shorter compared to distances in the rural area, it might be possible for a sub-inspector in the urban area to tackle more investigations than for a sub-inspector in the rural area. The shorter distance in the case of the urban area is, however, more than compensated by the large number of miscellaneous enquiries which sub-inspectors have to undertake in such areas and by the various administrative matters which they are called upon to attend. Shri Pearce while making this recommendation also made it clear that his estimate that a sub-inspector can carry out 75 investigations per annum was based on the definite assumption that special investigating staffs will be provided in districts. Government apparently accepted his recommendation about 75 investigations per annum but the special investigating staff has not yet been sanctioned.

Sub-Inspectors for Rural Areas

102. We have already recommended elsewhere the provision of Special Investigating Squads in districts to assist in the investigation of the more important and intricate cases of the rural area. This should provide sub-inspectors in rural areas relief in the investigation of their most difficult cases. The development of transport and the better facilities now available should also make it easier for sub-inspectors, even in the rural areas, to take up larger number of investigations than they could do in the past. It is also expected that in future

some of the difficulties which sub-inspectors experienced previously in the way of investigations will not exist. Taking these points into consideration, we think that 100 investigations per annum is a fair standard for calculating the strength of sub-inspectors in the rural area.

Sub-Inspectors for Cities and Towns

103. In the case of cities and towns with a population of one lakh or over we have suggested the separation of the investigating staff from the Watch and Ward staff. When this is done it should be possible for sub-inspectors in the urban areas also to undertake 100 investigations per annum. Our recommendation, therefore, is that both in the rural as well as urban areas the strength of sub-inspectors should be calculated on the basis of 100 investigations per annum.

Sub-Inspectors for Watch and Ward and "Order" duties

104. We have found some difficulty in proposing a suitable method for calculating the strength of sub-inspectors for purposes of watch and ward and law and order. The strength can be determined on the basis of crime on the assumption that crime is an index of police work; it can also be calculated on the basis of population as the volume of work in connection with the "Order" duties and watch and ward depends upon population; or it can be calculated on the basis of the strength sanctioned for Watch and Ward staff.

105. While crime figures might give an idea of the criminality of the circle they will not always be a true index of the problems connected with the maintenance of order or of the volume of miscellaneous work. If calculation is made merely on the basis of population it will perhaps be more correct than calculation on the basis of crime figures, but in this case the distribution of the population and the area covered will not receive due consideration. In our opinion the best method of calculating the strength of sub-inspectors required for "Order" duties and for watch and ward will be to correlate it with the strength of the Watch and Ward staff. This is fixed, or should be fixed if revisions in strength are made periodically, on the basis of population after taking into consideration its distribution and the layout of the city or the town. This method of calculation will, therefore, take into account all the factors which are likely to affect the maintenance of "Order".

106. In view of the considerations set forth above, we suggest that the strength of sub-inspectors required for maintenance of law and order and for watch and ward duties should be in the proportion of one sub-inspector for every 18 constables sanctioned for watch and ward duties. Six constables are at present sanctioned for each beat. This will mean that a sub-inspector should be sanctioned for every three beats.

Head constables for police stations

107. One head constable is sanctioned at present for every police station except in the case of some of the larger police stations where office work is heavy and for which an extra head constable is provided. This scale is satisfactory and should continue.

Constables for police stations

108. The Civil Police Committee of 1919-20 proposed a minimum of 8 constables for police stations on the following basis :

- (a) Three for sentry duty,
- (b) Three for beat duty,
- (c) One for clerical work, and
- (d) One to assist the investigating officer.

109. In addition to these, extra constables were allowed for important police stations having more than one sub-inspector or where the number of persons under surveillance or the number of processes to be served was large or where mobility was bad. In the Pearce Report it has been suggested that, as patrolling and beat duty form one of the most important functions of constables posted at police stations, the basis for determining the minimum strength of constables should be the number of beats into which a police station is divided. It has also been suggested that two constables should be provided per beat for patrolling purposes, three for sentry duty, one for clerical work and one to assist each investigating officer. In this way the minimum strength for a two-beat police station should be 9, for a three-beat police station 11 and for a four-beat police station 13. In the above calculations no provision has been made for escort duty as it was thought that constables will be taken off their beats to provide escorts. We agree with the recommendations contained in the Pearce Report on this subject.

Head constables for outposts

110. In the case of rural outposts the strength will have to be determined on actual requirements and no hard and fast rule can be laid down. In the case of urban outposts, i. e. watch and ward outposts in cities and towns, the strength of head constables will depend upon the strength of constables. Under the six-beat system there should be one head constable for every six constables. This is appropriate but we would also suggest that, in outposts where the staff consists of more than one unit, i. e. of more than one head constable and 6 constables, an extra senior head constable should be sanctioned so that he may be able to exercise supervision and control over the combined units. This extra head constable should be allotted in the proportion of one to every two beats or for every two units.

Constables for outposts

111. The strength of constables required for rural outposts will have to be determined, as for head constables, on actual requirements but, for outposts in cities and towns, certain general principles can be laid down. The main duty of constables in urban outposts is "Watch and Ward", patrolling, enforcement of local by-laws, surveillance of bad characters and suspects, process-serving and fixed point duties. They are also required to assist the investigating officers. The Civil Police Committee of 1919-20 suggested that for all towns with a population of 10,000 or over the ratio of constables to population should be one to 600 and that in towns of the population between 5,000 and 10,000 the ratio should be one constable per 1,000 of the population.

Hardly had these recommendations been given effect to when the Decentralization Committee of 1923 suggested certain variations in these standards which resulted in reduction of the Watch and Ward staff. The Decentralization Committee recommended that there should be one constable per 600 of population for towns with a population of 19,000 and over and that the ratio should be one to one thousand for all towns with population between 10,000 and 19,000. For towns with a population between 5,000 and 10,000 they recommended that the strength of the police station should be increased by one head constable and by constables at a sliding scale as noted below :

Between 5,000 and 7,000 population ...3 constables

Between 7,000 and 9,000 population ...4 constables

Between 9,000 and 10,000 population ...6 constables

These recommendations resulted in a reduction of Watch and Ward staff.

City Police Reorganisation Scheme of 1936

112. The object of this scheme was to effect a further reduction in the Police personnel in cities to find money for the provision of extra motor vehicles, bicycles, and telephones. It was contemplated that by providing mechanized transport, telephones and bicycles, it would be possible to reduce Watch and Ward staff. The scheme was proposed to be applied to 14 cities in the Province but it did not prove a success. It was based on some mis-conceptions, the most important being that the police force required for the watch and ward of a large city can be reduced by provision of mechanized transport and improved telephonic communications. The inadequacy of the watch and ward staff was forcibly brought out in the disturbances of 1938-40 and in 1941-42 all districts had had to be sanctioned considerable increases in their watch and ward strength. The Civic Guards were also of great help in watch and ward duties. Shri Pearce examined the strength of Watch and Ward staff in all the cities and towns of the Province and found them falling far below even the then accepted standards. Since 1919-20 the strength of the Watch and Ward Police has been reduced on several occasions while population has increased. There has also been rapid industrial and agricultural development in the past 25 years necessitating increase in watch and ward strength. The position in 1945, when Shri Pearce examined this matter in detail, was that in 61 cities and towns with a population of 20,000 or over the ratio of police to population varied from 1—700 to 1—1,400.

Proposals in the Pearce Report

113. Shri Pearce proposed that the watch and ward strength should be calculated primarily on population basis with suitable additions made where the incidence of crime or special local conditions made it necessary. He suggested the following standard :

(1) In towns with a population between 5,000 and 10,000 the strength of the Watch and Ward Police should be one under-officer and constables on the following scale :

5,000 to 8,000 4 constables.

8,000 to 10,000 6 constables.

(2) In towns with a population between 11,000 and 19,000 the strength should be in the ratio of 1 to 1,000 in units of one under-officer and 6 constables.

(3) In all towns and cities with a population of over 19,000 the strength of the force should be calculated in the ratio of 1 to 600 in beat units of one under-officer and 6 constables.

114. We agree with these proposals except that the limit in the second item should start from 10,000 instead of from 11,000 so as to make the proposals continuous and complete. We recommend that they should be adopted for future calculations. We would also like to note that the strength suggested above is merely for patrolling purposes. There are other duties also as indicated above which have to be performed by the City Police. Where special local conditions indicate the necessity of extra staff provision may be made for it

SECTION II

Contingent Reserves

Introductory

115. In a force of which the efficiency and utility to a large extent depend upon the available man-power, the calculation of reserve is of some importance. In the case of Circle and Prosecuting Inspectors and Sub-Inspectors, Civil Police, the reserve is kept in the rank of sub-inspectors at 14 per cent. of the total combined strength of Circle and Prosecuting Inspectors and Sub-Inspectors, Civil Police. In the case of constables, Civil Police, the reserve is 15 per cent. while in the case of Armed Police it has been raised to 15/85th of total duty requirements. Shri Pearce has examined this matter in great detail and has given reasons for suggesting revised scales.

Reserve of Sub-Inspectors

116. He has made detailed proposals concerning the calculation of the reserve of sub-inspectors. We agree to his proposals in this respect only on the point that the contingent reserve should be calculated at 14 per cent. of the total permanent strength of inspectors and sub-inspectors. We do not agree to the other implications on his proposals about reserve for sub-inspectors.

Reserve for Head Constables and Constables

117. He has recommended that for head constables and constables the leave and casualty reserve should be calculated as follows :

(1) *Leave*—12½ per cent. of all duty requirements including the Armed Emergency Reserve. This is based on the fact that all under-officers and men are entitled to one month's leave on average pay and 14 days' casual leave per annum.

(2) *Hospital admissions*—2 per cent. based on actuals.

(3) *Sickness*—It is difficult to estimate accurately for absences due to sickness as reliable figures are not available. The statistics for the number of men-days lost indicate a wastage of about 2 per cent. This is considered to be an under-estimate, but may be accepted.

(4) *Suspension and deputation*—One per cent. of duty requirements.

118. The above gives a total of 17½ per cent. as a leave and casualty reserve for both branches of the Force. In addition, the training reserve of 8 per cent. of the combined duty strength of under-officers and constables in the Armed and Civil Police is to be added to the Civil Police strength.

119. We agree with these proposals and consider them appropriate.

Armed Police Reserve for Kumaun Division

120. The difficulty experienced in Kumaun Division in relieving fixed guards has been brought to our notice. On account of lack of satisfactory communications it takes much longer in the Kumaun Division to relieve fixed guards than in other places and reserves should be provided there at a much higher scale than at other places. We suggest that the Armed Police reserve in the Kumaun Division should be increased by 6 head constables and 24 constables to meet this difficulty. This is over and above the strength proposed in the Pearce Report for Kumaun Division.

121. Should it be considered that our proposals in regard to the provision of reserves are on an excessive scale, we would point out that the duties of the Police are onerous and irksome. Whereas in other branches of Government service there are many holidays and many occasions to take leave, such is not the case in Police Service. As a matter of fact most of the holidays coincide with festivals and the Police, instead of getting rest and recreation during such holidays, have actually to put in longer hours of duty and harder work. It might be of interest to note that during the last five years, on an average, only 22 per cent of inspectors, 25 per cent. of sub-inspectors, 37 per cent. of head constables and 46 per cent. of constables could take privilege leave for 15 days or more. The Inspector-General of Civil Hospitals stated before us that, for efficiency and health, every police man should, considering the nature of his duties and responsibilities, be given one month's privilege leave and 15 days' casual leave every year. We agree with this view and we think that the provision of adequate reserves, as suggested above, will go a long way in making it possible for the hard worked force to take more leave and to enjoy more rest and thus indirectly to add to its efficiency.

CHAPTER VII

PROSECUTION BRANCH

Introductory

122. The importance of having an efficient and competent prosecuting agency cannot be over emphasized. For the successful conclusion of a case, and to bring offenders to book, mere good investigation is not sufficient; it is equally important that the case be put up properly and ably in court. In the United Provinces, from practically the very beginning of the present police system, the prosecuting agency consisted of a court inspector in every district, (assisted by court sub-inspectors in some districts) for magistrates' courts and of specially appointed practising lawyers for sessions courts. Court

inspectors and court Sub-Inspectors were selected from amongst Civil Police sub-inspectors who showed special aptitude for this work. Suggestions to improve this system were considered by the United Provinces Police Committee of 1890 as well as by the Indian Police Commission of 1902-03. Apart from making changes in the strength, status and emoluments of those engaged on prosecution work the deliberations of these two Committees did not result in introducing any radical alterations in the system.

123. Suggestions have been made frequently since before the year 1890, that the Prosecuting Agency should be composed entirely of advocates and lawyers and that it should not be under the control of direction of the police. This proposal was considered by the United Provinces Police Committee of 1890 and again by the Indian Police Commission of 1902-03, but was not accepted by either of them. It was again raised before the Civil Police Committee of 1919 which recommended that, as an experimental measure, the prosecuting agency should be replaced in certain selected districts by members of the Bar. This suggestion was, however, never given effect to and in 1923 the Decentralization Committee was of opinion that such a system would not be in the best interests of good prosecution and stated that better work could be secured, at considerably less cost by the adoption of the opposite system i. e. by the replacement of Government Pleaders by Police Prosecuting Officers even for sessions courts.

Present position

124. The recommendation of the Decentralization Committee of 1923 was also not accepted by Government and the present position thus remains practically the same as it emerged from the deliberations of the Indian Police Commission of 1902-03. In every district the prosecuting agency, at present, consists of a Government Pleader who is appointed from the Bar and who, along with a panel of lawyers, is responsible for putting up criminal cases in sessions courts while for magistrates' courts, there is a prosecuting inspector who, assisted by prosecuting sub-inspectors, is responsible for conducting cases in magistrates' courts. Prosecuting Inspectors and prosecuting sub-inspectors are drawn from amongst Civil Police sub-inspectors who are either Law graduates or who have passed a special examination of the Allahabad University in Criminal Law and Procedure. During recent years there has been a dearth of volunteers to work as prosecuting sub-inspectors, and since 1943 some members of the Bar have had to be appointed as special prosecuting officers to conduct cases in magistrates' courts. These special prosecuting officers are employed on a temporary basis.

Disadvantages of the present system

125. There are several drawbacks inherent in the present system. Prosecuting inspectors and prosecuting sub-inspectors drawn from amongst Civil Police sub-inspectors are, in most cases, not even ordinary graduates. Only a very few are Law graduates. Although in many instances these Prosecuting inspectors and sub-inspectors have done valuable work and have shown ability and skill in conducting cases in courts, yet, as a body, they are ill adapted, due to lack of

proper education and training, to putting up intricate and difficult cases in court. Neither their general education nor the background of their legal knowledge is such as to infuse confidence in them when arguing cases against able and experienced lawyers from the Bar.

126. Another drawback in the present system is the break in the chain of disciplinary control and supervision because the Government Pleader is under the control of the District Magistrate whereas the prosecuting inspector and the prosecuting sub-inspectors are under the control of the Superintendent of Police. The Government Pleader has no control over the prosecuting inspector or the prosecuting sub-inspectors and this absence of control of the Chief Prosecutor (viz., the Government Pleader) over other subordinate prosecuting officers is not conducive to efficient working. Government Pleaders are allowed private practice and they are often so busy that they cannot devote sufficient time or attention to Police cases.

Panel Lawyers

127. The system of panel lawyers has been deprecated by almost everyone. It is said that they are not always selected on merits. Lack of interest is very often noticed in the work of panel lawyers and there is insufficient control over them and inadequate supervision of their work. They provide the weakest link in the present chain of prosecuting officers.

Special Prosecuting Officers

128. As noted above, special prosecuting officers have been employed since 1943. As a result of the experience of their work during the last four years the general opinion, both amongst magistrates and Police officers is that this experiment has not proved a success. Only those lawyers who were not successful at the Bar have generally come forward to work as Special prosecuting officers. They have no knowledge or experience of Police work and they do not realise or appreciate the difficulties of investigating officers. The fact that they hold temporary posts has made matters worse and there are complaints that they do not take sufficient interest in their work.

Independent Prosecuting Agency

129. The difficulties and drawbacks of the present situation have been realised, as noted previously, for quite a long time. Several suggestions have been made from time to time to effect improvement in prosecution work. The suggestion most commonly made is that there should be a separate and independent prosecuting agency which should be composed entirely of practising lawyers drawn from the Bar. Opinions differ as to whether these lawyers should be appointed on a permanent basis or on short term contracts. There is also difference of opinion as to whether prosecuting agencies in districts, composed as noted above, should be under any local authority or directly under the control of the Legal Remembrancer or the Advocate General.

130. Several arguments have been adduced against the proposal to have a prosecuting agency consisting of practising lawyers from the Bar. Able and successful lawyers would not, as a rule, accept the post of public prosecutors in magistrates' courts. To induce them

to do so Government will have to incur heavy expenditure. A bad pleader would be even worse than a bad prosecuting inspector. He would be under less control and would not have the same inducements to interest him in his work. Local lawyers will, unless they are men of high integrity and character, be amenable to local influences and are also likely to be involved in local politics and get mixed up in local intrigues. Short-term contracts are not likely to attract any but the most unsuccessful lawyers. If the prosecuting agency is not under any local authority it would be difficult to exercise any control or supervision over its work. From the practical point of view it would perhaps not be possible for the Legal Remembrancer or the Advocate General to exercise effective supervision and control over the work of the prosecuting officers in all the districts of the province.

Public Prosecutors

131. After careful consideration of the various points mentioned above we have come to the conclusion that the scheme noted below is likely to achieve useful results without being unduly expensive. Our proposals are that :

(a) Only Law graduates should be employed on prosecution work. They should be selected soon after they pass the LL.B. Examination.

(b) After selection they should be sent to the Police Training College, where they should be given a specialised course of training along with the general course.

(c) Thereafter they should be posted to police stations and Superintendents of Police's offices for a period of six months or so for training in practical police work.

(d) They should then be posted to the Prosecution Branch in districts for final training before being authorised to put up cases in court independently.

(e) A separate Prosecution Branch should be created which should provide adequate avenues of promotion within itself. The Prosecution Branch should be distinct and separate from the Civil Police and there should be a separate cadre for Prosecution Branch with Deputy Superintendents of Police, inspectors and sub-inspectors. We do not consider it necessary to have Superintendents of Police in the Prosecution Branch. To attract good candidates the Committee recommends that in the Prosecution Branch all Deputy Superintendents of Police should get a special pay of Rs.100 per mensem, all inspectors Rs.75 per mensem and all sub-inspectors Rs 50 per mensem in addition to their rank pay. The designations of these officers should be senior public prosecutors, public prosecutors and assistant public prosecutors, respectively.

(f) In every district there should be one public prosecutor and a number of assistant public prosecutors according to necessity. In some of the bigger districts where work is heavy and responsibility is greater senior public prosecutors should be appointed in addition to public prosecutors. We suggest that one senior public prosecutor should be appointed in each of the districts of Agra, Allahabad, Banaras, Bareilly, Gorakhpur, Jhansi, Kanpur, Lucknow, Meerut, Moradabad and Saharanpur.

(g) There should be no Government Pleaders for criminal work ; officers of the Prosecution Branch, who will all be Law graduates, should be authorised to put up cases both in the magistrates' as well as in sessions courts.

(h) Police prosecuting officers should be authorised after retirement to do private practice in courts.

(i) The Prosecution Branch in every district will be directly under the Superintendent of Police, subject, as in other Police matters, to the general control and direction of the District Magistrate. This will provide adequate local supervision over the prosecuting agency. The Police being a party to the case should have the right to choose its own prosecuting agency. This right is enjoyed by all litigants and there is no reason why it should be denied to the Police.

Promotion

132. By providing avenues of promotion within the Prosecution Branch itself, it is expected that good candidates will be attracted to it. Promotion will be entirely by selection and departmental rules will have to be framed in such a way as to ensure that the recommendations of Judges and Magistrates about the work of public prosecutors are given due weight.

Strength and Allocation

133. The present strength of prosecuting inspectors in districts is 47 (i.e. one for each district), of prosecuting sub-inspectors 147 and of special prosecuting officers 53. This is in accordance with the recommendation of the Civil Police Committee of 1919-20 and there has been little change since then in the basis of calculation of the strength of prosecuting officers. The Civil Police Committee recommended one prosecuting inspector per district and prosecuting sub-inspectors on the scale of one to every two sub-divisional officers' courts. They did not recommend any prosecuting officer for any of the other courts which do criminal work. There are quite a number of other courts which also take up Police cases. Shri Pearce, while Officer on Special Duty, went into this question thoroughly and estimated that a prosecuting sub-inspector can, on an average, prosecute not more than four cases a day. He recommended the following scale for calculating the strength of prosecuting officers :

No. of courts working daily on Police cases	No. of prosecuting officers required
3	2
4	3
5	3
6	4
7	4
8	5
9	5
10	6

134. This works out-roughly to one prosecuting sub-inspector to every 1½ to 2 courts. In view of the necessity of ensuring early disposal of cases we recommend that the strength of the prosecuting sub-inspectors required for magistrates' courts should be calculated on this basis.

135. Prosecuting officers will also be required for sessions courts. The strength of prosecuting sub-inspectors required for this purpose will have to be calculated after taking into consideration actual requirements in each district. This will mean an increase in the number of prosecuting sub-inspectors in districts but it should not involve any over-all extra expenditure to Government as the total fee paid to Government Pleaders in criminal cases was budgeted as Rs 2,80,000 in 1946-47 and as Rs. 2,90,000 for 1947-48. The increase in the number of prosecuting sub-inspectors will involve a much lesser expenditure than is incurred over fee paid to Government Pleaders.

136. In the foregoing paragraphs we have given bases for calculating the strength of prosecuting inspectors and prosecuting sub-inspectors. If our proposals for the reorganisation of the Prosecution Branch are accepted, these recommendations should be taken as applying to the allocation of public prosecutors and assistant public prosecutors.

Subordinate staff for Prosecution Branch

137. Apart from the prosecuting officers, the following staff is also attached to the office of the Prosecuting Inspector :

Sub-inspectors, Criminal Tribes Section.

Court muharrirs.

Proficients.

Malkhana muharrirs.

Lock-up muharrirs, and

Prosecuting inspector's writers.

138. Whether sub-inspectors are required for Criminal Tribes Sections in districts will depend on the final recommendations of the Criminal Tribes Committee and Government orders thereon. No definite proposal can, therefore, be made in regard to the allocation of sub-inspectors Criminal Tribes Section. As regards court muharrirs, proficients, malkhana muharrirs, lock-up muharrirs and prosecuting inspector's writers, we are of the opinion that the strength proposed in Appendix XII of the Pearce Report is suitable—a copy whereof is attached as Appendix "G" to this report.

CHAPTER VIII

TRAFFIC POLICE

Origin

139. The Traffic Police is a branch of the force which is the direct outcome of the modern age of mechanisation and fast traffic. As motor traffic developed the need was felt for having a separate constable on traffic duty at important crossings. Even as early as 1925 constables had to be allotted for this duty; but as there was no separate allocation they had to be drawn from the existing Watch and Ward strength.

Point duty

140. This was done by diverting the constable on "point duty" to this work. Under the six-beat system introduced by the Indian Police Commission of 1902-03 it was possible to appoint from the Watch and Ward strength one constable on "point duty" wherever this was found necessary. This "point duty" should not be mixed up with traffic duty. Constables are placed on point duty near important crossings, in congested thoroughfares or in busy market places and their functions are :

- (a) To keep an eye on the activities of the persons frequenting the locality,
- (b) to watch suspects and bad characters,
- (c) to look after traffic generally,
- (d) to prevent breach of peace and the commission of other offences,
- (e) to enforce Municipal and other laws and
- (f) to take immediate action in the event of a disturbance or on the commission of an offence.

141. These duties are in the nature of Watch and Ward duties and the personnel required for them was correctly drawn from the Watch and Ward staff. The work done by constables on point duty is both important and useful. Their work is not merely preventive in character. The information gained by them can be useful in the detection of crime also. By having traffic constables at crossings the necessity of having constables on point duty does not disappear and provision must be made for both duties separately. The distinction between the traffic constable and the constable on point duty does not appear to have been clearly realised and, as the need for traffic constable became more and more insistent on account of the increase of motor traffic, the constable on point duty also became the traffic constable.

Development of Traffic Police

142. The number of places at which traffic police constables were required to be posted went on increasing and the staff required was taken from the Watch and Ward allocation. As they had to put longer hours of duty and to do more important work than the other members of the Watch and Ward, they were paid monthly rewards. They were liable to be changed from time to time so as to give them their share of other duties. New men were thus constantly being drafted to the traffic police and could not be expected to be efficient. This system had every drawback and in 1942 a separate force of traffic police consisting of 6

under-officers and 279 constables, Civil Police, was created from the existing strength and a special pay at a flat rate of Rs.2 per mensem each was sanctioned for every member of this Force. In actual practice this did not solve the problem. The staff for Traffic Police was still drawn from Watch and Ward strength and difficulties were experienced in providing the men to perform both the duties. It was only in 1943 that a separate allocation was made for Traffic Police with a strength of 5 head constables, 7 naiks and 226 Constables. Special pay was sanctioned at the rate of Rs.4 per mensem for head constables and Rs 2 per mensem for naiks and constables. By 1945 this extra strength was also found to be insufficient and the Pearce Report suggested a total strength of 5 head constables, 10 naiks and 495 constables for traffic duties. This was sanctioned by Government but, with increase in traffic, even this has had to be increased.

143. The present allocation of traffic police is :—

	Inspectors	Sub-inspectors	Head constables	Constables
Permanent	3	...	15	495
Temporary	...	1	2	32

144. Although a separate allocation was made for traffic police yet they are at present a part of the Civil Police. They are not recruited direct but are drawn from the Civil Police. Inter-transfers are quite frequent and there are no satisfactory arrangements for their training. There is much to be changed in the present organisation of the Traffic Police. Perhaps, no other branch of the Police comes into such direct and constant touch with the public as the traffic police and its organisation on sound lines is a matter of importance.

Need for a separate Traffic Police Organisation

145. It seems unnecessary to stress the point that there should be an entirely separate cadre for Traffic Police. Traffic duty nowadays is so heavy that it is not possible to provide the necessary number of men by withdrawing them from other duties. It requires such specialised training and such constant practice that it is not possible to make frequent changes amongst traffic policemen.

146. At present Traffic Police is drawn from the Civil Police and inter-transfers are permissible. As a matter of fact traffic police constables do not remain on this duty for more than two or three years at a time. This system has its advantages as well as its disadvantages. We are of opinion that it would be better to have an entirely separate self-contained cadre of Traffic Police men to which recruitment should be made directly and from which transfers to other branches of the Police should not ordinarily be permissible.

Proposed Strength

147. Traffic points must change from time to time; new ones may be added or old ones removed depending upon their importance and the volume of traffic. The strength of the staff must therefore change according to necessity and it is not possible to lay down the total number of constables required for traffic duty. It is only possible to suggest the scales at which the strength is to be calculated. For a traffic point

which has to be manned for more than eight hours two constables should be provided and for a traffic point manned for more than 16 hours three traffic constables should be provided. For other crossings only one constable should suffice. We understand that no traffic constable is on duty for more than four hours at a stretch and this should continue. There should also be a provision for reserve, calculated at the same scale as for the Civil Police.

Supervisory Staff

148. In order to ensure that the traffic police is performing its duties efficiently, it is necessary to have adequate supervisory staff. At present there are, on a permanent basis, only three inspectors and 15 head constables in the Traffic Police. The inspectors are posted at Lucknow, Naini Tal and Dehra Dun. In other places, the work of supervision of the traffic police is left either to the staff of the police station within the jurisdiction of which the traffic points are situated or to the Police Lines staff. Both, the Lines staff and the police station staff in big cities, are fully occupied with other duties and the checking of traffic constables is neglected. It is essential to have an entirely separate supervisory agency within the traffic police itself. Traffic inspectors should be sanctioned for Agra, Allahabad, Banaras, Kanpur, Lucknow and Meerut and traffic sub-inspectors for Bareilly, Dehra Dun, Gorakhpur and Ranikhet. It does not appear to be necessary to keep inspectors in Naini Tal and Dehra Dun. Fifteen Traffic head constables should also be provided for general checking and supervision of traffic staff in the districts of Agra, Allahabad, Aligarh, Banaras, Bareilly, Dehra Dun, Faizabad, Jhansi, Kanpur, Lucknow, Mathura, Meerut, Saharanpur and Shahjahanpur. The Traffic Police will everywhere be under the control of the Superintendent of Police.

Recruitment

149. As noted previously Traffic Police developed as its need was felt. Much thought or consideration has not been given so far to its proper organisation or the selection of its personnel. Special care should be taken in making enlistments to this branch which, as we have suggested above, should be entirely distinct and separate. As far as possible only men whose height is not less than 5' 7" should be recruited to the Traffic Police. Age should be between 19 and 24 and chest not less than 30-32 inches. Literacy must be insisted upon and knowledge of English should be considered as additional qualification. Tests should be devised to gauge the intelligence of the candidates as also their capacity for quick thinking. Direct recruitment should be the normal rule but men already in the Force should be eligible to be considered on the distinct understanding that they will have to stay on in the Traffic Police, if selected.

150 Appointment to the ranks of sub-inspector and head Constable will be entirely by promotion from ranks in the Traffic Police but that to the rank of Inspector may be both by promotion as well as transfer from other branches of the police if suitable men are not available in the Traffic Police cadre.

Training

151. At present there is no regular system for the training of Traffic Police. They are trained locally and the rules seem to differ from one district to another. This causes lot of difficulty and inconvenience to the general public when they find different traffic rules operating in different districts. It is essential to adopt the same set of traffic rules throughout the province and to give training to Traffic Police on a uniform basis. It would be better if all members of the Traffic Police are sent to a central place for training before they are put on duty.

152. The training to be imparted to the Traffic Police should not merely include instruction in Law, police procedure, drill and traffic rules and by-laws. The traffic police constable has to be taught much more than that. His powers of observation have to be developed and he has to acquire the habit of being always alert and active. He should have a good knowledge of the geography of the town where he is posted and he should know the names and exact locations of important places. He must always be polite and courteous and he must be ready to help and assist the general public whenever his aid is sought. The curriculum must be carefully drawn up to ensure that the points noted above are not left out.

153. Training of a Traffic Police constable should be in three phases. Firstly, a specialised course of training at the Police Training School, Sitapur, including drill and other subjects indicated above; secondly, a short course in practical work in a big city like Kanpur; and, thirdly, a final course of a few days in the town to which he is posted to teach him the detailed geography of that town and the names and particulars of its prominent persons and places.

Pay and allowances

154. The pay of the Traffic Police should be fixed at a higher scale than the pay of the ordinary Civil Police or Armed Police. The duties of the Traffic constable, if properly discharged, are taxing and onerous; the chances of temptation are great. In our opinion the traffic Police constable should get Rs.5 per mensem more than the ordinary Armed Police constable posted in the same town. The Traffic Police head constable should similarly get an extra Rs.10 per mensem. We do not consider it necessary to give any special pay to inspectors or sub-inspectors. They should get the ordinary time-scales of pay sanctioned for these ranks. But they should be given a motor cycle allowance of Rs.20 per mensem if they maintain motor cycles. Members of the Traffic Police should be entitled to the same concessions in respect of house rent, city allowance and Armed Police allowance as other members of the Armed Police.

Municipal Boards and the Traffic Police

155. It would be apparent from what has been noted above that training and efficiency of the Traffic Police is likely to suffer if they are not organised on a provincial basis. We cannot recommend that Traffic Police should be placed under the control of Municipal Boards. Elsewhere we have given reasons of a general character in support of this opinion.

156. It was brought to our notice that in a few cases the Municipal Board of Lucknow sanctioned encroachments on public streets which interfered with traffic. The police launched prosecutions but they failed in court because the accused persons produced the sanction of the Municipal Board. In such cases difficulty arises because the Municipal Board has the power and authority to grant licences, whereas the police is responsible for regulating traffic on public streets and for maintaining law and order. We considered how this difficulty could be avoided. On the one hand, it would, perhaps, not be considered appropriate to take away any power or authority from the Municipal Board in the matter of granting licences; on the other, the responsibility of the police for preventing congestion on roads and for regulating traffic on public streets must not be whittled down. After thorough consideration, we are of the opinion that a Traffic Committee should be appointed in important cities consisting of the District Magistrate, the Superintendent of Police and a representative of the Municipal Board to take decisions in matters concerning the regulation of traffic on public streets. This Committee should lay down the areas in which the Municipal Board could give licences for projections, etc. In other areas, the Municipal Board should not be authorised to grant licences for encroachment on public streets. It is possible that there may be cases in which the Municipal Board does not agree with the views of the Traffic Committee. In such cases the matter should be referred to Government by the District Magistrate and the decision of Government should be final.

CHAPTER IX

WOMEN POLICE

General

157. We have given much anxious thought and consideration to this important subject. So far as we are aware, none of the previous Police Committees, either of an All-India nature or those appointed by the United Provinces Government, considered this question. We understand that in some foreign countries like England, Germany, etc. women police are employed but, even in their case, it appears to have been a comparatively recent development.

Historical sketch

158. It might be of interest to note in some detail the development in England of the idea of having women in the Police Force. Just before the first Great War started, or just after it had begun, certain private women organisations in England arranged patrolling parties of women to patrol near about military camps and barracks with a view to preventing offences against women. In 1916, a few of these patrols were taken into official employment and this developed in 1918 into a small force of women police, numbering about 100, under a Superintendent and other women officers. These women police were, however, not sworn in as constables and their appointment was on a temporary basis. In 1922 the women police were proposed to be abolished but, after a debate in Parliament, it was decided to retain at least 20 as a nucleus. Their status was improved; they were given powers of

arrest and were sworn in as constables. As their number was so small, they did not form a separate body but were posted to certain divisions for employment at the discretion of the Divisional Superintendent. Later, the number was increased to about 70 and they were again placed under the control of a woman superintendent. They are employed mainly in the central area of London for preventive work in barracks and open spaces. They are not, as a general rule, employed for detective work. A few intelligent ones amongst them have only recently been taken into Scotland Yard. It is also worthy of note that even in England it has not been found easy to recruit women with suitable qualifications.

159. Even in India the services of women have been utilised in the past for searching female prisoners or houses where *purdah-nashin* women are present; their aid has been enlisted in gathering information on specific points and they have served as sources and contacts. But they have not been employed in the Police Force on a regular basis except a few in Bombay where they are employed in the prohibition staff.

160. In the United Provinces, the necessity of having women police appears to have been felt, for the first time, during the labour strikes of Kanpur in 1938. During those strikes, some women strikers and pickets of the Kanpur Mills had to be bodily lifted or otherwise dealt with and the United Provinces Government then sanctioned the enlistment of about a dozen women in the police. This small force, consisting only of constables, was hurriedly raised. They were given no training and came from the lowest strata of society. They may have been useful during the strikes for the purpose for which they were raised, but they were found to be useless after the strike was over and had to be disbanded.

161. The reasons for this failure are patent. The personnel enlisted was not suitable, they had no training and at that time there was a definite prejudice against the recruitment of women in the Police force.

162. The brief historical sketch given above will show what the difficulties are likely to be in the way of recruitment of women in the Police Force.

Necessity and possible duties

163. The prejudice appears to have died down, possibly as a result of the successful career of women in the Women Auxiliary Corps of India. On the other hand, the necessity of having women police seems to have been felt again in recent months due to certain subversive activities on the part of women criminals and collaborators. Many non-official witnesses, and quite a number of official witnesses, have expressed themselves in favour of having women in the regular Police Force. From occasional notes in the Press too it appears that there is a positive opinion in its favour. There are some who are sceptical about the success or usefulness of having women in the Police but, on the whole, the weight of evidence appears to be in favour of having them. We have considered this proposal in its various aspects. The critics of the scheme doubt if women of the right type and suitable

qualifications will come forward to join the Police and whether they will have the courage, the stamina and the strength to bear the hardships which Police work involves. They are afraid that police women may themselves require protection and they may not be able to deal effectively with violent women criminals or other offenders. They fear that Police women may introduce an element in the Force which might tend to lower the moral tone and efficiency of the Police as a whole. While we recognize that there may be difficulties in the way of adopting the scheme and that there may be a danger of the lowering of morals in the Force, yet we think that these difficulties can be surmounted and that strict rules about discipline and supervision can materially reduce this danger. On the other hand, there are many items of police work for which women police are specially suitable. They can be employed on searching female prisoners and *pardah* houses, on looking after women and children in police custody or in fairs and festivals or at railway stations, in railway trains and waiting halls. They can be particularly useful in giving help to women and children in distress or difficulty and in dealing with or taking statements of women and young girls, specially of those termed as "strayed". Their services can also be utilized in the prevention and detection of offences against women and children, such as kidnapping and abduction. In view of these considerations we are definitely of the opinion that the time has now come when women should be enlisted in the Police Force.

Organization and strength

164. While considering the organization of women police, we find two alternatives. We might either organize them as an entirely separate branch of the force under its own officers, or we might enlist a few women in the Police Force and post them to those places where they are required. To have an entirely separate force of women police is neither necessary nor feasible at present. The number of occasions on which police women might be required for duty is limited; moreover, they are likely to be required only at a few places, and it is unnecessary to maintain a large force of women police. Police women should be stationed only in those places where their services are likely to be required almost continuously, e.g. in big cities, at large railway stations, or in centres of pilgrimage, etc. They will work under the direction and control of local police officers and will thus secure the advantage of having the advice and guidance of experienced police officers and, at the same time, will be in a position to seek their help and assistance on occasions when violence is apprehended or when the situation is such that they cannot deal with it themselves.

165. For the enlistment of suitable women in the force, it is essential that their status, emoluments and prospects should be attractive. We think that suitable women are not likely to be available for enlistment below the rank of Sub-Inspector. But we also feel that police women should not go out on duty alone and we consider it necessary that they should go out in pairs. If there is no rank lower than that of Sub-Inspector this will mean that two women sub-inspectors will have to be on duty together. We feel that this scheme will involve extra expenditure without any attendant advantages. The same purpose can be secured if a woman sub-inspector and a woman head constable go out together. On financial considerations, therefore, we propose

that the lowest rank to which woman should be enlisted in the police should be that of head constable. We are not in favour of going down below this rank.

166. For the present we suggest that women police should be organised as follows :

(a) *For cities*—Viz., Agra, Allahabad, Banaras, Bareilly, Gorakhpur, Jhansi, Kanpur, Lucknow and Meerut — at the scale of one Sub-Inspector and one Head Constable for every two police stations.

(b) *For places which are used for pilgrimage throughout the year*—Viz., Ayodhya, Vindhyachal, Hardwar, Kanpur, Kashi, Mathura and Prayag at the scale of two sub-inspectors and two head constables for each.

(c) *For important Railway Stations*—Viz., Moghalsarai, Allahabad, Kanpur, Tundla, Ghaziabad, Meerut, Saharanpur, Banaras, Lucknow, Bareilly, Moradabad, Hardwar, Gorakhpur, Kathgodam (Haldwani), Kashipur, Ramnagar, Tanakpur and Kotdwara—at the scale of two sub-inspectors and two head constables for each. The last five are included to check illicit traffic in women and young girls from the hills.

(d) Police women will also be useful for big fairs and festivals but it does not appear to be necessary to provide separate permanent strength for that purpose. On such occasions they could be withdrawn from their permanent postings and employed on these temporary duties.

Women Police Inspectors

167. For proper supervision and control we consider it necessary that a few posts of women police inspectors should be created in those places where the total number of women police warrants this. According to the strengths proposed above they will be required in the big cities only. The women inspectors will control and supervise the police women under the general direction of local officers. In places where there are no women inspectors the local officers will have direct control over the police women.

Contingent Reserve

168. It will be essential to calculate contingent and leave reserve for police women at a special scale.

169. Allowance will have to be made for maternity leave. In the Civil Police the reserve is at present calculated at 15 per cent. (4 per cent. training reserve and 11 per cent leave reserve). This figure will undoubtedly be low in the case of women police. The training reserve should not be less than 10 per cent. as the "casualties" amongst police women (causing vacancies) are likely to be much greater than amongst police men; similarly the leave reserve should not be less than 18 per cent. as it may be assumed that in 3 years women police are likely to take 5 months leave as against 3 months taken by men $\left(\frac{11 \times 5}{3} = 18\frac{1}{3}\right)$. The total reserve for women should thus be $(10 + 18\frac{1}{3}) = 28\frac{1}{3}$ per cent.

or say, roughly speaking, 30 per cent. This figure should only be considered as experimental and should be revised later in the light of experience gained. It is further proposed that the reserve should be calculated on the total strength of inspectors and sub-inspectors and separately for head constables. This is proposed as it is feared that, in the beginning, a sufficient number of suitable women may not be available to join as head constables.

Total Strength

170. The total strength of women police proposed to be raised will thus come to :

			Inspectors	Sub-Inspectors	Head Constables
(a) For duty	..	..	8	78	78
(b) As reserve	..	..	..	20	28
Total	..	..	8	98	106

The details are given in the statement at Appendix H.

Pay and Allowances

171. In order to encourage the recruitment of women in the police, we consider that, for some years to come, their emoluments should be on a higher scale than for equivalent ranks in the general force. The scale of pay of inspectors now ranges between Rs.200 and Rs.400 and this appears to be quite sufficient. In the case of sub-inspectors and Head constables the scale of pay should be the same as for men but they should get a special pay of Rs.30 per mensem and Rs 20 per mensem respectively. Free quarters must be provided to all police women or adequate house rent in lieu thereof.

Qualifications

172. We are of the opinion that no women should be enlisted directly as inspectors. An effort should be made to get them all as sub-inspectors and, after proper training and experience, the best amongst them should be promoted as inspectors. For sub-inspectors we propose that the minimum qualification should be either a High School Certificate or a Senior Cambridge Certificate. In the case of head constables, we propose that literacy should be insisted upon, but that preference should be given to women having good educational qualifications.

173. We consider it unnecessary to lay down any restrictions about physical standards, but a medical certificate of fitness must be produced. The age-limit for recruitment should be between 25 and 35 years.

174. We have also considered the question as to whether married women should be enlisted in the police and whether there should be any bar to marriage after enlistment. We think that although it may

be better to have unmarried women at the time of enlistment yet it will not be desirable to lay down any such condition. As to marriage after joining service we are definitely of the view that this should be permitted.

Recruitment

175. Enlistment will be made, for the time being, on a provincial basis, both for sub-inspectors and head constables, by a Selection Committee composed on the same lines as the Selection Committee for selection of men sub-inspectors except that all the non-official members of the Committee will be women instead of men. The Committee will consist of two police officers of whom one will be the Principal, Police Training College, two non-officials (both women) and one educationist or psychiatrist (also a woman).

Training

176. The training of all police women, whether sub-inspectors or Head Constables, will be carried out at Moradabad. Two different classes—one for sub-inspectors and another for head constables will have to be organised and additional staff provided for the purpose. We are aware that the training of ranks below that of sub-inspector is not conducted at Moradabad ordinarily but, in the case of women, we are of the opinion that, in the beginning at least, it would be better to concentrate all training at Moradabad.

Uniform

177. The question of uniform is an important one and some distinctive uniform is essential. We propose that the uniform for police women should consist of Khaki fatigue cap, Khaki bush-shirt with cloth belt, Khaki stockings or socks, brown shoes and Khaki sari or Khaki salwar or Khaki skirt. The option is only in respect of skirt, sari or salwar while the pattern for fatigue cap, bush-shirt and shoes will be the same for all.

CHAPTER X

CHAUKIDARS AND VILLAGE POLICE

Introductory and Historical

178. The village chaukidars constitute one of the oldest indigenous institutions of India. They were originally called "Goruits" or "Bulahahs" and were purely village servants. They were appointed by zamindars and landholders to protect the persons and properties of the tenantry; but they were also utilized by the zamindars to help them in their private business. They were paid for by grants of land. In the old days village chaukidars provided practically the only agency for police work in rural areas. With the assumption by the State of the responsibility for the policing of the country the whole conception of village chaukidars underwent a radical change. In the course of time as the responsibility of landholders and zamindars with regard to crime diminished, and ultimately ceased, the chaukidars became less and less the servants of the zamindars and more and more the servants of the state. In the province of Agra this process proceeded much more rapidly than in the province of Avadh. In the former province

the chaukidari force was regularized as being a state force, when the "Local Rates Act" (XVIII of 1871) was passed. In the province of Avadh this was done by the Avadh Laws Act Act XVIII of 1876.) The most important feature of these two Acts was that the chaukidars should be paid in cash and not by grants of land. Effect was given to this important decision much earlier in the province of Agra than in the province of Avadh, but even in 1890 both the systems prevailed in both the provinces. The United Provinces Police Committee of 1890 was emphatically of the opinion that chaukidars should be paid in cash only and that they should also be given good conduct allowance. Customs die hard, and in spite of these recommendations, there were "Graits" even as late as 1936 in Mirzapur District who were not paid for in cash but by grants of land. There are, however, no chaukidars now who are not paid in cash.

Road chaukidars

179. Apart from village chaukidars there used to be road chaukidars also whose duty was to patrol the roads. They were organized mostly to prevent road robberies and "Thugee". As road traffic increased and these crimes decreased the necessity for retaining road chaukidars disappeared and in 1916—when they numbered 3,128 in all—they were completely disbanded.

Strength

180. In the old days chaukidars used to be appointed according to custom or necessity or in accordance with the wishes of the zamindars. An attempt was made in 1871 to fix the scale for chaukidars and it was suggested that there should be one chaukidar for every 100 houses or for 500 to 600 persons. The Indian Police Commission of 1902-03 recommended that the ratio of village chaukidars should be one to every 600 of the rural population. That proposal was accepted by Government but even in 1911 the ratio was actually only one to 482. The Civil Police Committee of 1919 recommended that, for the purposes of calculating the strength of chaukidars, districts should be divided into five separate groups according to criminality and density of population. It suggested that the ratios of chaukidars to population should be—

One to 600
One to 700
One to 800
One to 900
One to 1,000

according to the group in which the district happens to fall. The strength of the chaukidars has changed from time to time as follows:

Year	Strength
1890 ..	113,979
Between 1900 and 1921 ..	Between 80,000 and 88,000
1922 ..	87,908
1924-25 ..	51,929
1931 ..	48,797
1947 ..	Permanent 48,876
	Temporary 5,127
	<u>Total .. 49,003</u>

Expenditure

181. The total expenditure in the year 1924-25 was Rs.17,75,000 whereas the total expenditure now including pay, rewards, clothing charges, etc., is Rs.21,21,000. The chaukidars receive a pay of Rs.3 per mensem excepting those in towns with a population of less than 5,000 who receive Rs.4 or Rs.5 per mensem. The number of chaukidars receiving this higher rate of pay is only 540. Chaukidars have been drawing the pay of Rs.3 per mensem since before 1880 except that, on the recommendations of the Civil Police Committee of 1919-20, the levy of 1 anna per rupee from chaukidars for their clothing and equipment was abolished in 1920.

Duties of village chaukidars

182. The duties of village chaukidars may be broadly divided under the following main heads :

- (a) Surveillance of bad characters.
- (b) Reporting of crime and other occurrences at the police station.
- (c) Helping in the investigation of crime, in arresting criminals and in tracing absconders.
- (d) Watch and ward duties during fairs and festivals.
- (e) Reporting of births and deaths and the outbreak of infectious diseases.

Utility of village chaukidars

183. Doubts have been expressed from time to time as to the utility of village chaukidars. In ancient times, when there was no other police agency, chaukidars provided the only means for the safety of the people. With the development of police system on modern lines chaukidars became merely the auxiliaries of the police. It is indeed doubtful to what extent the village chaukidar, saddled as he is with so many multifarious duties and responsibilities, carries out his work efficiently. He has quite a large beat and it is wrong to expect him to patrol throughout his beat at night after attending to his own private work in the fields or elsewhere during the day, or after having helped police officials during their visits to his village. His utility in investigation is very doubtful. At the most he can merely give some information about bad characters living in the neighbourhood, or about persons who might be suspected in particular cases. But, whatever information he can give is not more than can be derived by an intelligent officer by closely questioning the villagers themselves. In future when it is expected that the gap between the police and the public will not be so great as at present—if it does not entirely disappear—there is no reason to expect lack of co-operation or help from the general public in the matter of detection of crime and arrest of criminals. The one important duty which the village chaukidar must perform, if he wants to keep out of trouble, is to report regularly at the police station twice a month and to make the reports which he is required to make. It is doubtful whether the chaukidar actually reports all the crime which occurs in his beat. There is undoubtedly some concealment.

184. A chankidar is the most unsatisfactory agency for reporting births and deaths or the outbreak of infectious diseases. The vast majority of village chankidars are completely illiterate and are not likely to know the difference between one disease and another. In any case the advantage of spending about Rs.20,00,000 per annum on an agency of which the utility lies merely in the reporting of births and deaths, of the outbreak of infectious diseases and of the occurrences of crime—and even that not always correctly or promptly—is a most doubtful one. It was often said in the old days that the chankidars formed the backbone of the police system in India. That might have been true at that time. The chankidars then provided a link between the police station and the village and supplied a much needed agency for reporting subversive activities in villages. The chankidars might, therefore, have been useful in the old days but now when public consciousness is developing and when there is no need for the police to maintain an Imperialistic hold over the people, there appears to be no need for maintaining an agency of which the utility in other directions is doubtful.

Unsatisfactory personnel

185. Excepting the insignificant number of chankidars who receive Rs.4 or Rs.5 per mensem the vast majority of them receive Rs.3 per mensem. This has been a source of much discontentment and dis-satisfaction to them. The personnel of the village chankidars is drawn from the lowest elements of society. Any attempt to enlist better men as chankidars will naturally result in heavy expenditure. In increasing the pay of this force, which consists of about 4,000 men at present, by even Rs.2 per mensem, the total extra expenditure involved will be about 12 lakhs per annum. And, any small increase in pay will not lead to any visible improvement in the utility or the efficiency of the present ill-manned and inadequate force of village chankidars.

Abolition of village chankidars

186. The question of abolishing village chankidars has been considered in the past also. The Police Decentralization Committee of 1923 actually recommended their abolition and suggested that it should be tried in selected areas. This recommendation, however, was not accepted by Government. We realize that the abolition of village chankidars will be a break from past traditions and will appear to be a revolutionary step but, after careful consideration, we are emphatically of the opinion that village chankidars, and that too meagrely paid, have no place in a modern police system and that this age-old institution must now be replaced by a better class of men who will be better paid.

Formation of village constables

187. On the abolition of village chankidars it will be necessary to provide for other means to carry out the duties at present performed by them. The following alternatives were considered:

- (a) That the regular police force be increased so as to provide a few extra constables in every police station, for which chankidars are at present sanctioned. There are about 700

such police stations at present and it has been estimated that it would be possible to provide between 6,000 and 7,000 regular policemen in the same amount which is at present spent over village chaukidars.

(b) That another class of constables be created who should be required to live within their beats and who should get a pay of Rs.15 per mensem or so.

188. There are certain disadvantages in the first suggestion. These regular police constables will have to stay at police stations and will find it extremely difficult to patrol their beats effectively. They will not be able to secure sufficient local information and will find it very difficult to exercise adequate surveillance over bad characters. Moreover, there will be no agency in villages to report the occurrences of crime and the movements of bad characters. We are, therefore, in favour of the second suggestion noted above and we recommend that a force called "village constables" should be created.

Strength and pay, etc. of village constables

189. The total strength of this new force of village constables should be one-fourth of the total present strength of village chankidars. This new force will be composed of men who are fully literate. They will be on probation for one year and will be given a short training in the District Police Lines for a month or so. After the period of training they will be enlisted on short term contract for five years. The contract will be terminable at one month's notice on either side. It will be renewable at the option of the Government. They should get a fixed pay of Rs.12 per mensem without any dearness allowance. For the efficient performance of their duties they must provide their own bicycles for which they should be paid Rs.3 per mensem as allowance. They should be enlisted under the Police Act and they will thus be liable to all the disciplinary rules which apply to other policemen. They will be required to live in one of the villages within their beats and they should be given cultivation rights under such rules as may be framed by Government. For purposes of travelling allowance the jurisdiction of these village constables will be the entire area of the police station in which they are serving.

Uniform for village constables.

190. These village constables will be employed mainly on detective duties and it does not appear to be necessary to give them full uniform which is given to other constables. It should be sufficient, in our opinion, if they are given only essential article of uniform at a restricted scale.

Change to be gradual

191. During the preliminary stages of the abolition of village chaukidars we think that the new system proposed above should be tried, as an experimental measure, in some selected areas in each of the five Ranges so that the proposal might have a "air test" and the improvements found necessary in actual practice might be made. Our opinion, however, is that the change-over from village chaukidars to village constables should take as little time as possible and we would suggest that this process of eliminating them gradually must be completed within a definite period—say five years.

Advantages of the proposed system

192. It is expected that men of better class will come forward to work as village constables, particularly as it will be a term appointment, and as village constables will be allowed to live within their beats in their own houses, and also to have cultivation rights. They will be literate men and will thus be in a position to send written reports to police stations. They will also be able to make preliminary enquiries and to take immediate action on the commission of a crime until the arrival of the Investigating Officer. Under the new system it should be possible to give some relief to the staff at the rural police stations and outposts in the matter of beat patrolling and service of processes.

Visits to police station

193. At present village chaukidars are required to go to the police stations twice a month. In our opinion it is not necessary either for the village chaukidars or for the village constables, when they are formed, to go, as a general rule, to police stations more than once a month. On such visits they should be given their pay. They will of course have to go to police stations whenever necessary to make urgent reports. Whenever village chaukidars or village constables are sent out on duty they should get an allowance.

Rewards

194. We consider it most important that liberal rewards should be given to village chaukidars or village constables for good work done by them. Their pay is low and it will add to greater efficiency and better work if village chaukidars or village constables realize that they will be well rewarded for good work done by them. When chaukidars are employed to guard camps they should be paid not more than annas 4 per night.

Reporting of births and deaths, etc.

195. At present, as noted previously, it is one of the duties of chaukidars to report births and deaths and also the outbreak of infectious diseases. In our opinion, this duty should be taken away from the police altogether. It is in no way connected with police work and interferes with it. With the formation of the proposed village *panchayats* there should be no difficulty, in our view, in allotting this duty to them.

Note by Shri M. S. Mathur, Shri V. N. Tivary and Shri Nafisul Hasan regarding village chaukidars

In our opinion the replacement of village chaukidars by village constables should be tried as an experimental measure only, to start with. If the experiment succeeds, then only should the abolition of the village chaukidar be considered. We have grave doubts whether the replacement of village chaukidars by village constables would conduce towards efficiency. As it is, complaints of harassment against village chaukidars are not infrequent. But when half-trained and unseasoned but uniformed policemen are placed in the interior of the rural areas far away from police stations, the likelihood of tales of harassment is likely to be still greater. One great danger that we envisage is interference with serious cases of crime at the hands of village police constables who will not be so simple or ignorant of law and procedure as the village chaukidar.

Another thing which is likely to happen is that the intelligence system in the rural areas will be seriously hampered as a result of the reduction in the number of rural police and restriction of their visits to their respective police stations to once a month only. The Station Officer must know how things are shaping in his circle and the frequent visits of village chaukidars to his police station used to give him a good deal of very useful and essential information concerning his circle.

In our opinion it is not necessary to increase the pay of the village chaukidars. On the other hand, if more liberal rewards are paid to them, perhaps, they might not insist for an increment in their pay. For after all it is for "prestige" that villagers used to volunteer themselves for the post of village chaukidar and not entirely for the remuneration which their posts carried. We opine that the annual grant for rewards to village chaukidars be increased by one lakh or so to enable Superintendents of Police to give rewards to village chaukidars on a more generous scale and more frequently. It is the experience of one of us that in one district when the village chaukidars of a particular circle agitated for an increment of their pay, they were asked to put in their resignations and make room for others who were prepared to come in for the same pay but not one of the agitators tendered his resignation.

Provision of one village police constable to every four village chaukidars would be too little specially in view of long distances and poor means of communications in the rural areas. It is doubtful if one village police constable, even if he has a bicycle, can cover as much field of work including surveillance of bad characters as four village chaukidars could do.

In the past, during times of stress and strain the village chaukidar could be drafted for duties outside the field of his normal and routine duties and that was possible because of their large number in each district. With their abolition and replacement by a very much fewer number of village police constables, it would be extremely difficult for station officers to find men to guard their vulnerable points during emergencies, or manage their fairs and festivals, or make arrangements for journeys of high personages through their circles efficiently without substantial help from district headquarters which they can ill afford.

It is usual that burglaries or other crimes against property rarely occur in those villages which have energetic village chaukidars residing in them. If the number of the rural police is decreased to one-fourth, the number of villages which would thus be made vulnerable will proportionately be greater with consequent increase in crime.

In our opinion services of village chaukidars are of the greatest value to the administration in the detection and reporting of crimes and surveillance over bad characters. It is for the same reasons that this hoary institution has survived all changes in this country for so long.

M. S. MATHUR.

V. N. TIVARY.

NAFISUL HASAN.

CHAPTER XI

ARMED FORCES AND AUXILIARIES

SECTION I

General

Introductory

196. The armed police is as old as, if not older than, the civil police. Even before the Police Force was organised on a regular basis the need was felt for armed guards and escorts. Sanction for armed police was accorded to districts according to the needs and requirements of each. From the very beginning the strength was divided into two categories. The first included the force required for specific and fixed duties, and the second the force required for reserves. In 1890 the force under these heads was as follows:

(i) On fixed duties	Sub-Inspectors	...	9
	Head Constables	...	615
	Constables	...	3,208
	Total	...	<u>3,832</u>
(ii) Reserves	Sub-Inspectors	...	50
	Head Constables	...	386
	Constables	...	3,209
	Total	...	<u>3,645</u>

i.e. a total of 59 sub-inspectors, 1,001 head constables and 6,417 constables

Division into Armed and Unarmed Branches

197. When the question was taken up by the Indian Police Commission in 1902, they considered the division of the Police Force into armed and unarmed branches to be undesirable on the ground that it was financially extravagant. They thought that the entire force including the Civil Police, should be issued with arms and should be given training to that end. The Indian Police Commission also suggested that there should be, at every district headquarters, armed reserves to meet possible contingencies. They further proposed that the district headquarters reserve should be under the charge of an European Reserve Inspector. In the United Provinces the recommendation of the Indian Police Commission concerning the amalgamation of the armed and civil branches does not appear to have been accepted as the distinction between the two branches still exists. The other recommendations of the Commission were, however, put into effect and every member of the force is given training in the use of arms. The district headquarters reserves in the United Provinces were also placed under European Inspectors which continued until a few years ago.

Military Police Battalion of 1918

198. During the war of 1914-18 a Police Battalion was raised in the United Provinces. When the war terminated a suggestion was made that this should be retained as a separate unit and should be called the Military Police. A committee was appointed for this purpose in 1919 and it made definite proposals to this effect. They considered it necessary, on the grounds of efficiency, to substitute a compact and well-disciplined body of Military Police for the scattered, discontented and incompletely trained units of the armed emergency reserve. They recommended the constitution of a force of Military Police consisting of 1,600 men. The proposal was however turned down by Government.

U. P. Military Police

199. During the years 1937 to 1940 serious riots and disturbances broke out simultaneously in several cities of the province. Districts were asked to supply extra men from their reserves for the places where disturbances had broken out. This unfortunate sequence of events led originally to the formation of the U. P. Military Police in 1940. Thirteen companies were raised in that year of which 12 were permanent and one was temporary. Selected young constables from the District Armed Police were drafted to this newly created U. P. Military Police and were given an intensive course of training in drill, musketry, field craft, riot drill and physical training. The Companies were distributed in ranges so that they could be available for duty in emergencies. The strength of the Military Police has since been considerably increased.

Present position

200. The present position about the armed police is that in every district there is a fixed allocation for specific duties, for training and for security purposes. In addition to Armed Police there is the Military Police* and the Railway Protection Police which has recently been constituted.

Amalgamation of Armed Police and Civil Police

201. We are not in favour of amalgamating the armed and the civil branches of the force. As police work gets more and more complicated it is not possible for a police man to be equally efficient in Armed Police duties and in the investigation and detection of crime. The duties of the Armed Police are to provide guards and escorts, to undertake operations against dacoits and other heinous criminals and to help in the maintenance of peace. The Armed Police in fact provides the mainstay of the Civil Police in maintaining order.

Necessity for Provincial Armed Reserves

202. The maintenance of internal peace and tranquillity is as much the business of the police as the prevention and detection of crime. The function of the army is to meet any aggression from outside and it should not normally be called upon for internal security duties, unless the situation gets beyond the control of the police. Looked at from

*There is also the Special Armed Constabulary to guard communications and vulnerable points. It is a liability of the Government of India.

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i.e. a total of 59 sub-inspectors, 1,001 head constables and 6,417 constables.

Division into Armed and Unarmed Branches

197. When the question was taken up by the Indian Police Commission in 1902, they considered the division of the Police Force into armed and unarmed branches to be undesirable on the ground that it was financially extravagant. They thought that the entire force including the Civil Police, should be issued with arms and should be given training to that end. The Indian Police Commission also suggested that there should be, at every district headquarters, armed reserves to meet possible contingencies. They further proposed that the district headquarters reserve should be under the charge of an European Reserve Inspector. In the United Provinces the recommendation of the Indian Police Commission concerning the amalgamation of the armed and civil branches does not appear to have been accepted as the distinction between the two branches still exists. The other recommendations of the Commission were, however, put into effect and every member of the force is given training in the use of arms. The district headquarters reserves in the United Provinces were also placed under European Inspectors which continued until a few years ago.

Military Police Battalion of 1918

198. During the war of 1914-18 a Police Battalion was raised in the United Provinces. When the war terminated a suggestion was made that this should be retained as a separate unit and should be called the Military Police. A committee was appointed for this purpose in 1919 and it made definite proposals to this effect. They considered it necessary, on the grounds of efficiency, to substitute a compact and well-disciplined body of Military Police for the scattered, discontented and incompletely trained units of the armed emergency reserve. They recommended the constitution of a force of Military Police consisting of 1,600 men. The proposal was however turned down by Government.

U. P. Military Police

199. During the years 1937 to 1940 serious riots and disturbances broke out simultaneously in several cities of the province. Districts were asked to supply extra men from their reserves for the places where disturbances had broken out. This unfortunate sequence of events led originally to the formation of the U. P. Military Police in 1940. Thirteen companies were raised in that year of which 12 were permanent and one was temporary. Selected young constables from the District Armed Police were drafted to this newly created U. P. Military Police and were given an intensive course of training in drill, musketry, field craft, riot drill and physical training. The Companies were distributed in ranges so that they could be available for duty in emergencies. The strength of the Military Police has since been considerably increased.

Present position

200. The present position about the armed police is that in every district there is a fixed allocation for specific duties, for training and for security purposes. In addition to Armed Police there is the Military Police* and the Railway Protection Police which has recently been constituted.

Amalgamation of Armed Police and Civil Police

201. We are not in favour of amalgamating the armed and the civil branches of the force. As police work gets more and more complicated it is not possible for a police man to be equally efficient in Armed Police duties and in the investigation and detection of crime. The duties of the Armed Police are to provide guards and escorts, to undertake operations against dacoits and other heinous criminals and to help in the maintenance of peace. The Armed Police in fact provides the mainstay of the Civil Police in maintaining order.

Necessity for Provincial Armed Reserves

202. The maintenance of internal peace and tranquillity is as much the business of the police as the prevention and detection of crime. The function of the army is to meet any aggression from outside and it should not normally be called upon for internal security duties, unless the situation gets beyond the control of the police. Looked at from

*There is also the Special Armed Constabulary to guard communications and vulnerable points. It is a liability of the Government of India.

this standpoint, sufficient police force must be provided to maintain internal peace and security. The strength of the force must therefore change from time to time in the light of the conditions which might be prevailing. As conditions are at present somewhat unsettled, it is necessary to keep strong and efficient bodies of Armed Police to deal with any situation which might arise. This can be achieved either by increasing Armed Reserves in districts or providing Provincial Armed Reserves. The disadvantages of the former will be that training, discipline and efficiency will suffer and the cost will be prohibitive. We, therefore, favour the formation of Provincial Armed Reserve units which will be located at certain selected centres from where they could be sent out to areas where trouble is apprehended or actually breaks out.

SECTION II

District Armed Police

Allocation of Armed Police for Districts

203. Even when Provincial Armed Reserves are constituted as suggested above, the District Armed Police will be required for its normal duties. The District Armed Police Reserve will also have to serve as the first striking force for meeting local disturbances and its strength should be adequate to enable it to deal with sporadic disorders without calling upon the Provincial Armed Reserves.

204. The Armed Police in districts are required for:

- (a) Fixed and permanent guards.
- (b) Escorts.
- (c) Havalats.
- (d) Lines and miscellaneous duties including shadow orderlies, etc.
- (e) Armed Security Reserves.
- (f) Contingent reserve.
- (g) Refresher training.

205. Shri Pearce studied in detail the allocation of Armed Police in districts and his proposals are contained in Appendix XXI of his report. We agree with the proposals contained therein except in regard to the Armed Security Reserve. The strength of the Armed Security Reserve should now be determined again in each district after taking into consideration changed circumstances as well as the formation of Provincial Armed Reserves. A copy of Appendix XXI of the Pearce Report is attached with this report as Appendix "I".

206. It has been brought to our notice that in spite of the formation of a large Provincial Armed Constabulary in the province constant demands are still being made from time to time on districts for deputation of contingent of Armed and Civil Police for duty outside the districts in connection with melas and fairs. In our opinion, considering

the general lawlessness which prevails and consequent increase in crimes, it is undesirable that districts be depleted of their forces. We would strongly recommend that in future where Armed Police is necessary for duty outside their districts, demand should be made on the Provincial Armed Constabulary and not on the Armed Police of districts.

Mela Police

207. For mela and fair duties and other special occasions where there are large concourses of people, we consider that it is necessary to have a separate Battalion of Civil Police who should be given specialized training for mela duty. This force may be raised either by drafting men from districts without denuding the Civil Police strength of the districts, or, if that be not possible, by enlistment of fresh men. This Civil Police Battalion should be given intense training of a specialized nature so that the personnel belonging to it might be sent out for duty anywhere in the province at any time that they are required. Perhaps it would be of advantage to post two companies of the Mela Police in each of the 5 Range Headquarters under the control of the Deputy Inspector-General of Police. If for any particular mela or special gatherings more than two companies are necessary, the Range Deputy Inspector-General concerned could always ask for more companies from the Deputy Inspectors-General of other Ranges.

SECTION III

The Armed Reserves

Organization of Provincial Armed Constabulary

208. We have already explained above the necessity for the formation of Provincial Armed Reserves. We would suggest that these armed reserves be called the "Provincial Armed Constabulary". In view of the disturbed conditions and of the uncertainty of the present times we are unable to suggest any long term plans for the final strength of the Provincial Armed Constabulary. Its strength will have to be revised from time to time according to needs and requirements. The training of the Provincial Armed Constabulary will be under the general direction and supervision of the Deputy Inspector-General, Education and Training.

209. As early as June, 1947, we had sent up our interim recommendation to Government suggesting the immediate formation of 98 companies of the Military Police in addition to the then sanctioned 86 companies of Military Police. Seven months have gone by since the above proposal was made to Government. Much has happened in the interval and the course of events has justified the soundness of our recommendation. We, therefore, once again emphasize that the strength of the Provincial Armed Constabulary should not be less than 184 companies for the present. We are glad to note that Government have since sanctioned the creation of more companies and the total sanctioned strength of the Provincial Armed Constabulary is now 110 companies.

Strength of the Companies of the Provincial Armed Constabulary.

210. The present sanctioned establishment of a Military Police Company is :

	Company Commander	Platoon Commanders	Head Constables	Constables	Head Constable Civil Police.
Combatant ..	1	8	19	94	
Non-Combatant ..	..	..	1	5	1
Total ..	1	8	20	99	1

Total all ranks .. 124

Followers—Sweepers 2, Bhishti 1, Cooks 3, Dhobi 1 and Barber 1.

In our opinion this scale is appropriate and should be adopted for the companies of the Provincial Armed Constabulary also.

SECTION IV*The Auxiliary Force***Village Defence Societies**

211. Village Defence Societies have been in existence in many places for quite a long time. The consensus of opinion of the witnesses examined by us is that the formation of village defence societies is likely to be of much help in controlling serious crime and also in preventing disorders and disturbances. These societies are likely to infuse and encourage a spirit of self-reliance and self-help amongst the villagers which is unfortunately lacking at present. We are in favour of the formation of such societies in villages and we recommend that arms, preferably of a prohibited bore, should be given to the selected members of such societies. The advantage of giving arms of prohibited bore will be that the cartridges will not be readily obtainable from the market and the use of arms will thus be restricted only to the occasions for which they are meant. Training will also have to be given to members of these societies in the use of arms and in other matters. A draft scheme for the organization of village defence societies formulated by the Committee was forwarded to Government as an interim recommendation in July, 1947. A copy of the draft scheme prepared by us is attached as Appendix "J"

Issue of Arms Licences

212. The restrictions placed on the issue of arms licences were discussed. With the change in the complexion of Government these restrictions do not appear to be called for—at least to the same extent. We are of the opinion that arms licences should be given more freely now to reliable persons in the rural areas. We feel that this is likely to bring down the incidence of dacoity and other heinous crime.

Reservists

213. We also considered the question as to whether any reduction in the strength of the Police Force will be possible if successive batches of suitable persons are periodically trained and kept in reserve to be called up for duty in emergencies. After a careful consideration of all the factors involved we have come to the conclusion that no such reduction in the strength of the Police Force is possible by the introduction of such a scheme. These reservists will not be readily available for duty in emergencies and it will take a considerable time before they are collected. Moreover, they cannot be completely depended upon to handle any situation independently. At best they can serve as auxiliaries to the police and help them in the discharge of their duties, the primary responsibility for which must rest with the police.

CHAPTER XII**GOVERNMENT RAILWAY POLICE****Historical**

214. With the development of the Railways in India the need was felt for having an Agency for watch and ward purposes, i.e. for guarding railway property as well as goods entrusted to the railways for carriage, for maintaining law and order on the railways including railway stations and platforms and for the detection of crime and the prosecution of criminals. The first attempt to organize a railway police force appears to have been made in 1865. In the early stages the railway administration appointed chaukidars for watch and ward duties and for keeping order on the platforms and railway stations. Investigation of crime and prosecution of offenders was the responsibility of the districts through which the railways passed.

First Government Railway Police of 1867.

215. The first railway police system was constituted for the East Indian Railway in 1867 with an Assistant Inspector-General as Incharge. Thereafter, Government Railway Police was constituted for other railways as and when the necessity arose. In 1882 a committee was appointed to suggest improvements in the organization of the Government Railway Police. At that time each railway administration had its own force composed on the lines which it considered best. The 1882 Committee considered the question of co-ordinating them on a provincial basis. They recommended that the watch and ward should be purely police responsibility but that law and order and detection and prosecution work should be the responsibility of the Government Railway Police. They suggested that there should be one Superintendent of Police for each line or combination of lines.

Amalgamation of the various Government Railway Police Forces

216. Even after the deliberations of the 1882 Committee different systems existed on different lines and it was only as a result of the suggestions of the United Provinces Committee of 1890 that the separate establishments on the various lines

were amalgamated in a provincial force. The 1890 Committee recommended that—

(a) The forces employed on all railways for the enforcement of order and the investigation and detection of crime should be amalgamated and formed into one provincial force under the control of one Deputy Inspector-General for Railways with as many assistants as may be considered necessary.

(b) That the Watch and Ward staff should be entirely under the control of the railway authorities.

Recommendations of the Indian Police Commission of 1902-03

217. The Indian Police Commission of 1902-03 while agreeing in the main with these recommendations, suggested that the jurisdiction of a Superintendent of Police should be fixed with reference to railway administration but not exceeding 1,500 miles and that the Deputy Inspector-General, Criminal Investigation Department, should also be the Deputy Inspector-General incharge of railways.

Railway Police Committee of 1921

218. In 1921 a Railway Police Committee was appointed to examine the organization and working of the Railway Police Administration in India. They recommended that—

(a) Watch and Ward system of the railways should be reorganized, more effective arrangement should be made for guarding goods entrusted to the railways for carriage

(b) A special detective and investigating agency for railway police should be created.

(c) The Government Railway Police should be placed under the separate control of one Administrative Officer, preferably an Assistant Inspector-General of Police.

(d) Improvement should be effected in the matter of training of Government Railway Police personnel.

(e) Particular attention should be paid to promote better co-operation between the Railway Police and the District Police.

Reorganization on District Basis in 1932

219. This system of unified control over the entire Government Railway Police organization continued until 1932. Up till then the Railway Police was a single unit, self-contained in all respects under the administrative control of an officer designated as Assistant Inspector-General, Government Railway Police. In that year, as a result of recommendations made by Shri K. M. O Riordan, the Government Railway Police in the United Provinces reverted to the almost ancient system of control on a district basis. From April 1, 1932, the local criminal administration on railways was transferred to the District Police. The entire local Government Railway Police staff was brought on the strength of the District Police and placed under the disciplinary control and supervision of the district authorities. The most important feature of the scheme of 1932 was that crime on railways was divided into two categories, viz. localized and unlocalized. All localized railway crime, that is to say, all offences occurring on railway lands other than those in moving train or in State limit

were investigated by the local Government Railway Police Sub-Inspector who was under the local Superintendent of Police and who submitted his diaries to him. On the other hand, a Central Investigating Agency was maintained for the investigation of all unlocalized crime, i.e. running train crime and railway offences which by their nature could not definitely be assigned to a particular locality. The Central Investigating Agency operated under the control of Section Officers but the personnel, for administrative and disciplinary purposes, was placed under the control of the Superintendent of Police of the district in which they happened to be posted. Another important feature of the scheme was that the posts of the three Superintendents, Government Railway Police, were abolished and five posts of Section Officers of the rank of Deputy Superintendents of Police were created. The Section Officers were required to assist the district authorities in supervision of Government Railway Police work and also to co-ordinate the working between the railway administration and the district authorities. The local Superintendent of Police was responsible for the criminal administration on the railway lands in his district and for the supervision, inspection, discipline and control of the local police staff assigned to Government Railway Police duties. The functions of the Assistant Inspector-General, Railway Police, and his Section Officers were purely supervisory and, except on railway lands situated in a State territory, they exercised no executive powers whatsoever.

Defects of the 1932 Scheme

220. The most striking defects which were found in the working of the 1932 scheme were as follows :

- (a) A radically unsatisfactory system of recruitment and training,
- (b) Lack of continuity and co-ordination in administrative and executive control,
- (c) Divided control in the field of internal as well as criminal administration, and
- (d) Difficulty in dealing with gangs of expert railway criminals who operated on a wide area extending over several districts.

221. It is significant to note that no other province in India ever followed the example of the United Provinces in adopting the district control system which, as noted previously, is a relic of the old times and is quite unsuited to the needs and requirements of a modern police force for railways.

Reorganization of 1942

222. Almost as soon as the Railway Police started working on a district basis it was obvious that it could not be a success. By 1942 it became clear that efficient control of crime on the railways or of the staff posted for that purpose could not be secured without a single unified police system for the entire railway organization in the province. Re-organization had again to be undertaken in 1942. The Government Railway Police was again put back under the administrative control of a Deputy Inspector-General of Police (Deputy Inspector-General of Police Headquarters and Railways), with a Superintendent of

Police as his Assistant and Adviser in all Railway Police matters. The Superintendent, Government Railway Police, is also the executive head of the entire Government Railway Police Force and exercises undivided control and responsibility over their work and discipline. This was in essence a reversion to the pre-1932 organization with the difference that a Superintendent under a Deputy Inspector-General, and with five Section Officers to help him, was substituted for an Assistant Inspector-General of Police with three Superintendents of Police.

Present position

223. The present organization thus is that, for purposes of criminal administration, the Government Railway Police constitutes a single police district divided into five sections under the executive control of the Superintendent, Government Railway Police, and the administrative control of the Deputy Inspector-General Headquarters and Railways. The Government Railway Police is now an entirely separate force carrying out its own recruitment and training.

Future organization

224. Suggestions have been made before us to the effect that we should revert back to the old system under which there was an Assistant Inspector-General, Railway Police, and three Superintendents of Police. It is suggested that Section Officers being junior officers find it difficult to deal with Railway Officers who are of much higher status and that for efficiency in working and for better disciplinary control there should be Superintendents of Police instead of Section Officers. We are not very much impressed with these arguments and we are not in favour of making any changes in the general organization of the Government Railway Police. We are of the opinion that the present organization with a Deputy Inspector-General of Police, a Superintendent, Government Railway Police, and with five Section Officers should continue. We would, however, like to suggest that the officers who are appointed as Section Officers should be specially chosen. They should be active and efficient. If the railways increase in future, which is quite possible, it might be necessary to add more sections but for the time being we think that five sections for the Government Railway Police should not provide too heavy a burden on the Section Officers.

225. A suggestion was made before us that the railways should be placed under the Deputy Inspector-General, Criminal Investigation Department. We do not agree with this suggestion. In future the Deputy Inspector-General, Criminal Investigation Department, will have a good deal to do and can ill spare the time for Railway work. Moreover, it is better from the administrative point of view if the railways are under the Deputy Inspector-General Headquarters. The Government Railway Police is connected more with the District Police than with the Criminal Investigation Department both in regard to its personnel and work. We are of the opinion therefore that the Railway Police should continue to be under the administrative charge of the Deputy Inspector-General Headquarters.

Government Railway Police Personnel

226. At present the Government Railway Police is an entirely separate and self-contained unit to which recruitment is made directly. We have considered this matter carefully and have discussed it with various police officers. We have come to the conclusion that it will not be advantageous, on the whole, to have an entirely independent Government Railway Police organization. We think that the personnel of the Government Railway Police should be interchangeable with the Civil Police. In fact we are definitely of the opinion that, to maintain the efficiency of the Government Railway Police and to secure better work, it is necessary that no one should remain in the Government Railway Police for more than five years at a stretch. Changes in personnel will thus have to be made periodically. An objection has been raised against this suggestion on the grounds that the District Police generally does not give its best men to go to the Railway Police. But it should be possible for the Inspector-General of Police to so arrange that all the worst men of the force are not sent to the Railway Police.

Recruitment and Training

227. As the Government Railway Police is to be drawn from the Civil Police there is no need for making any direct recruitment for the Railway Police. It is, however, essential that some specialized training should be given to all those who are deputed for duty to the Government Railway Police. The training of inspectors and sub-inspectors should be arranged at the Railway School at Chandauli. These officers must have a fairly good knowledge of the working of the railways and of their rules and regulations. Such detailed training is not necessary for head constables and constables and we think that a short course of special training in railway matters and concerning the special laws and rules applicable to the railways should be arranged for head constables and constables either at Moradabad or at Allahabad, which is the headquarter of the Superintendent, Government Railway Police.

Prosecuting Officers

228. There is at present no leave reserve for prosecuting officers in the Government Railway Police. This is essential as it is not possible for the Government Railway Police to look to districts to provide men when their prosecuting officers go on leave. We suggest that there should be one extra Prosecuting Sub-Inspector (or Assistant Public Prosecutor as we have proposed that he should be called in future) for the Government Railway Police.

Control over outposts

229. There are a number of Government Railway Police outposts in outlying stations which are under the charge of head constables. Complaints have been made about neglect of duty on the part of these head constables. It has also been pointed out that investigation work is delayed because there is no Sub-Inspector attached to these outposts. To ensure speedy investigation and to improve control and supervision over outpost staff we suggest that sub-inspectors instead of head

constables should be placed in charge of some of the outlying Government Railway Police outposts, where such a change is found to be necessary after taking into consideration local requirements.

Saloons

230. It has been represented before us that Government Railway Police Section Officers find it extremely difficult to move about frequently in their sections because they are not entitled to go in saloons. Suitable places do not exist at most railway stations where Section Officers could stay for a day or two. On account of this difficulty Section Officers are often not as keen to go out in their sections as they should be. We realize the force of these arguments and we suggest that Government Railway Police Section Officers should be given saloons by the railways when they go out on duty in their sections.

Disciplinary control by District Superintendents of Police

231. It has been found that it is difficult for one Superintendent, Government Railway Police, and his five Section Officers to exercise adequate disciplinary control over the Government Railway Police personnel distributed far and wide in the province. Members of the Government Railway Police at outlying railway stations and in trains are often noticed to be improperly dressed and slack. We think that considerable improvement is possible if powers of inspection and of general disciplinary control over Government Railway Police personnel are also vested in the Superintendents of Police of all districts, except those where the Headquarters of the Section Officers are located. It is easy for District Superintendents of Police to make frequent checks of the Government Railway Police posted within their districts. Local Superintendents of Police should be authorized to make inspections and to deal with orderly room cases but if they consider that more severe action is required they should refer the case to the Section Officer concerned for necessary action. Even in those cases where they themselves take action they should send information to Section Officers. Their inspections should be confined to general cleanliness of quarters, turn out of the men and the state of discipline.

232. Detailed departmental instructions should be issued to avoid any conflict of authority between the District Police and the Government Railway Police.

Railway Protection Police

233. Towards the end of 1946 the state of general lawlessness in the country rendered it imperative to provide armed protection for railway property, railway staff and the travelling public. To meet the situation Government sanctioned the formation, on a temporary measure, of 12 armed police companies (9 for the East Indian Railway and 3 for the Avadh-Tirhut Railway) on the Military Police pattern. This force which was designated "Railway Protection Police" was placed under the control of the Inspector-General of Police and the Superintendent, Government Railway Police. Subsequent events in the country necessitated an increase in this temporary force which now comprises 17 companies consisting of 17 inspectors, 51 sub-inspectors, 383 head constables and 1,891 constables—all on a temporary basis. The cost of this force is borne by the Railway Board.

CHAPTER XIII.
MOUNTED POLICE.
Historical

234. Perhaps one of the first forces to be raised by the British Government in India consisted of Sowars. The Sowars acted as guards and orderlies for Magistrates and also as messengers and escorts. The Mounted Police in the United Provinces has an interesting background. While on a cold examination of the case practically every Reorganization Committee has come to the conclusion that the Mounted Police is useless for any real police work, still the Mounted Police has not yet been completely abolished. Even as early as 1860 it was suggested that the Mounted Police was not necessary. This was reaffirmed in 1890 and the Indian Police Commission of 1902-03 expressed the opinion that it should be maintained only in those places where the necessity of having the Mounted Police can be clearly and definitely demonstrated. It has also been pointed out, time and again that the Mounted Police is an expensive branch and yet it still remains.

235. The changes which have taken place from time to time, in the total strength of the Mounted Police in the United Provinces are noted below :

Year	Strength of Mounted Police			
	Sub-Inspectors	Head Constables	Naiks	Constables
1890 .. .. .	..	..	..	417
1902	8	12	..	392
1910 .. .. .	..	20	..	246
1914	10	33	..	363
1917	10	33	..	363
1925	9	26	..	250
1936	6	22	41	158
1941	7	21	41	153
1946	4	15	27	91
		Head Constables		

236. When the strength of Mounted Police was large, it was stationed at Meerut, Agra, Bareilly, Kanpur, Allahabad, Jhansi, Banaras, Gorakhpur, Lucknow, Faizabad and the Police Training College, Moradabad. In 1936 when the total strength was considerably reduced, the Troop Headquarters were located at Lucknow, Agra, Allahabad, Meerut, Kanpur, Banaras and Police Training College, Moradabad. In 1944 a scheme was submitted to Government for the gradual abolition of Mounted Police. Government accepted the scheme and directed that

no further recruitment should be made to the Mounted Police. They also laid down the order in which the Troop Headquarters were to be broken up. But in 1946 these orders were revised by Government and it was laid down that the Mounted Police should be stabilized on a three-district basis, namely at Lucknow, Allahabad and Kanpur and that the strength for each district should be fixed at 1 Sub-Inspector, 4 head constables, 9 naiks and 30 constables.

Horses for the Police Training College

237. The changes which have taken place from time to time have not affected the Police Training College very much where horses and instructors are kept for instructional purposes. In future, as in the past, horses should be kept at the College according to necessity.

Utility of the Mounted Police

238. What has been noted above will indicate that, although successive recommendations were made to Government for the abolition of the Mounted Police, yet Government never gave effect fully to these recommendations. Generally a recommendation for the reduction of strength, particularly one on which departmental opinion is also in agreement, is readily accepted. That this has not been done in the case of the Mounted Police is interesting. We have tried to understand the reasons for this reluctance to abolish the Mounted Police about whose utility a considerable opinion is in doubt.

239. The Mounted Police may be employed for—

- (a) orderly or messenger duty,
- (b) duty in big fairs and festivals,
- (c) controlling traffic in cities,
- (d) patrolling in cities,
- (e) patrolling the rural areas and the roads where dacoity or robbery may be rife,
- (f) rounding up and arresting dacoit gangs,
- (g) duty in connection with communal riots.

240. It has been said that Mounted Police is not indispensable for orderly or messenger duty as this can better be performed by cycle orderlies; that it is not much use for general patrolling in cities in these days of mechanised transport and that for hunting dacoits in the rural areas it is worse than useless. These criticisms are perhaps justified but there are other duties which the Mounted Police can perform with credit and advantage. It can be usefully employed in big fairs and festivals; for traffic duty in congested streets where motor vehicles cannot easily go, for point duty at important crossings, for duty in communal riots and for patrolling areas where dacoities may be rife. It may not be good for hunting dacoits but there can be no doubt that it can be quite useful for patrolling villages and those areas or roads where dacoities or robberies may be apprehended. Mounted patrols can cover larger distances than the foot patrols and are therefore of greater value. It can hardly be said, therefore, that the Mounted Police serves no useful purpose. Perhaps the basis for successive recommendations for its abolition may really have been the high cost involved in maintaining it.

Strength recommended.

241. In view of the considerations noted above we are not surprised that, in actual practice and in spite of the recommendations of the various Committees, Government have not abolished the Mounted Police. We think that it should continue and we suggest that it should be stationed at Agra, Aligarh, Allahabad, Banaras, Bareilly, Faizabad, Gorakhpur, Kanpur, Lucknow, Meerut, Moradabad, Saharanpur and Shahjahanpur. At least three troops each should be sanctioned for Agra, Meerut and Kanpur and for other districts noted above, two troops each should be sanctioned. Each troop should consist of 12 horses and the necessary complement of officers should be provided. Each troop should be under a head constable and in districts where there are three troops, a Sub-Inspector should be incharge, in districts for which only two troops are provided, the senior head constable should be incharge of both the troops. As already noted previously horses and instructors should be provided for the Police Training College as may be necessary from time to time. Leaving out the Police Training College the total strength of the Mounted Police on the above proposals will be 3 sub-inspectors, 29 head constables and 348 constables for the districts noted above.

CHAPTER XIV**DETECTIVE FORCES****SECTION I***Criminal Investigation Department***Introductory**

242. In its present form the Criminal Investigation Department originated with the Indian Police Commission of 1902-03 which recommended that there should be, in every province, a Criminal Investigation Department with a Deputy Inspector-General as its head and that there should also be at the centre a similar department with an Inspector-General as its head. Prior to that there was no central agency to take up the investigation of important cases having wide ramifications and the work of collecting information about political activities was entrusted to an officer known as the Secretariat Police Officer who had under his charge the Special Branch which dealt with such matters. The Indian Police Commission further recommended that the Criminal Investigation Department should also be responsible for taking up investigation of specialized and important crimes and that the Provincial Finger Print Bureau should be under the control of the Criminal Investigation Department.

Development of the Criminal Investigation Department

243. In the course of time the Provincial Criminal Investigation Department was divided into three branches, one dealing with political matters, the other with investigation of crime, and the third with the Finger Print Bureau and the Criminal Tribes. During the years 1938 and 1939 changes were made in the rules applicable to the Criminal Tribes and the work of the Criminal Tribes Section in the Criminal

Investigation Department consequently decreased. On the other hand; when the war started, it was found necessary to organize a careful check on the movements and activities of foreigners. In 1940 the General Branch was converted into the Aliens and Security Branch. In the year 1939 the post of Deputy Inspector-General of Police Headquarters and Railways was created and the post of Deputy Inspector-General of Police, Criminal Investigation Department, was converted into that of Assistant Inspector-General of Police. During the war another post of Superintendent of Police was created in the Criminal Investigation Department for imparting instruction and delivering lectures on security matters. Later, a school for training in scientific investigation of crime was started and placed under him. The Superintendent of Police incharge of this Branch then became responsible both for arranging courses of instruction to selected police officers in Intelligence work as well as to sub-inspectors in the investigation of crime.

Present position

244. When the Committee started its deliberations the position was that the Criminal Investigation Department was divided into four branches :

- (a) Special Branch,
- (b) Investigation Branch,
- (c) Aliens and Security Branch, and
- (d) Scientific Section.

After the war it was felt that it was unnecessary to retain a separate Aliens and Security Branch. The work of that Branch and also all the miscellaneous work of a routine nature hitherto done in the Investigation Branch was entrusted to the General Branch.

Anti-Corruption Department

245. Towards the beginning of 1946 it was considered necessary to start an Anti-Corruption Department to deal effectively with complaints of corruption and bribery. A beginning was made with one Superintendent of Police but by the middle of 1946 the Anti-Corruption Department was considerably expanded with one Deputy Inspector-General and three Superintendents of Police.

Future organization of the Criminal Investigation Department

246. We cannot lay too much stress on the importance of an efficient Criminal Investigation Department. The objective should be to develop an organization that will make available speedy and reliable information which is likely to be of use to the state. We have given anxious consideration to the future organization of the Criminal Investigation Department in the province and we think that it should be divided into the following three branches :

- (a) Special Branch,
- (b) Investigation Branch including the Scientific Section and the Anti-Corruption Branch, and
- (c) General Branch.

Need for Deputy Inspector-General, Criminal Investigation Department

247. We had to consider whether the head of the Criminal Investigation Department should be a Deputy Inspector-General or Assistant Inspector-General. The value, importance and responsible character of the work of this Department are admitted on all hands. We were, and are, of opinion that the head of this department should be an experienced officer of higher status who should wield wider powers. We are fortified in our conclusion by the practice prevalent in the major provinces where the head of the Criminal Investigation Department is an officer of the rank of Deputy Inspector-General. Accordingly we recommended in August, 1947 that a Deputy Inspector-General should be the head of the Criminal Investigation Department in these provinces also. We note that Government have already initiated action on this suggestion.

Forensic Science Laboratory

248. We have seen the report of the Committee appointed by Government to make proposals for the organization of a Forensic Science Laboratory and we agree in general with the recommendations of that Committee. We would, however, like to emphasize the necessity of having highly qualified specialists and scientists on the staff of this Laboratory. If scientists of requisite qualifications be not available immediately, we suggest that selected candidates be sent abroad for undergoing training in Forensic Science. Some of the scholarships awarded for foreign studies should be immediately earmarked for such candidates. With the establishment of such a laboratory at Lucknow there will be no necessity for the Chemical Laboratory at Agra or for references to the Imperial Serologist at Calcutta. Necessary amendments in the procedure may be undertaken by Government in due course.

The Police Scientific Section

249. To obviate any possible misapprehension, it might be made clear that the setting up of a Forensic Science Laboratory does not absolve the police from maintaining a small Scientific Section of its own. The police must have its own Finger Print Bureau, its own Photographic Section and also its own Ballistics Section. As noted previously, we are not in favour of keeping a Superintendent of Police in charge of the Scientific Section. It should suffice if a Deputy Superintendent of Police is appointed to look after this section with the help and assistance of experts who should be specially selected.

Location of the Forensic Science Laboratory and the Police Scientific Section

250. Different views have been expressed before us about the location of these two institutions. One view favours the retention of both of them at Lucknow; another view is that both should be located at Moradabad; still another view is that the Forensic Science Laboratory should be located at Lucknow but that the Police Scientific Section should be shifted to Moradabad. The Forensic Science Laboratory Committee has given detailed reasons for the establishment of the Laboratory at Lucknow, and we generally agree with those reasons. We think that the laboratory should be located at the headquarters of Government and the Criminal Investigation Department.

251. As regards the Police Scientific Section, it has been suggested that it would be a distinct advantage to have the Scientific Section near the Forensic Science Laboratory and in the same station where the headquarters of the Criminal Investigation Department are located, particularly as it has been suggested that this section should be under the control of the Superintendent of Police, Investigation Branch. On the other hand, it has been pointed out that, for purposes of training, which is of very great importance for improving the quality of our investigating officers, it is necessary to locate the Police Scientific Section at Moradabad where our advanced training institutions are located. While recognizing the force of the arguments in favour of keeping the Scientific Section at Lucknow, we think that on the whole it would be more advantageous to keep the Police Scientific Section at Moradabad. Gazetted officers as well as sub-inspectors who go to Moradabad for receiving their training will be in a position to take full advantage of this Police Scientific Section. In future, advanced courses in Scientific Investigation of crime could also be held at Moradabad, thereby improving the general tone of investigating officers. By coming into contact with the officers taking these advanced courses, the officers taking their preliminary courses are also likely to benefit. We therefore suggest —

- (1) that the Forensic Science Laboratory be located at Lucknow, and
- (2) that the Police Scientific Section be established at Moradabad.

Crime Information Bureaux and Record Section

252. Opinion is unanimous on the point that our system of maintaining records of crime and criminals is, judged by any standard, unsatisfactory and obsolete. The old method of maintaining history sheets of criminals will have to be replaced by a modern card index system. The present system of maintaining crime statements will also have to be replaced by an up-to-date system of charts and graphs. We consider it most essential that there should be a Crime Information Bureau and Record Section at the Headquarters of the Criminal Investigation Department. Its functions should be to collect and collate information concerning crimes and criminals and to maintain the necessary records, photographs, statements, charts and graphs.

Crime Record Section in districts

253. For similar reasons there should also be a Crime Record Section in districts. We have proposed elsewhere that there should be special investigating squads at the headquarters of each district. We would suggest that the Officer-in-charge of the Special Investigating Squad should be in charge of the local Crime Record Section. Necessary complement of staff should be provided. We consider it unnecessary to maintain crime record sections in ranges. Those which are in existence should be abolished and their records transferred to the Provincial Crime Information Bureau.

Photographic Sections in Districts

254. To enable investigating officers to make use of scientific aids to investigation it is essential that there should be photographic equipment available in every district. It is not possible to depend upon ordinary photographers for this purpose. Firstly, they may not realize

the importance of many of the items which may have evidentiary value and may thus leave them out of the photographs. Secondly, it is doubtful to what extent complete reliance can be placed on an outside agency over which Government have no control. Thirdly, their value from the point of view of giving evidence in court is also problematical. Fourthly, the expenses in employing outside photographers are likely to be considerable as these photographers will have to be taken out to the actual scenes of crime and as not one but several photographs of each incident have generally to be taken. We are therefore definitely in favour of having Police Photographers who should be provided with the necessary equipment and facilities in every district. One or two police officers, according to requirements of each district, should be specially trained in photography and should be attached to the Special Investigating Squad. This will cost not more than Rs.600 per district.

Police Museum

255. We have been struck by the absence of any good police museum in the province. We understand that there are some exhibits kept at the headquarters of the Criminal Investigation Department but that is not sufficient in our opinion. We consider it necessary that there should be a well-equipped police museum in the province. This should be located at Moradabad where it is likely to be useful for purposes of training.

Shorthand Reporters

256. The importance of shorthand reporters in the Criminal Investigation Department does not appear to have been fully realized. We note that there are still quite a number of posts of Criminal Investigation Department shorthand reporters which are on a temporary basis. This is an unsatisfactory feature, and we suggest that those which are considered essential should be made permanent.

Linguists

257. It has also been brought to our notice that there is no specific provision for the employment of linguists in the Criminal Investigation Department. We think that it is highly desirable that specific provisions be made for the employment of linguists in the Criminal Investigation Department.

Allocation and strength of the Criminal Investigation Department

258. As regards the staff for the Criminal Investigation Department, the Deputy Inspector-General, Criminal Investigation Department, has prepared a statement of his requirements. The Committee has discussed these proposals with him and endorses them except that there will be no necessity for a Superintendent of Police in charge of Finger Print Bureau and Scientific Section which, according to our recommendations above, will be under a Deputy Superintendent of Police. These proposals are not being included in this report.

SECTION II*District Intelligence Staff***Present position of the District Intelligence Staff**

259. Apart from the Criminal Investigation Department there is, at present, in every district, a District Intelligence Staff. It is not a part of the Criminal Investigation Department and its strength is actually included in the district allocation. For all disciplinary purposes and for its working it is under the control and direction of the local Superintendent of Police but the appointment of sub-inspectors to the District Intelligence Staff is made after the approval of the head of the Criminal Investigation Department. The District Intelligence Staff is also required to make enquiries and collect information on behalf of the Criminal Investigation Department.

Defects in the Present Organization of the District Intelligence Staff

260. According to the present set-up the District Intelligence Staff is under the control of Superintendents of Police. This system does not work well in practice. Service in the District Intelligence Staff is not popular and the best men do not want to join it. Efforts have been made from time to time to improve the quality of the personnel of the District Intelligence Staff but they have proved infructuous. It has been suggested that this might be achieved by increasing the allowances paid to the members of the District Intelligence Staff and making service in the District Intelligence Staff a pre-requisite of all promotions to higher ranks. There is a limit to which allowances can be raised and we do not think that much improvement is possible so long as members of the District Intelligence Staff feel that they can easily secure transfers to other branches of the force. This is all the more unfortunate because there is a general feeling that, if work in the District Intelligence Staff is unsatisfactory, the natural result will be a transfer to another branch of the force. We have given much anxious thought and consideration to this matter and we have come to the conclusion that one of the best ways to improve the quality of the District Intelligence Staff will be to amalgamate it with the Criminal Investigation Department. We are of the opinion that there should be a combined Criminal Investigation Department and District Intelligence Staff cadre under the administrative control of the Deputy Inspector-General, Criminal Investigation Department. Appointments to this cadre will be made entirely by selection from amongst officers and men of the District Executive Force with 3 to 8 years service. They will be given two months specialized training before being employed on actual duties. This entire cadre will be under the disciplinary control of Deputy Inspector-General, Criminal Investigation Department, and his officers. Those whose work is found to be unsatisfactory will be liable to dismissal or removal from the force rather than reversion to the District Executive Force. We think that this will help in improving the quality not only of the District Intelligence Staff but also of the personnel of the Criminal Investigation Department.

Control of District Intelligence Staff

261. In this connection it was pointed out to us that it will be difficult for officers of the Criminal Investigation Department to exercise adequate control and supervision over the work of members of the District Intelligence Staff who are spread all over the province. To get over this difficulty we would suggest that, while the District Intelligence Staff should be under the administrative control of the Deputy Inspector-General, Criminal Investigation Department, it should continue to be under the operational control of the District Superintendents of Police.

Deputy Superintendent of Police, Intelligence

262. At present there are Deputy Superintendents of Police, Intelligence, sanctioned in seven districts of the province. They form part of the district allocation and are under the District Superintendent of Police. Their area generally extends to the limits of the districts where they are posted though, in some respects, they also undertake intelligence work of other districts. These posts were created during the War to provide relief to Superintendents of Police in their work connected with the Criminal Investigation Department. We think that the present arrangement is not quite satisfactory and we suggest that Deputy Superintendents of Police, Intelligence, should be allotted zones. In these zones they should be responsible for the work of the entire Criminal Investigation Department Staff posted therein. It would thus be possible to maintain closer check and supervision over the work of the Criminal Investigation Department Staff in districts. The Deputy Superintendents of Police, Intelligence, should also be authorized to give directions and to ask for reports from the District Intelligence Staff. In short, we feel that enough use is not being made of Deputy Superintendents of Police, Intelligence and we would like to see the enlargement of the scope of their duties and responsibilities.

CHAPTER XV

POLICE COMMUNICATIONS

SECTION I

Wireless Section

Introductory and Historical

263. In foreign countries wireless has been utilised for police purposes for quite a long time but its introduction in the United Provinces Police is comparatively recent. In 1938 wireless communication was utilised by the police for the first time in controlling crowds and processions at the Kumbh Mela, Hardwar. In 1939 it was again used in connection with Bakr-Id arrangements in Saharanpur District and also in connection with the Khaksar Movement. Even this was the result almost entirely of the personal interest and enthusiasm of Shri E. W. Hunt, I. P., Superintendent of Police, Saharanpur. In all these cases military equipment and personnel were borrowed. In

1941, when it was decided to set up the Military Police in the United Provinces it was considered necessary to equip it with wireless transmitters and receivers. A few men were trained at the Military Centre at Bareilly and a small section was formed at Sitapur under Shri Hunt. In addition, police transmitting and receiving stations were established at Lucknow, Kanpur, Allahabad, Banaras and Gorakhpur. From this small beginning has developed a well organized and extensive police wireless grid covering in all 38 districts in the province. In addition there are at present 9 mobile stations and 13 radio telephony stations.

264. From the very outset it was realized that it would be impossible to obtain the required number of ready-made sets. Sets have had to be constructed and repair work has had to be done almost continuously. For this purpose a wireless workshop was started at Sitapur along with a wireless school for the training of operators and mechanics. The wireless stations, the school and workshop were soon developed to such a high standard of efficiency that operators trained at Sitapur were given on loan to the military to man their wireless stations and the police wireless stations were often utilised by the military for sending their own messages. Towards the middle of the year 1942 all police personnel was withdrawn from the Army. More wireless stations were opened with the result that there are now only nine districts without any static wireless stations. For rapid communications in big cities radio telephony stations have lately been formed in Kanpur, Allahabad, Meerut and Lucknow.

Utility and further expansion

265. We are very glad to note this rapid development of the Police Wireless Section. We do not consider it necessary to labour the point that in modern conditions of life wireless is a necessity for any efficient police organization. To provide a quick channel of correspondence for outlying districts and isolated areas, to provide a sure and effective means of communication in times of disturbances or civil commotion when all other surface communications are uncertain to enable touring officers to keep in constant touch with their districts and their headquarters while on tour and to provide contact between the Headquarters of the Special Armed Constabulary or the Provincial Armed Constabulary and their various companies which may be out on operational duties, the wireless is the only answer. It is most essential that all the district headquarters in the province should have static police wireless stations and we would like to make it clear that, in our opinion, the need is not only temporary while disturbances last but it is of a permanent nature. For purposes of dealing effectively with certain phases of modern crime and to check and arrest quick movements of criminals which the development of motor transport facilitates, wireless will have to be constantly utilised in future. We recommend therefore that there should be a static police wireless station on a permanent basis at every district headquarters in the province. Indeed, we visualize that, in course of time, it might even be necessary to have the police wireless grid extended further and to provide some of the important police stations also with wireless equipment. We also consider it necessary that Provincial Armed Reserves should be provided with wireless equipment.

Radio Telephony

266. While Wireless Telegraphy by code is useful for long distance work, radio-telephony equipment is necessary for big cities. Radio Telephony does not require operators trained in Morse code and avoids the time lag of wireless telegraphy by providing direct audible communication and it enables a city Police Headquarters to keep in constant touch with all the Police Stations in its circle and also with such mobile patrols as may be operating. Instructions can be issued simultaneously and directly from the headquarters to all its officers and stations having Radio Telephony sets and directions can be given as to the line of action to be taken from time to time in particular areas.

267. We have seen radio telephony sets in operation and we think that, from the law and order point of view, it will be useful to have Police Radio Telephony sets in the big cities of the province. We suggest that Police Radio Telephony should be organized on a permanent basis in Kanpur, Agra, Allahabad, Lucknow and Banaras where every city police station should be on the radio telephony grid.

Mobile Sets

268. In addition to static sets it is essential to have mobile sets for use in the rural area during disturbances and for large scale operations against dacoits and gangs of dangerous criminals. Both Wireless Telegraphy and Radio Telephony sets should be provided at a suitable scale in each Range and at the headquarters of the wireless section. Such sets should also be supplied to the Provincial Armed Constabulary to enable detachments on operational duty to keep in touch with their headquarters.

Headquarters

269. The headquarters of the Police Wireless Section were formerly located at Sitapur but have now been shifted to Lucknow as a result of our interim recommendation where a police wireless training school and a workshop have also been started at the headquarters.

Designations and Grades

270. It is imperative that the entire police wireless organization should consist only of police officers. They must all be amenable to police discipline and control, but it is not necessary that the posts should carry ordinary Police designations. The officers and men of the wireless section should have technical designations indicating their functions. For purposes of discipline and control each post will carry an appropriate Police rank so as to possess the status and powers of police officers. The following designations will be suitable and the corresponding police ranks are noted against each :

<i>Designation</i>	<i>Police rank</i>
(a) Provincial Wireless Officer	.. Superintendent of Police.
(b) Assistant Wireless Officer	.. Deputy Superintendent of Police.
(c) Wireless Inspector	.. Inspector of Police.
(d) Wireless Maintenance Officer	.. Sub-Inspector of Police.
(e) Wireless Operation Officer	.. Sub-Inspector of Police.
(f) Apprentice Wireless Officer	.. Sub-Inspector of Police on probation.
(g) Wireless Operator	.. Head Constable.
(h) Apprentice Operator	.. Constable on probation.

Qualifications

271. We would like to emphasise the necessity of recruiting the best available material for the Police Wireless Section. Technical knowledge and experience should be given due consideration along with educational qualifications. The maximum age limit for Assistant Wireless Officers should be 30 and for others 25. The minimum age limit should be 18 for all. Other necessary qualifications are noted below :

(a) *Provincial Wireless Officer*—This officer should be selected carefully as the success of the wireless section depends upon him. He should be an expert in wireless technology possessing up-to-date technical knowledge of wireless, both theoretical and practical. He should be able to supervise and direct maintenance and repairs of wireless sets and equipment and also be able to guide training and instruction in operation and maintenance. He should be capable of erecting new wireless stations and also of looking after their maintenance.

(b) *Assistant Wireless Officer*—He should be an M.Sc. in Physics with wireless as special subject or a Graduate in wireless technology from an institute of Science such as the Bangalore Institute of Science. He will be kept on probation for two years and given specialised training in every branch of the Police Wireless system. During this period his work and conduct will be carefully watched and, if found suitable, he will be confirmed at the end of this period of training and probation. He should be required, at the time of his confirmation, to enter into a bond with Government to serve for at least ten years so that the time, energy and expenditure involved in his training may not be wasted in case he suddenly decides to quit.

(c) *Maintenance Officers, Operation Officers and Apprentice Wireless Officers*—The qualifications for them should be Intermediate in Science. Preference will be given to those who hold certificates in wireless technology and have experience of practical wireless work. They will also be given specialised training at the Police Wireless headquarters.

(d) *Wireless Operators and Apprentices*—They should possess a satisfactory knowledge of English, preference being given to those who have passed the High School Examination in Science and who have electrical or mechanical leanings. They should also be intelligent and alert and should have a good handwriting.

Pay

272. We have considered most carefully the question of scales of pay for police wireless personnel. It should be attractive enough to secure the services of really good men with suitable technical qualifications. The Provincial Wireless Officer is at present on a contract basis and his pay is in the scale of Rs.1,325—40—1,365—45—1,500. When his contract expires, a permanent scale will have to be laid down for the Provincial Wireless officer. For other ranks the following scales of pay appear to be suitable. This is inclusive of all special and trade pays. The scales of pay suggested are higher than those for corresponding

ranks in the Police but we feel that more pay must be given to attract well-trained technical men. We have, before making these suggestions, also taken into consideration the remuneration which is obtainable in other departments by Wireless operators and Wireless technicians. The scales proposed are :

	Pay
(a) Provincial Wireless Officer	Rs. 950-50-1,450
(b) Assistant Wireless Officer-on probation	" 300
(c) Assistant Wireless Officer-on confirmation	350-25-500-EB-25-850
(d) Wireless Inspector	250-10-300-EB-15-450
(e) Wireless Maintenance Officer	175-10-375
(f) Wireless Operation Officer	125-10-325
(g) Apprentice Wireless Officer	" 100
(h) Wireless Operator	75-5-150
(i) Apprentice Operator	" 50

273. Apprentice operators will undergo one year's training and will be on probation for two years. At the end of the training and after they have qualified in the prescribed examinations, they will start on a salary of Rs.75 per mensem as wireless operators.

Recruitment

274. There are no specific rules at present for recruitment to the Police Wireless Section. For the various grades noted above, it is necessary to recruit men direct in different capacities. At the same time it is necessary to reserve a few posts in every grade to be filled by promotion. In our opinion direct recruitment should be made in the rank of—

(a) Apprentice Operators who will be appointed Wireless Operators on passing the prescribed courses;

(b) Apprentice Wireless Officers who will be appointed Wireless Operation Officers on passing the prescribed courses; and

(c) Assistant Wireless Officers.

275. In each of these ranks 25 per cent. of the vacancies will be reserved for promoted men. Departmental rules will have to be framed to regulate promotion. The ranks of Wireless Inspector, Wireless Maintenance Officer and Wireless Operator will be filled entirely by promotion. There will be no direct recruitment to these ranks.

276. The Provincial Wireless Officer might be appointed either by promotion from amongst the Assistant Wireless Officers or if a suitable Assistant Wireless Officer is not available then by direct recruitment on a contract basis.

Method of Recruitment

277. (a) *Assistant Wireless Officers*—Will be selected by the Public Service Commission and appointed by Government. They will be gazetted Officers. Provincial Wireless Officer will, in future, be appointed, as far as possible, by promotion from amongst Assistant Wireless Officers.

(b) *Apprentice Wireless Officers*—Will be selected by a Provincial Selection Committee composed of two police officers (one of whom must

be the Provincial Wireless Officer), two non-officials and one Educationist or Psychiatrist. Except the Provincial Wireless Officer, who will be an *ex-officio* member, all members of the Committee will be nominated by Government.

(c) *Apprentice Operators*—Will be selected and appointed by the Provincial Wireless Officer.

Promotion

278. We have already noted above that, in our opinion, 25 per cent. vacancies should be kept reserved for promoted men in each one of those ranks to which appointment is also made by direct recruitment. Departmental rules will have to be framed to ensure that efficient men get the promotion they deserve. Before permanent promotion is given in the rank of Assistant Wireless Officer the approval of the Public Service Commission must be secured as in the case of promotion of Inspectors to the rank of Deputy Superintendent of Police.

Strength and Allocation

279. The strength will have to depend upon the number of wireless stations and is liable to change from time to time. At present there is only one Superintendent of Police in the Wireless Section. We think that one Officer is sufficient to cope with the work provided he is given adequate gazetted staff. We suggest that there should be 3 Assistant Wireless Officers. As to the rest of the staff it is difficult for us to go into detailed requirements. It will be for the department to obtain Government sanction for the staff which may be required from time to time.

SECTION 11

TELEPHONES

Requirements

280. We are surprised to note that a number of Superintendents of Police have no telephone connections and that, even in big cities, some of the police stations and outposts are without telephones. In modern times telephone is a necessity and we consider it essential that all Superintendents of Police must be provided with telephones and that every police station and outpost in big cities and towns should have telephone connections.

Separate Police Exchange

281. Complaints have also been voiced before us that, in emergencies, telephones either go out of order or function inefficiently. When trouble starts the telephone lines get so overloaded with private calls that official calls are delayed unduly. The telephone thus fails when it is most needed. To remedy this defect it has been suggested that there should be separate Police Telephone Exchanges. This, however, is likely to be an expensive undertaking. As an alternative it has been suggested that a separate Board should be provided for police connections in the Central Telephone Exchange. An enquiry about this

latter proposal was made from the Post Master General, United Provinces, and the reply received is encouraging. No technical difficulty is anticipated. This second suggestion appears to be feasible and we would like to recommend its adoption. We would further suggest that telephone connections of Magistrates should also be brought on to this Police Board and that this proposal should be given effect to in those cities and towns where the number of Police and Magisterial Telephone connections makes it worthwhile.

CHAPTER XVI

TEAR SMOKE SQUADS.

Origin

282. The need has often been felt of having an effective means for dispersing riotous mobs or unlawful assemblies without having to resort to firing. In India, the age-old lathi nas, in many cases, served the purpose but, on some occasions even lathi-charge may be considered too harsh a treatment.

283. In other countries the water hose has some times been employed for this purpose while the discovery of the Tear Gas provided another means to achieve this end. The equipment required for using Tear Gas or Tear Smoke has been manufactured on quite a large scale in foreign countries but its use in India is still limited. In the Punjab there have been Tear Smoke Squads for many years and so also in Bombay, but in the United Provinces the first Tear Smoke Squad was organised in the year 1940. It has been in existence ever since and the strength of its fully trained and equipped personnel is :

1 Sub-Inspector 2 Head Constables 12 Constables

Pay

284. They receive their rank pay plus special pay of Rs.15, Rs.10 and Rs.6 respectively.

Scale of Munitions

285. The scale of munitions supplied to them is as follows :

Guns	...	8 (This includes 1 in reserve)
Spedehat Grenades	...	C. N. 64
3 Way Grenades	...	C. N. 63
L. R. Shells Grenades	...	C. N. 34
S. R. Shells	...	C. N. 84
Fliterite Shells	....	C. N. 8
Lake Erie Shells	...	C. N. 16
Spedehat Grenades	...	D. M. 12
L. R. Shells	...	D. M. 12
S. R. Shells	...	D. M. 12

Expansion of the Tear Smoke Squads

286. In August 1946, Government felt the necessity of having 11 more Tear Smoke Squads, one each for Agra, Aligarh, Banaras, Allahabad, Kanpur, Lucknow, Meerut, Saharanpur, Bareilly, Shahjahanpur and Moradabad, but they actually sanctioned the creation of only four.

more squads one each for Kanpur, Allahabad, Agra and Aligarh. The strength of each of these squads was fixed as 1 Sub-Inspector, 2 head constables and 12 constables and they all assembled at Sitapur in January, 1947. Due to difficulty in obtaining equipment, their training could not be completed.

Administration and Control

287. For purposes of administration and control the Tear Smoke Squads are under the Provincial Armed Constabulary. While posted to Ranges they come under the range Deputy Inspector-General for operational control.

Utility of the Tear Smoke Squads

288. The Tear Smoke Squads are sanctioned at present only as a temporary measure. Throughout its existence in the United Provinces the Tear Smoke Squad was called into action only on two occasions in 1941 in Kanpur. It has not been utilized in any district since 1941. On the two occasions on which it was used in Kanpur, the results were not commendable. Various reasons have been advanced for this failure. It has been suggested that the effect of the Tear Smoke was not followed quickly enough by subsequent police action, that arrests were not made promptly and that crowds were again allowed to be formed after they had been thrown into confusion by Tear Smoke.

289. We have considered carefully whether Tear Smoke Squads should be maintained on a permanent basis. These Squads can be utilized for the purposes of dispersing mobs or assemblies. They can also be employed for incapacitating, and facilitating the arrest of desperate criminals barricaded inside buildings. For this latter purpose they have not even once been used in the United Provinces since their inception in 1940. And, as already noted above, their use against mobs in Kanpur was not encouraging. Even in other provinces, like the Punjab and Bombay, Tear Smoke Squads have not proved very useful. The reasons are apparent. Tear Smoke affects not only the rioters but also the policemen and it cannot be used unless the direction of the wind is favourable and unless the dispositions of the riotous mob and of the police are correct. Its success also presupposes that crowds suffering from its effect will behave in a preconceived manner. Once it has been used in a locality, it is not possible for policemen to go there immediately afterwards to make arrests or to otherwise deal with crowds. These drawbacks and difficulties make the utility of Tear Smoke very problematical.

Tear Smoke Squads not recommended

290. Although we recognise and appreciate the necessity of having a means at the disposal of the police for dispersing mobs and assemblies without resort to firing, yet we feel that past experience does not encourage the view that Tear Smoke Squads are likely to serve that purpose. Even were they useful, it is not possible to ensure, unless quite a large number of Tear Smoke Squads are maintained, that they will be available for use at the right time at the right spot. We are definitely of the opinion that the expenditure involved in maintaining Tear Smoke Squads on a permanent basis is not commensurate with the benefits to be derived from them and we would therefore recommend their abolition.

CHAPTER XVII FOLLOWERS CADRE

Introductory

291. Before we proceed with the discussion of the case for providing a followers cadre in the Police, we would like to indicate what actually is denoted by this term. The nomenclature "followers cadre" has been adopted from the Army and is intended to include cooks, watermen, barbers, mochis, dhobis, tailors and similar other servants who are enlisted in the army as non-combatants. In the police, at least in the United Provinces, there has so far never been any sanction for the employment of followers at Government expense in the District Executive Force. When the Military Police was formed, Government sanctioned a followers cadre for it.

Necessity for a followers cadre

292. The present position is that, as there is no sanction for a followers cadre, cooks, watermen, barbers, mochis, dhobis and tailors have been enlisted as constables. Sweepers are provided at Government expense but are not enlisted. At present there are altogether 450 such constables in the force who are employed as cooks, watermen, etc. etc. and the annual expenditure over them amounts to over Rs.2,28,000. To employ members of an executive force on such work is wasteful in every way.

293. The system of lines messes was started some years ago to ensure the supply of wholesome and nourishing food to the men in the Lines. As accommodation for the families of all the men posted to the lines was not available, those living there without families had often, for reasons of economy, to go without adequate nourishment. Police messes have now been established in every Police Lines and it is obligatory for Under-Officers and Constables posted to the Lines to feed in these messes. Therefore we consider it necessary that Government should provide cooks and watermen to Lines messes.

294. Police officers and men living in the Police Lines often find considerable difficulty in procuring the services of mochis, barbers, dhobis and tailors. In a number of districts the Police Lines are situated at some distance from the city and these services are not easily available in the immediate vicinity. Smart turn-out is essential for a disciplined force. In order to ensure this there must be in every Police Lines facilities for the services of mochis, barbers, dhobis and tailors. They should be employed as Government servants on a regular basis and should be made to live in or very near the Police Lines.

295. After giving careful consideration to the matter we have come to the conclusion that (a) cooks, watermen, mochis, barbers, Dhobis and tailors should be provided at Government expense in every Police Lines and (b) no constables should be employed such.

Scale of followers

296. We have found some difficulty in adopting a suitable scale at which followers should be provided in Police Lines. The best way would perhaps be to work out the number of each category

of followers on the basis of the actual number of men living in the Lines. But as numbers are likely to vary from time to time, we are not in favour of adopting this method.

297. Another possible way is to calculate the number of followers on the basis of the class of the district. In our opinion this method is suitable and we recommend the following scale :

- (a) For each of the 6 first class districts, viz. Agra, Allahabad, Banaras, Kanpur, Lucknow and Meerut, } 7 cooks, 4 watermen, 3 dhobis, 3 barbers and 2 tailors.
- (b) For each of the 17 second class districts, viz. Aligarh, Azamgarh, Bareilly, Budaun, Bulandshahr, Etawah, Faizabad, Farrukhabad, Gorakhpur, Hardoi, Jhansi, Kumaun Division, Mathura, Moradabad, Saharanpur, Shahjahanpur, and Sitapur. } 5 cooks, 2 watermen, 2 dhobis, 2 barbers and 1 tailor.
- (c) For each of the 24 third class districts, viz. Banda, Bahraich, Ballia, Bara Banki, Basti, Bijnor, Dehra Dun, Deoria, Etah, Fatehpur, Ghazipur, Gonda, Hamirpur, Jalaun, Jaunpur, Kheri, Mainpuri, Mirzapur, Muzaffarnagar, Pratapgarh, Pilibhit, Rae Bareilly, Sultanpur and Unnao. } 3 cooks, 2 watermen, 2 dhobis, 2 barbers and 1 tailor.

Followers for the Provincial Armed Constabulary

298. In the Provincial Armed Constabulary followers are sanctioned at the following scale :

Cooks	Waterman	Sweepers	Dhobi	Barber	} for each company
3	1	2	1	1	

299. In our opinion this scale must continue in future but we would suggest that mochis and tailors should also be provided for the Provincial Armed Constabulary. In the case of the Provincial Armed Constabulary the companies are liable to be moved from place to place at very short notice. They must therefore be self-sufficient and must not be made to depend for their essential services upon local help. In most cases Provincial Armed Constabulary will be sent out for duty in disturbed areas and normal service in those areas cannot ordinarily be expected. It is necessary, therefore, in our view, to continue the followers cadre at the scale already sanctioned for the Provincial Armed Constabulary.

CHAPTER XVIII

RECRUITMENT AND PROMOTION

SECTION I.

General.

Introductory

300. The importance of selecting suitable personnel for the Police Force is self-evident. The efficiency of the force, to a very large extent, depends upon it. The police, drawn as it is from the general public, will reflect the qualities and the attributes of the people. But if rules are made which in any way hamper or limit the choice of selection, the result will be that the best material will not be attracted.

Communal Proportion

301. One of the drawbacks in the selection of personnel in the Police was fixation of communal proportion in the matter of recruitment. These proportions have changed from time to time but until the beginning of 1946 the implication has all along been that there should be 50 per cent. Muslims in Police service. In January 1946 Government issued an order that the proportion of the different communities in public services should be 60 per cent. Hindus, 30 per cent. Muslims and 10 per cent. others. This order was, however, not implemented. On the other hand from the figures for the last 5 years supplied to the Committee, we find that even this proportion of 50 : 50 was not adhered to. Even in the matter of promotions undue preponderance was given to certain communities.

Method of Selection

302. The system of recruitment was faulty in another important respect. Very often wide publicity was not given about the vacancies and it has been said that only the relations of Policemen or those who were in contact with the Police got information about vacancies and that preference in recruitment was shown to them.

Aptitude most important for Police service

303. To improve the quality and the tone of the Police service, as a whole, the system of recruitment has to be so organized that the best possible personnel possessing real aptitude for Police work is attracted. Due to the preponderance of members of one community in the Force, the police did not enjoy the confidence of the public. This situation can be remedied by making the selection broad based and insisting on the recruitment of the best material in the force. Government have recently issued orders that in case of recruitment by competitive examination, no reservation on communal grounds will be made except for scheduled castes while in the case of recruitment by selection vacancies will be allotted to each community on a population basis. We are in agreement with these principles but feel that reservation even for scheduled castes should be done away with as soon as possible. In our opinion the system of reservation is likely to produce sectional separation and a sense of inferiority. The object of providing equal opportunities to backward sections for entry into services can, in our opinion, be better served by giving more facilities to such sections to enable them to raise their social, economic and educational standard. We recommend, therefore, that recruitment both by selection and competition should depend entirely on merit and that no communal proportions should be prescribed. Simultaneously with improvement in the method of selection, it is essential that the elimination of the existing unsuitable personnel should be carried out as early as possible if the desired object of raising the tone of the Police Force is to be achieved within reasonable period. We have therefore in a subsequent chapter made the following recommendations :

- (1) Compulsory retirement of officers and men who have completed 25 years service,
- (2) Compulsory retirement on proportionate pension of officers and men of less than 25 years service with indifferent records.

SECTION II.**RECRUITMENT OF NON-GAZETTED PERSONNEL****Proportion of classes and castes amongst Constables**

304. Apart from laying down the proportions in which Hindus, Muslims and others were to be recruited in the Constabulary, the old rules also prescribed the percentages of different classes and castes for enlistment in the Police. In 1906, for instance, the limit for Brahmins was not to exceed 10 per cent in the Armed Police and 5 per cent, in the Civil Police while "Kayasthas", "Banias" and some other castes were not to be enrolled at all. It was suggested that recruitment was primarily to be confined to Ahirs, Gurkhas and other hillmen, Jats, Rajputs Sikhs and Gujars amongst Hindus, and Punjabi Muslims, Pathans Syeds and Sheikhs amongst Muslims. In 1909 the recruitment of Julahas from rural areas to Armed Police was permitted subject to the condition that their numbers did not exceed 10 per cent of the total strength of Muslims in the Armed Branch.

Changes of 1928 in proportions

305. In 1928 when the Police Regulations were revised the paragraph about recruitment of constables was re-written but the essential conditions noted above still remained unchanged. In 1938 these rule were revised and for the first time it was provided that only those most suitable for police service should be enlisted. Superintendents of Police were directed to ensure that no particular class or caste acquired a predominating influence in the Police of any district.

306. Notwithstanding the above orders recruitment of constables continued to be made as in the past.

Literary Qualifications for Constables

307. For the Civil Police we recommend that Hindi Middle School Examination should be the minimum educational qualification. For the Armed Police this may be waived if sufficient recruits holding this qualification are not available; but even in the case of Armed Police literacy must be insisted upon.

Physical Measurements

308. The present standards are (1) that the chest should not be less than 32" and (2) that height should not be less than 5'-6" except in the case of hillmen for whom it may be 5'-4". We consider these standards quite suitable. We would, however, like to suggest that, as far as possible, tall and well-built men should be enlisted in the Police as constables as physical appearance and personality are important factors for the efficient discharge of the duties of constables.

Publicity

309. We consider it most important that full publicity as regards the time and place of selection and the qualifications required should be given through tahsils, schools, colleges, panchayats, etc. before recruitment is started by the Superintendent of Police so that all those who are interested might turn up for enlistment.

Head Constables

310. In all branches of the force appointment to the rank of head constable is made by promotion and not by direct recruitment. The duties of head constables are such that it is essential for them to have actual working experience as constables before they can be really efficient as head constables. We agree that there should be no direct recruitment to the rank of head constables.

Head Constables, Civil Police

311. In the Civil Police preliminary selection is made on the basis of a Provincial Promotion Examination which is held every year. Constables who qualify at this examination are sent for a course of training at the Police Training School, Sitapur, and only those who pass there are eligible for appointment to the rank of head constable in the Civil Police. This system appears to be quite suitable as promotion is made to depend on merit. The syllabus for the Provincial Promotion Examination and the course of training at the Police Training School, Sitapur, have been dealt with in a later chapter on "Education and Training."

Promotion of Unqualified men to cease

312. Under the present rules there is a provision for promotion of Civil Police constables who are good in detective work but who are not able to qualify at the Provincial Promotion Examination either because they are illiterate or because they are unable to reach the high standard set for that examination. As in future only literate constables will be recruited many of whom will be Hindi Middle passed, there should be no question of promoting constables who are unable to pass the Qualifying Examination and the Course of Training at Sitapur.

Head Constables, Armed Police

313. Under the present system the preliminary selection of constables for promotion to the rank of head constable in the Armed Police is made by Superintendents of Police and Deputy Inspectors-General of Police. These officers hold such tests as they consider necessary to assess the suitability of the candidates for promotion. Their record of service is also taken into consideration. Those who are selected are sent for a course of training at the Police Training School, Sitapur, and only those who qualify there are eligible for promotion to the rank of head constable in the Armed Police. In our opinion no change is required in the existing system. On the necessity for the revision of the course of training at the Police Training School Sitapur, we have commented elsewhere.

Sub-Inspectors, Civil Police

314. Appointment to the rank of Sub-Inspectors, Civil Police, is made partly by promotion and partly by direct recruitment. Under the old rules nominations were made by District Magistrates and

Superintendents of Police and selections by Divisional Selection Committees composed of the Commissioner, the Deputy Inspector-General of the Range, one District Magistrate and one Superintendent of Police. On examination we were not satisfied with this system. We wished to associate non-official opinion with these selections and to have psychiatrists or educationists on the Provincial Selection Committee for Civil Police Sub-Inspectors. We also suggested that the minimum educational qualification for candidates should be Intermediate standard.

Revised rules

315. In accordance with these ideas we prepared a fresh set of rules for selection of candidates for training as Sub-Inspectors at the Police Training College, Moradabad, and sent a copy thereof to Government on 29th June, 1947. We note that, with some slight modifications, Government have accepted our proposals and the selection of candidates in 1947 was made on the basis of the revised rules (Appendix "K"). The Committee would, in this connection, like to emphasise that no exemptions should be granted from conditions laid down in the rules relating to recruitment and promotion. This applies not only to the selection of cadets for the Police Training College, Moradabad, but also to the selection of recruits in other ranks.

Sub-Inspectors, Armed police

316. Appointment to the rank of Sub-Inspectors, Armed Police, is made entirely by promotion and no direct recruitment is made to this rank. At present promotion to the rank of Sub-Inspectors, Armed Police, is made by Deputy Inspectors-General of Police on the recommendation of Superintendents of Police. They hold such tests as they consider necessary before approving nominees for promotion. We think this system suitable in the case of Armed Police and it might continue

Inspectors

317. Appointment to the rank of Inspectors is made entirely by promotion and not by direct recruitment. There are five categories of Inspectors:

- (1) Prosecuting Inspectors.
- (2) Circle Inspectors.
- (3) Inspectors in the Criminal Investigation Department.
- (4) Inspectors in the Government Railway Police.
- (5) Reserve Inspectors.

318. In the case of the first four categories, nominations are made by Superintendents of Police and Section Officers. The Deputy Inspectors-General concerned make selections from amongst these nominees and bring on approved lists, for officiating promotion, the names of those considered suitable by them. Inspectors on this list are given promotion in officiating vacancies as and when they occur.

Provincial Committee for permanent promotion

319. For permanent promotion in these categories, the Inspector-General convenes a committee annually to select candidates for promotion to the rank of permanent Inspectors. He also determines the number of such promotions each year. Those selected in this way are brought on to the provincial Approved Lists for permanent promotion as and when vacancies occur.

Selection of reserve Inspectors

320. The procedure in regard to the selection of officers for promotion as Reserve Inspector is quite different from the above. Formerly, Sergeants, who were either Europeans or Anglo-Indians, were promoted to the rank of Reserve Inspector. Later, in 1924, Government sanctioned a scheme for the appointment of 20 Indian Officers as Reserve Inspectors, but all the 20 posts meant for Indian Officers were never filled up and only 14 Indian Officers were appointed as Reserve Inspectors. This question was considered in detail in 1946 and, as a result of a recommendation sent to Government by the Inspector-General in that year, Government approved that :

(a) Half of the posts of Reserve Inspectors should be filled by Sub-Inspectors and half by Sergeants.

(b) This should continue until all Sergeants approved for appointment as Reserve Inspector have been appointed as such.

(c) Thereafter reservation of vacancies for Sergeants should cease and promotion to the rank of Reserve Inspector should be made by selection from amongst Sergeants who will be appointed from amongst Sub-Inspectors.

(d) Direct appointment to the rank of Sergeant should be stopped and vacancies of Sergeants should be filled up by selected Sub-Inspectors.

Recent proposals

321. The position changed somewhat when the United Provinces Pay Committee brought the pays of Sergeants and Sub-Inspectors into one scale and also suggested that the rank of Sergeant be abolished. From April 1, 1947 there has been no recruitment in the rank of Sergeant. A formal proposal has now been sent up by the Inspector-General of Police to Government suggesting that the nomenclature "Sergeants" should be substituted by "Reserve Sub-Inspectors". Along with this proposal Government have also been requested by the Inspector-General to sanction the following rules for promotion to the rank of Reserve Inspector :

(a) A Superintendent of Police may recommend an English-knowing Sub-Inspector of any branch, including a probationary Sub-Inspector who has been specially recommended by the Principal, Police Training College, as likely to be fit for Reserve Inspector, for training for the rank of Reserve Inspector. If the Range Deputy Inspector-General of Police approves of the recommendation, the Sub-Inspector will then undergo such a course of training as the Deputy Inspector-General Headquarters may prescribe.

(b) On the successful conclusion of this course of training Sub-Inspectors will be placed on a Range List awaiting appointment as Reserve Sub-Inspectors.

(c) Once a year the Inspector-General will convene a committee to select from Range Lists a certain number for inclusion in the Provincial list of Sub-Inspectors approved for appointment to the post of Reserve Sub-Inspectors. Seniority will be determined by the date of selection for inclusion in the Provincial List. Relative seniority for those selected on the

same date will be determined by the date of appointment to the Police Force as Sub-Inspector.

(d) Promotion to the rank of Reserve Inspector will be made by the Deputy Inspector-General Headquarters by seniority from the list provided that—

(i) an undeserving officer may be passed over or a particularly good officer promoted out of his turn, and

(ii) temporary vacancies not exceeding four months in duration may be filled by the Deputy Inspector-General of the Range, by promoting, irrespective of seniority, an officer in the district or Range concerned whose name is on the list or, when there is no such officer available, by promoting a Sub-Inspector whose name is not on the approved list.

(e) The Deputy Inspector-General Headquarters may at any time order the removal of any name from the list, if, in his opinion, the officer has proved himself unfit for retention thereon. Such order of removal will be final, notwithstanding anything contained in paragraph 508, Police Regulations.

322. In fact the present system of selection for all branches implies that the selection is made on a district and Range basis so far as officiating promotions are concerned and for permanent promotions there is a Provincial Selection Committee which makes final recommendations after interviewing the various officers recommended by Districts and Ranges.

Present Procedure considered satisfactory

323. We consider that the present rules applicable in the case of the Civil Police, the Prosecution Branch, the Criminal Investigation Department and the Railway Police and the proposed rules recently submitted by the Inspector-General to Government concerning promotion to the rank of Reserve Inspector leave much to be desired. We would suggest that the rules should be modified as indicated below :

(1) All those Sub-Inspectors who are nominated by Superintendents of Police or Section Officers will be considered by the Provincial Selection Committee and the Deputy Inspectors-General will only be entitled to express their opinion but not to stop anyone, thus recommended, from appearing before the Provincial Selection Committee.

(2) Officers selected for promotion to the rank of Inspectors must undergo a course of special training for six months at the Police Training College, Moradabad. At the end of this course of training, there should be an examination in which the minimum pass marks in each individual paper should be 50 per cent. and the minimum pass marks in aggregate should be 60 per cent. The syllabus for this special course of training should be drawn up by the Deputy Inspector-General, Education and Training. In no case will any trainee be permitted more than two chances to appear at this examination.

Assistant Reserve Inspectors

324. In the proposals recently sent up by the Inspector-General to Government about Reserve Inspectors, there is a suggestion that the rank of Sergeant should be abolished and that the rank of Reserve Sub-Inspector should be created. We agree that the rank of Sergeant be abolished but we think that the designation of Reserve Sub-Inspector is most unsuitable and we suggest that instead of Reserve Sub-Inspector a new rank of Assistant Reserve Inspector should be created. Officers who have been finally approved for promotion as Reserve Inspectors and who have successfully completed their course of training will be eligible to be appointed as Assistant Reserve Inspectors. This rank will however not carry any special emoluments.

SECTION III*Recruitment of Gazetted Officers***Introductory**

325. Until 1860 the gazetted officers of the Police were seconded from the East India Company. The Stuart Committee of 1860 made suggestions for the appointment of Senior Grade Police Officers by the Lieutenant Governors of that time. After training these officers were appointed as Assistant Superintendents of Police. This system of recruitment of superior officers continued for 30 years when the system of holding a competitive examination in England was started. The cadre of superior officers came to be known as the Indian (Imperial) Police. The Indian Police Commission of 1902-03 recommended the continuance of the Competitive Examination but suggested that, after selection, candidates should be attached to some English University for two years for a special course of study and that thereafter they should undergo training in Police work for one year at the Provincial Police Training Colleges in India. Their recommendation about two years training at a University in England does not appear to have been accepted.

326. The Indian Police Commission also recommended that there should be a Provincial cadre of gazetted officers recruited entirely in India. They suggested that half the appointments in this cadre should be made by promotion and half by direct recruitment.

327. After the War of 1914—18 Indianization of the superior Police services was conceded and a competitive examination for admission to the Indian Police was also started in India, beginning from the year 1921. It was also then agreed that 20 per cent. of the superior posts in the Indian Police should be thrown open to be filled up by promotion from amongst Deputy Superintendents of Police. All appointments to the Indian Police were, however, made by the Secretary of State for India.

All-India Police Service

328. In 1946 it was decided that foreign recruitment to the Indian Police should be totally stopped. From 15th of August, 1947, on the attainment of Dominion Status by India, the Indian Police as such has been disbanded and a new service called the "All-India Police Service"

has been started. Appointments to this service are at present made by the Government of India on the results of a competitive examination held in India by the Federal Public Service Commission. Whether any Deputy Superintendents of Police will now be eligible for promotion to the All-India Police Service is not yet definite. As the rules have not yet been framed by the Government of India we are not in a position to express any opinion on the subject.

Provincial Police Service

329. Appointment to the Provincial Police Service is still made by promotion as well as by direct recruitment in the proportion of half and half. Direct appointment is made on the results of a competitive examination conducted by the United Provinces Public Service Commission. Appointment by promotion is made on the recommendation of a committee consisting of the Chief Secretary, Inspector-General of Police and one Deputy Inspector-General of Police provided the recommendations secure the concurrence of the Provincial Public Service Commission.

330. We consider the present system quite suitable for appointment to the Provincial Police Service. The only suggestion which we have to make in this connection is that there should be a course of training at the Police Training College for all those Inspectors who are selected for promotion to the rank of Deputy Superintendent of Police. There is a course of training for directly-recruited Deputy Superintendents of Police and we think that an amended course is necessary for promoted Deputy Superintendents of Police also. They must qualify at an examination in which the minimum pass marks in each individual paper should be 50 per cent. and the minimum pass marks in aggregate should be 60 per cent. The syllabus for this special course of training should be drawn up by the Deputy Inspector-General, Education and Training. In no case will any trainee be permitted more than two chances to appear at this examination.

SECTION IV

Recruitment to Technical and Specialized Branches

331. As detailed recommendation in regard to recruitment to Technical and Specialized Branches will be found in the chapters dealing with Technical and Specialized Branches, it is not proposed to deal with the subject at length here.

CHAPTER XIX

EDUCATION AND TRAINING

SECTION I

General

Introductory

332. The importance of adequate training and proper education of police officers and men cannot be overemphasised. Police work is now so intricate and of such a specialised nature that, without adequate training, it is not possible to expect efficiency and reliability. It might

be of interest to note that, in 1947, 23,148 head constables and constables were literate, 19,029 illiterate, 4,394 Middle passed and 475 High School passed. Attention seems to have been drawn for the first time to this matter by the Indian Police Commission of 1902-03, which suggested that in each province a Police Training School should be established for the training of gazetted officers and Sub-Inspectors of Police. It also recommended that, for the training of recruit-constables, there should be "Central Schools, each placed at a town accessible to several districts, which would be grouped round it either as belonging to the same division, as speaking the same language, or for some other reason of administrative convenience." Only the first part of their recommendation appears to have been accepted in the United Provinces as effect was not given to their suggestion for the establishment of Central Training Institutions for constables. Until 1940 the position was that there was a Provincial Police Training College at Moradabad for the training of gazetted officers and Sub-Inspectors and the training of constable-recruits was carried out locally in each district Police Lines. No course of instruction was prescribed for head constables. In 1941 a Police Training School was started at Sitapur for the training of potential head constables. In the same year Range Training Centres were also started for the training of recruit-constables. At present we have a Police Training College at Moradabad, a Police Training School at Sitapur and a Range Training Centre in every Range. Besides, recruit-constables are also trained in districts if they are over and above the capacity of Range Training Centres.

333. The present system thus provides for the training of recruit constables, of those considered suitable for promotion as head constables, of Sub-Inspectors and directly recruited gazetted officers. So far as it goes the system is based on sound lines but improvements are possible in several directions about which we shall have more to say later. The detailed syllabus for the various courses and examinations will be drawn up by the Deputy Inspector-General, Education and Training, but we would like to suggest that both for Police Training School and Police Training College, Indian History, Geography and Elementary Civics should be included in the syllabus. Elementary Psychology including Psychopathology and Physiology should also form part of the syllabus at the Police Training College.

Centralization of Police Training Institutions

334. Under this system officers of and above the rank of Sub-Inspector are trained at Moradabad, head constables are trained at Sitapur and constable recruits are trained in the Range Training Centres or districts. Training Centres for separate ranks have their advantages. From the disciplinary point of view it is better for officers to be trained separately from the men. The training of officers has to be of a different standard from that of subordinate ranks. The type and quality of the trainees is different and better arrangements are possible if trainees of different classes are not mixed up. We have considered the question as to whether all Police Training Institutions could be centralized. We have come to the conclusion that centralization is neither feasible nor desirable and that the present system of

training whereby officers of and above the rank of Sub-Inspector are trained at Moradabad, head constables at Sitapur and recruit-constables in Special Training Centres should continue.

Teaching and Instructional Staff

335. There are no definite rules at present laid down for the selection or appointment of teachers or instructors for the various Police Training Institutions. Selections are made on the basis of personal knowledge, suitability or availability. Apart from gazetted officers, 4 Prosecuting Inspectors, 3 Circle Inspectors, 20 Sub-Inspectors, 291 head constables and 41 constables are employed on Instructional work. In many cases unsuitable personnel is drafted to training institutions. They are changed when it is found that they are not good enough for training purposes, but, during the time they are at the training institutions, the training does suffer. There is a strong departmental opinion amongst police officers that a separate educational cadre should be established. It is suggested that suitable officers and men should be drafted to this cadre within which there should be ample scope for promotion. We have considered this matter in detail and we are not in favour of the creation of a separate educational cadre. It is of the utmost importance in the training of police officers and men that the teachers should be drawn from amongst the serving officers so that the students can derive benefit from the practical experiences of the teachers. If a separate educational cadre is created, the members thereof will have very little practical experience and will thus not be as good teachers and instructors in practical police work as those who are taken periodically from the general police force. There must be constant change of personnel. We are therefore of the opinion that teachers and instructors for the various police training institutions should be drawn from the force and should be employed on teaching work for periods ranging from 3 to 5 years.

336. Formerly Sub-Inspectors and head constables were deputed to Police Lines for training recruits. Very often inefficient officers were deputed for this purpose with the result that this system proved most unsatisfactory.

Lines School Teachers

337. In 1917 Sir William Marris initiated a plan of replacing all Sub-Inspector and head constable teachers in Lines' schools by District Board teachers selected by the Education Department. Twelve such teachers were sanctioned by Government in 1919 on salaries ranging from Rs.20 to Rs.25 per mensem as language instructors. In 1920-21 their pay was raised to Rs. 35, Rs. 40 as part of the general post-war revision of pay scales. This was sanctioned by Government as an experimental measure and, in 1924, the scheme was extended by taking in 111 more District Board teachers. The total number of 123 was completed in 1926. Of these 54 were on Rs.40 per mensem and 69 on Rs.35 per mensem. In 1940 Government was approached with the request that a time scale of pay of Rs.30—2½-55 should be sanctioned or all the 123 teachers. This proposal was not accepted. In the same

year the number of teachers was reduced from 123 to 101. After considering the recommendations of the Pay Committee Government sanctioned the scale of Rs.35—2—45—E.B.—3—60 for Lines School teachers with effect from 1st April, 1947.

338. The work of the District Board School teachers was generally far from satisfactory. Departmental opinion was against their employment and pressed for the creation of a Police Educational Cadre. This was not accepted by Government but the fresh enlistment of District Board Teachers was stopped. Their number is now decreasing and there are only 94 left. Eleven of these are holding the newly created posts of Sub-Inspector Teachers which were sanctioned by Government on the proposals of the Inspector-General three or four years ago. We agree that, in future, no teachers should be taken from the primary schools for Police institutions. We have already noted that the Police Training Staff should be drawn from amongst Police officers.

339. The Lines School Teachers sent a representation to us asking for an increase in their scales of pay. The matter was referred to Government and a reply was received that, as the Lines School Teachers have now been put on a new scale of Rs.35—2—45—E.B.—3—60, Government consider that there is no case for a further increase and that the posts cannot be equated with those in the clerical cadre. We have considered this matter after receipt of Government reply and, in view of the fact that 11 District Board Teachers have received promotion as Sub-Inspectors and are drawing pay in the Sub-Inspectors scale, we feel that there is no need to pursue the matter further.

Pay and Allowances of Educational Staff and Instructors

340. After full discussion we have come to the conclusion that members of the teaching staff belonging to the Police Force should draw their rank pay plus such suitable allowances as may be considered equitable.

Deputy Inspector-General Training and Education

341. We visited the Police Training College, Moradabad, and also the Police Training School at Sitapur. The Chairman and a few members have also visited the Range Training Centres. As a result of these visits and enquiries made on the spot we have come to the conclusion that there is much scope for improvement in the system of training and also in the courses of instruction. We suggest that instructional pamphlets and training manuals should immediately be revised. We also suggest the introduction of some new courses for gazetted officers and Inspectors. We feel therefore that there is a definite need for the appointment of a senior officer of the rank of Deputy Inspector-General to undertake proper organisation and reorientation of the training of the force and for supervision and coordination of the work in various Training Centres. We think that the designation of the officer who holds this post should be Deputy Inspector-General Education and Training.

SECTION II*The Police Training College, Moradabad***Introductory**

342. As a result of the recommendations of the Indian Police Commission of 1902-03, a Police Training School was established at Moradabad. In 1906, the United Provinces Government appointed a Committee which made detailed recommendations on the training to be imparted at the Police Training School, Moradabad. In course of time some other training courses for subordinate ranks were also started at Moradabad.

Police Training School Committee of 1934

343. In 1934, another Committee called the Police Training School Committee was appointed. It made some important recommendations, one of which was that the training institution at Moradabad should be designated the "United Provinces Police Training College" and that there should be another training institution called the "United Provinces Police Training School". It suggested that the Police Training College, Moradabad, should be exclusively for the training of officers, of and above the rank of Sub-Inspector, and that the new Police Training School should be for the training of ranks below that of Sub-Inspector. Effect was given to this recommendation after 1940.

Police Degree College not feasible

344. A suggestion has been made that the Police Training College should be raised to the status of a Degree College. The idea is that a 3 years course should be prescribed and the College should be open to all. From amongst those who pass, selections should be made for appointment in the police. After considerable discussion we have come to the conclusion that there are no advantages in adopting this suggestion. Those who pass from this College and are not lucky enough to get employment in the Police will have to hunt for a job after leaving the College. Their training and education at the Police Training College will not be of much help to them in other walks of life. In our opinion the function of the Police Training College is to impart training and instruction only to as many officers as can be absorbed in the Police plus a few extra to cover failures. We are not, therefore, in favour of raising the Police Training College to the status of a Degree College.

Training of Gazetted Officers

345. At present only directly recruited gazetted officers are given training at the Police Training College, Moradabad. The duration of the course is 16 months, of which 2 months are spent in districts on practical training. This is all right so far as it goes. But we consider it essential that promoted gazetted officers should also attend a course of training at the Police Training College, Moradabad. A special course will, of course, have to be designed and we suggest that this should be done by the Deputy Inspector-General, Education and Training.

Training of Inspectors

346. At present there is no course of instruction prescribed for officers approved for promotion to the rank of Inspector. In our opinion it is essential that there should be such a course of training and we suggest that it should be started in future.

Training of Sub-Inspectors

347. The course of instruction for Sub-Inspectors lasts for 12 months. This course is exactly the same for both directly recruited as well as promoted Sub-Inspectors. We therefore suggest that the course for promoted Sub-Inspectors should be curtailed.

Public Cadets

348. We do not entirely agree with the present system of training of directly recruited Sub-Inspectors under which they do one year at the Police Training College and a two years' probation in districts. We think that they require a second course at the Police Training College after having some experience of district work. It is only after they realise in actual practice the difficulties of police work that they can appreciate and assimilate any advanced instruction in practical police work. This second course should include training in scientific methods of investigation. It should also include advanced training in the different branches of Police work-e. g. Investigation, Prosecution and Reserve Lines. We suggest that all directly recruited Sub-Inspectors should do one year at the Police Training College (the preliminary course), then do one year of practical training in districts and return to the Police Training College for a further course of training for 6 months (the final course). In this final course they should be given specialised training in the work of the branch or branches for which they possess special aptitude. The period of 18 months from the date on which they join districts after the preliminary course will be treated as being on probation. We suggest that during the preliminary course of 12 months at the Police Training College, every cadet should get Rs.70 per mensem as pay. For the 18 months of their probation (including 6 months of the final course) we recommend that they should be paid Rs.100 per mensem. When they are confirmed as Sub-Inspectors, they should start on Rs.120 per mensem in the time scale of pay applicable to Sub-Inspectors. The entire course of 2½ years should count as training period and reserves should be provided on this basis. Cadets should be confirmed if found fit as soon as they pass out finally from the Police Training College i.e. after the final course.

Promoted Cadets

349. As already noted we think that the period of training of promoted cadets can be curtailed. Without going into details it is not possible to say what period out of 2½ years training now suggested for public cadets can be curtailed for promoted cadets. Moreover, it might be necessary to change the period in the light of experience and requirements. Therefore we leave the details to be worked out by the Deputy Inspector-General, Education and Training. But we would like to stress the point that, whatever be the detailed programme of training of promoted cadets, they must do the full six months final course along with the public cadets.

Seniority

350. There may be some difficulty in the matter of determining the seniority of directly recruited Sub-Inspectors vis-a-vis the promoted Sub-Inspectors. To get over this difficulty it is suggested that the seniority of both the directly recruited and the promoted Sub-Inspectors should be determined according to the passing out list after the final course which must be attended fully both by promoted as well as directly recruited cadets.

Training of Sub-Inspectors, Armed Police

351. For the last 2 or 3 years a special course has been arranged for the training of Armed Police Sub-Inspectors. Previously there was no course prescribed for them. Appointment to the rank of Sub-Inspector in the Armed Police is made only by promotion. We agree that there should be a course of training for Armed Police Sub-Inspectors at the Police Training College, Moradabad but we think that the period of training for them can be reduced from 9 to 7 months.

Refresher and Advanced Courses

352. It is, in our opinion, of primary importance that police officers, of and above the rank of Sub-Inspector, should be required to attend refresher or advanced courses of training at the Police Training College at suitable intervals. These courses should be arranged in special subjects. They need not be of more than two months duration and we think that the Principal and his permanent staff should be able to conduct them without requiring additional teachers and instructors. The Deputy Inspector-General, Education and Training, will have to organize these courses and, in the case of Gazetted Officers, will also have to supervise them.

SECTION III

The Police Training School, Sitapur

Full time Superintendent of Police for the Police Training School, Sitapur

353. Although the creation of a Police Training School for Under-Officers was suggested as far back as 1934, it was not started until 1941. It has been in existence since then. Separate courses are run at this school for the Civil Police and the Armed Police. The method of selecting candidates for training at this school has already been dealt with in the last chapter. Apart from the courses for potential Head Constables of Armed Police and Civil Police some miscellaneous courses are also conducted at this school, -e. g. Physical Training courses for instructors, shadow orderly courses, buglers' courses, courses for musketry instructors etc. The Principal of this School will also be the Commandant of the Provincial Armed Constabulary reserve at Sitapur.

Training of Head Constables

354. Upto 1940 there was no special course of training prescribed for head constables of the Civil Police. They had merely to pass a Provincial Promotion Examination. Since 1941 a special course of training has been prescribed for them at the Police Training School,

Sitapur. The head constable holds an important position in the Police force and much of the efficiency of the lower ranks depends upon him. We consider it most essential that there should be a special course of training for him. The present system of having a course at Sitapur is satisfactory and we agree that it should continue.

355. In the case of Armed Police Head Constables a course of training with Army Regiments was prescribed prior to 1941. Since that year courses of instruction have been started for them also at the Police Training School, Sitapur.

Provincial Qualifying Examination

356. At present a Provincial Qualifying Examination is held for admission to the Police Training School for the Civil Police course. The examination includes papers on Urdu, Hindi, Roman, English dictation, Law and Procedure, Police Rules and general and practical knowledge. The written examination is followed by a test in leadership. Marks are also given for general record. We agree that there should be such an examination but would suggest that in future there is no need to have papers on Urdu or on Roman or English. In their place, there should be one paper on Hindi language including essay and Hindi composition. We would also suggest that it should be compulsory for all those taking the Provincial Qualifying Examination to write their answers in the Devanagari script. We would also suggest that Elementary Civics, Indian History and Geography should form part of the syllabus.

SECTION IV

Training of Recruit-Constables

Lines Schools

357. As noted previously, the training of recruit-constables was conducted formerly in the District Police Lines. It is difficult to trace the origin of the Lines Schools but probably they were started along with the Police force itself. In any case, they were in existence in 1902 when the Indian Police Commission examined this matter. Under this system each district trains its own recruits locally. The Indian Police Commission did not consider this system satisfactory and recommended the establishment of Central Training Schools but as already noted this recommendation was not given effect to at that time. The Civil Police Committee of 1919 also made a similar recommendation but that too met with no better fate.

Group Training Centres

358. For the first time an attempt was made in 1936 to establish Central Training Schools for recruit-constables. In the 9 big cities of the province Group training centres were established to which recruit-constables were sent from the neighbouring districts for training. These training centres did not prove successful for various reasons. They were situated in big cities where the Superintendents of Police were so busy with administrative matters that they could ill-afford time to look after these training institutions. There

was also difficulty in those big cities of residential accommodation and training grounds. Supervision by administrative officers was not adequate as each centre catered for more than one range.

Range Training Centres

359. When the war started, the number of recruits to be trained was so large that it was found difficult to confine the training of the recruits only to these Group training centres. The recruits had therefore to be trained in the districts of their enlistment also. But the standard of training in districts was found to be low and unsatisfactory and it was considered essential to revert to the system of Central Training Schools. The disadvantages of Group training centres were sought to be removed by having these schools in small districts at the scale of one for each Range. In 1942 Range Training Centres were established at Muzaffarnagar, Fatehgarh, Gonda, Shahjahanpur and Ghazipur. Provision was made for the training of 200 recruits at each one of these Recruits Training Centres. Literate and better class of recruits were sent to these institutions for training. Other recruits were trained in the districts of their enlistment.

360. There are distinct advantages in having centralised Training Centres for recruit constables. We do not agree, however, that these centres should be selected on the basis of one for each Range. In our opinion 5 centres are not sufficient. The selection should be based on considerations of suitability of location and the availability of accommodation. There will be about 3,000 recruit constables to be trained annually in future and we think that it might be possible to divide them conveniently in 12 centres for purposes of training. We would, however, like to make it clear that when these 12 centres have been established and when they are fully working, no recruit constables should be trained in District Police Lines. We think that it should be possible for the local Superintendent of Police to supervise the training of recruit constables at these 12 centres if an additional Assistant Superintendent of Police or Deputy Superintendent of Police is given to help them in the training of recruits. Officers posted to these centres should be carefully selected.

Literacy Test

361. At present there is a literacy test for constables. Those who pass this examination are given "A" class allowance of Rs.3 per mensem. In view of our recommendation that, in future, only literate recruits should be taken in the police, there is no need to have a literacy test; nor should there be any literacy allowance or "A" class allowance. Those who are already in receipt of "A" class allowance should, however, continue to receive it in future also. As noted previously, the percentage of literate constables is small, those knowing Hindi is even smaller. To encourage literacy in Hindi amongst those already in service who are illiterate we propose the grant of cash rewards to those who pass the prescribed examination in Hindi. The standard of the test should be high. The cash reward will be of Rs.50. This reward for Hindi will not be admissible to new entrants as they will be literate.

Knowledge of Languages

362. We think that it would be useful for police officers and men to know (in addition to Hindi), Urdu, Bengali, Marathi, Gujrati or English. We suggest that a cash reward of Rs.50 should be given to those officers and men who pass the prescribed examination in any of these languages. The reward of Rs.50 will be given for each language separately. The language examination will be central and will be conducted by the Department. Persons who have already passed an examination with any of the above subjects will not be eligible to appear for the language examinations.

SECTION V

Training of Specialist Cadres

Specialised Training

363. Different branches of police work require different types of training. Instructors have to be given advanced and concentrated training in their particular branch ; for prosecution branch the training must differ from that for the Armed Police or the Civil Police ; Traffic Police will require its own distinctive training. Apart from general training it is essential to organise specialised training for different branches of the force. These must continue to be arranged in future and the Deputy Inspector-General, Education and Training, should work out the details and lay down the syllabus for the various specialised courses.

Training in Scientific Methods

364. It is most essential, in our opinion, to impart training in Scientific methods of investigation. We think that this training should be given to cadets during their final course at the Police Training College. For this purpose it will be necessary to locate the Police Scientific Section and the Finger Print Bureau at Moradabad. The present "Scientific" classes in Allahabad should be discontinued. We also think that it would be useful to give to head constables and constables, while they are under training, a general outline of the Scientific aids which are available to the police in the detection of crime. They should also be told of the clues which they should look for and preserve. In this connection we would like to state that the public will also have to be educated. It will be useless to train our Investigating Officers in Scientific methods if the clues on which they can work are obliterated due to the ignorance of the people. It might be possible to do this by showing slides and by delivering popular lectures.

SECTION VI

Miscellaneous

365. In addition to what has been said above, the Committee would like to draw particular attention to the following points which, in our opinion, deserve serious consideration :

- (i) The Military barracks in the Rehabilitation Centre at Moradabad should be secured by Government for the Police Training College to provide additional accommodation for expansion schemes. A recommendation to this effect was sent to Government by the Committee on April 17, 1947.

(ii) The possibility of opening dairies for the supply of good milk to the trainees at the Police Training College, Moradabad and the Police Training School, Sitapur may be examined by Government.

(iii) Swimming should be an essential part of the training at the Police Training College, Moradabad, the Police Training School, Sitapur and the Recruit Training Centres.

CHAPTER XX

CONDITIONS OF SERVICE

SECTION 1

Pay and Allowances

Pay of Subordinate Staff

366. In view of the fact that revised scales of pay were introduced from April 1, 1947, on the recommendations of the United Provinces Pay Committee, we have not considered this question in detail. We must, however, note that in the past the police have not been well-paid. Prior to the recommendations of the Indian Police Commission of 1902-03, constables were paid Rs. 5 or Rs. 6 per mensem. The Indian Police Commission recommended that no constable should get less than Rs. 8 per mensem. In the United Provinces this recommendation does not appear to have been given effect to as, even in 1910, the minimum pay of various ranks was as follows :—

(1) Constable	...	...	...	Rs. 7 per mensem.
(2) Head Constable	...	...	...	„ 10 ditto
(3) Sub-Inspector	...	...	...	„ 50 ditto
(4) Inspector	...	...	...	„ 150 ditto

The present scales of pay are as follows :—

(1) Constable	...	...	From Rs. 30 to Rs. 45 per mensem.
(2) Head Constable	...	„ „	50 „ „ 65 ditto
(3) Sub-Inspector	...	„ „	120 „ „ 200 ditto
(4) Inspector	...	„ „	200 „ „ 400 ditto

A statement showing the scales of pay sanctioned from time to time is attached as Appendix "L".

Special Pays and Allowances

367. We find that there are various categories of special pays and allowances sanctioned for police officers and men. Perhaps the reason for this may be found in the low pay of the police. We have examined the necessity for continuing these special pays and allowances and we have the following suggestions to make.

Criminal Investigation Department Allowances

368. We find that there are certain anomalies in the allowances paid to Inspectors and Sub-Inspectors in the Criminal Investigation Department. For doing similar kind of work, some officers are paid a higher rate of allowance than others. We are against any discrimination in the matter of allowances for officers holding same rank within

the Criminal Investigation Department. We recommend that in the Criminal Investigation Department all Inspectors should get a special allowance of Rs. 70 per mensem and all Sub-Inspectors a similar allowance of Rs. 40 per mensem. For Sub-Inspectors of the District Intelligence Staff we suggest that the allowance should range between Rs. 20 and Rs. 40 per mensem according to the volume of work and importance of the district concerned.

Plain Clothes Allowance

369. Head constables and constables who are on plain clothes duty use their own clothes even while they are on duty. We are of opinion that all head constables and constables working in the Criminal Investigation Department or in the District Intelligence Staff on plain clothes duty should be given Rs. 2 per mensem as clothing allowance.

Special pay for Instructors and Teachers of Training Institutions

370. There are anomalies in the rates of special pays sanctioned for Instructors and Teachers in Training Institutions. There appears to be no principle on which these special pays have been fixed. Shri Venkatesh Narayan Tivary feels that there is no need for giving any special pays to Teachers and Instructors in Training Institutions. Other members are of the opinion that special pays should be given. They think that the work of the Teachers and the Instructors is of a more responsible nature and that special pays should be given to attract suitable personnel. Proper training plays an important part in shaping a policeman and it is of importance to get the right type of men to work as Teachers and Instructors. The following scales of allowances are suggested:

	Police Training College	Police Training School	Training Centres for Recruit Constables
	Rs.	Rs.	Rs.
Senior Inspector	20	15	15
Other Inspectors	15	..	..
Sub-Inspectors	15	12	12
Head Physical Training Instructors	12	10	10
Head Constable Instructors ..	10	8	8

371. These scales are subject to the proviso that Prosecuting Officers to be recruited under the new scheme proposed by us should not be given any special pay if they are posted to training institutions as they will already be in receipt of special pays as members of the Prosecution Branch.

372. We find that head constables are being employed as Sub-Inspectors for instructional purposes at the Police Training College, Moradabad. We think that, when special pays are sanctioned as noted above, head constables should not be given promotion as sub-inspectors when working as instructors at the Police Training College.

City Allowance

373. At present a "City allowance" is paid to all head constables and constables posted to cities and towns with a population of more than 30,000. This is in the nature of a "Compensatory allowance". Its rate varies from city to city and is based on its importance and on the cost of living. The rates fixed at present are Rs. 6, Rs. 4 and Rs. 2 per mensem for head constables and Rs. 3, Rs. 2 and Re. 1 per mensem for constables. The city allowance is paid at present in 27 cities and towns of the province. We think that this is necessary and that it should continue.

SECTION II

Travelling and Conveyance Allowances

Travelling Allowance

374. We find that in the matter of travelling allowance subordinate police officers have been treated rather unfairly. The rates for journeys within the district are very low. This leads to abuse and is one of the reasons why subordinate police officers sometimes try to secure free rides in conveyances. We also find that there is discrimination between the rates of travelling allowances admissible to subordinate police officers and the rates admissible to other government servants of the same class. In many cases for the same journeys the police officers get less than other government servants of equal status. We can find no justification for this discrimination. We recommend that travelling allowance rules for subordinate police officers should be revised, where necessary, so as to ensure that they are treated, for purposes of travelling allowance, as other government servants of the same class. Apart from making this general recommendation, we have the following specific suggestions to make.

(a) We think that the definition of the word "Jurisdiction" should be revised as follows :

"In the case of police officers attached to a police station, the police circle, and, in the case of an officer not attached to a police station, a radius of 5 miles from headquarters".

(b) The word "journey" should mean :

"A journey of which the most distant point is more than 5 miles from the point of commencement".

(c) When constables go on transfer, they should get travelling allowance at ordinary rates for every member of their family. The term "family" will mean as defined in the Financial handbook.

Prescribed Routes

375. Under the present rules subordinate police officers, when travelling by motor bus, are entitled to receive travelling allowance at ordinary rates only if they travel on routes prescribed by Government. This is unfair and is likely to lead to abuse. We think that they should be entitled to receive $1\frac{1}{2}$ motor fare for journeys performed by regular motor bus service on all routes.

Horse Allowance

376. The statement below shows the rates of Horse allowance sanctioned from time to time for Inspectors and Sub-Inspectors :

Year	In hill areas.		In headquarters of districts or cities		In rural areas	
		Rs.		Rs.		Rs.
Prior to 1931	..	30		25		20
In 1931	..	25		20		15
In 1937	..	22-8		18		15
In 1940	..	25		20		17
In 1943	..	35		30		25
At present.	..	35		30		25

377. In 1943 when the cost of grain and fodder went up very high, Government gave a concession by permitting gram, barley and bran to be purchased at concessional rates for horses maintained by those officers who were required to keep them for the efficient performance of their duties. Suggestions were made to us that the present rates of horse allowance are insufficient and that they should be increased. In view of the supply by Government of grain required for horses at especially reduced rates, we think that there is no case at present for increasing the rates of horse allowance. When controls are withdrawn and grains are not supplied at reduced rates, the question of revising the horse allowance might be considered by Government.

Conveyance Allowances

378. At present conveyance allowances are sanctioned for many police officers who are required to perform short journeys frequently for which they are not entitled to travelling allowance. We considered the list of those allowances and we think that changes are necessary as indicated below :

(a) *Inspectors of the Criminal Investigation Department, Anti-Corruption Department and District Intelligence Staff.*

They should be allowed Rs.24 per mensem as conveyance allowance.

(b) *City Inspectors* (if retained) should be sanctioned a conveyance allowance of Rs.25 per mensem for keeping Motor cycles.

(c) The allowances sanctioned for the Cantonment Inspector of Lucknow should be abolished.

(d) *Traffic Inspectors* should be sanctioned Rs.25 per mensem for keeping a motor cycle plus Rs.3 per mensem for keeping a bicycle.

(e) *Traffic Sub-Inspectors* and Head Constables should be given a bicycle allowance of Rs.3 per mensem each.

(f) If the posts of Traffic Inspector at Naini Tal and Dehra Dun are retained, they should get the same allowance as recommended above for Traffic Inspectors, but for 6 months in the year only.

(g) *Prosecuting Inspectors* should be given a sum of Rs.25 per mensem as motor cycle allowance in big cities where distances are large. In other places only a cycle allowance of Rs.3 per mensem should be sanctioned.

(h) The conveyance allowance at present sanctioned for the Quarter Master, Provincial Armed Constabulary, should be abolished.

(i) *City Sub-Inspectors* under the present rules City Sub-Inspectors are entitled to get motor cycle allowance in lieu of horse allowance if they maintain motor cycles and use them on duty. In cities it is useful for Sub-Inspectors to keep motor cycles and the present rules should therefore continue.

379. We would like to make it clear that our recommendations above are based on the assumption that these conveyance allowances will be paid, except for Inspectors of the Criminal Investigation Department, Anti-Corruption Department and District Intelligence Staff, only for the *actual maintenance* of the vehicle for which they are sanctioned.

Bicycle Allowance

380. We recommend that a bicycle allowance of Rs.3 per mensem should be paid to all those subordinate police officers posted in the rural areas who maintain bicycles at their own expense and use them for Government work. We have already suggested the payment of Rs.3 per mensem as bicycle allowance to the newly proposed village constables.

SECTION III

Leave and Pension

Leave

381. Owing to the nature of their duties and the exigencies of of public service, police officers and men are unable to avail themselves of as much leave as they are entitled to under the rules. The leave reserves are inadequate and we have suggested elsewhere that they should be so increased as to enable officers and men to get more leave. It is to be remembered that in most cases the police does not get the benefit of holidays; indeed, very often they have long hours to put in and harder duties to perform during the holidays. The remedy, in our opinion, lies not in changing the leave rules for the police but in providing more reserves as suggested elsewhere.

Length of Postings

382. In the interest of efficiency of work we are of the opinion that police officers and men should not be posted in any one district for more than 10 years. In the Tarai area (including the Tarai and Bhabar estates) which is notoriously unhealthy the period should not exceed 5 years.

Retirement

383. At present the age of superannuation is 55 years and in the interest of efficiency we are opposed to raising it.

384. Under the present rules, non-gazetted police officers can be compulsorily retired after completing 30 years service. We think that this limit is high. At least for the immediate future we consider that, in order

to expedite recruitment of more suitable and better qualified personnel, all police officers and men should be retired compulsorily after 25 years' service on full pension. We understand that Government have recently issued orders under which they can voluntarily retire after 25 years' service. In our view this is not sufficient. We also recommend, in order to help elimination of unsuitable personnel, that officers and men having less than 25 years' service with indifferent records should be compulsorily retired on proportionate pension.

CHAPTER XXI

WELFARE AND AMENITIES

SECTION I

Medical attendance and treatment

Police Hospitals

385. There is a Police Hospital at the headquarters of every district where treatment is given to subordinate police officers and men, both in outdoor and indoor cases. For operations or serious cases, the patients are taken to the district hospitals. We have visited some of the Police Hospitals and we regret to have to note that the existing police hospitals are ill-equipped, poorly staffed and are, in many cases, mere apologies for hospitals.

Separate Police Wards

386. An important question raised before us was whether there should be separate police hospitals in future or whether it would be better to have separate police wards in district hospitals. We have considered the views of police officers as well as doctors, and have come to the conclusion that there should be separate wards for police in district hospitals. Even a moderately equipped hospital is an expensive affair and it is difficult to visualise that there can be more than one well-equipped hospital in every district. For the proper treatment of police officers and men it would be far better to give them separate police wards in district hospitals. We recognise that this will take time as suitable wards will have to be constructed. Until these wards are constructed the Police Lines hospitals will have to be utilised as at present. But in those districts where separate police wards start functioning in district hospitals, the Police Lines hospitals should be converted into Outdoor Dispensaries for police where First Aid should be rendered. All indoor patients should be sent to the separate Police Wards in district hospitals.

Discipline in Hospitals

387. One of the objections raised against the proposal to have police wards in district hospitals is that it would be difficult to exercise proper disciplinary control over the men under treatment there. If there are separate police wards, there should be no difficulty in exercising proper disciplinary control as the Superintendent of Police can make such rules, with the concurrence of the Civil Surgeon, as may be considered necessary to maintain proper discipline.

Police Doctors

388. We understand that only in 15 districts whole-time Police Doctors have been provided. In other districts, the police share a Doctor with the Jail. In these districts the Doctor visits the police hospital for a short time every morning; at other times the compounder is supposed to look after the patients. We consider this arrangement most unsatisfactory and medical opinion also supports our view. We suggest that there should be a separate whole-time Police Doctor in all districts excepting those where detailed examination shows that there is not sufficient work for a separate doctor. Where there is a Police Doctor he must also inspect foodstuff and milk supply in the Police Lines. Our idea is that the Police Doctor should combine in himself both the preventive and curative functions and should also be made responsible for sanitation, health and anti-epidemic work in the Police Lines. We realise that this will involve some extra expenditure, but we feel that, for the better health of police officers and men, this is essential. In fact, we think that the extra expenditure will be more than compensated by the resultant improvement in physical fitness and increase in general efficiency. At present the number of officers and men admitted into hospitals is over 15,000 per annum and the daily average number of men absent from duty on account of sickness is 2.3 per cent. Admissions into hospitals are 37.6 per cent. The need for better medical arrangements is apparent.

Medical Treatment

389. We consider that the medical facilities available to the police are not adequate. To remedy the defects, we make the following suggestions :—

(a) Families of non-gazetted police officers and men should be entitled to free treatment as outdoor patients at the Police Lines hospitals.

(b) Policemen should be entitled to free examination and treatment at all hospitals which are maintained at public expense. All medicines and all specialist treatment considered necessary by the Civil Surgeon should be provided free of cost.

(c) Head constables and constables should be given free diet as prescribed by the doctor, while they are under treatment, as indoor patients in hospitals.

Annual Medical Examination

390. In our opinion annual medical examination of the men is very necessary. The present arrangements for medical examination through the Civil Surgeon who is heavily worked are not satisfactory. The Committee recommends that in future the annual medical examination of the men should be done only by the Police Doctor and the Civil Surgeon may be relieved of the responsibility of examining the men. Serious cases of illness will, of course, be sent to the Police Wards in District Hospitals where they will receive the attention of the Civil Surgeon.

Nurses and Orderly Staff.

391. At present nurses are not provided in Police Hospitals. Only two orderly peons are sanctioned for each hospital who are required to look after the patients as well as to make the necessary arrangements for their food and other articles required by them. We consider it most essential that proper nursing should be provided and we recommend that trained male nurses and orderly staff should be provided for police wards in district hospitals or for Police Lines hospitals in places where they, for the time being, continue to be indoor hospitals.

Dental Treatment

392. Pyorrhoea is one of the diseases most common in the lower ranks of the police. It has been suggested that mobile dental surgeries should be provided in each range for proper dental treatment. It has also been suggested that dentures should be provided at Government cost to subordinate ranks in the police. We do not agree to either of these two suggestions. We do not think that mobile dental surgeries would really be useful. If the Civil Surgeon considers that dental treatment is required which is not available locally, he can arrange for the men concerned to be sent to the nearest dentist for treatment. Under the present Government rules dentures are not supplied at Government cost to any class of Government servants. We can find no adequate reason to make any exception to this general rule in the case of the police.

Police Ward at the Bhowali Sanatorium

393. There is a police ward at the Bhowali Sanatorium in the Naini Tal district. This ward was started from the 1st April, 1940. The building was constructed out of the "*Cole-Jaini Prasad Memorial Fund*" which was raised entirely by subscription from the police. This ward started with only 12 beds. During 1947 a new Police Ward was constructed for 28 patients. This ward is likely to be ready for occupation very shortly. When there were only 12 beds, many police patients had to await their turn before they could be accommodated in the police ward with the result that the disease would get far too advanced to admit of the possibility of a cure at the Sanatorium. With 28 beds now it is hoped that things will improve considerably.

Cost of maintenance of Bhowali Police Ward

394. Formerly Government paid a sum of about Rs. 7,000 per annum to meet the charges of the Police Ward at the Bhowali Sanatorium, which included expenditure on nursing, diet and medicine. For the new Ward which is now nearly complete, Government have sanctioned adequate staff and they have also agreed to give a sum of about Rs. 25,000 per annum to meet its running charges. This staff includes a separate Provincial Subordinate Medical Service Officer and one Compounder.

395. We think that the arrangements now being made at the Bhowali Sanatorium for the treatment of subordinate police officers are adequate. We would, however, like to stress the point that the maintenance of the ward should be the responsibility of Government and that all running charges should be met by Government.

Mac Laren Leper Hospital, Dehra Dun

396. There are three barracks reserved for the police in the MacLaren Leper Hospital at Dehra Dun, each accommodating 8 patients. For every police patient, the hospital gets a Government grant of Rs.4 per mensem. This amount is supposed to be sufficient for their food, clothing, accommodation and medical treatment. The sum of Rs.4 per mensem was sanctioned prior to the War and, with the increase in the cost of living, we suggest that it should be raised to Rs.15 per mensem

SECTION II*Anti-Malaria Measures***Police Anti-Malaria Section**

397. During the years 1943-44 a separate Anti-Malaria Section was started in the police to meet the high incidence of malaria at that time. A senior Doctor was obtained from the Public Health Department and placed in charge of the Police Anti-Malaria Section. Necessary staff was sanctioned for the Central Police Anti-Malaria Laboratory as well as for the districts in which the scheme was introduced. Due to its high cost, the scheme could only be introduced in the districts of Saharanpur, Moradabad, Muzaffarnagar, Mathura, Banda and Sitapur.

398. We have seen statistics which go to show that there has been some improvement in checking malaria in the police force during the last 3 years, but we are not convinced that it is necessary to retain a separate Anti-Malaria Section for the police force. We feel that the Public Health Department and its Anti-Malaria officers should give all necessary help to the police in this connection. The Public Health Department should also advise on matters connected with the sanitation of Police Lines and other police posts. So far as Anti-Malaria arrangements in the Police Lines or other Police buildings are concerned, it should be possible for police officers and the Police Doctor, in consultation with the District Medical Officer of Health, to take necessary steps. We have already suggested elsewhere that the Police Doctor should be made responsible for preventive measures in the Police Lines. For avoiding malaria, we consider it more important to give mosquito-nets and protective clothing to every policeman rather than to have a separate Anti-Malaria Section for the Police. We suggest therefore that the separate section should be discontinued. To prevent any misunderstanding we would like to make it clear that we are not against taking Anti-Malaria measures for the police; our objection is merely to having a separate Anti-Malaria Section for the police. Anti-larval and anti-mosquito measures should, of course, be taken in the Police Lines and other Police buildings.

SECTION III*Welfare and Amenities***Welfare Centres**

399. It has been suggested to us that there should be Welfare Centres in every District Police Lines. We have also been told that in several Police Lines such centres have been started privately by the Superintendents of Police. However desirable it might be to have such Centres in the Police Lines, we feel that it would be difficult to run a separate Welfare Centre in each Police Lines. Buildings and staff will involve heavy cost which is not likely to be commensurate with the benefits to be obtained. We think that Policemen should be able to utilize the Public Welfare Centres which might perhaps be organised in future by Government for the public in general.

Amenities

400. On the other hand, we think that there is need for providing recreation grounds and amenities in every Police Lines. It is to be remembered that subordinate Police officers are required to live in the Police Lines and they are prohibited from going out except under special rules. In view of these restrictions, we think that recreational facilities such as library, radio and indoor games should be provided at Government expense.

Dangals and Tournaments

401. It is possible that Government may not be able to provide all the funds which are required for amenities. To supplement the amounts given by Government, we would suggest that the police should be allowed to hold Dangals, tournaments, etc. for collecting funds for amenities. The conditions under which these Dangals and Tournaments could be held should be laid down by Government to prevent abuses.

Disability Leave

402. It has been brought to our notice that the leave rules applicable to policemen admitted to the Bhowali Sanatorium or to the MacLaren Leper Hospital, Dehra Dun, are not liberal enough. It has been found that many policemen under treatment at these two places, particularly at the Leper Hospital, Dehra Dun, exhaust all their leave and thereafter remain on leave without pay. On the subject of the grant of special disability leave to policemen suffering from tuberculosis or leprosy, we are unable to make any specific recommendation. We realise that any rules which are framed in this connection could not be applied to the police alone and that general concessions made by Government might have considerable financial implications. All we can recommend in this connection is, and we would like to lay the utmost emphasis on this point, that living conditions must be improved so as to help in reducing the incidence of tuberculosis and other serious diseases. We realise that subordinate Government servants (not only of the Police Department but also of other departments) whose resources are limited might find themselves in distress after long ailments and, to meet such cases, we recommend that generous gratuity should be given by Government on compassionate grounds.

Supply of Takhats

403. We have noticed that subordinate policemen suffer great hardship because they are not supplied with beds. On occasions of their transfer they are required to carry their own beds from one place to another. This becomes difficult when forces have to move out at short notice from place to place for small periods. We think that, in view of the duties of the police and in view of its liability to move frequently at short notice, Takhats should be supplied to all Head Constables and constables at Government expense. We are not recommending beds as they will be more expensive and their repair bill will be much higher.

CHAPTER XXII.

DISCIPLINE

Responsibility for Disciplinary Control

404. According to the present rules relating to the discipline of the force powers of punishment are vested in departmental officers subject to right of appeal in certain cases to Government. We consider that this should continue to be so. We find, however, that in certain matters the files of departmental cases against Sub-Inspectors have to be forwarded to the Deputy Inspector-General through District Magistrates. We consider the intervention of the District Magistrate in cases mentioned in para. 490 (8)* of the Police Regulations unnecessary and wasteful of time. In regard to cases mentioned in para. 500 of the Police Regulations which deals with cases of censure of a Police officer's conduct during the course of a judgment of a court, however, we are of opinion that it is necessary that some officer with judicial training should examine whether the action taken in respect of such judicial strictures is adequate. We therefore favour the retention of para 500 in its present form.

Section 7 Police Act and Rules made thereunder

405. The present rules for departmental trials of police officers have been made under section 7 of the Police Act (Act V of 1861) which runs as follows :—

“Subject to such rules as the Provincial Government may from time to time make under this Act, the Inspectors-General, Deputy

*FOOTNOTE—*Para. 490 (8) of the Police Regulations*

(a) In all cases in which the Superintendent of Police proposes the dismissal or removal of an Inspector, Sergeant, or Sub Inspector, except disciplinary cases arising from insubordination such as disobedience of orders, absence without leave, overstaying leave, etc. which he will submit direct to the Deputy Inspector-General of Police for orders, he shall report the case to the Deputy Inspector-General of Police of the Range through the District Magistrate. The District Magistrate will forward all cases to the Deputy Inspector-General of the Range with such comments as he may consider necessary.

(b) In all cases the Deputy Inspector-General must record the statement of the officer before he writes his finding and order. When the Deputy Inspector-General considers that the appropriate punishment is likely to be dismissal, removal, or reduction, he shall cause a copy of the inquiring officer's findings to be delivered to the accused officer at least one week before he records his statement, and shall call upon him to show cause against the imposition of these punishments. In other cases he shall not, except for the purposes of appeal, give the accused officer a copy of the inquiring officer's findings.

Inspectors-General, Assistant Inspectors-General and District Superintendents of Police may at any time dismiss, suspend or reduce any police officer of the subordinate ranks whom they shall think remiss or negligent in the discharge of his duty, or unfit for the same; (or may award any one or more of the following punishments to any police officer of the subordinate ranks who shall discharge his duty in a careless or negligent manner, or who, by any act of his own shall render himself unfit for the discharge thereof, namely :—

- (a) fine to any amount not exceeding one month's pay
- (b) confinement to quarters for a term not exceeding fifteen days, with or without punishment drill, extra guard, fatigue or other duty ;
- (c) deprivation of good conduct pay ;
- (d) removal from any office of distinction or special emoluments ;
- (e) withholding of increments or promotion including stoppage at an efficiency bar.)"

406. We would draw particular attention to the phrase "shall think remiss or negligent in the discharge of his duty, or unfit for the same"; while the rules made thereunder follow with very minor modifications the provisions in the Criminal Procedure Code for the trial of offenders in warrant cases and lay emphasis on "judicial proof" as against "reasonable grounds of belief", in our opinion, section 7 of the Police Act contemplated that departmental punishment should be awarded to police officers where the officer conducting the departmental proceedings had reasonable grounds to believe that the accused officer had been guilty of unfitness for, or negligence or remissness in, duty. It is needless to say that unfitness for duty includes general inefficiency, corruption, immorality and other grave faults of character. It follows therefore that action can be taken, and should be taken more frequently than has hitherto been done, under Section 7 Police Act for unfitness for duty if the officer concerned has a general reputation for corruption or immorality or is found to be living beyond his means. The fact that a police officer lives beyond his means should be regarded as a strong presumption for the view that he accepts illegal gratification. In such cases evidence of general repute, even though it may not be strictly direct, should be admitted.

Proposed Changes

407. In addition to recommending a wider interpretation and more extensive use of Section 7 Police Act, we suggest that the present procedure for departmental trials laid down in para 490 of the Police Regulations should be made more summary. At present, owing to the cumbersome procedure laid down, departmental trials are prolonged and the salutary effect of prompt punishment of delinquents tends to be lost. We therefore propose the following changes in para 490 of the Police Regulations :

- (a) The charge should be framed immediately after the preliminary inquiry, if any.
- (b) No evidence need be produced in respect of charges which are admitted by the accused officer.

(c) Documentary evidence of experts of a formal nature should be admitted without the necessity of complying with the provisions of the evidence Act. Similarly, exhibits which are admitted by the accused need not be formally proved.

(d) Certified copies of public records need not be proved.

Minor Punishments.

408. In regard to minor punishments laid down in para. 478 of the Police Regulations, for which formal departmental trials are not necessary, the maximum period for which a policeman can be confined to barracks or punished by extra drill, guard or fatigue duty etc. should be raised from 15 days to 28 days. This will entail an amendment of the Police Act Section 7(b) which limits such punishment to 15 days only

CHAPTER XXIII

SUPERVISORY STAFF

SECTION I

Inspectors

409. There are the following categories of Inspectors :

- (a) Reserve Inspectors.
- (b) Prosecuting Inspectors.
- (c) Circle Inspectors and City Inspectors.
- (d) Criminal Investigation Department Inspectors.
- (e) Inspectors in the Government Railway Police.

Reserve Inspectors

410. Except in two or three districts for which two Reserve Inspectors are sanctioned, only one Reserve Inspector is provided for each district. We consider this scale adequate. Reserve Inspectors are also required for recruits training institutions. These will have to be provided according to the arrangements made for the training of recruits.

Prosecuting Inspectors

411. Every district has one Prosecuting Inspector. According to our proposals they will now be called "Public Prosecutors". In addition to one Public Prosecutor in each district, we have also proposed that, in some of the bigger districts of the province, there should also be a Senior Public Prosecutor. We think that this scale should suffice as there will be Assistant Public Prosecutors in every district whose strength will be adjusted according to the volume of work.

Inspectors in the Criminal Investigation Department

412. Criminal Investigation Department Inspectors form part of the Criminal Investigation Department staff which has already been discussed in a previous chapter.

Inspectors in the Government Railway Police

413. At important Railway Stations, Government Railway Police Inspectors are provided for law and order duties as well as for the investigation of complicated cases. The present scale appears to be suitable. In any case it will depend on the importance of Railway Stations and on the volume of crime and must change from time to time.

Circle Inspectors

414. The question of Circle Inspectors has been considered by almost all committees for Police Re-organisation set up in the past. The committees of 1863 and 1890, while recommending a reduction in the number of Circle Inspectors expressed the opinion that the time of Circle Inspectors was taken up to a very large extent with investigations and with routine inspections and enquiries which served no practical purpose. The Indian Police Commission of 1902 and 1903 however recommended an increase in their numbers and further laid down that they should not ordinarily make investigations but should only supervise them and that they should reside in their circles being responsible to the District Superintendent for all police work in their circles. The Civil Police Committee of 1919 considered that, given the low standard of efficiency in the investigating staff, adequate supervision of investigation work was necessary and that the institution of Circle Inspectors should not therefore be abolished. As a result of the Police Decentralisation Committee's (1923) recommendations the strength of permanent Circle Inspectors was reduced to 75 but the Pearce Report issued in 1945 recommended an increase to 111.

Non-Official view

415. Non-official opinion is however consistently opposed to the retention of circle and city inspectors. Some of the arguments for the abolition of this rank were summarised by the Decentralisation Committee in the following words :

"The Committee have also had before them and have given careful consideration to non-official opinion as expressed in debates in the Legislative Council on resolutions favouring the abolition of Circle Inspectors. Support for these resolutions was based partly on the view that the post of Circle Inspector is superfluous, much of the inspection work done by these officers being re-done by gazetted officers, and partly on the criticism that Circle Inspectors are prone to cover up the malpractices of their subordinates and have thereby, as a body, forfeited the confidence of the public."

416. The non-official witnesses examined by us also expressed the opinion that circle and city inspectors could be abolished without impairing the efficiency of the service in any way and that these posts were superfluous.

The Departmental point of view

417. The departmental view generally has been that the circle and city inspectors are indispensable in the hierarchy of the police. According to this view, circle and city inspectors have definite duties and responsibilities and the void created by their abolition cannot be filled by any other means. The duties of a circle inspector are given in three

brief paragraphs in Chapter IV of the Police Regulations. His main duty is to supervise the investigation and prevention of crime, to co-ordinate preventive and detective work in the police circle, in co-operation with other circle inspectors for this purpose, and to see that the force generally, and more particularly the station officers subordinate to him, perform their duties honestly and efficiently. It is said that a gazetted officer, especially if he is directly recruited, has not the necessary experience and knowledge of investigations to conduct them along right lines or to detect any negligence or deliberate mischief committed by the station officer who is actually doing the investigation. Apart from this it is said that the circle inspector makes useful notes in village note-books and gang registers and maintains the crime register, which is an index of the state of crime in his circle and the preventive and detective action taken to combat it.

Opinion of the Committee

418. There is difference of opinion among the members of the Committee on the question of retention of Circle Inspectors. The minority view is represented by Shri Kshli, Shri Mathur and Shri Ziauddin Ahmad, who for reasons stated in the previous paragraph, are of the opinion that Circle and City Inspectors should continue. The Chairman and the remaining members namely Shri Tivary, Shri Nafisul Hasan, Shri Rajeshwar Dayal and Pandit are of the opinion that, whatever may have been the utility of circle inspectors when European officers not conversant with the language and customs of the country held charge either of the district or of the circles, now that gazetted officers are all Indians fully conversant with the spoken and the written language and customs of the province, the retention of a class of officers whose duties are defined in a general way is not only superfluous but positively harmful inasmuch as the existence of these officers tends to rob station officers of initiative. In the name of better supervision justification can be found to create tier upon tier of officers for every department but in our opinion unless every officer does the work of supervision in addition to some specific task for which he is directly responsible, abuses are likely to creep in. Complaints have been made to us that circle inspectors are inclined to cover all the mal-practices of their subordinates and that there have been few instances in which a subordinate has been proved to be guilty of misdemeanour as a result of an enquiry made by a Circle Inspector. Those of us who are opposed to the continuance of the institution of inspectors see no reason to hold that there has been no improvement in the quality of the investigating staff since 1896, and do not see why it should not be possible for the gazetted officer in charge of the circle himself to supervise investigation in important cases and to ensure that Sub-Inspectors perform their duty to the best of their ability. We have elsewhere recommended the creation of a special investigating staff for each district which will undertake investigations in important and complicated cases. The fact that a sub-inspector at present feels that a Circle Inspector will arrive on the scene of any important crime of his circle and take up the investigation, deprives him of the incentive to show good work as he feels that the credit for good detective and investigation work is likely to go to the Circle Inspector.

419. As regards co-ordination between several thanas which is emphasised as one of the important duties of a circle inspector, we do not see why it should not be possible for two sub-inspectors to meet and discuss questions of common interest to both the thanas. If any difficulties arise, or if co-ordination over a large area is necessary, it should be possible to secure this under the guidance of the gazetted officer in charge of the circle.

420. It has been urged by those who are in favour of the retention of the rank of Inspectors that one or two gazetted officers in the district will not be able, owing to difficult communications in the rural areas, to reach every spot where their presence is necessary for enquiries against subordinate police officers or for supervision of investigation, and that if circle officers were to go away frequently to the rural area their office work at the headquarters might get in arrears. We consider that this objection can be got over by attaching an Inspector as a personal assistant to a gazetted circle officer other than the Superintendent of Police in important districts.

421. Another argument against the abolition of circle inspectors is that one avenue of promotion to sub-inspectors will be blocked. The recommendations do not amount to abolition of the rank of Inspectors, but only to reduction in their numbers consistent with the maintenance of efficiency of the force. What is more important our proposals emphasize the responsibility of Station Officers for the control of crime in their circles and shift the burden of supervision over them to the more capable hands of a gazetted officer. As we have explained in subsequent paragraphs of this chapter we visualise in the long run the replacement of the promoted Deputy Superintendent of Police by the gazetted Inspector who will hold charge of a circle. This will bring about some reduction in expenditure over supervisory staff and do away with the distinction between two sets of directly recruited officers which is an anachronism in the changed conditions of the country.

City Inspectors

422. Although we have mainly had in view circle inspectors in the discussion in the foregoing paragraphs, we feel that the arguments for the abolition of circle inspectors apply with greater force in the case of city inspectors. The argument of distance and inaccessibility does not apply in the case of city inspectors nor can the co-ordination of preventive and detective work in police circles have much relevance as far as they are concerned. City Inspectors are mainly used as assistants by the Deputy Superintendent of Police (City) in those places where a Deputy Superintendent of Police is provided, and their duty is to make arrangements for festivals and visit spots where the Deputy Superintendent of Police is unable to go himself. We admit that a Deputy Superintendent of Police (City) has many miscellaneous duties requiring his presence and it will be necessary for him to have an officer who is not attached to any thana. We consider therefore that an Inspector should also be posted to assist the Deputy Superintendent of Police (City) in those large cities where a gazetted officer is in charge of the city. Detailed recommendations regarding police organisation in cities will be found in the succeeding paragraph.

Police Organisation in Cities

423. Fourteen posts of city inspectors are sanctioned at present. Except for Kanpur which has two city inspectors, one City Inspector is sanctioned for a City with a population of one lakh and over. According to the recommendations of the majority made in the foregoing paragraph there should be no city inspector as such and, where a Deputy Superintendent City is in charge, only one Inspector will be attached to him. All members of the Committee agreed, however, that in Bareilly and Meerut the amount of work in the city does not justify the posting of an Inspector to assist the Deputy Superintendent of Police City. We have already recommended elsewhere that every district in the province should have at least one Junior gazetted officer attached to it. The cities with a population of one lakh and over can adequately be looked after by the Junior gazetted officer of the district or by the Superintendent of Police himself and we recommend that for such districts an Inspector should be given as a Personal Assistant either to the Superintendent of Police or to the Junior gazetted officer depending on whether the Superintendent of Police himself keeps the City in his charge or not. The question of police organisation in the cities of Agra, Allahabad Banaras, Kanpur and Lucknow has already been considered in detail in a previous chapter.

SECTION II

Gazetted Officers

Classes of Gazetted Officers

424. The procedure for recruitment of gazetted officers has already been explained in a previous chapter. Gazetted Officers in the police now consist of :

- (a) Officers of the Indian Police.
- (b) Officers of the All-India Police Service.
- (c) Directly-recruited officers of the United Provinces Police Service.
- (d) Promoted officers of the United Provinces Police Service.

425. Only a few officers of the Indian Police are left. In future the superior posts will be occupied by members of the Indian Police Service. On the other hand, officers of the Provincial Police Service could, under the rules in force previously, substantively fill only junior appointments. They could be promoted to officiate in superior appointments but, under the old rules, they were not eligible to be confirmed in superior appointments unless they were promoted to the Indian Police.

426. As we are not aware what the intentions of the Government of India are in regard to the promotion of Provincial Service Officers to superior appointments, we are not able to make any detailed proposals on this question. We however feel that as the services are now almost completely Indianised there does not seem to be any reason why a distinction between two sets of directly recruited officers should be maintained as in the case of the Indian Police

and the United Provinces Police. As officers belonging to both these services have the same educational qualifications and social background, the present distinction between the two sets of officers, one belonging to the All-India Service and the other to the Provincial Service, is a cause of heart-burning. In our view, all directly recruited candidates should belong to one service and they should all be known as Assistant Superintendents of Police. They should also be liable for transfer to any part of India. The promoted officers should only rise to the rank of Inspectors who could be given gazetted status but whose scale of pay should be the present scale of Inspectors. A certain number of Inspectors should be made eligible for promotion to the rank of Superintendent of Police. If this suggestion is given effect to, posts of Circle Officers could be held by gazetted Inspectors except in those districts where the importance of the charge justified the posting of an Assistant Superintendent of Police to the district.

Superior Appointments

427. At present permanent superior posts consist of—

One Inspector-General of Police, 5 Deputy Inspectors-General of Police and 56 Superintendents of Police. There are in addition some temporary posts of Deputy Inspectors-General of Police and Superintendents of Police.

Deputy Inspectors-General of Police

428. Before the War there used to be only three Ranges and only three Deputy Inspectors-General of Police for these Ranges. During the War it was found necessary to create two more Ranges and two more posts of Deputy Inspectors-General of Police. The Ranges were so divided that roughly two revenue divisions were included in each Range. Administrative problems are likely to grow in complexity in future. It is not possible for Deputy Inspectors-General of Police to supervise adequately the police administration of more than 9 or 10 districts. In the old days when there were three Ranges each Deputy Inspector-General had about 15 to 16 districts under his charge. He found it difficult to get round all his districts even once a year. We think that it is necessary to retain the 5 Ranges and the 5 posts of Deputy Inspectors-General of Police for them.

429. We have proposed elsewhere that there should be a Deputy Inspector-General of Police for the Criminal Investigation Department.

Deputy Inspector-General of Police Headquarters and Railways.

430. The post of Deputy Inspector-General of Police Headquarters and Railways is essential. The total police force in the province is in the neighbourhood of 50,000 and it is difficult for the Inspector-General to deal with all the problems connected with this large force single-handed. Moreover the Deputy Inspector-General of Police Headquarters is also incharge of the Railway Police. We are of the opinion that this post should continue.

Deputy Inspector-General of Police, Education and Training

431. In a previous chapter we have also recommended the creation of the post of a Deputy Inspector-General of Police, Education and Training.

Superintendents of Police

432. The number of Superintendents of Police required for the Specialist and the Technical branches has already been indicated in the chapters dealing with those branches. As regards districts three Superintendents of Police are sanctioned for Kanpur, two each for Agra, Allahabad, Banaras, Lucknow and Meerut and one each for the remaining districts. We consider this allocation to be adequate and we do not wish to suggest any changes therein except in regard to Lucknow district for which we have proposed that one Superintendent of Police will suffice if its rural area is taken away and distributed amongst the neighbouring districts.

Assistant Superintendents of Police

433. At present the calculation of the strength of Assistant Superintendents of Police is made on the following basis :

(a) For duty	...	... at 34 per cent.
(b) As leave reserve	...	... at 31·2 per cent.
(c) As training reserve	...	... at 12·1 per cent.

of the total number of superior posts open for direct recruits (i.e. Assistant Superintendents of Police) including Deputation posts.

434. These percentages are based principally on three considerations. Firstly, to provide Assistant Superintendents of Police for duty in important districts; secondly, to provide an adequate leave reserve both for officers in the senior scale, i.e. holding superior appointments, and for officers holding junior appointments, i.e. Assistant Superintendents of Police; and thirdly, to ensure that Assistant Superintendents of Police with 7 or 8 years' service may be available to officiate in superior appointments. These percentages were laid down when only Europeans were admitted to the Indian Police and their age of entry was between 19 and 21. In the case of Indians the age of entry has so far been between 21 and 24. If this continued in future it will mean, according to the above percentages, that Assistant Superintendents of Police will begin to get independent charges when they are 29 or 30 years' old. We consider this to be a suitable age at which officers of this class should be put in charge of districts. If as a result of experience it is found that owing to Indian officers not taking leave so frequently or for such long periods as European officers, the average age at which they begin to officiate as Superintendents of Police rises appreciably above 30, the percentages should be revised so as to bring the average down to the figure already suggested.

Postings of Assistant Superintendents of Police

435. The number of Assistant Superintendents of Police is not likely to be enough to enable them to be posted to every district. They should, therefore, be sanctioned for the more important districts of the province, like Agra, Allahabad, Aligarh, Banaras, Bareilly,

Faizabad, Gorakhpur, Jhansi, Kanpur, Lucknow, Meerut, Moradabad and Shahjahanpur. They should also be allotted to the Criminal Investigation Department. A few posts of Section Officers in the Government Railway Police might also be reserved for them.

Deputy Superintendents of Police

436. The strength of Deputy Superintendents of Police should, in our opinion, be calculated as follows :

(a) The number of Deputy Superintendents of Police required for duty should be taken as the total number of junior appointments minus the number of Assistant Superintendents of Police provided for duty,

(b) plus a deputation reserve of 5

(c) plus a leave reserve of 14 per cent.

(d) plus a training reserve of 6

437. The present scale of training reserve is 4 but we propose that it should be increased to 6 because we have suggested that, in future, promoted Deputy Superintendents of Police should also undergo a course of training at the Police Training College, Moradabad. The training reserve will thus have to be increased. We are not proposing to double the training reserve because the period of training of promoted officers will be about half of the period of training of directly-recruited Deputy Superintendents of Police.

Junior appointments

438. We consider that every district in the Province should have at least one post of junior officer. At present there are no less than eleven districts namely Bara Banki, Ballia, Denra Dun, Fatehpur Ghazipur, Hamirpur, Jalau, Jaunpur, Pratapgarh, Pilibhit and Sultanpur which have no sanctioned allocation for a junior post.

Selection Grade

439. At present six Selection Grade posts of Superintendents of Police are sanctioned. They carry a pay which is Rs.100 per mensem more than the maximum pay of the time scale admissible for Superintendents of Police. The number of selection grade posts is calculated by deducting the number of appointments above the rank of Superintendent of Police from 20 per cent. of the total number of superior appointments. Thus when 62 is the total number of superior appointments and six is the number of posts above the rank of Superintendents of Police, the number of selection grade posts is $62/5=12$ minus $6=6$.

440. The necessity for these posts arises out of the very few posts available in the Police above the ordinary time scale. Blocks occur quite frequently at the top and many senior officers have to stay at the top of the time scale even after 26 years' service. This is likely to be so in future also—the sudden promotions of the present time were fortuitous and unexpected and cannot be taken as a basis for permanent arrangements. We think that selection grade posts, calculated as explained above, should be allowed in future also to obviate blocks in promotion.

Note by Shri M. S. Mathur on the proposals of the Committee regarding the Circle Inspectors

Much has been said against the retention of the post of Circle Inspector. Many defects of Circle Inspectors have been pointed out. It has been said that they hold a post which is superfluous, that much of the inspection work that is done by them is redone by gazetted officers, and that they are prone to cover up the malpractices of their subordinates with the result that they have forfeited the confidence of the public.

Several Police Reorganisation Committees in the past have also deliberated over this matter but, for reasons apparent, it was never possible to do away with the post of the Circle Inspector. In 1916-17 the experiment of removing Circle Inspectors was actually tried in certain selected districts of the Madras Presidency but it did not prove a success. It is very necessary that an officer superior in rank to the Station Officer must be constantly on the move in the rural areas where gazetted officers cannot go too frequently, without detriment to their normal duties, for purpose of supervision of crime and tightening up of discipline. The discipline of the personnel in far-flung places in the rural area can only be maintained by frequent visits to them by superior officers and it would be too much to expect that Gazetted Officers could find time to do it as often as the Circle Inspectors could. It is argued that with a continuous improvement in the quality of the Investigating Officer, it is not necessary to have Circle Inspectors for supervisory work. I am afraid that this is not so. Year after year Superintendents of Police complain about the quality of their investigating officers in their Annual Administration Reports. Another point of view is that there are very few instances when a Circle Inspector reports against his Station Officers for disciplinary action. It may be so but instances are not wanting when the Circle Inspectors have also done sterling work in the Department. They have not only reported against their subordinates but have also been largely instrumental in working out serious dacoities and other classes of heinous crime. By removing the Circle Inspectors it is intended to make Station Officers more independent and to encourage them to display their so far stifled initiative in their work. On the other hand, it has been decided to provide special Investigating Staffs in districts which would be called upon to go into the rural areas for the investigation of intricate cases of crime. It may be mentioned here that these investigating staffs will not possess the same intimate and useful knowledge about the local and inter-circle bad characters as the Circle Inspector does and for that information they will still have to depend on the Circle Inspector. They will be mere investigating squads, located in district headquarters and will not be conversant with the conditions in each and every circle of the district in which they are posted. It has been emphasized that with the provision of special investigating squads circle inspectors will no longer be required for the investigation or supervision of crime. I am not in agreement with this view. It will not be possible for the investigating staffs to take up the investigation of all serious crimes of the districts. It is only the more important and intricate ones of the whole district which will be tackled by them. For other crimes the supervision of the Circle Inspector will still be necessary. The Circle

Inspector never was responsible for actual investigation of crimes unless he was asked to investigate a particular case for special reasons. He is really meant to visit the scene of occurrence of a heinous offence soon after its perpetration so that all possibility of interference with the actual facts by subordinates is precluded. He is also expected to submit his report on the facts immediately to his circle officer. There are also frequent occasions when the circle inspector has to stay on the scene of occurrence of a crime for a number of days for giving directions to the Station Officer for co-ordination between several police circles under or outside his jurisdiction or even to take up the investigation of the case himself if the Station Officer is not quite up to it. In times of emergency when gazetted officers are busy otherwise in the district headquarters or elsewhere, the circle inspector has to shoulder the entire responsibility for the prevention and detection of crime in his circle. A view has been expressed that the circle inspector gets the *kudos* for the work done by his station officers. But he certainly does not get rewarded for successful investigation of cases worked out by his Station Officers.

It would be too much to expect a gazetted officer with his multifarious duties to possess intimate a knowledge of the bad characters and potential criminals of his circle as the circle inspector who is all the time moving about in his circle and has his own sources and contacts. It is easier for the Circle Inspector to lay his finger on the right man. The provision of an Inspector as personal assistant to the circle officer will not be of any much use. He will have to stay in the headquarters of the district and will only go out in the *dehat* when he is called upon to make an enquiry. Such occasional visits which will be directed only towards making enquiries are not likely to help him in acquiring as intimate a knowledge of the district as is possible in the case of the Circle Inspectors who are saddled with the responsibility of prevention and detection of crime in their circles.

An impression seems to have gained that circle inspectors were necessary because their European Officers on superior posts were not conversant with the spoken and written language of the province and they required some one to assist them and that with Indian Officers now occupying these superior posts, there is no necessity any more for the retention of the circle inspectors. But it has to be borne in mind that the circle inspectors still existed even when Deputy Superintendents of Police, who were mostly Indians, were posted in districts. Moreover, circle inspectors could not be of much help to the European Officers in the matter of language on account of the outdoor nature of their duties; they seldom stayed in the district headquarters.

Substitution of Deputy Superintendents of Police by gazetted inspectors will be an extremely retrograde step. The defects which are alleged to exist in the circle inspector are not likely to vanish if he is just given a gazetted rank. On the other hand conferment of gazetted rank on inspectors will make disciplinary action against them more intricate and lengthy. In the new set-up of things when it is intended that the Force will be more efficient than hitherto, it would be uncharitable to think that the circle inspector will still jog along the same old groove. As a matter of fact with the recruitment of a better class of men as sub-inspectors, the defects which are pointed out in circle inspectors should automatically disappear.

There can be no question of heart-burning between an Indian Police Service Officer and an officer of the United Provinces Police Service. In the new set-up of things they will have the same educational qualifications and social background. Given equal opportunities, it would be upto the candidates themselves to prove their merits at the two competitive examinations. If anyone does not succeed in the Indian Police Service Examination but qualifies in the other, he has no one else to blame for it and he should have no cause to jib about it. He must take his inferior place cheerfully.

It is not clear from the recommendations, but in case a larger number of officers has to be recruited to the Indian Police Service consequent on the abolition of the rank of Deputy Superintendent of Police, the very best material will not be available invariably. Another point which strikes one is the status of the gazetted inspector vis-a-vis the Deputy Magistrate. Gazetted inspectors, even though they will be responsible for the prevention and detection of crime in their circles, will not enjoy the same official and social status in their circles as their opposite numbers, the Deputy Magistrates. This will be a most undesirable anachronism which will lead to innumerable difficulties in police discipline and administration. It is also not clear whether it is intended to recommend the conferment of gazetted rank on Inspectors other than the circle inspectors. If not, it would lead to a good deal of personal jealousies and heart-burning which must be eschewed. In case it is the intention to give gazetted rank to all classes of Inspectors, it is not understood what will happen to the Deputy Superintendents of Police who are already in service. If they are all made Assistant Superintendents of Police the scheme will involve the Government in a lot of additional expenditure. It is possible that when details about this scheme are worked out, many more complications may come to light consequent on the suggested metamorphosis in the ranks of gazetted officers.

M. S. MATHUR.

Note by Shri D. P. Kohli on Circle Inspectors and City Inspectors.

For the reasons given in the following paragraphs I am of the opinion that it is essential to retain circle inspectors and city inspectors.

Criticisms against Circle Inspectors

2. The criticisms advanced against the Circle Inspector are that much of the work done by him is superfluous, that his duties can equally well, if not better, be performed by gazetted officers, that he acts as a fifth wheel in the coach and his presence merely tends to jar and jolt the administrative machinery and thus to prevent it from running smoothly, that, in most cases, he covers up the malpractices of his subordinates and that he does not enjoy the confidence and trust of the general public.

Necessity and advantages of retaining Circle Inspectors

3. On the other hand, those who are in favour of retention of the rank of Circle Inspector feel that he is not superfluous and the duties allotted to him are not such as could efficiently be done by directly recruited Gazetted Officers. His help in the investigation of serious

crime and in the co-ordination of detective and preventive activity is invaluable as has been testified to by Magistrates and Police Officers alike. It is possible that in some cases circle inspectors may have concealed the faults and defects of their subordinate officers but it cannot be said that such has been the case universally. In fact, it is the Circle Inspector who is entrusted with enquiries into complaints against subordinate officers and it is he who brings to the notice of superior officers the defects and drawbacks in the work of the police stations under his charge. The suggestion that he does not enjoy the trust and confidence of the public in general cannot by itself prove that his retention is not necessary. It is not only the circle inspector who has forfeited the trust and confidence of the general public but—whatever the causes—it is at present every police officer and man. That argument cannot be advanced for the abolition of the rank of circle inspector as it cannot be utilized for the abolition of the entire Police force. That argument merely indicates the necessity of improving the quality of the Circle Inspectors and this is likely to be achieved in future when the recommendations of the Committee on other points have been put into effect.

4. The chief value of a circle inspector lies in his being an expert, by practical experience, in investigation work. His real utility is in supervising the investigation of crime and in directing preventive action. To be able to supervise efficiently the work of Investigating Officers it is necessary that the officer entrusted with this duty should himself possess an extensive knowledge of crimes and criminals, should have personal experience of the difficulties and temptations which beset Investigating Officers and should have sufficient experience and professional prestige to check and control subordinates. It will be quite impossible for a directly-recruited Gazetted Officer to possess these qualifications and attributes merely after under-going a course of instruction at the Police Training College.

5. I would also like to point out that this question has been engaging the attention of one Police Committee after another since the year 1890 but that not one Committee has, after careful examination, actually recommended the complete abolition of Circle Inspectors. It should also be mentioned that in 1916-17 the experiment of abolishing circle inspectors was actually tried in certain selected districts of the Madras Presidency but that it did not prove a success. At present Sub-Inspectors expect to receive promotion to the rank of Circle Inspector and then to the rank of Deputy Superintendent of Police. It would not be possible to keep promotion open in the rank of Deputy Superintendent of Police to the extent which will cover up both these avenues of promotion. The abolition of the rank of circle inspector will thus mean a diminution in the chances of promotion open to Sub-Inspectors. The quality of candidates entering the Police as Sub-Inspectors is thus likely to suffer. Now that better Sub-Inspectors are joining the force, there is no reason to expect that the quality of Circle-Inspector will also not improve in future.

6. A suggestion has been made that after abolishing circle inspectors an inspector may be attached as a personal assistant to a Gazetted circle officer other than the Superintendent of Police in important districts. This officer is not likely, in my opinion, to prove

as useful as the present Circle Inspectors. The proposed officer will have no independent responsibility or power and will not be able to exercise any authority or control over Sub-Inspectors. If Inspectors are going to be appointed as personal assistants and if the number of Deputy Superintendents of Police is going to be increased as will be necessary if Circle Inspectors are abolished, there is likely to be no saving in expenditure. Perhaps it might be found that the cost of the extra Deputy Superintendents of Police and their personal assistants will be more than what is at present incurred on Circle Inspectors.

7. The arguments given above also apply to the necessity for the retention of City Inspectors. In view of the reasons given above, I am definitely of the opinion that the Circle Inspectors provide a valuable link in the chain of the present police system and that their abolition is likely to lead to a falling down in the standard of supervision and control of Police work.

D. P. KOHLI

CHAPTER XXIV TRANSPORT AND MOBILITY

Introductory

441. Quick transport and mobility play an important part in modern Police work. With the development of Motor transport and railways the criminal is in a position to move quickly away from the scene of crime. The Police must keep pace with this development and must have its own independent transport on which it can safely rely. Formerly motor transport was provided only in some of the bigger districts of the Province. It was only during the war that motor transport was supplied to districts on a large scale. The present distribution of Police motor vehicles is shown in Appendix M.

Types of Vehicles and numbers

442. At present, the Police have several types of vehicles; viz. Prison Vans, Heavy Lorries, Light 15 cwt. Trucks, Patrol Cars, Station Wagons and Jeeps. Different types of vehicles are required for different purposes and it is necessary to continue to supply the Police with vehicles of various types. In cities light vehicles are very necessary to go through crowded streets, whereas in the rural area vehicles of a stronger type which can go over rough roads are required. Both for the rural areas as well as for cities, big lorries are also required for carrying large bodies of Police. At district headquarters Prison vans are required in all those districts where the Jail is at a distance from the courts. The number of each type of vehicle which is required will have to be calculated after taking into consideration the needs and requirements of each district. At present there are in all 498 motor vehicles on charge. We understand that proposals have been sent up to Government by the Police Headquarters asking for more vehicles. We refrain from making any comments about the actual number of vehicles which should be supplied to the Police. As noted above, this will have to be determined after examining carefully the needs and requirements of each district and such examination should be undertaken by the Police Headquarters without delay.

Mobility in the Rural Area

443. Whereas in cities and towns transport can be obtained quite easily, it is not so in the rural area. In addition, means of communication in the rural area are very poor. Only two things can be of some use in rural areas. One is the horse and the other the ordinary bicycle. Sub-Inspectors are required to maintain horses and we suggest that this rule should continue.

Bicycles for Rural Areas

444. As regards bicycles, there are two alternatives. They might either be supplied at Government expense or a bicycle allowance may be given to those policemen who maintain them for use on Government work. The cost of supplying the required number of bicycles and the cost of their upkeep and maintenance will be prohibitive. Even if bicycles are supplied at the scale of one for each rural beat, the total number required will be 2,720. At the present rates the initial cost of these cycles will be Rs.4,35,200 and the recurring cost of their repairs, upkeep and replacements will be Rs.1,76,800 per annum. Apart from this it will be most difficult to look after these bicycles properly or to arrange for their repairs and maintenance. We are, therefore, not in favour of bicycles being supplied to rural police stations at Government cost. We would, instead, suggest the payment of a bicycle allowance of Rs.3 per mensem to all Sub-Inspectors, Head Constables and Constables, posted in the rural area, who maintain bicycles and use them on Government work.

Police Motor Workshop

445. We have carefully considered the question of setting up of a separate Police Motor Workshop. Formerly when the number of motor vehicles belonging to the police was not high and when most of them were supplied to the bigger districts where facilities for repairs were available, this question did not arise. Now, when the Police Motor vehicles are distributed all over the province including small districts where no facilities for repairs are available, this question has assumed considerable importance. During the war a Police Motor Workshop and a Drivers Training School were started at Sitapur. They still exist and are utilized primarily for the training of Police Motor drivers and mechanics.

446. While we recognize the importance and the necessity of having adequate and reliable arrangements for repairs to Police Motor vehicles, we have come to the conclusion that it is not necessary to maintain a separate Police Motor Workshop for carrying out major repairs. We have been assured by the Transport Commissioner that the newly created Government Transport Department is arranging to set up a Central Workshop, with branches throughout the province, and is also planning to establish mobile repairs vehicles which will be plying on roads for immediate or urgent service. Should this scheme materialize, we are of the opinion that the Transport workshop should be utilized by the police on the distinct understanding that a high priority will be given to police vehicles. Should this scheme of the Transport Commissioner not materialize, however, the Committee would strongly recommend to the Government that, in view of the

serious and well justified complaints of the Police Department against the dilatory and costly attention received by the police vehicles at the Government Central Workshop, Kanpur, the Police authorities should be free, particularly in urgent cases, to get their vehicles repaired locally from reliable private firms. We are of the opinion that as in future private garages are likely to develop in the province it would be quicker and less expensive to send Police Motor vehicles to such garages than set up a separate police motor Workshop. In places where there is no Government workshop or mobile repairs unit, it should be left to the Local Police Officer to decide whether to send the vehicle for repairs to the local private garage or to the nearest Government Workshop or Mobile Repairs Centre. The object should be to get the repairs done efficiently with the least expenditure of money and time. We would like to make it clear that the existing workshop at Sitapur which is meant primarily for the training of Police Motor drivers and mechanics will, in any case, continue as at present. The question of the staff required for this training workshop at Sitapur is a matter of detail and involves technical examination into which we do not consider it necessary to go ourselves. The Inspector-General of Police can make detailed recommendations to Government on this behalf.

Drivers present System

447. Previously, when the number of Police Motor vehicles was small, drivers were recruited directly on a fixed scale of pay on non-pensionable posts. They were replaced as and when they retired. There are at present 14 such outsider motor drivers. In actual practice certain defects were found in this system. The outsider drivers had no training as policemen and no ideas about discipline. In some cases, even as drivers, they could not be trusted very much. It was decided in 1938 to stop the recruitment of outsider drivers and to train selected constables as drivers. This system is being followed at present. Training is given at the Police Motor Workshop at Sitapur. Three courses are held for drivers:

- (a) Reserve drivers course—Duration 3 to 4 months.
- (b) Advanced Promotion Course—Duration 2 to 3 weeks.
- (c) Refresher Course—Duration 2 weeks.

Ranks of Police Drivers

448. There are three ranks of Police drivers :

- (a) Reserve Drivers.
- (b) Constable Drivers.
- (c) Head Constable Drivers.

449. Suitable constables who have a mechanical bent of mind and who have worked in districts as cleaners and are literate are selected for training as reserve drivers. They are sent to Sitapur where they undergo the preliminary course which is of three to four months duration. Appointments as Reserve Motor Drivers are made from the list of constables who have passed this preliminary course. From the same list promotion is given as constable drivers according to seniority.

Head Constable Drivers

450. Before promotion is given to constable drivers they have to undergo an advanced promotion course at Sitapur of which the duration is two to three weeks. Those who qualify at this examination are eligible for promotion. Only the best constable drivers are nominated to undergo the advanced course.

Scale of Drivers

451. Previously drivers were provided at the scale of three for every two vehicles. This scale has recently been revised and is now :—

No. of vehicles	Reserve drivers
1 to 3	1
4 to 6	2
7 to 9	3
10 to 12	4
13 to 15	5
16 to 18	6
19 to 21	7

452. We consider this revised scale of Motor drivers to be adequate. We think that Reserve Drivers should receive the same pay as ordinary drivers and we understand that this is being done. We recommend the retention of the rank of Head Constable Drivers, their strength being calculated at the scale as at present.

Training of Drivers

453. We agree that in future also the training of Police Motor Drivers should be conducted at Sitapur and for this purpose we have suggested that the Police Motor Workshop at Sitapur, which is primarily a training workshop, should continue. There should be one preliminary training course for ordinary drivers and later on there should be an Advanced Training Course for those who are selected for promotion to the rank of Head Constable. In the Advanced Course emphasis must be laid on training in mechanics. At the end of the course, a rigorous test in motor mechanics, both practical and theoretical, should be held and only those who qualify with distinction at this test should be considered for promotion to the rank of Head Constable Drivers. The duration of the two courses and the syllabus of training will be matters to be decided by the Deputy Inspector-General, Education and Training.

CHAPTER XXV**ARMAMENT****Arms at present in use and their Distribution**

454. The arms supplied to the United Provinces Police consist of muskets, rifles, revolvers, pistols, sten guns, Vercy light pistols, bren guns and grenades. Of these bren guns are supplied only to the Provincial Armed Constabulary and the Special Armed Constabulary and grenades are supplied only to Agra, Kanpur and Allahabad districts. The other weapons are supplied to every district in the province at varying scales. Automatic pistols are supplied to officers of the Criminal Investigation Department. Every police station and every standing guard has its quota of arms and the balance is kept in Reserve Police Lines.

Types of Arms required by Police

455. The type of arms to be supplied to the police is to be carefully determined so as to provide for all possible contingencies. The police have to provide guards over Treasuries and Banks; they have to supply escorts for persons and property; they have to arrange patrolling parties in dangerous areas. Apart from these duties of a permanent nature, requiring the employment of armed men, the police might be called upon to deal with passive mobs or demonstrators or they might be faced with violent crowds or they might have to encounter armed dacoits or dangerous criminals. The police have to select their weapons carefully as they are required to use the minimum force necessary to restore order or to deal with a particular situation. At the same time they must see that the weapons they employ are effective and are superior to those of their opponents.

456. For station guards and for ordinary general use in districts the .410 musket might be suitable. It might also suffice for dealing with passive mobs. This weapon is, however, ineffective against violent and determined resistance or against well-armed dacoits and dangerous criminals. To deal with these situations the police must have more powerful weapons. They must have weapons with a longer range than the .12 bore gun which is so easily available to criminals and with which most of the dacoit gangs are armed. Recent experience shows that the police might have to encounter prolonged violent resistance by armed bodies of men and they must, therefore, be adequately armed. Taking all the relevant factors into consideration we are of opinion that the Police should be armed with 303 service rifles.

Bren Guns, Sten guns and Grenades

457. Recent happenings have pointed to the necessity of supplying the Police with Bren guns, Sten guns and hand Grenades. Bren guns should be given only to the Provincial Armed Constabulary, but sten guns and hand grenades should be supplied to every district.

Verrey light Pistols

458. For night operations against criminals the Verrey light pistols are most useful. They should be supplied to every district and unit.

Ammunition

459. The scale of ammunition fixed at present—both service and practice—appears suitable and it must not, on any account, be reduced.

Armourers

460. To look after these weapons, to maintain them so that they could always be relied upon and to carry out petty repairs a staff of specially trained armourers must be provided. There must also be a moharrir to keep records and registers of arms and ammunition. Provision should also be made for inspection of arms and for supervision of the work of armourers. Arms are inspected by army authorities once in three years or so. More frequent inspections are desirable to ensure that these weapons are kept in first class condition and, for this purpose, one Sub-Inspector Armourer should be sanctioned for each Range and three for the Provincial Armed Constabulary.

CHAPTER XXVI.

CLOTHING AND ACCOUTREMENTS

Introductory

461. As a result of discussions at a Conference of Police Officers held in Lucknow in December 1946, the Inspector-General of Police appointed a Committee consisting of departmental officers to consider and suggest necessary changes and reforms in police uniform. The report of this Committee was published in July, 1947 and we have had the advantage of examining it before taking decisions on this matter. We have also seen men actually dressed in the different types of uniform.

Pattern of Uniform

462. We do not consider it necessary to make any radical changes in shade, design or pattern of uniform. We think that, on the whole, the uniform of the United Provinces Police is good and that its general features should be retained. We would however like to suggest a few alterations as noted below :

(a) The belt should not be of leather. Webbing belt should be used.

(b) *Clasp*—There should be no plate, either round or rectangular, fixed to the belt clasp. In its place there should be only an ordinary buckle to hold the webbing belt. The name of the district, the rank and the number which are at present indicated on the plate attached to the belt clasp should, in future, be given on a small rectangular badge to be worn just above the right breast pocket.

(c) *Head-Gear*—No turbans should be issued. They are expensive and the red turban has somewhat unsavoury associations. Steel helmets should be supplied to both Armed and Civil Police. In addition to this, Forage Cap and Beret should also be supplied. The Forage Cap should be of the same design and pattern as at present. The crown should be dark blue for all branches but the flap should be red for Armed Police and Provincial Armed Constabulary and khaki for Civil Police. Beret should be of khaki cloth except for motor drivers for whom it should be of dark blue cloth.

(d) The knickerbocker should be abolished and replaced by slacks.

(e) Hose-tops should be supplied both to Armed Police and Civil Police.

(f) Cotton socks (khaki) should be supplied to both Armed Police and Civil Police.

(g) Boots should be supplied only to Armed Police. For Civil Police, ordinary brown shoes be supplied.

(h) Anklets should be supplied to Armed Police and Provincial Armed Constabulary.

(i) *Putties*—Should be abolished for all branches.

(j) *Buttons*—The design should be as at present but a new crest should be designed.

(k) *Chevrons*—As proposed by the Police Uniform Committee, 1947 except that the proposed crown should be replaced by the "CHAKRA" (wheel).

(l) *Traffic Police*—There is no need for giving them white uniform either in Lucknow or in other districts. They should wear the ordinary khaki uniform with white sleeves.

(m) *Prosecution Branch*—A distinct head-gear should be prescribed for prosecuting officers and the Committee suggests a black Beret. The cap is now to be worn in courts. They should also wear black coats and white trousers with black socks and black shoes and blue bands in place of a tie. On the lapel of their coats there should be a small badge indicating the different ranks, viz., Senior Public Prosecutor, Public Prosecutor or Assistant Public Prosecutor.

(n) *Inspectors and Sub-Inspectors* should continue to wear the same uniform as at present except that the turban will be abolished and in its place they should be authorised to wear either the steel helmet or the forage cap or the beret to suit the occasion. These caps will be made of better material in the case of Inspectors and Sub-Inspectors.

(o) *Hospital Orderlies*—They should not be given white uniform but khaki uniform as at present.

(p) *Shoulder Badges*—For Gazetted and non-gazetted officers and men should be as at present, i. e. silver for gazetted officers and brass for non-gazetted officers. For officers of the United Provinces Police the shoulder title should continue to be "U. P. P." For officers under the control of the Government of India, the shoulder title will be as prescribed by the Central Government.

(q) *Badges of rank*—The Committee is of the opinion that the badges of rank prescribed for the police should not be exact copies of the badges of rank prescribed for Army Officers. The police should have its own separate and distinctive designs.

(r) *Scale of Uniform and period of Serviceability*—This should be the same as recommended by the Police Uniform Committee of 1947.

(s) The pattern of uniform for Gazetted Officers should continue to be the same as at present.

(t) The uniform for the Mounted Police should continue to be the same as prescribed at present with such slight alterations as proposed by the Police Uniform Committee of 1947. The turban should be red.

System of supply and the Central Store

463. Arrangements for the supply of uniform are made by the Police Headquarters. Before the war, contracts were placed with firms which were asked to make supplies direct to districts according to their indents. These indents used to be checked and approved by the Police Headquarters. During the war difficulty was experienced

in getting articles of uniform. Due to expansion of the Police force it was found necessary to enter into fresh contracts with firms several times a year instead of once a year, as previously. There was great delay in the supply of uniform and it was therefore decided to set up a Police Central Store. Cloth for uniform was purchased as and when available and stored in this Central Store to be issued, when required, to districts and units. Due to difficulty in securing a suitable building at Kanpur, the Central Store was located at Sitapur.

Necessity for Central Store

464. The establishment of a Central Store has many advantages. Purchases are made at the most suitable opportunity, tailoring is done slowly throughout the year and at cheap and competitive rates. This is not possible without a Central Store because firms cannot be expected to carry large stocks on behalf of the police and to agree to issue them to districts off and on throughout the year. Delays in the supply of uniform are also avoided by the establishment of a Central Store. We are therefore of the opinion that the Central Store should be retained on a permanent basis.

Location of Central Store

465. At present the United Provinces Police Central Store is located at Sitapur. Most of our purchases are made in Kanpur and the stocks have thus to be transported from Kanpur to Sitapur for storage and distribution to districts. This involves considerable expenditure on freight which can be avoided. If it is located at Kanpur the Officer-in-charge of the Central Store will also be in a position to go and check articles of uniform while they are under manufacture and to examine them very carefully before taking delivery. We are emphatically of the opinion that the Central Store should be located at Kanpur. Apart from the saving on freight this will also result in better checking and inspection of the goods purchased.

Quota System

466. Previously the supply of uniform to districts and units was made on the basis of indents which were received from them. These indents were checked in the United Provinces Police Headquarters and supply was made as approved by the Police Headquarters. The preparation of the indent involves considerable labour in districts and units and its checking similarly involves a good deal of labour in the Police Headquarters. In most cases indents are prepared according to rules and the checking does not result in any material change in the indents received from districts. A good deal of time and labour are thus wasted in districts as well as in Police Headquarters. It was therefore decided in 1943 to stop the system of calling indents from districts for the supply of uniform. Instead, a "Quota System" was started under which a quota was fixed for each article for each district and supplies were made according to that quota. These quotas were based on averages of actual supplies made during the previous 5 years. If, due to increase in allocation or any other reason, districts felt the necessity of asking for more articles of uniform than were allotted to them under the quota system, they had to make out a case and send it

up to the Police Headquarters. On the other hand, if there was any surplus left in districts, it was adjusted against the quota for the following year. In the old indent system there was another defect. Indents were generally prepared on the basis of the inspections done during the cold weather. By the time the indents went to Police Headquarters, were checked and the supplies actually reached the districts, almost a year elapsed. The quota system saves time and ensures prompt supply to districts. We recommend the continuance of this system.

Tailoring

467. Tailoring is at present done by the Criminal Tribes Settlement, Kalyanpur, and by the District Jails, Kanpur and Unnao. The rates for tailoring at these institutions are determined by the Director of Industries. In most cases they are very much cheaper than the market rates. Apart from economy this system also provides work to the Jail population as well as to the members of the Criminal Tribes, resident in the Criminal Tribes Settlement, Kalyanpur. Ordinarily the work done in these institutions has been found satisfactory in quality and punctual in delivery but recently there has been delay in deliveries by these institutions and the quality of their work also has not been good. This was mainly due to the sudden expansion of the force and the inability of these institutions to expand their tailoring sections at short notice. This is, however, a temporary feature and we consider that, with proper programming of demands by the Central Store no such difficulties should arise in future.

CHAPTER XXVII

BUILDINGS

Introductory

468. Many Police buildings are in a deplorable state and the quarters provided for the Police are even worse than those provided for labourers. We have had occasion to visit some Police Stations and Outposts and we have also seen some married quarters and we find that the present conditions are scandalous. Quite a number of Police Station and Outpost buildings are unfit for human habitation or for office work. We cannot too strongly emphasize the urgent necessity of improving the present unsatisfactory state of affairs.

Scale of Free Quarters

469. Although it has been accepted by Government in principle that all non-gazetted police officers and men should be provided with free quarters, yet we find that, in actual practice, the number of quarters provided is very small. For practical purposes the scale laid down is that 33½ per cent. of constables should be provided with married quarters but even this scale has not actually been achieved. Family quarters are provided only for 156 Inspectors, 1,379 Sub-Inspectors, 1,444 Head Constables and 2,640 constables as against the sanctioned strength of over 41,000 permanent and 3,300 temporary non-gazetted Police Officers and men. We consider this position to be most unsatisfactory and we are of the opinion that lack of married quarters is a very important factor in leading young policemen astray.

It is also one of the contributory causes to many of the complaints of corruption in the Police. We would like to stress the necessity of supplying married quarters to all non-gazetted Police officers and men. This will involve heavy financial commitment and it might take time but this must be, in our opinion, the accepted aim to be achieved. Within the next 5 years at least 60 per cent of Police officers and men should be provided with married quarters. We also suggest that when sufficient married quarters are not available, rent, in accordance with the local rates, should be sanctioned to all non-gazetted officers and men who are living in rented houses.

Railway Police Quarters

470. The quarters provided by the Railway administration for the use of the police are extremely unsatisfactory and we feel that pressure should be brought to bear on the railway administration to provide habitable and decent quarters for officers and men of the Railway Police. The list of building requirements for the Railway Police is a long one and improvement is possible only if the matter is taken up by Government with the railway administration.

Designs for Police Buildings

471. The Police Housing Committee of 1939 made some suggestions about improving police buildings. Those designs are not suitable and, as a matter of fact, they have already been replaced by better designs. We have seen one of the defensible types of police station at Sorao in the Allahabad District which has been constructed according to the Police Housing Committee's design. We find it particularly objectionable. We are of the opinion that police buildings should, in future, be constructed on improved modern design, so as to provide more space and better living comforts. We cannot make any definite recommendations about designs as we feel that this is a technical matter for the consideration of the Public Works Department and the Inspector-General of Police.

Programme of Construction

472. As indicated above, many Police Stations and Outposts are in need of being changed or rebuilt. To expedite the construction of buildings required for the Police, we think that a building programme should be prepared and more money should be provided for Police buildings. We recognize that the annual building programme of the Police will have to be limited to the capacity of the Public Works Department but, in view of the urgent necessity for improving Police buildings, we suggest that very high priority should be accorded to the construction of Police buildings. The Public Works Department might be extended to cope with the increased work. A suggestion was made before us that a separate Executive Engineer should be sanctioned for the Police Department so as to expedite construction of Police buildings. We feel that this is essentially a matter for the consideration of the Public Works Department and it is for them to formulate ways and means to expedite the construction of Police buildings. If they consider it necessary to place an officer on special duty for this purpose, they will, we feel sure, take up the matter with Government.

Difficulties

473. There are two main difficulties in the way of quickly improving the condition of Police buildings. First is the funds, and the second is the capacity of the Public Works Department. About the latter we have already commented in the preceding paragraph and we would like to make two suggestions in this connection.

Limit of Petty Works

474. Formerly petty works included those costing up to Rs.5,000. During the war, due to increase in the cost of material and labour, the limit was raised to Rs.7,500 and still remains at that figure. Works costing more than Rs.7,500 fall under the category of major or minor works and can only be executed by the Public Works Department. Government might consider the question of permitting the Police Department to execute works costing up to Rs.10,000 that is to say, the limit of petty works might be raised to Rs.10,000. This will reduce the pressure on the Public Works Department to some extent.

Residential Houses to be built on Lease

475. To expedite the construction of residential houses for subordinate Police officers, we would suggest that they might be built by private persons and leased to Government. In some places this has actually been done and we think that it might be possible to extend this system. Government will undoubtedly have to pay rent for these buildings but the advantage will be that residential accommodation for policemen will be available quickly without any capital expenditure on the part of Government. As the contract will be on the basis of a lease, it will be possible to revise it or terminate it whenever Government can find the money to undertake the construction of the necessary buildings.

Funds

476. It cannot be said that the Police has been treated very generously in the matter of funds. We have already indicated that a definite building programme will have to be adopted for the next five years. The programme will depend upon the amounts which are sanctioned and we would like to suggest the minimum amounts which, in our opinion, should be sanctioned for Police buildings during the next five years.

Major works

477. The Police Department has prepared a long and extensive list of major works for the next five years. The projects included in this list are likely to involve an expenditure of about Rs.2,75,00,000 spread over a period of 5 years. The grant under head "Major works" actually sanctioned for the Police has fluctuated considerably from year to year. In 1923-24 it was over Rs. 5 lakhs; in 1925-26 it went up to Rs. 14,63,000 but it fell down to Rs.52,582 in 1935-36. During the war years it was naturally low due to difficulties in construction. In 1946-47 the sum sanctioned was about Rs.13 lakhs which included a sum of Rs. 7 lakhs for the Kanpur Police Building Scheme. In 1947-48 a sum of Rs. 20,22,000 was sanctioned. Considering the long list of major works awaiting construction we think that for the next five years a sum of about Rs. 50 lakhs per annum should be sanctioned for major works of Police Department.

Minor works

478. During the war all the minor works were held up except those connected with the War, Civil Defence or those which were considered indispensable. There has thus been an accumulation of minor works pending execution. In 1946 a list of outstanding minor works was prepared and their cost came to about Rs. 11 lakhs. The Police Department asked for 5 lakhs for 1947-48 but the Government sanctioned only the usual grant of Rs. 1,20,000. This sum has practically been spent on financing the old works which were incomplete. The long list of minor works thus still continues to remain practically unaffected. It appears necessary that a sum of Rs. 5 lakhs per annum should be sanctioned for minor works of the Police Department for the next 5 years.

Petty works

479. The Police Housing Committee suggested Rs. 1,50,000 per annum but this has never proved adequate. The actuals are :

1943-44	..	..	..	..	Rs. 2,70,000
1944-45	..	..	..	..	Rs. 3,28,000
1945-46	..	..	..	..	Rs. 2,28,000
1946-47	..	..	..	..	Rs. 4,49,000
1947-48	..	..	..	..	Rs. 6,67,000

480. The lists received from districts involve an expenditure under this head of over Rs. 23 lakhs. We suggest that for the next five years Rs. 5 lakhs per annum should be sanctioned under head "Petty and Electrical works" for Police buildings.

Maintenance and Repairs

481. Under this head the Police Housing Committee had the following recommendations to make :

(a) For kutcha Police stations Rs. 45 per annum for annual repairs and Rs. 95 per annum for special repairs.

On this basis it was calculated that a sum of Rs. 30,000 per annum will be required.

(b) For pucca buildings 1.4 per cent on capital cost.

482. It was calculated that a sum of Rs. 3,54,124 will be required on this basis. The total amount recommended for the maintenance and repairs of pucca and kutcha buildings thus amounted to Rs. 3,84,124 per annum. In 1944-45 Government sanctioned Rs. 4,55,600 under this head but it was reduced in subsequent years as shown below :

	Amount budgeted for		Sanctioned amount
1945-46	.. 4,57,874	..	.. 3,96,700
1946-47	.. 4,56,352	..	.. 3,89,000
1947-48	.. 5,85,728	..	.. 5,07,500

483. We would suggest that in future the grant for maintenance and repairs of Police buildings should be increased to Rs. 5 lakhs per annum for pucca buildings and Rs. one lakh per annum for kutcha buildings, or a total of Rs. 6 lakhs per annum.

484. We consider that amounts to be sanctioned under head "Petty and Electrical Works" and under head "Maintenance and Repairs" should, as far as possible, be as suggested above. Whereas in the case of "Major" and "Minor" works, the limit of construction is set by the Public Works Department, in the case of "Petty and Electrical Works," and "Maintenance and Repairs" it is possible that the Police Department might be able to utilize the full amounts which are sanctioned. This, we think, will go a long way in improving conditions of Police buildings.

485. The Committee is not proposing a more rapid building programme because it anticipates difficulty in the availability of material and labour. But for this difficulty, the Committee would have liked to suggest that most of the Police building projects should be completed within the next two years.

486. It would be interesting to note the amounts which lapsed during the last 5 years under the various heads connected with the "Works." These are as follows:

Year	Budget grant	Amount actually spent	Amount which lapsed	Remarks
"Major Works" provided in the Public Works Department Budget under head "50—Civil Works Provincial Police".				
	Rs.	Rs.	Rs.	
1942-48..	(i) 3,61,247	(i) 3,61,247	..	
	(ii) 17,852	(ii) 17,352	..	
	3,78,599.			
1943-44..	4,49,300	4,15,300*	34,000*	*Spent by the Public Works Department on works of other departments. The grant includes Rs. 1,30,000 for buildings in Lucknow in connection with Lucknow Re-allocation Scheme.
1944-45..	1,88,738	1,88,738		
1945-46..	1,68,672	1,68,672**		**Government also sanctioned separately the construction of fire stations at Allahabad and Agra at a cost of Rs. 2,58,000 and Rs. 2,56,000 respectively.
1946-47..	5,91,100	3,88,587	2,02,518	The grant includes Rs. 7 lakhs for buildings in connection with Kanpur City Scheme.

Year	Budget Grant	Amount actually spent	Amount which lapsed	Remarks
"Minor Works" grant provided in the Public Works Department Budget under head "50—Civil Works—Provincial Police"				
	Rs.	Rs.	Rs.	
1942-43..	1,65,880	68,757	92,073	A sum of Rs. 5,000 was transferred to Major works.
1943-44..	1,20,000	99,639	20,361	
1944-45..	1,20,000	37,896	82,104	
1945-46..	1,20,000	1,08,002	11, 99	
1946-47..	1,20,000	64,3 1	55,48	A sum of Rs. 130 was allowed to lapse.

*These amounts were surrendered to Government for resumption.

Petty Works

	Rs.	Rs.	Rs.
1942-43..	3,27,000	3,28,990	..
1943-44..	3,56,300	3,51,354	4,646
1944-45..	3,60,500	3,62,408	
1945-46..	2,60,000	2,61,320	
1946-47..	4,75,500	4,59,347	15,653

Maintenance and Repairs

	Rs.	Rs.	Rs.
1942-48..	5,49,215	5,62,252	..
1943-44..	4,88,100	4,78,240	9,860
1944-45..	4,53,300	4,55,804	2,496
1945-46..	5,11,300	5,20,848	..
1946-47..	6,64,700	6,55,781	8,919

CHAPTER XXVIII

CLERICAL STAFF

Procedure Adopted

487. The questions to be considered under this head are :

(a) The organisation of the United Provinces Police Headquarters.

(b) The organisation of the Police offices in districts and in Units, and

(c) The strength of the clerical staff.

488. We felt that it would be useful to have the opinion of the Chief Inspector of Offices in making our recommendations for the organization of the clerical staff in various Police offices. A reference was made to Government who appointed an Inspector of Offices to examine this question in detail. A copy of the report of the Inspector is attached as Appendix 'N'.

Organization

489. In the matter of organisation we do not suggest any radical changes. We have seen the office of the United Provinces Police Headquarters and some of the District Police offices and we consider that the system of organising clerical work prevalent at present is generally sound.

Determination of Strength

490. There is at present no uniform system for determining the strength of the clerical staff for districts and consequently several anomalies have crept in. We consider that the strength of the Police Force in the district is an important factor in determining the volume of work to be done by the clerical staff and that the strength of the clerical staff should thus bear a relation to the strength of the total police force in the district.

491. The Inspector of Offices has according to this principle calculated the clerical staff required for various Police offices. These calculations which are embodied in his report involve an increase of 86 posts over the present permanent clerical cadre. We consider this increase justified and recommend that these additional posts may be sanctioned.

Appointments

492. According to the prevailing system temporary appointments are made by the Superintendents of Police and only candidates who have worked satisfactorily in temporary appointments are eligible to appear in a Provincial Competitive Examination for the clerical cadre. The Inspector has suggested that even temporary vacancies should be filled by candidates who qualify at a competitive examination. We are not prepared to go so far, as it would be difficult to obtain temporary hands at short notice if a condition were to be laid down that no persons who have not passed the competitive examination should be appointed in any clerical post whether permanent or temporary. As a compromise we make the following recommendations :

(a) Permanent vacancies in the clerical staff should be filled by a Central Competitive Examination, admission to which should be open to all those in temporary service as well as to outsiders. A suitable syllabus should be drawn up for this examination.

(b) In making temporary appointments preference should be given to those who have passed the Central Examination or if such persons are not available, to persons who come up to the required standard in local tests held by the Superintendents of Police.

Employment of Constables in Offices

493. At present constables are often employed on purely clerical work in Police offices. We consider this a waste of men recruited for an entirely different purpose and we accordingly recommend that constables should be relieved of purely clerical work and should be replaced by additional clerks.

Peons for Office

494. Police constables are also employed as orderlies in offices. We recommend their replacement by orderly peons, as it is wasteful to employ constables on such routine work.

Office Superintendents for District Police Offices and Cashiers

495. As a result of the examination of the Inspector of Offices, we are of the opinion that there is no justification for the appointment of Office Superintendents for Police offices.

496. There is similarly no need for cashiers.

Scales of pay of Head Clerks and Accountants

497. It has been suggested that the same scales of pay and special pay should be sanctioned for both the Head Clerks and Accountants in the Headquarters and District Police offices. We are unable to agree to accept this suggestion as we think that the differentiation is based on good grounds.

Senior Assistant Clerks and Senior Assistant Accountants

498. We are not in favour of creating more than one grade of clerks and accountants in Police offices, as there is no corresponding differentiation in their quality of work and responsibility.

Supervisory Staff in Police Headquarters

499. We suggest the following changes in the supervisory staff in Police Headquarters:

(a) That the post of Deputy Superintendent of Police Headquarters should be abolished.

(b) That one of the Office Superintendents should be given gazetted rank.

(c) That the additional post of Office Superintendent in the United Provinces Police Headquarters should be made permanent

(d) That a new post of Assistant Office Superintendent should be created.

500. It is obvious that the four suggestions made above must be given effect to simultaneously. It was suggested to us that the present scales of pay of these posts should be revised but we refrain from making any definite recommendations on the subject and would leave the matter for decision by Government.

Confidential Registrar in the Criminal Investigation Department

501. We consider that the post of Confidential Registrar in the Criminal Investigation Department should be made permanent as experience has proved that the post is essential but we do not agree that the Confidential Registrar be given gazetted rank.

Hindustani Shorthand Reporters

502. We have recommended elsewhere that the necessary number of posts of Hindustani Shorthand Reporters should be made permanent. These reporters in the Criminal Investigation Department are at present entertained on a temporary basis.

Pay of Clerical Staff

503. Several representations were made to us in regard to the revision of the scales of pay. As the present scales of pay have been approved on the basis of the recommendations made by the Pay Committee of April 1947 we do not consider it necessary to go into this question now. It is too early to say what further adjustments in the proposals made by the Pay Committee and approved by the Government are necessary. Definite cases of hardship can be represented by the Service Association through departmental channels to Government.

Acknowledgment

504. We acknowledge the valuable help given to us by the Inspector of Offices in examining the details of clerical organisations in the Police.

CHAPTER XXIX

MISCELLANEOUS

505. In the sphere of law and order fresh problems arise and constant adjustment in the methods and the organisation to deal with such problems is necessary. To review the situation from time to time, to anticipate future problems and to formulate long range policy we consider that a standing High Police Committee should be set up at the Headquarters of Government consisting of Hon'ble Ministers and Secretaries in charge of departments dealing with law and order and Senior Police Officers. This Committee should meet as often as necessary and at least twice a year. It would be very desirable if the Hon'ble Premier himself could find time to preside over the deliberations of this Committee.

Summonses and Warrants

506. It has been represented to us that the police should not be saddled with the duty of serving summonses and warrants. We have had the benefit of the opinions of many witnesses, both official and non-official, on this matter. The number of processes served by the Police during 1944 was roughly 6.74, 8.03 and 7.28 thousands in 1944, 1945 and 1946 respectively. It is said that this throws a heavy burden on the Police to the detriment of their normal work and therefore they should be relieved of this work and a separate staff should be appointed.

for the purpose. Not only will the appointment of a separate staff involve extra expenditure but it will also not result in any appreciable improvement in service. Service of processes issued by Civil Courts is at present entrusted to process-servers. Witnesses were practically unanimous in their opinion that there is much scope for improvement of the manner in which processes issued by Civil Courts are served. In view of this experience we cannot recommend the adoption of a similar system for the service of processes issued by Criminal Courts. Police officers, by inspections and otherwise, take very good care that processes are promptly served by constables. Moreover, the employment of police constables on the service of processes ensures their going round the villages in their beats. We are therefore definitely of the opinion that the responsibility for the service of summonses and warrants in criminal cases should rest with the Police.

Revision of Police Rules

507. In the light of our recommendations and in the present set up of things, it is necessary that the Police Regulations be revised at an early date.

Training Manuals

508. In the police, most of the training manuals are taken from the Army. We think that the Police should have its own manuals because conditions of service in, and the duties of, the Police differ considerably from those in the Army. We hope that the Deputy Inspector-General of Police, Training and Education, will examine the question of the revision of the various Police Manuals.

Separation of the Judiciary from the Executive

509. Some years ago Government appointed a Committee to devise a scheme for the separation of the judiciary from the executive. The scheme proposed by the Committee, which was shelved during the War, may again be under the active consideration of Government. Till such time as the scheme is brought into force, and for reasons which are apparent, the Committee recommends that Police challan cases should be tried either by a judicial officer invested with magisterial powers or a Magistrate other than the Sub-Divisional Magistrate who may be in executive charge of the area of the police station from which the case has been sent up. Cases under the preventive sections of the Criminal Procedure Code should, however, be exempt, in our opinion, from this restriction, at the discretion of the District Magistrate.

Lock-ups for Juveniles

510. At present practically in every district juveniles are detained in police lock-ups as it is considered inadvisable to send them to jails and mix them with hardened criminals. We have seen many of these juvenile lock-ups in police stations. The arrangements, made at these lock-ups are not as good as the arrangements in the jails. We are not in favour of keeping juveniles in Police lock-ups. They should be kept in jails in separate wings as in the case of women prisoners.

Weeding of Unsuitable Personnel recruited during the war years

511. It has been brought to our notice that some undesirable personnel has entered the Police. This was particularly so during the war years and it has been suggested that this happened during the

rush enlistments of that time. Whatever may have been the reason, the Police force must not be saddled with unsuitable personnel and it is essential, in our opinion, to get rid of these men at the earliest possible date. We would suggest that those unsuitable constables who have not yet been confirmed, should be discharged forthwith. A suggestion to this effect was made to Government in September, 1947.

Diet Money for Witnesses

512. It has been brought to our notice that the scale of diet money paid to witnesses is very small. The present scales are :

- 1. Persons of superior rank Above II class rate upto a maximum limit of Rs. 4.
- 2. Persons such as Zamindars, traders, and those of corresponding rank. .. Annas eight.
- 3. Persons belonging to the class of cultivators, labourers and menials. .. Annas four.

513. In our opinion the scales of diet money of annas 8 and annas 4 are much too small and we suggest that these should be raised to Re. 1 and annas 12 respectively having regard to the high prices of food stuffs prevailing in these time.

Cases triable by Court of Sessions

514. The Committee thinks that a good deal of time and labour are wasted in the present procedure for conducting cases triable by the Court of Sessions. There appears to be no real necessity for having such elaborate procedure gone through before such cases are sent up to Sessions' Courts. The Committee is definitely of the opinion that the procedure can be simplified and suggests that this should be considered by Government.

Police Band

515. The Committee recommends that there should be a police band in all training centres also.

- | | | | | |
|--|-----|-----|-----|--------------|
| SITA RAM | ... | ... | ... | Chairman. |
| B. DAYAL | ... | ... | ... | } Members. |
| A. D. PANDIT | ... | ... | ... | |
| B. N. JHA (subject to the following note)* | ... | ... | ... | |
| †VENKATESH NABAYAN TIVARY | ... | ... | ... | |
| †NAFISUL HASAN | ... | ... | ... | |
| †M. S. MATHUR | ... | ... | ... | |
| ZIAUDDIN AHMAD | ... | ... | ... | } Secretary. |
| †D. P. KCHLI | ... | ... | ... | |
| †Subject to notes | | | | |

*I regret I could not attend all the meetings of the Committee. I have signed the report to indicate my general agreement with the broad conclusions embodied in the report but have to reserve my opinion on matters of detail-particularly in respect of service matters relating to Assistant Superintendents of Police, Circle Inspectors and village chaukidars.

B. N. JHA.

LUCKNOW.

2nd March, 1948.

PART II
(APPENDICES AND STATEMENTS)

APPENDICES

PART II

	<i>Referred to in</i>	PAGE
A—Government Resolution appointing the Committee and the "Terms of Reference".	Paragraph 1 of Chapter I of Part I	... 163
B—Opening address by the Chairman.	Paragraph 3 Chapter I	... 166
C—Questionnaires ...	,, 5 ,, I	... 169
D—Strength of the U. P. Police Force.	,, 37 ,, II	... 176
E—Form of Oath for Police Officers.	,, 50 ,, III	... 179
F—Rules of Conduct for Police Officers.	,, 50 ,, III	... 180
G—Statement showing the strength of the staff required for Court duties (Appendix XII of the Pearce Report).	,, 138 ,, VII	... 180
H—Statement showing the detailed allocation of Women Police.	,, 170 ,, IX	... 182
I—Statement showing the allocation of Armed Police in Districts (Appendix XXI of the Pearce Report.)	,, 205 ,, XI	... 184
J—Draft Scheme for the organisation of Village Defence Societies.	,, 211 ,, XI	... 186
K—Rules for the selection of candidates for training as Sub-Inspectors at the Police Training College, Moradabad.	,, 315 ,, XVIII	... 189
L—Statement showing the scales of pay of the subordinate police sanctioned from time to time.	,, 366 ,, XX	... 192
M—Statement showing the present distribution of Police Motor Vehicles.	,, 441 ,, XXIV	... 194
N—Report of Shri Tara Datt Dhyani, Inspector of Offices on Special Duty, regarding Police Clerical Staff.	,, 488 ,, XXVIII	... 196
O—Summary of Recommendations.	... ..	... 260

APPENDIX A

GOVERNMENT OF THE UNITED PROVINCES

HOME DEPARTMENT (POLICE)

No. 140/VIII-640-46

Dated Lucknow, January 23, 1947-

Resolution

THE Governor has appointed a committee consisting of the following members to consider and suggest changes in the organisation of the police force in this province with a view to bring it more into line with modern requirements:—

1. Hon'ble Dr. Sir SITA RAM, M. A., LL.B., D. LITT., RAI BAHADUR Chairman.
2. Shri VENKATESH NARAYAN TIVARY, M. A., M. L. A.
3. Mr. NAFISUL HASAN, M. A., LL. B., M. L. A.
4. Mr. ZIAUDDIN AHMAD, Retired District and Sessions Judge
5. Mr. VINAYANAND PATHAK, I. P. (Retired).
6. Mr. B. N. JHA, C. I. E., I. C. S.
7. Mr. RAJESHWAR DAYAL, I. C. S.
8. Mr. H. C. MITCHELL, I. P.
9. Mr. D. P. Kohli, I. P., who will also act as Secretary to the Committee.

2. The terms of reference of the Committee will be —

I—General Organization

(a) To consider the present basis of division of the force into its two main branches, Civil Police and Armed Police, and to examine whether the distribution of duties between them, requires any modification. The question of creating a separate "Investigating Agency" as distinct from "Law and order" police should also be examined.

(b) To examine whether the existing police organisation in the city of Kanpur is adequate to meet the needs of that growing city, or whether an organisation on the lines of the Bombay and Calcutta City Police should be developed.

II—Technical and Specialist Branches

To examine the composition, organisation, equipment and functions of the existing specialist and technical branches noted below, and to make proposals for their improvement where possible:

(a) The Criminal Investigation Department including the District Intelligence Staff.

(b) The Government Railway Police.

(c) The Prosecution Branch.

(d) The Wireless Section, including police communications in general.

(e) The Motor Transport Section, including provision of vehicles and drivers, and arrangements for maintenance, upkeep and repairs of vehicles.

(f) The Tear Smoke Squad.

(g) The Traffic Police.

III—Civil Police Strength and Location

To consider the existing location and distribution of police stations and outposts in the urban and rural areas and to examine whether the Civil Police Staff allocated to them is adequate for

(a) Prevention, control and investigation of crime, and

(b) law and order duties.

IV—Armed Police Strengths and Reserves

To examine whether the present strength of the Armed Police in the districts is sufficient and whether the existing organisation, composition and location of the provincial reserves (including the Military Police) require any modification.

V—Armament and Equipment

To examine whether the existing armament and equipment of the force is satisfactory and whether any changes are required.

VI—Conditions of Service

To consider the general conditions of service of the subordinate police, and in particular the following points:

(a) Adequacy or otherwise of the existing pay and allowance admissible to various ranks.

(b) Arrangements for the medical care and welfare of police personnel and their families.

(c) Provision of residential quarters and the need for improvement in the standard of police buildings.

(d) Creation of a followers cadre.

(e) Revision of the Travelling Allowance Rules.

(f) Adequacy of leave and contingent reserves.

VII—Recruitment

To examine the existing rules for recruitment to various ranks in the subordinate police, with particular reference to qualifications and conditions prescribed for candidates seeking appointment to these ranks, and whether any changes are necessary to attract a better type of personnel.

VIII—Discipline

To examine whether the rules governing the discipline of the force require any alteration or amendment.

IX—Education and Training

To consider if the facilities available at present for the education and training of the force are adequate in the light of modern conditions if and not, whether the creation of a separate educational and training cadre is desirable.

X—Supervisory Staff

To examine if the present strength and distribution of gazette police officers and Inspectors is adequate to ensure proper supervision and control,

XI—Village Chaukidars

To examine whether the organisation and emoluments of the village chaukidari force are adequate, and, if not, to suggest necessary reforms.

XII—Clerical Staff

To examine if the existing strength of the clerical staff of the offices of the Inspector-General of police (Headquarters) and those of Superintendents of police is adequate and whether any changes in their scales of pay are necessary.

3. The Committee will meet on dates to be fixed by the Chairman and will submit its report in due course.

By order of the Governor,

R. DAYAL,

Secretary.

APPENDIX B

OPENING ADDRESS BY THE CHAIRMAN

THE question of the setting-up of the U. P. Police Reorganization Committee has been mooted informally during the last three months. Officially, however, the Committee has come into existence by means of a notification in the Government *Gazettee*, dated the 25th of January. Its terms of reference are very wide and it has to cover the entire field of police reorganization in all its sections and branches.

On the score of importance in national affairs the police occupies a position, in my opinion, only next to Education, if not equal to it. For all national progress, peace and tranquillity, law and order are absolute *sine quo nons*. In the immediate past, the police, in pursuance of the policy of the then Government, was concerned mostly with what the then Government considered movements subversive of law and order. Political landscape has, however, changed considerably now and with it must change the whole outlook of the Police Department. It should increase its integrity and efficiency and so discharge its arduous duties as to be looked up to by the public with a friendly eye. The police must look upon themselves as servants of the people and should aim at enjoying the full confidence and support of their real masters. While keeping aloof from party affiliations or communal conflicts, the police should so behave as to continue to be looked up to for protection and help by the innocent citizen and be regarded with fear by the actual evil-doer.

Whether the organisation of the police is to continue to be what it is or whether it is to be changed is for the Committee to consider. If the Committee is only to do the former, perhaps the most recent document worth consideration on the subject is the report by a senior and experienced police officer, Mr. Pearce, who is at present the Inspector General of police in these provinces, and Mr. Abu Zafar, another police officer. Some of the recommendations of this report have already been accepted by the Government. If the Committee is only to do that, it may not be worthwhile to go beyond it, except in a few matters here and there. But it is for the Committee to decide whether that will satisfy the requirements of the present times and how far local bodies can have their own staff for watch and ward, etc. and how far can the police be relieved of the duty of serving summons and notices issued by Courts or Panchayats. It is for the Committee to decide whether the Police Department can or should become independent of the magistracy, the police being solely responsible for maintaining law and order, for the detection and prevention of crime and for the prosecution of offenders and the magistracy being responsible only on the judicial side. Whether this will mean a dual control or not is for the Committee to decide. Whether questions like the opening of history sheets should be left to the sole charge of the police or should the police officers have the benefit of the guidance of the District Magistrate and the advice of some small, independent body is a matter for consideration. How far can some trustworthy elements in the rural areas be utilised for assistance in the detection of crime and maintenance of peace is also worth consideration. Whether the training given at present to the constables and Sub-inspectors is enough and suited to the times is also for consideration. The question of information of crime and

prevention thereof is also an important one which touches the public very much. The suggestion that trained lawyers—and not the police prosecuting inspectors—should be utilised for prosecutions will have to be examined by the Committee. Whether the police force is sufficient or mobile enough to prevent crime or to reach a particular place in as quick a time as possible is another question with which the public is directly concerned. Corollaries of these, of course, are many and have been brought out in the questionnaire. Chief of these would, perhaps, involve an increase in the number and emoluments of the subordinate police—constables head constables and sub-inspectors on whom the burden of the work falls—and simultaneously the abolition of intermediaries like the Circle inspectors and Sergeants and a reduction or amalgamation of the posts in the higher ranks. The living conditions of the subordinate police and their amenities also require looking into.

The Committee will have to deal with problems concerning the Armed Police—its objective, its equipment, its training and its location etc. Matters relating to the activities of the C. I. D., its recruitment and its organisation will also require the Committee's attention. How the Railway police can prevent increasing losses of articles in transit and be of effective help to the passengers in trouble has to be thought of. In this connection I would suggest for the Committee's consideration the advisability of having a police museum at some central place in the U. P. on the lines of the police museum at Budapest with which I was much impressed during my visit in 1931.

I am sure the Committee will like to visit a number of places in the province where training to the police personnel is given and where several important activities of the police go on. It is quite possible that the Committee may like to visit places like Bombay, Calcutta and Lahore or perhaps invite some officers from these places to give us an idea of the working of the Police Department in these large towns.

Our recommendations will, I daresay, have to strike a middle path between idealism and conservatism. The Committee will have to see that our recommendations do not eventually get smashed against the financial rock nor be engulfed into the departmental whirlpool. I hope that as a result of our recommendations the Committee will succeed, steadily and gradually, in making the police a "peoples" "police" as it is, say, in England. The yardstick with which the Police Force is to be hereafter measured should be—

(a) its courage and straight forwardness with which it reduces the incidence of crime,

(b) the promptness, intelligence and accuracy with which offenders are brought to book and, last but not the least,

(c) the approbation and admiration which they get from the law-abiding citizens.

In fact, I venture to think that the police force of a strong Government, suitably recruited, decently looked after, thoroughly disciplined and highly trained and working under a tactful and purposeful

Inspector-General should, in the very near future, not find it difficult to become a model, if its members, both men and women, were taught to behave towards the people, more or less, like scouts or volunteers of the Seva Samiti, for the police naturally enjoys several advantages over the latter and in the U. P. is well known for its high morale.

The questionnaire prepared by the Secretary is only a draft. It incorporates several suggestions of mine also. The Secretary has taken pains in drawing up the procedure and notes to various questions, specially those which concern the public at large. The Committee will find them useful.

Gentlemen, I welcome you to your labours.

SITA RAM,

Chairman,

Police Reorganisation Committee.

APPENDIX C
QUESTIONNAIRE No. 1—GENERAL

A—Organisation

(1) Do you consider any changes necessary in the present police organization in respect of the powers and responsibilities of the Magistracy, and, if so what?

(2) Should the police, in your opinion, continue to be organised as at present on a provincial basis or should Municipal and District Boards have any control over any branch of the police such as the Traffic or the Watch and Ward?

(3) How far should the police be placed under the control, or at the disposal, of village panchayats which are to be set up?

(4) Do you recommend that the branch of the police responsible for detection and investigation of crime and for the prosecution of criminals should be entirely separate from the branch responsible for the preservation of public peace?

(5) Should the service of summonses issued by courts continue to be police responsibility or should this work be transferred to the court staff as in the case of Civil Courts?

(6) Is it feasible or desirable to enlist women in the police force? If you favour the idea, to what ranks or branches of the force would you recommend their recruitment and what minimum qualifications would you suggest?

(7) Do you consider it advisable to organise villagers in some form of defence societies and to provide them with arms to help in combating crime?

(8) Do you consider that a reduction in the strength of the police force will be possible if successive batches of suitable persons are periodically trained and kept in reserve to be called up for duty in emergency? If so, please give details of your scheme.

B—Recruitment, training and discipline

(9) What measures would you suggest for increasing the usefulness and efficiency of the police so as to ensure that they are looked upon by the people in general with regard and respect rather than fear?

(10) With this object in view what changes would you advocate in the present system of recruitment and training of the non-gazetted ranks in the police?—(See note attached).

(11) Do you consider it necessary to retain Circle Inspectors?

C—Investigation and prosecution

(12) What changes, if any, would you suggest in the method of lodging "First Information Reports" at police stations?

(13) Have you any suggestions to improve the quality and efficiency of investigating officers?

(14) Do you consider the present arrangements for the chalking and prosecution of cases satisfactory or would you favour the replacement of the present police prosecuting officers by law graduates under a Public Prosecutor who should be authorised to put up cases both in Magistrates' and Sessions' Courts?

(15) Should the prosecuting agency proposed by you be under the Superintendent of Police or District Magistrate or should it be independent?

D—Equipment

(16) What measures would you suggest to make the police force more mobile in rural areas and how far would you advocate the use of horses, bicycles and motor vehicles for this purpose?

E—Conditions of Service

(17) How far can the conditions of living be improved for policemen—in the outposts and in police stations?

F—Village chaukidars

(18) Have you any suggestions to make for improving the policing of the rural area either in place of, or in addition to, village *chaukidars*? Can the services of *mukhtias*, *patwaris* and village teachers be more effectively utilised for this purpose?

Note concerning question No. 10

Conditions and qualifications laid down for recruitment to various ranks are :—

(a) *Constables*

Educational qualifications no laid down —

Age	...	...	...	18—25 years.
Height	...	...	...	5'6"
				5'4" (For hillmen).
Chest	...	...	...	32" unexpanded.

Recruited by Superintendents of Police subject to the approval of Range Deputy Inspectors-General of Police.

(b) *Head constables*

By promotion of those constables who qualify at the Police Training School, Sitapur, course before attaining the age of 35 years.

(c) *Sub-inspectors*

(1) By direct recruitment of outsiders

Educational qualifications (minimum)	...	...	...	High School or its equivalent.
Height	...	...	...	5'—6"
				5'—4" (For hillmen)
Chest	...	...	...	32" unexpanded and 34 expanded.
Age	...	...	...	Must have attained the age of 20 years and must not have attained the age of 24 years on 1st July of the year in which selection is made.

(ii) By promotion from the force.

Method of recruitment—

(i) The selection of outsiders for the Police Training College, Moradabad is made firstly by District Magistrates and Superintendents of Police and then by Divisional Committees from amongst those who are recommended by districts. The final approval is accorded by the Inspector-General,

(ii) The selection of men from the force is made by Superintendents and Deputy Inspectors-General of Police and the final approval is accorded by the Inspector-General.

(d) *Inspectors:—*

By promotion of selected sub-inspectors approved by a Departmental Committee convened by the Inspector-General.

QUESTIONNAIRE NO. 2—DISTRICT ALLOCATION, ETC.

(a) *Organisation, Strength and Reserves*

(1) Do you consider that the present basis of division of the force into its two main branches is satisfactory or would you prefer the creation of a separate investigating agency as distinct from law and order police?

(2) If you do not recommend the formation of a separate investigating agency, do you agree to the proposal in the Pearce Report that special criminal investigating staffs should be created in Ranges and Districts?

(3) If you consider the existing [police organisation in the city of Kanpur to be inadequate to meet modern requirements, would you recommend the adoption of the Bombay and Calcutta city police schemes?

For Kanpur
only.

(4) Do you favour the establishment of provincial armed reserves in some selected places or do you prefer the strengthening of district armed reserves? Have you any ideas to offer about the organisation, composition and location of provincial armed reserves?

(5) Are you satisfied with the revised strengths as proposed in the Pearce Report? If not, what changes do you consider necessary in respect of (a) allocation and distribution of the civil police (b) strength of the armed police?

(6) Have you any changes to suggest in the strength and organisation of your prosecuting agency? Should it be an independent body or under the control of the Superintendent of Police?

(7) Do you recommend any changes in the set-up and strength of the District Intelligence Staff or in its relations to the Provincial Criminal Investigation Department and the Superintendent of Police?

(8) What are your views concerning the establishment of crime record and scientific sections in every district or every Range?

(9) Do you consider the present arrangements for the training and organisation of the Traffic Police satisfactory? If not, what changes do you recommend to make them more efficient and useful?

(10) Do you consider it necessary to maintain a Tear Smoke Squad permanently in your district? If so, what strength do you propose?

(11) Would you like to propose any changes in the rules relating to history-sheets?

(t) *Supervisory staff*

(12) Do you consider it essential to retain the rank of circle inspector or would you recommend its abolition? If you favour their continuance, do you consider the strength proposed in the Pearce Report to be adequate?

(13) Do you consider any increase necessary in the strength of your gazetted officers? Please give reasons if you propose an increase.

(c) *Welfare and Conditions of Service*

(14) Is it better to have separate Police Hospitals or to have separate wards for the police in the General District Hospitals?

(15) Have you any suggestions concerning the arrangements for medical attendance, examination and treatment of the police; in particular do you consider it necessary to adopt special anti-malaria measures?

(16) What medical comforts and facilities should be provided for policemen and their families in the hospitals?

(17) Do you regard the present leave and contingent reserves adequate? If not, do you agree to the proposals of the Pearce Report concerning the provision of reserves?

(18) Are city allowances sanctioned in your district for head constables and constables? If so, do you consider the present scales to be adequate or would you recommend any changes therein? If not, do you consider it necessary that city allowances should be sanctioned in your district also? Please give reasons for your demands.

(19) Do you consider it necessary that a Followers Cadre should be created? If so, please give details of your requirements.

(20) Whether the rules for the discipline of the Force, in particular those governing the conduct of departmental proceedings against police officers, need any revision in your opinion?

(d) *Buildings*

(21) Do you consider the present designs for police buildings to be adequate? If not, what improvements do you suggest?

(22) At what scale are married quarters *actually provided* for inspectors, sub-inspectors, head constables and constables in your district? Please note the percentages for each rank separately. Please also indicate what percentages in each rank are *actually in receipt* of house rent allowance and at what rate.

(23) Please furnish figures regarding police stations in rural and urban areas where there are no family quarters (a) for men, and (b) for officer in charge.

(e) *Armament and Equipment*

(24) Are you satisfied with the scales of motor transport and drivers proposed in the Pearce Report?

(25) Do you recommend the issue of motor trucks or motor cycles to rural police stations also? If so, what will be your requirements?

(26) Are the present types and scales of arms and ammunition for your districts adequate? If not, what changes do you recommend?

(f) Village Chaukidars

(27) Are you in favour of the retention of village chaukidars or do you prefer their abolition provided an increase is sanctioned in the number of constables? If you favour the latter course, on what considerations should constables be increased?

(28) If you consider that chaukidars should continue, what emoluments would you recommend for them?

(g) Clerical Staff

(29) Are you satisfied with the revised allocation of the clerical staff as proposed in the Pearce Report? What should, in your opinion, be the scales of pay for the various grades amongst them?

**QUESTIONNAIRE NO. 3—CRIMINAL INVESTIGATION DEPARTMENT
AND SCIENTIFIC SECTION**

(1) Have you any suggestions to make regarding the general organisation of the Criminal Investigation Department?

(2) Do you consider that the proposals in the Pearce Report concerning the Criminal Investigation Department are adequate to meet present day requirements? If not, what modifications would you suggest?

(3) Do you agree to the retention of the District Intelligence Staff in its present form and to the proposal in the Pearce Report for the introduction of Special Criminal Investigating Staffs in Ranges and districts?

(4) Should the Scientific Section be, in your opinion, a Branch of the Provincial Criminal Investigation Department or should it be a separate institution?

(5) Do you agree with the recommendations of the Committee appointed by Government to consider the establishment of a Forensic Science Laboratory? (A copy of the report is enclosed.)

(6) Where should, in your opinion, the Scientific Section and its laboratory be established?

(7) Have you any suggestions to make regarding the manner in which recruitment should be made to the Scientific Section and the Finger Print Bureau so as to attract suitable personnel?

(8) Are you in favour of the establishment of a Provincial Crime Information Bureau in the Criminal Investigation Department and/or in Ranges? Should there also be branches in Districts?

QUESTIONNAIRE NO. 4—GOVERNMENT RAILWAY POLICE

(1) Do you consider the present organisation of the Government Railway Police to be on sound lines? If not, what suggestions would you make to secure improvement?

(2) Do you consider that the present system of placing Deputy Superintendents of Police in charge of Sections is satisfactory? If not, would you favour reversion to the old system under which there were three Superintendents of Police in charge of the Railway Police under an Assistant Inspector-General?

(3) Is discipline and control of Police staff satisfactory on the railways? If not, would you like to make any suggestions for improvement.

QUESTIONNAIRE NO. 5—WIRELESS SECTION AND POLICE COMMUNICATIONS

(1) Is it necessary in your opinion that the Police Wireless system be extended to every district in the province?

(2) Do you consider it essential to have a system of mobile wireless telephony in the big cities of the province? If so, for which cities would you recommend it and at what scale?

(3) What staff would be required to implement paragraphs (1) and (2) above on a permanent basis?

(4) What scales of pay and allowances do you recommend to attract suitable men with technical knowledge and experience?

(5) What are the qualifications which you would like to lay down for entrants to the Wireless Section and what procedure and rules would you suggest for recruitment?

(6) Do you consider it essential that every police station and outpost in big cities like Kanpur and Lucknow should have telephone connections?

(7) Do you favour the idea of establishing a separate police telephone exchange in such cities?

QUESTIONNAIRE NO. 6—POLICE MOTOR TRANSPORT SECTION

(1) Are you in favour of the creation of a provincial police motor workshop for major repairs to police vehicles? If so, where should it be located and what staff would be necessary?

(2) Do you also consider it necessary that there should be some mobile repairs and maintenance units to cover all districts in the province? If so, how many such units would you suggest and what staff would you recommend for each unit?

(3) Do you agree that the scale of 1½ driver per vehicle is adequate? If not, what would you suggest?

(4) Have you any suggestions to make regarding the training of police motor drivers? What staff do you consider necessary for training purposes?

(5) What types of vehicles do you consider necessary for police use and at what scale should they be provided to districts?

QUESTIONNAIRE NO. 7—TRAINING AND EDUCATION

(1) Do you agree to the proposals contained in the Pearce Report concerning the organization of an Educational cadre and the creation of a Police Education Section? If not, what modifications would you suggest in these proposals?

(2) Have you any suggestions to make for improving the organisation of the Police Training College, Moradabad—either in regard to duration of course or syllabus and system of training ?

(3) Similarly, have you any suggestions for improving the Police Training School, Sitapur ?

(4) Do you favour the establishment of Special Training Centres for recruit constables or do you prefer that training should be imparted to recruit constables in every district ?

(5) Do you wish to suggest any modifications in the syllabus or system of training of constable-recruits ?

(6) In what way should the training of Railway Police personnel be organised ?

(7) Whether all training institutions and the Scientific Section and laboratory should be established at one central place—Moradabad or Sitapur ?

QUESTIONNAIRE NO. 8—PROVINCIAL ARMED RESERVES AND TEAR SMOKE SQUADS

(1) Do you consider the present strength and organisation of the Military Police adequate for internal security duties during periods of wide-spread disturbances ? If not, what arrangements would you suggest ?

(2) Do you agree to the creation of provincial armed reserves as visualised in the Pearce Report ?

(3) What should, in your opinion, be the location and distribution of the provincial armed reserves ?

(4) What arrangements do you suggest for its training, discipline and control ?

(5) Do you consider it necessary that the strength of the Tear Smoke Squad be increased ? If so, what increase would you suggest and how should the squads be distributed ?

QUESTIONNAIRE NO. 9—CLOTHING AND ACCOUTREMENTS

(1) Would you like to suggest any changes in the pattern or type of police uniform or in the scales laid down for their issue ?

(2) Do you consider that the "Quota system" of distribution of police clothing and accoutrements is an improvement over the old system and would you favour its continuance ? If not, what system would you suggest for distribution of clothing, etc. ?

(3) Do you consider it essential that the U. P. Police Central Stores should be retained on a permanent basis ? Does it result in any saving to Government ?

(4) If you recommend its retention, where would you suggest that it should be located ?

(5) Have you any suggestions concerning the tailoring of Police uniform ? Would it be preferable and cheaper to employ whole-time tailors ?

APPENDIX D

2. Statement showing the present sanctioned strength of the United Provinces police force.

(CIVIL POLICE)

Serial no.	Name of branch	Permanent					Temporary					Total				
		Inspectors	Sub-Inspectors	Head constables	Lance Naiks	Constables	Inspectors	Sub-Inspectors	Head Constables	Lance Naiks	Constables	Inspectors	Sub-Inspectors	Head constables	Lance Naiks	Constables
1	Civil Police (Districts)*.	112	1,852	2,774	..	22,398	4	36	61	..	14	116	1,838	2,895	..	22,812
2	Government Railway Police.	6	77	148	..	1,168	..	..	4	..	13	6	77	152	..	1,176
3	Criminal Investigation Department †.	25	24	7	..	14	35	43	32	..	233	61	67	39	..	247
4	Prosecution Branch ‡.	47	147	439	..	209	2	2	2	..	..	49	149	441	..	209
5	Traffic Police ..	3	..	15	..	495	..	1	2	..	32	3	1	17	..	527
6	Wireless Telegraphy Section.	1	27	165	52	20	..	..	..	..	14	1	27	165	52	34
7	Radio Telephony Section.	..	..	..	..	..	..	..	5	15	..	..	..	5	15	..
8	Police Training College.	6	1	..	..	..	1	..	..	..	7	1	..	..	..	..
9	Police Training School.	1	4	1	..	2	..	..	..	..	1	4	1	..	2	..
10	Central Stores ..	..	..	..	..	..	1	2	..	..	1	2	..	..	..	..
11	Anti-Corruption Department.	..	..	..	..	..	23	15	26	..	24	28	15	26	..	24
12	Anti-Smuggling Force.	..	..	..	..	..	6	5	11	..	101	6	5	11	..	101
	Total Provincial ..	201	2,132	3,549	52	24,301	73	104	143	15	831	279	2,236	3,692	67	25,132

NOTE—* Temporary increase for short periods has not been included.

† Quasi-permanent posts sanctioned in connection with the war have been shown under temporary staff.

‡ In addition there are 53 temporary posts of Special Prosecuting Officers.

§ Temporary increase for short periods has not been included.

	Chaukidars		Daffadars	
	Permanent	Temporary	Permanent	Temporary
Sanctioned strength of village-chaukidars	43,876	5,000	..	127

APPENDIX D

3. Statement showing the present sanctioned strength of the United Provinces Police

ARMED POLICE

Serial number	Name of Branch or Section	Permanent					Temporary					Total				
		Inspectors	Sergeants	Sub-Inspectors	Head constables	Constables	Inspectors	Sergeants	Sub-Inspectors	Head constables	Constables	Inspectors	Sergeants	Sub-Inspectors	Head constables	Constables
1	Armed Police (Districts) ..	56	28	77	1,948	7,927	4	120	651	56	28	81	2,068	8,578
2	Mounted Police	4	42	91	4	42	91
3	Provincial Armed Constabulary,*	13	..	47	286	1,286	84	..	250	1,735	7,985	97	..	297	2,001	9,171
4	Government Railway Police..	..	7	..	3	..	1	..	3	2	1	7	..	6	2	
5	Criminal Investigation Department,	..	..	..	2	6	..	2	..	2	..	2	..	2	8
6	Motor Transport Section	15	58	1	58	472	1	78	580
7	Wireless Telegraphy Section..	..	..	..	1	8	..	..	..	..	..	..	..	1	8
8	Police Training College ..	1	..	1	8	4	..	2	..	..	1	..	8	8	4
9	Police Training School ..	..	..	1	16	..	..	..	..	..	..	..	1	16	..
10	Superintendence ..	..	..	..	5	25	..	..	..	5	..	..	..	5	80
11	Tear Smoke Squad ..	..	..	..	..	..	..	5	10	60	..	..	5	10	60
12	Anti-Corruption Department	..	..	..	..	..	..	..	9	127	..	..	..	9	127
13	Anti-Malaria Section ..	..	..	..	..	..	..	..	4	2	..	..	..	4	2
14	Central Stores ..	..	..	..	..	..	1	..	..	..	1	..	..	4	..
15	Railway Protection Police	17	..	51	383	1,891	17	..	51	388	1,891
	Total ..	70	37	130	2,801	9,855	101	2	313	2,822	11,147	173	87	443	4,623	20,502

* Government have sanctioned the formation of 3 more Battalions of the Provincial Armed Constabulary. A proposal for increase of 27 Inspectors, 81 Sub-Inspectors, 549 Head Constables and 2,580 Constables on this account has been submitted to Government on January 28, 1948.

APPENDIX E

FORM OF OATH FOR NEW ENTRANTS TO THE U. P. POLICE

" I, _____, son of _____, resident of _____, having understood the duties and responsibilities of a police officer as explained to me, agree to take upon myself these duties and responsibilities. I solemnly affirm that I shall serve my country and the Government faithfully and that I shall always be loyal to them as well as to my officers and colleagues in the service. I further affirm that I shall discharge my duties with conscientiousness, diligence and impartiality and that I shall behave courteously and honestly towards the public. So help me God. "

APPENDIX F

RULES OF CONDUCT FOR POLICE OFFICERS

A Police Officer—

- (1) is truthful and straight in his dealings,
- (2) is loyal to his country, the Government and to his officers and colleagues in the Police Force,
- (3) is always ready to help and to assist. His function is not merely to guard and protect but also to serve the people,
- (4) is everybody's friend, irrespective of faith, nationality, or status,
- (5) is honest and impartial and does his duty without fear or favour,
- (6) always behaves courteously and politely towards everyone and particularly towards women and children,
- (7) is a friend of animals,
- (8) obeys his officers without hesitation or demur,
- (9) is thrifty,
- (10) is clean in body and mind, and
- (11) is always cheerful and smiling.

APPENDIX G

Statement showing the present and proposed staff for court and court duties

Serial number	District	Court Moharrirs				Proficients				Malkhana				Pr. Is. writer	Lock-up Moharrir		
		Present		Total	Proposed		Present		Total	Proposed		Present		Total	Present	Proposed	
		Head Con- stable	Naik		Constable	Head Con- stable	Naik	Constable		Head Con- stable	Naik	Constable	Head Con- stable		Naik	Constable	Present	Proposed
1	Dehra Dun	2	..	3	4	..	6	1	..	1	1	..	1	..	1	..	1
2	Saharanpur	5	..	8	6	..	9	1	..	1	1	..	1	..	1	..	2
3	Muzaffarnagar	4	..	4	5	..	7	1	..	1	1	..	1	..	1	..	1
4	Meerut	7	2	8	8	1	16	1	..	1	1	..	1	..	2	..	1
5	Bulandshahr	4	..	4	7	..	9	1	..	1	1	..	1	..	1	..	1
6	Aligarh	5	..	5	7	..	11	1	..	1	1	..	1	..	1	..	1
7	Mathura	4	..	4	6	1	9	1	..	1	1	..	1	..	1	..	1
8	Agra	6	..	6	9	1	10	1	..	1	1	..	1	..	2	..	1
9	Mainpuri	5	..	5	7	..	9	1	..	1	1	..	1	..	1	..	1
10	Etah	5	..	5	7	..	9	1	..	1	1	..	1	..	1	..	1
11	Bareilly	6	..	6	7	..	9	1	..	1	1	..	1	..	2	..	1
12	Bijnor	5	..	5	6	1	7	1	..	1	1	..	1	..	1	..	1
13	Budaun	5	..	6	6	..	8	1	..	1	1	..	1	..	1	..	1
14	Moradabad	6	..	6	8	..	9	1	..	1	1	..	1	..	1	..	1

16	Shahjahanpur ..	5	..	..	5	8	2	..	8	1	..	1	1	..	2	1	..	1	..	1	1	1	..	1
	Pilibhit ..	4	..	..	4	5	..	..	5	1	..	1	1	..	1	1	..	1	..	1	1	1	..	1
17	Farrukhabad ..	5	..	..	5	6	1	..	7	1	..	1	1	..	1	1	..	1	..	1	1	1	..	1
18	Etawah ..	4	..	..	4	4	8	..	7	1	..	1	1	..	1	1	..	1	..	1	1	1	..	1
19	Kanpur ..	7	4	1	12	7	4	2	18	1	1	8	1	1	8	1	1	1	1	2	2	2	1	1	
20	Fatehpur ..	4	..	..	4	4	8	..	7	1	..	1	1	..	1	1	..	1	..	1	1	1	..	1
21	Allahabad ..	7	2	..	9	10	4	2	16	1	..	1	1	..	2	1	..	1	..	1	2	2	1	1	
22	Jhansi ..	4	2	..	6	5	1	1	7	2	..	1	2	..	2	2	..	2	..	2	2	2	1	1	
23	Jalaun ..	8	..	..	8	5	..	..	5	1	..	1	1	..	1	1	..	1	..	1	1	1	1	1
24	Hamirpur ..	4	..	..	4	4	2	..	6	1	..	2	1	..	2	1	..	1	..	1	1	1	1	2
25	Banda ..	4	..	..	4	4	1	4	9	1	..	2	1	..	2	1	..	1	..	1	2	2	1	1
26	Banaras ..	7	..	..	7	7	2	1	10	1	..	1	1	..	1	1	..	1	..	1	2	2	1	1
27	Mirzapur ..	4	..	..	4	4	8	..	7	1	..	1	1	..	1	1	..	1	..	1	1	1	1	1
28	Jaunpur ..	4	..	..	4	6	..	..	6	1	..	1	1	..	1	1	..	1	..	1	1	1	1	1
29	Ghazipur ..	4	..	..	4	4	2	..	6	1	..	1	1	..	1	1	..	1	..	1	1	1	1	1
30	Ballia ..	4	..	..	4	4	2	..	6	1	..	1	1	..	1	1	..	1	..	1	1	1	1	1
31	Gorakhpur ..	6	5	..	11	8	5	4	17	2	..	1	2	..	4	1	..	1	1	1	3	8	1	8	
32	Basti ..	5	..	..	5	5	4	1	10	1	..	1	1	..	1	1	..	1	..	1	1	1	1	1
33	Azamgarh ..	5	..	..	5	7	2	..	9	1	..	1	1	..	1	1	..	1	..	1	1	1	1	1
34	Naini Tal ..	8	9	..	12	8	11	..	14	1	..	2	1	..	2	1	..	1	..	1	1	1	1	1	
35	Lucknow ..	7	..	..	7	6	4	6	16	1	..	1	1	..	8	1	..	1	..	1	1	2	1	1
36	Unao ..	4	..	..	4	5	2	8	10	1	..	1	1	..	1	1	..	1	..	1	1	1	1	1
37	Rae Bareilly ..	4	..	..	4	6	1	..	7	1	..	1	1	..	1	1	..	1	..	1	1	1	1	1
38	Sitapur ..	5	..	..	5	6	4	8	13	1	..	1	1	..	2	1	..	1	..	1	1	1	1	1
39	Hardoi ..	6	..	..	6	6	4	..	10	1	..	1	1	..	1	1	..	1	..	1	1	1	1	1
40	Kheri ..	4	..	..	4	6	2	..	8	1	..	1	1	..	1	1	..	1	..	1	1	1	1	1
41	Faizabad ..	5	2	..	7	7	8	..	10	1	..	1	1	..	2	1	..	1	..	1	1	1	1	1	
42	Gonda ..	4	..	..	4	5	2	..	7	1	..	1	1	..	1	1	..	1	..	1	1	1	1	1
43	Bahraich ..	5	..	..	5	5	8	..	8	1	..	1	1	..	1	1	..	1	..	1	1	1	1	1
44	Sultanpur ..	8	..	..	8	4	2	..	6	1	..	1	1	..	1	1	..	1	..	1	1	1	1	1
45	Pratapgarh ..	3	..	..	3	4	9	..	7	1	..	1	1	..	1	1	..	1	..	1	1	1	1	1
46	Bara Banki ..	4	..	..	4	6	8	..	9	1	..	1	1	..	1	1	..	1	..	1	1	1	1	1
	Total ..	216	20	8	251	267	112	84	413	48	1	52	48	1	66	47	1	49	3	16	56	57	45	2	50

APPENDIX

Statement showing the details

Serial number.	Name of district	No. of City Police Stations	Proposed strength for city work			Name of place for which required.	Proposed strength for pilgrimage duty	
			Inspectors	Sub-Inspectors	Head constables		Sub-Inspectors	Head constables
1	Agra	7	1	4	4	..	..	..
2	Meerut	3	1	2	2	..	..	..
3	Allahabad	7	1	4	4	Prayag ..	2	2
4	Kanpur	9	1	5	5	*Sirsaya- ghat.	2	2
5	Jhansi	3	..	2	2	..	..	..
6	Bareilly	4	..	2	2	..	..	..
7	Lucknow	8	1	4	4	..	..	..
8	Banaras	7	1	4	4	Kashi ..	2	2
9	Gorakhpur	2	..	1	1	..	..	..
10	Faizabad .. ..	..	..	..	..	Ayodhya..	2	2
11	Mirzapur .. ..	..	..	..	..	Vindhya chal.	2	2
12	Mathura .. ..	..	..	..	..	Mathura	2	2
13	Saharanpur .. ..	..	1	..	..	Hardwar	2	2
14	Moradabad .. ..	..	..	..	..	..	..	..
15	Naini Tal .. ..	..	1	..	..	..	..	..
16	Pilibhit .. ..	..	..	..	..	..	..	..
17	Bijnor .. ..	..	..	..	..	..	..	..
	Total .. ..	..	8	28	28	..	14	14

*Sirsayaghat is an important bathing

H

allocation of 'Women Police'

Name of railway stations for which required	Proposed strength for train and platform duty		Total for duties			Reserve		Total strength for the district		
	Sub-Inspectors	Head constables	Inspectors	Sub-Inspectors	Head Constables	Sub-Inspectors	Head Constables	Inspectors	Sub-Inspectors	Head Constables
Tundla ..	2	2	1	6	6	2	2	1	8	8
Ghaziabad ..	2	2	1	6	6	2	2	1	8	8
Meerut ..	2	2								
Allahabad ..	2	2	1	8	8	3	2	1	11	10
Kanpur ..	2	2	1	9	9	3	3	1	12	12
..	..	..	..	2	2	..	1	..	2	3
Bareilly ..	2	2	..	4	4	1	1	..	5	5
Lucknow ..	2	2	1	6	6	2	2	1	8	8
Mughal Sarai ..	2	2	1	10	10	3	3	1	13	13
Banaras ..	2	2								
Gorakhpur ..	2	2	..	3	3	..	2	..	3	5
..	..	..	..	2	2	..	1	..	2	3
..	..	..	..	2	2	..	1	..	2	3
..	..	..	..	2	2	..	1	..	2	3
Saharanpur ..	2	2	1	6	6	2	2	1	8	8
Hardwar ..	2	2								
Moradabad ..	2	2	..	2	2	..	1	..	2	
Kathgodam (Haldwani) ..	2	2	..	..	..	..	..	..	..	..
Kashipur ..	2	2	1	6	6	2	2	1	8	8
Ramnagar ..	2	2	..	..	..	..	..	..	..	..
Tanakpur ..	2	2	..	2	2	..	1	..	2	3
Kotdwara ..	2	2	..	2	2	..	1	..	2	3
	36	36	8	70	78	20	28	8		106

centre throughout the year.

APPENDIX
Proposed allocation o

Serial number	District	1			2			3			4			
		Fixed and Permanent Guards			Escort Strength			Havalat Guards			Lines and miscellaneous duties			
		Head Constable	Naik	Constable	Head constable	Naik	Constable	Head Constable	Naik	Constable	Sub inspector	Head Constable	Naik	Constable
1	Dehra Dun	6	5	39	1	..	4	1	1	6	1	2	9	17
2	Saharanpur	4	8	49	1	2	3	1	2	15	2	4	9	21
3	Muzaffarnagar	3	6	32	1	3	10	2	2	16	1	3	7	13
4	Meerut	4	9	46	1	2	9	2	2	20	3	4	11	28
5	Bulandshahr	4	4	32	1	2	8	1	3	20	1	3	8	15
6	Aligarh	7	5	43	3	5	22	2	2	20	2	4	9	17
7	Mathura	3	5	28	1	2	7	1	1	14	1	3	8	16
8	Agra	7	6	43	1	4	15	2	2	18	3	6	11	29
9	Mainpuri	6	5	39	1	1	13	2	2	16	1	3	8	15
10	Etah	5	4	32	1	2	9	2	2	17	1	3	8	13
11	Bareilly	8	9	42	4	6	24	3	3	20	2	5	9	27
12	Bijnor	4	4	28	..	2	9	2	1	11	1	3	9	14
13	Budaun	4	5	39	2	2	12	1	2	12	1	3	7	15
14	Moradabad	8	5	50	1	5	19	3	3	17	2	4	10	24
15	Shahjahanpur	3	4	64	1	4	14	2	2	20	2	4	9	22
16	Pilibhit	4	4	28	1	2	8	1	1	15	1	3	7	14
17	Farrukhabad	4	5	32	1	1	8	2	2	20	1	3	9	16
18	Etawah	4	5	32	1	2	7	1	1	21	1	3	8	13
19	Kanpur	8	10	70	4	7	34	2	2	13	4	9	16	41
20	Fatehgarh	4	4	28	1	8	9	1	1	16	1	3	8	12
21	Allahabad	13	9	87	4	5	27	2	3	32	3	6	13	32
22	Jhansi	23	10	105	2	4	15	2	2	13	3	8	14	29
23	Jalaun	16	4	64	1	2	5	1	1	10	1	3	8	12
24	Hamirpur	3	7	36	1	..	5	1	2	18	1	3	8	12
25	Banda	6	6	42	1	3	12	1	2	18	1	3	8	13
26	Banar as	3	6	30	1	2	10	2	2	80	3	5	9	28
27	Mirzapur	3	5	28	1	2	6	1	..	12	1	3	8	13
28	Jaunpur	5	5	35	1	..	5	2	2	15	1	3	8	15
29	Ghazipur	3	5	27	1	..	5	1	1	14	1	3	8	13
30	Balia	3	4	24	1	..	5	1	1	12	1	3	8	13
31	Gorakhpur	8	14	95	2	3	20	2	2	22	3	5	11	26
32	Basti	4	5	32	1	2	9	1	1	13	1	3	8	15
33	Azamgarh	4	6	36	1	2	7	2	2	12	1	3	8	15
34	Naini Tal	18	12	110	1	3	10	1	2	23	2	6	8	18
35	Lucknow	8	11	74	4	6	26	4	5	50	4	8	17	38
36	Unnao	2	7	39	1	2	7	1	2	18	1	3	8	13
37	Rae Bareil	1	7	28	1	2	5	1	2	19	1	3	8	15
38	Sitapur	2	6	28	1	2	12	3	2	17	1	3	9	15
39	Hardoi	3	5	26	1	2	10	2	2	21	1	3	8	15
40	Kheri	1	6	24	1	2	7	2	1	13	1	3	8	13
41	Faizabad	4	5	31	1	3	10	2	2	24	2	4	10	15
42	Gonda	2	6	28	1	4	14	2	2	23	1	3	8	15
43	Bahraich	1	8	34	1	1	14	1	1	14	1	3	8	15
44	Sultanpur	1	7	28	1	1	7	1	..	10	1	3	8	12
45	Pratapgarh	1	7	28	1	..	5	2	1	17	1	3	8	13
46	Bara Banki	4	4	28	1	1	6	2	2	15	1	3	8	13
	Total	250	287	1,922	63	111	511	77	82	802	71	175	415	627

I
Armed Police

5				6	7	8	9			10			
Armed Security Reserve				Orderlies for I G. D. I. G., C. I. D. and Police Headquarters.	Shadows	Contingent Reserve at 17 1/2 per cent. reckoning H. C. and Nk. as Cons.	Refresher Training calculated at 1/12 in each rank			Total			
Sub-Inspector	Head constable	Naik	Constable	Constables	Constables	Constables	Head Constable	Naik	Constables	Sub-Inspector	Head constable	Naik	Constable
..	3	3	30	..	..	22	1	1	10	1	14	19	128
..	4	4	60	..	..	33	1	1	16	2	15	29	194
..	2	6	36	..	..	24	1	2	12	1	12	24	143
..	6	10	96	..	..	44	2	3	22	3	19	38	269
..	3	6	54	..	..	29	1	1	14	1	14	25	172
..	4	6	60	..	..	37	2	2	16	2	22	29	217
..	4	6	60	..	..	28	1	2	14	1	13	25	166
..	7	14	126	..	..	51	2	2	26	1	25	40	308
..	3	6	54	..	..	30	1	2	15	3	16	24	182
..	3	5	48	..	..	26	1	2	13	1	15	22	158
..	6	9	90	..	..	43	2	3	23	2	23	36	276
..	2	4	35	..	..	22	1	2	11	2	13	22	131
..	3	6	54	..	..	29	1	3	15	1	15	24	176
..	3	6	66	..	..	40	2	3	20	2	22	33	236
..	3	8	54	..	..	39	2	2	19	2	25	27	232
..	2	2	24	..	..	20	1	1	10	1	12	17	119
..	3	6	54	..	..	23	1	2	14	1	14	25	178
..	3	6	54	..	..	28	1	2	14	1	13	24	169
..	1	17	182	..	3	144	3	5	47	5	36	57	514
..	2	3	30	..	2	21	1	2	11	1	12	21	127
..	1	12	120	..	8	65	3	4	33	4	36	46	406
..	6	13	114	..	11	62	4	4	31	3	45	47	369
..	5	3	48	..	..	31	2	2	16	1	28	21	186
..	3	5	42	..	..	24	1	2	12	1	11	24	144
..	2	5	42	..	..	27	1	2	14	1	14	26	163
..	7	12	114	..	7	47	2	3	24	3	20	34	290
..	2	2	24	..	..	19	1	1	10	1	11	16	112
..	2	3	30	..	..	23	1	2	11	1	14	20	134
..	2	2	24	..	..	19	1	1	10	1	11	18	112
..	3	5	48	..	..	23	1	2	12	1	12	20	136
..	4	2	72	..	..	51	2	3	36	3	23	41	322
..	3	3	36	..	..	24	1	2	12	1	13	21	141
..	3	3	30	..	..	23	1	2	13	1	13	23	136
..	4	6	60	..	..	49	3	3	25	3	33	34	295
..	1	12	222	..	6	92	3	6	47	5	39	70	563
..	2	5	42	..	..	26	1	2	14	1	10	26	152
..	3	5	48	..	..	25	1	2	13	1	10	26	153
..	3	5	48	..	..	27	1	2	13	1	13	26	160
..	3	4	42	..	..	26	1	2	13	1	13	23	155
..	3	4	42	..	..	22	..	2	11	1	11	23	132
..	4	4	78	..	..	35	1	3	18	2	16	32	211
..	3	6	54	..	..	30	1	2	15	1	12	28	179
..	3	6	54	..	..	27	1	2	13	1	10	24	161
..	2	2	24	..	..	18	1	2	9	1	10	20	108
..	2	2	24	..	..	19	1	2	10	1	10	20	116
..	2	3	30	..	..	21	1	2	11	1	13	20	124
3	169	291	2,760	23	13	1,596	66	108	786	74	500	1,394	9,250

APPENDIX J

**Draft Scheme for the Organisation of Village Defence Societies
in the United Provinces**

I.—*Object*—(a) To inculcate a spirit of self-help and discipline in the rural population.

(b) To provide a reasonably efficient local voluntary force to combat crime, such as dacoity and riots.

II.—*Organisation*—The Village Defence Societies throughout the Province will be in charge of a Special Officer who will be appointed by the Government and will be designated as "Officer-in-charge of Village Defence Societies". It will be the duty of this officer to co-ordinate the work of these Societies and to act as liaison between the Provincial Government and the District Village Defence Committees.

In each district or such of the districts as the Special Officer-in-charge may select for setting up Village Defence Societies, a Village Defence Committee will be formed consisting of the following members :

(1) District Magistrate as *ex officio* Chairman.

(2) Superintendent of Police.

(3) Three to five Non-officials to be nominated by Government depending on the size of the district.

The District Village Defence Societies organiser will act as the Secretary of the Committee.

In each district in which the O. C. Village Defence Societies wishes to give effect to the scheme, he shall appoint an ex-Military Officer not below the rank of V. C. O. to be the Village Defence Societies Organiser on such terms as the Provincial Government may consider suitable. This officer will, with the assistance of local officials and non-officials, be primarily responsible for the organisation and training of Village Defence Societies in the district.

After the organisers have been selected and appointed, the O. C. will organise a short course of a duration not exceeding 4 weeks for the training of organisers before they are sent out to districts. For this purpose a Training Camp may have to be organised in some rural area to be selected by the O. C.

III.—*Functions of the District Committees*—(a) Selection of villages where societies are to be organised.

(b) Inspection of the work of the Organiser.

(c) Making recommendations to District Magistrate regarding grant of arms licences to members of the Society.

(d) Exclusion and expulsion of members from the Society.

(e) Removal of officers either on the Committee's own initiative or on the recommendations of the Village Defence Society.

(f) Making recommendations to Government for reward or appreciation in cases of conspicuous leadership, gallantry, etc.

(g) Any other matter relating to the working of the Society.

NOTE—In selecting villages where Societies are to be formed preference will be given to those villages where there is a general demand for Village Defence Societies.

The Committee shall meet at least once a month and at each meeting the organiser shall present a report on the progress made since the last meeting.

IV.—*Organisation of the Village Defence Society*—Every adult male inhabitant of the village who is reasonably fit physically shall be eligible to become a member, provided that he has not been convicted for or suspected of participation in an offence involving moral turpitude, provided further that the Committee may exclude a person for any other reason from membership under paragraph III sub-clauses (d) and (e). A list of all people who are eligible and willing for membership of the Societies will be sent by the organiser to the Committee whose decision about enrolment of members will be final.

The names of all members shall be entered in a register to be maintained in the custody of the Sardar of the village. A member may resign membership for reasons to be stated by him in writing. The Sardar may accept the resignations and amend the register accordingly.

The members shall elect by a majority of votes a Sardar and one or more Naib Sardars from among themselves. The appointments shall be subject to confirmation by the District Committee and will hold good for 3 years in the first instance but they will be eligible for re-election.

The Sardars and Naib Sardars will be provided with appropriate badges of rank and members will be provided with armlets. Each society will also be provided with a suitable flag by the Government.

V.—*Expulsion*—(a) A member will cease to be a member of the Village Defence Society if two-third members of the Society present and voting vote against him provided not less than 50 per cent. members of the Society have voted.

(b) The Society may recommend to the Committee removal of a Sardar or Naib Sardar by a majority of two-third members present and voting; provided that not less than 50 per cent. members of the Society have voted.

VI.—*Arms*—Each member will be armed with a *lathi* which he must produce for inspection when required.

The Sardar and Naib Sardar will be given fire-arms licences, if they are not already in possession of them. On the recommendation of the Committee the District Magistrate may issue licences for fire-arms, spears, swords, etc. to suitable members of the Society.

VII.—*Training*—The District Organiser will train the officers of the Society in the under-noted items. These officers in their turn will act as instructors for the members of their societies.

- (a) The use and care of a gun.
- (b) The use of *lathi* as offensive and defensive weapon.
- (c) Elementary Jiu Jitsu.
- (d) Ambushing an enemy.
- (e) Rally at appointed place on sounding of alarm.
- (f) First aid.

When members of several societies have been trained, inter-Society competitions or combined exercises may be arranged.

VIII.—*Patrolling*—As soon as a Society has been formed, the Sardar shall draw up a roster for night patrolling of the village. No member shall be on duty for more than 2 hours at a stretch after 9 p.m. Watcher should be arranged accordingly.

APPENDIX K

Rules for the Selection of Candidates for Training as Sub-Inspectors at the Police Training College, Moradabad

Selection will be made from the force as well as from amongst outsiders. The former will be called "Promoted Cadets" and the latter "Public Cadets".

(A) SELECTION OF PUBLIC CADETS

(i) *Educational qualifications*—The candidate must have passed the Intermediate or an equivalent examination.

(ii) *Physical qualifications*—He must not be less than 5' 6" in height or in the case of hillmen 5' 4" in height and 32" round the chest, unexpanded.

(iii) *Age*—He must be between 18 and 23 years of age, i.e. more than 18 years and less than 23 years on the 1st January following the date of his application. For Law-Graduates the upper age limit will be extended to 25 years.

(iv) *Domicile*—He must be a resident of the United Provinces and must be domiciled therein according to the orders of Government on this point.

(v) *Submission of applications*—application showing the particulars noted below may be submitted to the *Superintendent of Police* of the district of which the candidate is a resident or of the district in which his father or guardian resides, provided that only one application shall be submitted for any one selection.

Particulars to be given in the application—

1. Name of the candidate.
2. Father's name and his profession.
3. Date of birth (a copy of the school certificate showing the date of birth should be attached).
4. Residence and address.
5. Height and chest measurements.
6. Educational qualifications (copies of the certificates should be attached).
7. Name of Principal of the College from whom a certificate of character should be attached.
8. Names of two referees who will vouch for the candidate. Referees should be persons of standing and respectability and shall not be relatives. (Written certificates from the referees should be attached).
9. Whether the candidate ^{was}_{is} a member of any social service organization such as the U. O. T. C., the Boy Scout's Association, the Sewa Samiti. (Copies of certificates showing his work as a member of such organizations should be attached).
10. Details about part taken in games, sports, athletics and other extra curricular activities in school or college.

11. Length of residence in United Provinces. (A certificate of domicile should be attached.)

(vi) *Preliminary scrutiny and check of applications*—All applications received by the District Magistrate will be forwarded to the Superintendent of Police. The latter will make a complete list of all applications whether received by him direct or through the District Magistrate. The Superintendent of Police will then take the following action :

(a) He will scrutinise certificates to prove age and educational qualifications.

(b) He will send those candidates who satisfy these qualifications to the Civil Surgeon for medical examination. The Civil Surgeon will measure the height and the chest of the candidate and enter the measurements on the prescribed form. He will also examine the candidate medically and give a certificate in the prescribed form to the effect that the candidate is of sound health and fit for employment as Police Officer.

(c) The Superintendent of Police shall forward to the Secretary, Provincial Selection Board, applications of all candidates who have passed the medical test along with a list showing their particulars.

(d) He will inform all those candidates whose applications have not been sent up to the Provincial Selection Board of the reasons for withholding their applications.

(vii) *Composition of the Provincial Selection Board*—There will be only one Selection Board for the whole province of which the members will be :

- | | |
|---|--------|
| (1) Principal, Police Training College, Moradabd, <i>ex officio</i> . | |
| (2) One Police Officer | ... .. |
| (3) One Psychiatrist or Educationist | ... .. |
| (4) } Two non-officials | ... .. |
| (5) } | ... .. |
- } to be nominated by Government.

The Chairman will be nominated by Government and the Additional Assistant to the Inspector General of Police will act as Secretary to the Board.

(viii) *Functions of the Board*—(a) All applications received from districts will be considered by the Board. If the number of applications is too large, the Board may make a preliminary examination of all applications and call for interview selected candidates

(b) The Board will then make final selection of public cadets for admission to the Police Training College. In selecting candidates the Board will take into account the personality and educational and athletic qualifications of a candidate and also his record as a member of a social service organization. The Board will hold such tests as it may consider necessary to assess the capacity of the candidate, his power of leadership and his aptitude for Police service.

(ix) *The number to be selected by the Board*—This will be fixed by Government from year to year but, as a general rule, the number to be admitted to the P. T. C. should be about 10 per cent. above the number of vacancies.

(x) *Verification of character*—After selection, the character and antecedents of each candidate will be verified through the Superintendent of Police of the district of his residence before he is allowed to join the P. T. C.

(B) SELECTION OF PROMOTED CADETS

1. *Proportion*—The number of promoted cadets to be admitted to the P. T. C. should not be less than 20 per cent. or more than 25 per cent. of the total number of cadets. The exact number to be admitted each year will be determined by the Inspector-General.

2. *Qualifications*—All constables and head constables less than 32 years of age who have more than 3 years service and have passed the P. T. S. examination will be eligible for selection for admission to the P. T. C.

3. *Method of Selection*—Selection will be made by a Departmental Selection Committee which will hold such tests as it considers necessary.

4. *Medical Examination*—The Cadets selected from the force will be medically examined by the Civil Surgeon of the district of their posting before they are admitted to the P. T. C.

APPENDIX L

Statement showing scales of pay for each rank of the Subordinate Police sanctioned from 1910 to 1947

Year	Inspector		Sergeant		Sub-Inspector		Assistant Sub-Inspector	Head Constable		Naiks	Constable		
	Grade	Pay Rs.	Grade	Pay Rs.	Grade	Pay Rs.	Rs.	Grade	Pay Rs.		Grade	C.P. & A.P. Rs.	M.P. Rs.
1910..	I II III IV	250 200 175 150	I II III	100 90 80	I II III IV V	100 80 70 60 50	..	I II III	20 15 10	..	I II III IV	10 9 8 7	11 10 9 8
1920..	I II III IV	300 260 220 180	I II	125 100	I II III IV	125 100 80 70	..	I II III	35 30 25	..	I II III IV	16 15 14 13	17 16 15 14
					<i>Note—Selection grade of Rs.150 introduced in 1923 and abolished in 1934.</i>								
1930..	Ditto	..	I II	150 125	Ditto	..	..	Ditto	..	Rank of naik introduced from 1923 on pay Rs.16. Rs 20 (1930).	Ditto		
1939..	Ditto	..	Ditto	..	Ditto	..	..	Ditto	..	Ditto	I II III	16 15 ..	17 16 15
1940..	Ditto	..	Ditto	..	Ditto	..	..	Ditto	..	Ditto	Ditto		

1942..	Ditto ..	Ditto ..	Higher scale Rs.95-3-125-2½-180 Lower scale Rs.65-2½-90.	Rs.45-1½-60	Ditto ..	Rs.22 ..	Scale rising from Rs.15 to Rs.20 with increment of Re.1 after 8, 7, 11, 15 and 20 years of approved service with a selection grade at Rs.21.
1944..	Rs.180-7½-255 E.B.-7½- 300.	I 150 II 125	Higher scale Rs.95-3-125-2½-180 Lower scale Rs.65-2½-90.	Rs.45-1½-60	Rs.25-1-95 (1st April, 1944), Rs.30-1-40 (1st July 1944)	Rs.27 ..	Scale rising from Rs.20 to Rs.25 with increment of Re.1 each after 8, 7, 11, 15 and 20 years of approved service with selection grade at Rs.26.
1945..	Rs.180-8-220 E.B.-10- 300.	Rs.125-5-150	Ditto ..	Ditto ..	Ditto ..	Ditto,	Ditto.
1946..	Ditto ..	Ditto ..	(1) O. P. Rs. 65-2-95-E.B.-2½-125. (2) A. P., M. P. and My. P. Rs.70-3-88 E.B.-8-106.	Rank abolished	Rs.95-1-50..	Rank abolished	24-1 (biennial) 80.
1947	Rs.200-10-250 E.B.-15- 400.	Rs.120-6-160 E.B.-10- 200.	Rs.120-6-180-E.B.- 10-200	..	Rs.50-1-65	..	Rs.80-1-45.

APPENDIX M

Distribution of Police Motor Vehicles

Districts					Motor transport allocation	Motor transport on charge	Motor transport to be supplied
WESTERN RANGE							
Agra	..	..	..	..	21	18	8
Aligarh	..	..	..	..	9	6	3
Bulandshahr	..	..	..	..	4	4	..
Dehra Dun	..	..	..	..	6	6	..
Etah	..	..	..	..	8	8	..
Mainpuri	..	..	..	..	8	8	..
Meerut	..	..	..	..	19	10	9
Mathura	..	..	..	..	6	3	8
Musaffarnagar	..	..	..	..	6	5	1
Saharanpur	..	..	..	..	10	8	2
SOUTHERN RANGE							
Allahabad	..	..	..	..	22	19	3
Banda	..	..	..	..	4	8	1
Kanpur	..	..	..	..	32	21	11
Etawah	..	..	..	..	5	8	2
Farrukhabad	..	..	..	..	5	4	1
Fatehpur	..	..	..	..	8	2	1
Hamirpur	..	..	..	..	8	8	..
Jalaun	..	..	..	..	8	8	..
Jhansi	..	..	..	..	5	4	1
NORTHERN RANGE							
Bareilly	..	..	..	..	10	9	1
Bijnor	..	..	..	..	8	3	..
Budaun	..	..	..	..	5	8	2
Kheri	..	..	..	..	8	8	..
KUMAUN DIVISION							
Naini Tal	..	..	..	..	5	4	1
Moradabad	..	..	..	..	8	7	1
Pilibhit	..	..	..	..	8	2	1
Shahjahanpur	..	..	..	..	7	5	2

Distribution of Police Motor Vehicles—(concluded)

Districts				Motor transport allocation	Motor transport on charge	Motor transport to be supplied
CENTRAL RANGE						
Bahraich	..	..	..	2	2	..
Bara Banki	..	..	..	2	2	..
Faizabad	..	..	..	6	5	1
Gonda	..	..	..	8	8	..
Hardoi	..	..	..	4	4	..
Lucknow	..	..	..	46	29	17
Pratapgarh	..	..	..	3	3	..
Rae Bareilly	..	..	..	2	2	..
Sitapur	..	..	..	4	4	..
Sultanpur	..	..	..	3	2	1
Unnao	..	..	..	8	8	..
EASTERN RANGE						
Azamgarh	..	..	..	5	4	1
Ballia	..	..	..	4	4	..
Basti	..	..	..	5	4	1
Banaras	..	..	..	15	14	1
Ghazipur	..	..	..	8	3	..
Gorakhpur	..	..	..	18	9	4
Jaunpur	..	..	..	4	2	2
Mirzapur	..	..	..	4	3	1
Deoria	..	..	..	5	4	1
Criminal Investigation Department	..	..	..	5	4	1
Police Training College, Moradabad	..	..	..	2	2	..
Central Stores, Sitapur	..	..	..	5	5	..
Superintendent of Police, Wireless Training, Lucknow.	..	..	..	8	8	..
Police Motor Vehicles Officer, Sitapur	..	..	..	6	6	..
Anti-Malaria Officer, Police Forces, Moradabad..	..	..	..	1	1	..
Anti-Corruption Department, Lucknow	..	..	..	10	10	..
Range Reserve	..	..	..	5	..	5
Deputy Inspectors-General	..	..	..	4	..	4
Total District Executive Force	..	..	..	895	806	89
Provincial Armed Constabulary	..	..	..	880	192	188
GRAND TOTAL	..	..	..	725	498	227

APPENDIX N

Copy of the letter no. 894/V—97/1946-47, dated October 25, 1947, from J. P. SINGH, ESQ., M.A., LL.B., Chief Inspector of Government Offices, United Provinces, Allahabad to the Secretary, Police Reorganization Committee, U. P.; and Principal, Police Training College, Moradabad.

SUBJECT—Reorganisation of clerical establishment in the Police Department

SIR,

WITH reference to the correspondence resting with your letter no. 358/PRG/1947, dated October 6, 1947, I have the honour to forward in duplicate the Report of Pandit Tara Datt Dhyani, Inspector of Offices on Special Duty, on the subject noted above.

2. The report has been divided into two parts. Part I deals with the main question of clerical strength of each of the various offices of the Police Department, while Part II deals with the scales of pays allowances and other allied matters. The net result of the proposals made in Part I of the report is summarised in the following statement.

Statement showing the present and proposed strength of the various offices of the Police Department

Office	Present strength			Proposed strength			Total
	Permanent	Temporary	Total	Permanent	Temporary	Total	
United Provinces Police Headquarters.	87	30	117	101	27	128	+11
<i>District Police</i>							
Courtesy	258	58	316	234	55	289	+27
Accounts	129	66	195	159	55	214	+19
Record Room	94	..	94	94	..	94	..
Criminal Investigation Department.	82	53	135	66	28	94	+41
Government Railway Police	51	..	51	51	9	60	+9
United Provinces Military Police,	14	35	49	14	39	53	+4
Police Training College, Moradabad.	3	..	3	3	1	4	+1
D. I. G. Ranges .. .. .	..	..	..	5	5	10	+10
Total	662	242	904	777	214	991	+86

3. It will be observed that the addition proposed is of 86 posts which gives an increase of less than 10 per cent. over the total existing strength of all the offices concerned, viz, 905 (663 permanent and 242 temporary). This increase will I hope, be regarded as reasonable in view of the abnormal expansion in the activities of the Police Department in recent years and the likelihood of a further expansion in the near future.

4. More than half of the increase is intended for the District Police Offices of the Province, particularly for the accounts branch where the existing strength is much too inadequate. As remarked by the Inspector, it is only with the help of literate constables irregularly attached to them that these offices have been able to keep pace with the work. Now that the entire Department is being reorganised, it is time that this irregular practice be altogether stopped.

5. The rest of the increase is meant for the Headquarters office of the Inspector-General of Police and for the remaining office of the Police Department. The addition proposed in each case is more or less justified by the general increase in work.

6. As regards the revision of the scales of pay of certain posts dealt with in Part II of the Report, I doubt whether Government would be prepared to depart from the accepted scales of the Pay Committee's Report read with Government resolution thereon and make an exception in favour of the Police Department. The other points dealt with in Part II of the Report appear to me to be rather of an administrative nature with which the Inspectorate is not ordinarily concerned. The Inspector's observations are, however, submitted for such use as the Committee may like to make of them.

7. The Inspector has taken pains over the enquiry, and I hope his labour will be appreciated by the Committee.

I have the honour to be,

Sir,

Your most obedient servant,

J. P. SINGH,

Chief Inspector of Government Offices,

United Provinces.

APPENDIX O

*Summary of recommendations**Reference to
paragraph of
the report*

CHAPTER II—GENERAL ORGANISATION

- (1) The police force should be divided into separate cadres as follows: 39
- Cadre A— (i) Civil Police with separate sections for investigation and watch and ward.
(ii) Women Police.
(iii) Railway Police.
(iv) Village Police.
- Cadre B— (v) Armed Police.
(vi) Provincial Armed Constabulary (as the Military Police is now called).
(vii) Armourer Section.
- Cadre C—(viii) Mounted Police.
- Cadre D— (ix) Prosecution Branch.
- Cadre E— (x) Traffic Police.
- Cadre F— (xi) Criminal Investigation Department with its various branches including the Anti-Corruption.
(xii) District Intelligence Staff.
- Cadre G—(xiii) Motor Transport Section.
- Cadre H—(xiv) Wireless Section.
- (2) Inter-transfers between the various sections of the force should be allowed in exceptional cases and only when considered necessary in the interest of public service. 40
- CHAPTER III—RETROSPECT AND PROSPECT
- (3) Suitable scales of pay and reasonable allowances, including travelling allowance, should be sanctioned which would put the Police fairly beyond the reach of temptation. 49
- (4) The quality of training should be improved to befit the policeman for the role of the guardian of the law. 49
- (5) Only literate men should be enlisted as constables in future and the educational standards for higher ranks should be raised.
- (6) Unsuitable material should be weeded out by compulsory retirement after 25 years' service and by compulsory retirement on proportionate pension at an earlier stage where the scrutiny of record justifies such a step. 49
- (7) No police officer should remain in any district for more than 10 years. 49

*Summary of recommendations**Reference to
paragraph of
the report*

- (8) More amenities and better housing conditions should be provided. 49
- (9) The present form of oath and the rules of conduct should be revised. 50 and appendices E and F.
- (10) A copy of the Rules of Conduct should be given to every police officer enlisted under the Police Act on his first appointment, along with the certificate of appointment. 52
- (11) The rules for the recording of the First Information Report should be made more definite and strict so as to prevent the abuses prevailing at present in this connection. 54

CHAPTER IV—POLICE ORGANISATION IN BIG CITIES

- (12) There is no need for any change in the status and position of the Senior Superintendent of Police of Kanpur, or of other big cities of the Province, vis-a-vis the Inspector General of Police or the District Magistrate concerned in the field of law and order. 68
- (13) The Bombay Police system should not be introduced in Kanpur or in other big cities of the Province. All that is necessary is to reorganize the Police Force within the present administrative set-up, and to increase the number of superior officers. 68 & 69
- (A) For Kanpur the following organisation is proposed:
- (i) That there should be three Superintendents of Police for Kanpur, one for the rural area, one for the city and the third to be the Senior Superintendent of Police. 70
- (ii) That the functions, duties and responsibilities of these three Superintendents should be clearly defined. 70
- (iii) That the officers allotted for the rural area should not be employed for work in the city unless the situation is so serious that this cannot be avoided. 70
- (iv) That the post of Kotwal (City Deputy Superintendent of Police) should be abolished. 71
- (v) That, for the present, Kanpur city should be divided into 4 zones and there should be two Deputy Superintendents of Police, each in charge of two zones. 71
- (vi) That a Central Police Headquarters should be established in Kanpur as soon as possible. 73
- (vii) That it is not necessary to place Inspectors incharge of important Police Stations in Kanpur. 74

<i>Summary of recommendations</i>	<i>Reference to paragraph of the report</i>
(B) And for <i>Lucknow</i> the following proposals are made :	
(i) That the rural area should be taken out of Lucknow and redistributed amongst the neighbouring districts.	75
(ii) That the area within the jurisdiction of this Metropolis should be the entire area covered by the Municipal Board of Lucknow, the Cantonments and about 2 or 3 miles beyond, to cover the area under further development or expansion.	75
(iii) That only one Superintendent of Police should be sufficient for Lucknow—against three for Kanpur.	76
(iv) That the zonal system should be introduced in Lucknow as proposed for Kanpur.	76
(v) That, for the present, 4 zones, with two Deputy Superintendents of Police, should be adequate.	76
(vi) That there should also be a Central Police Headquarters in Lucknow.	76
(14) The result of the experiment of the zonal system in Kanpur and Lucknow should be awaited before introducing any change in the organisation of other big cities—like Agra, Allahabad and Banaras—but the Central Police Headquarters should be established in these cities also as soon as practicable.	77
(15) The functions and duties of the District Magistrate and Additional District Magistrate in big cities should be more clearly defined.	78
CHAPTER V—CIVIL POLICE	
(16) In big cities and towns with a population of one lakh and over there should be a separate allocation for watch and ward and for investigation work.	90
(17) Both the investigating officers and the watch and ward staff should be under the control of the station Officer of the Police Station to which they are posted or attached.	91
(18) In rural areas there is no need to have such a separate allocation.	90
(19) There should be, at the headquarters of every district, special investigating squads to assist in the investigation of serious and important crime all over the district.	90
(20) There should be a Crime Record Section in every district which should be linked up with a Provincial Crime Information Bureau in the Criminal Investigation Department.	92

<i>Summary of recommendations</i>	<i>Reference to paragraph of the report</i>
(21) The police should continue to be organised, as at present, on a Provincial basis and the local bodies should have no control over the police.	97
CHAPTER VI—ALLOCATION, STRENGTH AND RESERVES	
(22) In the cases of specialized and technical branches, the strength will have to depend on actual requirements from time to time. For other branches the Committee has laid down general principles on which allocation and strength should be determined.	100
(23) Both in the rural as well as urban areas the strength of Sub-Inspectors should be calculated on the basis of 100 investigations per annum.	103
(24) The strength of Sub-Inspectors required for maintenance of law and order and for watch and ward duties should be in the proportion of one sub-inspector for every 18 constables sanctioned for watch and ward duties, i.e. one Sub-Inspector for every 3 beats.	106
(25) The present scale of Head constables for police stations is satisfactory and should continue.	107
(26) The minimum strength of constables for a two-beat police station should be 9, for a three-beat police station 11 and for a four-beat police station 13 as proposed in the Pearce Report.	109
(27) In the case of rural outposts the strength of head Constables will have to be determined on actual requirements.	110
(28) In the case of urban outposts, i. e. watch and ward outposts in cities and towns, the strength of head constables will depend upon the strength of constables. Under the six-beat system there should be one Head constable for every 6 constables.	110
(29) In outposts where the staff consists of more than one unit, i.e. of more than one Head Constable and 6 constables, an extra senior Head Constable should be sanctioned to exercise proper supervision and control over the combined units.	110
(30) The strength of constables required for rural outposts will have to be determined on actual requirements.	111

<i>Summary of recommendations</i>	<i>Reference to paragraph of the report</i>								
(31) The strength of constables for outposts in cities and towns should be calculated on the following standard:	113								
<p>(i) In towns with a population between 5,000 and 10,000 the strength of the watch and ward police should be one under-officer and constables on the following scale:</p> <table border="0" style="margin-left: 40px;"> <tr> <td>5,000 to 8,000</td> <td style="text-align: center;">...</td> <td style="text-align: center;">...</td> <td>4 constables.</td> </tr> <tr> <td>8,000 to 10,000</td> <td style="text-align: center;">...</td> <td style="text-align: center;">...</td> <td>6 constables.</td> </tr> </table>		5,000 to 8,000	4 constables.	8,000 to 10,000	6 constables.
5,000 to 8,000	4 constables.						
8,000 to 10,000	6 constables.						
<p>(ii) In towns with a population between 10,000 and 19,000 the strength should be in the ratio of 1,000 in beat units of one under-officer and 6 constables.</p>									
<p>(iii) In all towns and cities with a population of over 19,000, the strength of the force should be calculated in the ratio of 1 to 600 in beat units of one under-officer and 6 constables.</p>									
(32) Where special local conditions indicate the necessity of extra staff provision should be made for it.	114								
(33) The proposals regarding the calculation of reserves for Sub-Inspectors made in the Pearce Report are agreed to only on the point that the contingent reserve should be calculated at 14 per cent. of the total permanent strength of Inspectors and Sub-Inspectors but the other implications of the proposals in this respect are not accepted.	116								
(34) The recommendations made in the Pearce Report regarding calculation of leave and casualty reserve of Head Constables and constables are appropriate.	117 to 119								
(35) The Armed Police reserve in the Kumaun Division should be increased by 6 Head Constables and 24 constables.	120								

CHAPTER VII—PROSECUTION BRANCH

(36) In future only law graduates should be employed on prosecution work. They should be selected soon after they pass the LL. B. Examination and should be given an intensive and specialized course of training, both in the Police Training College and in districts.	131
(37) A separate prosecution branch should be created having Senior Public Prosecutors, Public Prosecutors and Assistant Public Prosecutors who will rank respectively as Deputy Superintendents of Police, Inspectors and Sub-Inspectors.	131
(38) It is not necessary to have Superintendents of Police in the Prosecution Branch.	131

<i>Summary of recommendations</i>	<i>Reference to paragraph of the report</i>																		
(39) Senior Public Prosecutors should get a special pay of Rs. 100, Public Prosecutors of Rs.75 and Assistant Public Prosecutors of Rs.50 per mensem in addition to their rank pay.	131																		
(40) In every district there should be one Public Prosecutor and a number of Assistant Public Prosecutors according to necessity.	131																		
(41) In some of the bigger districts where work is heavy and responsibility is greater, Senior Public Prosecutors should be appointed in addition to Public Prosecutors.	131																		
(42) For the present one Senior Public Prosecutor should be appointed in each of the districts of Agra, Allahabad, Banaras, Bareilly, Gorakhpur, Jhansi, Kanpur, Lucknow, Meerut, Moradabad and Saharanpur.	131																		
(43) There should be no Government Pleaders for criminal work: officers of the Prosecution Branch, who will all be law graduates, should be authorised to put up cases both in the Magistrates' as well as in Sessions Courts.	131																		
(44) Police Prosecuting Officers should be authorised, after retirement, to do private practice in courts.	131																		
(45) The Prosecution Branch in every district should be directly under the Superintendent of Police, subject, as in other Police matters, to the general control and direction of the District Magistrate.	131																		
(46) Promotion in the Prosecution Branch will be entirely by selection and departmental rules will have to be framed in such a way as to ensure that the recommendations of Judges and Magistrates about the work of Public Prosecutors are given due weight.	132																		
(47) There should be one Public Prosecutor in each district and the strength of Assistant Public Prosecutors for Magistrates' courts should be calculated on the following scale.	133																		
<table border="0"> <thead> <tr> <th style="text-align: center;"><i>Number of courts working daily on Police cases</i></th> <th style="text-align: center;"><i>Number of Prosecuting Officers required</i></th> </tr> </thead> <tbody> <tr><td style="text-align: center;">3</td><td style="text-align: center;">2</td></tr> <tr><td style="text-align: center;">4</td><td style="text-align: center;">3</td></tr> <tr><td style="text-align: center;">5</td><td style="text-align: center;">3</td></tr> <tr><td style="text-align: center;">6</td><td style="text-align: center;">4</td></tr> <tr><td style="text-align: center;">7</td><td style="text-align: center;">4</td></tr> <tr><td style="text-align: center;">8</td><td style="text-align: center;">5</td></tr> <tr><td style="text-align: center;">9</td><td style="text-align: center;">5</td></tr> <tr><td style="text-align: center;">10</td><td style="text-align: center;">6</td></tr> </tbody> </table>	<i>Number of courts working daily on Police cases</i>	<i>Number of Prosecuting Officers required</i>	3	2	4	3	5	3	6	4	7	4	8	5	9	5	10	6	
<i>Number of courts working daily on Police cases</i>	<i>Number of Prosecuting Officers required</i>																		
3	2																		
4	3																		
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7	4																		
8	5																		
9	5																		
10	6																		
(48) The strength of Prosecuting Officers required for Sessions Courts will have to be calculated after taking into consideration actual requirements in each district.	135																		

<i>Summary of recommendations</i>	<i>Reference to paragraph of the report</i>
(49) No definite proposal can be made in regard to the allocation of Sub-Inspectors, Criminal Tribes Section, until Government pass orders on the recommendations of the Criminal Tribes Committee.	138
(50) The strength of Court Muharrirs, Proficients, Malkhana Muharrirs, Lock-up Muharrirs, and Prosecuting Inspector's Writer as proposed in the Pearce Report is suitable.	138 and Appendix 'G'
CHAPTER VIII—TRAFFIC POLICE	
(51) There should be an entirely separate self-contained cadre of Traffic Police to which recruitment should be made directly and from which transfers to other branches of the police should not ordinarily be permissible.	146
(52) The strength of the staff should be calculated as follows: For a traffic point which has to be manned for more than 8 hours two constables should be provided and for a traffic point manned for more than 16 hours three traffic constables should be provided. For other crossings only one constable should suffice.	147
(53) No traffic constable should be on duty for more than 4 hours at a stretch.	147
(54) There should be a provision for reserve, calculated at the same scale as for the Civil Police.	147
(55) It is necessary to have adequate supervisory staff.	148
(56) Traffic Inspectors should be sanctioned for Agra, Allahabad, Banaras, Kanpur, Lucknow and Meerut and Traffic Sub-Inspectors for Bareilly, Dehra Dun, Gorakhpur and Ranikhet.	148
(57) Fifteen Head Constables should also be provided for general checking and supervision of traffic staff in the districts of Agra, Aligarh, Allahabad (2), Banaras, Bareilly, Debra Dun, Faizabad, Jhansi, Kanpur, Lucknow, Mathura, Meerut, Saharanpur and Shajahanpur.	148
(58) The traffic police will everywhere be under the control of the Superintendent of Police.	148
(59) Only men of good physique, not less than 5' 7" in height, should be recruited for the traffic police. Literacy must be insisted upon and knowledge of English will be an additional qualification.	149
(60) Appointment to the ranks of Sub-Inspector and Head Constable will be entirely by promotion from within the traffic police but that to the rank of Inspector may be either by promotion within the traffic police or by transfer from other branches of the force.	150

<i>Summary of recommendations</i>	<i>Reference to paragraph of the report</i>
(61) It is essential to adopt the same set of traffic rules throughout the province and to give training to traffic police on a uniform basis.	151
(62) The training of Traffic Police personnel should be organised on special lines.	153
(63) The Traffic Police constable should get Rs.5 per mensem more than the ordinary Armed Police Constable.	154
(64) The Traffic Police Head Constable should get an extra Rs.10 per mensem.	154
(65) No extra pay is necessary for Traffic Inspectors and Sub-Inspectors but they should get a motor cycle allowance of Rs.20 per mensem if they maintain motor cycles.	154
(66) Members of the Traffic Police should be entitled to the same concessions in respect of house rent, city allowance and Armed Police allowance as other members of the Armed Police.	154
(67) Traffic Police should not be placed under the control of Municipal Boards.	155
(68) A Traffic Committee should be appointed in important cities consisting of the District Magistrate, the Superintendent of Police and a representative of the Municipal Board to take decisions in matter concerning the regulation of traffic on public streets.	156
CHAPTER IX—WOMEN POLICE	
(69) As noted below a squad of Women Police should be organised under the direction and control of local Police Officers. The lowest rank to which women are enlisted should be that of Head Constable and they should go out on duty in pairs and not alone :	164 to 166
<p>(a) <i>For cities</i>—Viz. Agra, Allahabad, Banaras, Bareilly, Gorakhpur, Jhansi, Kanpur, Lucknow and Meerut—at the scale of one Sub-Inspector and one Head Constable for every two police stations.</p>	
<p>(b) <i>For places which are used for pilgrimage throughout the year</i>—Viz. Ayodhya, Vindhya-chal, Hardwar, Kanpur, Kashi, Mathura and Prayag—at the scale of two Sub-Inspectors and two Head Constables for each.</p>	
<p>(c) <i>For important railway stations</i>—Viz. Moghalsarai, Allahabad, Kanpur, Tundla, Ghaziabad, Meerut, Saharanpur, Banaras, Lucknow, Bareilly, Moradabad, Hardwar, Gorakhpur, Katgodam (Haldwani), Kashipur, Ramnagar, Tarapur and Kotdwara—at the scale of two Sub-Inspectors and two Head Constables for each. (The last five are included to check illicit traffic in women and young girls from the hills.)</p>	

*Summary of recommendations.**Reference to
paragraph of
the report*

- (70) A few posts of women Police Inspectors should be created in those places where the total number of women police is large. 167
- (71) The contingent and leave reserve for women police should be 30 per cent. subject to revision later in the light of experience gained. 169
- (72) The total strength of women police proposed to be raised in the beginning will be : 170
and

Appendix 'H

	Inspectors	Sub-Inspectors	Head Constables
(a) For duty	8	78	78
(b) As reserve .. . . .	..	20	28
Total ..	8	98	106

- (73) For some years to come, their emoluments should be on a higher scale than for equivalent ranks in the general force except in the case of Inspectors. 171
- (74) In the case of Sub-Inspectors and Head Constables the scale of pay should be the same as for men but women police should get a special pay of Rs.30 per mensem and Rs.20 per mensem respectively. 171
- (75) Free quarters must be provided to all women police or adequate house rent in lieu thereof. 171
- (76) No women should be enlisted directly as Inspectors but the best among Sub-Inspectors should be promoted to this rank. 172
- (77) For Sub-Inspectors the minimum qualification should be either a High School Certificate or a Senior Cambridge Certificate. 172
- (78) In the case of Head Constables, literacy should be insisted upon, but preference should be given to women having good educational qualifications. 172
- (79) It is unnecessary to lay down any restrictions about physical standards, but a medical certificate of fitness must be produced. 173
- (80) The age limit for recruitment should be between 25 and 35 years. 173
- (81) Preference should be given to unmarried women but there is no bar to the enlistment of married women. Unmarried women should be permitted to marry after joining service. 174

<i>Summary of recommendations</i>	<i>Reference to paragraph of the report</i>
(82) Enlistment should be made, for the time being, on provincial basis, both for Sub-Inspectors and Head Constables, by a Selection Committee consisting of two Police Officers of whom one will be the Principal, Police Training College, two non-officials (both women) and one educationist or psychiatrist (also a woman).	175;
(83) The training of all police women should be carried out at Moradabad; different classes being organised for Sub-Inspectors and Head Constables.	176
(84) The uniform for police women should consist of khaki fatigue cap, khaki bush-shirt with cloth belt, khaki stockings or socks, brown shoes and khaki sari or khaki salwar or khaki skirt. The option is only in respect of skirt, sari or salwar while the pattern for fatigue cap, bush-shirt and shoes will be the same for all.	177
CHAPTER X—CHAUKIDARS AND VILLAGE POLICE	
(85) The ill-paid village chaukidars have no place in a modern police system and this age-old institution must now be replaced by a better class of men who will be better paid.	186
(86) Another class of constables called the "Village Constables" should be created to replace village chaukidars.	188
(87) The total strength of this new force of village constables should be one-fourth of the total present strength of village chaukidars.	189
(88) The new force will be enlisted under the Police Act and will be composed of men who are fully literate.	189
(89) They will be on probation for one year and will be given a short training in the District Police Lines for a month or so.	189
(90) After the period of training they will be enlisted on short term contract.	189
(91) They should get a fixed pay of Rs.12 per mensem without any dearness allowance.	189
(92) For the efficient performance of their duties they must provide their own bicycles for which they should be paid Rs.3 per mensem as allowance.	189
(93) They will be required to live in one of the villages within their beats and they should be given cultivation rights under such rules as may be framed by Government.	189
(94) For purposes of travelling allowance the jurisdiction of these village constables will be the entire area of the police station in which they are serving.	189

<i>Summary of recommendations</i>	<i>Reference to paragraph of the report</i>
(95) They should be given only essential articles of uniform at a restricted scale.	190
(96) The new system proposed above should be tried, as an experimental measure, in some selected areas in each of the five Ranges.	191
(97) The process of eliminating village chaukidars should be gradual but should be completed within five years or so.	191
(98) It should not be necessary either for the village chaukidars or for the village constables, when they are formed, to go, as a general rule, to police stations more than once a month.	193
(99) Whenever village chaukidars or village constables are sent out of their beat on duty they should get an allowance.	193
(100) Liberal rewards should be given to village chaukidars or village constables for good work done by them.	194
(101) When chaukidars are employed to guard camps they should be paid not more than 4 annas per night.	194
(102) The duty of reporting births and deaths as also the out-break of infectious diseases should be taken away from the police and allotted to the village panchayats to be formed in the near future.	195
CHAPTER XI—ARMED FORCES AND AUXILIARIES	
(103) The Armed and Civil branches of the force should not be amalgamated.	201
(104) As conditions are at present somewhat unsettled, it is necessary to keep strong and efficient bodies of armed police to deal with any situation which might arise.	202
(105) Provincial armed reserve units should be formed and located at certain selected centres from where they could be sent out for duty when and where required.	202
(106) These reserves should be called the "Provincial Armed Constabulary". Its strength will have to be revised from time to time according to needs and requirements. For the present it should not be less than 134 companies.	208 and 209
(107) The present scale of establishment of a company of the Provincial Armed Constabulary is appropriate.	210
(108) Whenever armed reinforcements are required in any district in future they should be supplied from the Provincial Armed Constabulary and not from the Armed Police of other districts.	205

<i>Summary of recommendations</i>	<i>Reference to paragraph of the report</i>
(109) Similarly, to meet the extra demands from districts for Civil Police for mela duty or other similar duty, a separate battalion of the Civil Police should be formed.	207
(110) The proposals contained in Appendix XXI of the Pearce Report regarding the allocation of Armed Police in districts are considered adequate except in regard to the Armed Security Reserve.	205 and Appendix I
(111) The strength of the armed security reserve should now be determined again in each district after taking into consideration changed circumstances as well as the formation of provincial armed reserves.	205
(112) Village Defence Societies should be formed in villages and arms, preferably of a prohibited bore, should be given to selected members of such societies.	211
(113) Arms licences should be given more freely to reliable persons in the rural areas. This is likely to reduce the incidence of dacoity and other heinous crimes.	212
CHAPTER XII—GOVERNMENT RAILWAY POLICE	
(114) The present organisation with 5 sections and with a Deputy Inspector General of Police, a Superintendent, Government Railway Police, and 5 Section Officers should continue.	224
(115) The Railway Police should continue to be under the administrative charge of the Deputy Inspector General of Police Headquarters.	225
(116) An entirely independent Government Railway Police organisation is not advantageous and its personnel should be interchangeable with the Civil Police.	226
(117) No one should remain in the Government Railway Police for more than five years at a stretch.	226
(118) Special courses of training should be arranged for all Government Railway Police personnel—for Inspectors and Sub-Inspectors in the Railway School at Chandausi and for Head Constables and Constables at Moradabad or Allahabad.	227
(119) There should be one extra Prosecuting Sub-Inspector (or Assistant Public Prosecutor) for the Government Railway Police as leave reserve.	228
(120) Sub-Inspectors, instead of Head Constables, should be placed in charge of some of the out-lying Government Railway Police outposts, where this is considered necessary.	229
(121) Government Railway Police Section Officers should be given saloons by the Railways when they go out on duty in their Sections.	230

*Summary of recommendations**Reference to
paragraph of
the report*

- (122) It would be useful to give some general, but clearly defined and limited, powers of inspection and disciplinary control over Government Railway Police personnel to Superintendents of Police of all districts, except those where the Headquarters of the Section Officers are located. Detailed departmental instructions should be issued to avoid any conflict of authority between the District Police and the Government Railway Police. 231
and
232

CHAPTER XIII—MOUNTED POLICE

- (123) The Mounted Police has its own utility and should be retained permanently. 241
- (124) It should be stationed at Agra, Aligarh, Allahabad, Banaras, Bareilly, Faizabad, Gorakhpur, Kanpur, Lucknow, Meerut, Moradabad, Saharanpur and Shah-jahanpur. 241
- (125) At least three troops each should be sanctioned for Agra, Meerut and Kanpur and two troops each for the other districts noted above. Each troop should consist of 12 horses and the necessary complement of officers should be provided. 241
- (126) Each troop should be under a Head Constable. In districts where there are three troops, a Sub-Inspector should be in charge and in districts for which only two troops are provided, the Senior Head Constable should be in charge of both the troops. 241
- (127) Horses and instructors should be provided for the Police Training College as may be necessary from time to time. 241
- (128) Leaving out the Police Training College, the total strength of the Mounted Police on the above proposals will be 3 Sub-Inspectors, 29 Head Constables and 348 Constables for the districts noted above. 241

CHAPTER XIV—DETECTIVE FORCES

- (129) In future the Criminal Investigation Department should be divided into the following three branches: 246
- (a) Special Branch,
- (b) Investigation Branch, including the Scientific Section and the Anti-Corruption Branch, and
- (c) General Branch.
- (130) A Deputy Inspector General should be the Head of the Criminal Investigation Department in these provinces also. 247
- (131) A Forensic Science Laboratory should be established. 248

<i>Summary of recommendations</i>	<i>Reference to paragraph of the report</i>
(132) It is necessary that highly qualified specialists and scientists should be on the staff of this Laboratory; if necessary selected candidates should be sent abroad for training in Forensic Science.	248
(133) Some of the scholarships awarded for foreign studies should be immediately ear-marked for such candidates.	248
(134) When such a Laboratory is established, there should be no need for the Chemical Laboratory at Agra or for references to the Imperial Serologist at Calcutta. Necessary amendments should be made in the Rules.	248
(135) The police must have a Scientific Section of its own— (Finger Print Bureau, Photographic Section and Ballistics Section).	249
(136) The Police Scientific Section should be under the charge of a Deputy Superintendent of Police and not a Superintendent of Police.	249
(137) The Forensic Science Laboratory should be located at Lucknow.	251
(138) The Police Scientific Section should be established at Moradabad.	251
(139) There should be a Crime Information Bureau and Record Section at the Headquarters of the Criminal Investigation Department.	252
(140) There should also be a Crime Record Section in each district.	253
(141) The Officer incharge of the Special Investigating Squad should also be in charge of the Local Crime Record Section.	253
(142) It is unnecessary to maintain crime record sections in Ranges and those in existence should be abolished.	253
(143) There should be well-equipped photographic sections in every district.	254
(144) It will be useful to have a well-equipped Police Museum in the province—It should be located at Moradabad.	255
(145) The posts of Shorthand Reporters which are considered essential should be made permanent.	256
(146) A specific provision should be made for the employment of linguists in the Criminal Investigation Department.	257
(147) There should be a combined Criminal Investigation Department and District Intelligence Staff Cadre under the administrative control of the Deputy Inspector-General, Criminal Investigation Department.	260

*Summary of recommendations**Reference to
paragraph of
the report*

- (122) It would be useful to give some general, but clearly defined and limited, powers of inspection and disciplinary control over Government Railway Police personnel to Superintendents of Police of all districts, except those where the Headquarters of the Section Officers are located. Detailed departmental instructions should be issued to avoid any conflict of authority between the District Police and the Government Railway Police.

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and
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CHAPTER XIII—MOUNTED POLICE

- (123) The Mounted Police has its own utility and should be retained permanently.
- (124) It should be stationed at Agra, Aligarh, Allahabad, Banaras, Bareilly, Faizabad, Gorakhpur, Kanpur, Lucknow, Meerut, Moradabad, Saharanpur and Shahjahanpur.
- (125) At least three troops each should be sanctioned for Agra, Meerut and Kanpur and two troops each for the other districts noted above. Each troop should consist of 12 horses and the necessary complement of officers should be provided.
- (126) Each troop should be under a Head Constable. In districts where there are three troops, a Sub-Inspector should be incharge and in districts for which only two troops are provided, the Senior Head Constable should be incharge of both the troops.
- (127) Horses and instructors should be provided for the Police Training College as may be necessary from time to time.
- (128) Leaving out the Police Training College, the total strength of the Mounted Police on the above proposals will be 3 Sub-Inspectors, 29 Head Constables and 348 Constables for the districts noted above.

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CHAPTER XIV—DETECTIVE FORCES

- (129) In future the Criminal Investigation Department should be divided into the following three branches:
- (a) Special Branch,
- (b) Investigation Branch, including the Scientific Section and the Anti-Corruption Branch, and
- (c) General Branch.
- (130) A Deputy Inspector General should be the Head of the Criminal Investigation Department in these provinces also.
- (131) A Forensic Science Laboratory should be established.

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<i>Summary of recommendations</i>	<i>Reference to paragraph of the report</i>
(132) It is necessary that highly qualified specialists and scientists should be on the staff of this Laboratory; if necessary selected candidates should be sent abroad for training in Forensic Science.	248
(133) Some of the scholarships awarded for foreign studies should be immediately ear-marked for such candidates.	248
(134) When such a Laboratory is established, there should be no need for the Chemical Laboratory at Agra or for references to the Imperial Serologisu at Calcutta. Necessary amendments should be made in the Rules.	248
(135) The police must have a Scientific Section of its own— (Finger Print Bureau, Photographic Section and Ballistics Section).	249
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(137) The Forensic Science Laboratory should be located at Lucknow.	251
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(140) There should also be a Crime Record Section in each district.	253
(141) The Officer incharge of the Special Investigating Squad should also be in charge of the Local Crime Record Section.	253
(142) It is unnecessary to maintain crime record sections in Ranges and those in existence should be abolished.	253
(143) There should be well-equipped photographic sections in every district.	254
(144) It will be useful to have a well-equipped Police Museum in the province—It should be located at Moradabad.	255
(145) The posts of Shorthand Reporters which are considered essential should be made permanent.	256
(146) A specific provision should be made for the employment of linguists in the Criminal Investigation Department.	257
(147) There should be a combined Criminal Investigation Department and District Intelligence Staff Cadre under the administrative control of the Deputy Inspector-General, Criminal Investigation Department.	260

<i>Summary of recommendations</i>	<i>Reference to paragraph of the report</i>
(148) Appointments to this cadre should be made entirely by selection from amongst officers and men of the District Executive Force with 3 to 8 years' service.	260
(149) While the District Intelligence Staff should be under the administrative control of the Deputy Inspector-General, Criminal Investigation Department, it should continue to be under the operational control of the District Superintendents of Police.	261
(150) The Deputy Superintendents of Police Intelligence should be allotted Zones and should be responsible for the work of the entire Criminal Investigation Department staff posted within these Zones.	262
CHAPTER XV—POLICE COMMUNICATIONS	
(151) In modern conditions of life wireless is a necessity for an efficient police organisation and every district headquarters in the province should have a static police wireless station. [Later, it might even be necessary to extend the grid to some important police stations.	265
(152) In the big cities of the Province, viz. Kanpur, Agra, Allahabad, Lucknow and Banarae, there should be police radió telephony sets in operation connecting every city police station.	267
(153) Mobile Wireless Telegraphy and Mobile Radio Telephony sets should also be provided at a suitable scale in each Range and at the headquarters of the Wireless Section.	268
(154) The Provincial Armed Constabulary should be fully provided with wireless equipment-static as well as mobile.	268
(155) The headquarters of the police wireless section should be located at Lucknow—together with the Police Wireless Training School and Workshop.	269
(156) It is imperative that the entire Police Wireless organisation should consist only of police officers so as to be subject to police discipline and control.	270
(157) Officers and men of the Wireless Section should be given technical designations, as indicated, but, for purposes of discipline and control, each post will carry an appropriate police rank.	270
(158) Particular care should be exercised in selecting the personnel for the Police Wireless Section.	271
(159) The qualifications for the various posts and the pay scales for these posts have been proposed. Suggestions have also been made about the manner of recruitment and promotion.	271 to 278

*Summary of recommendations**Reference to
paragraph of
the report*

- (160) The strength of the Police Wireless Section is liable to change from time to time. The gazetted personnel should, for the present, consist of one Superintendent of Police and 3 Assistant Wireless Officers. 279
- (161) In modern times telephone is a necessity and we consider it essential that all Superintendents of Police must be provided with telephones and every police station and outpost in big cities and towns should have telephone connections. 280
- (162) A separate Board should be provided for police connections in the Central Telephone Exchange. 281
- CHAPTER XVI—TEAR SMOKE SQUADS
- (163) The Tear Smoke Squads should be abolished: 290
- CHAPTER XVII—FOLLOWERS CADRE
- (164) Cooks, watermen, moohis, barbers, dhobis and tailors should be provided at Government expense in every police lines on the scales indicated. 295 and 297
- (165) No constables should be employed as followers in future. 295
- (166) Followers should continue to be provided for the Provincial Armed Constabulary on the scales sanctioned at present. 299
- (167) Moohis and tailors should also be provided for the Provincial Armed Constabulary—at Government expense. 299
- CHAPTER XVIII—RECRUITMENT AND PROMOTION
- (168) The system of recruitment should be so organized as to attract the best possible personnel possessing real aptitude for police work. 303
- (169) There should be no reservations on communal considerations, not even for the scheduled castes, and all recruitment, by selection or competition, should be entirely on merit. 303
- (170) The elimination of the existing unsuitable personnel should be carried out as early as possible. 303
- (171) Literacy must be insisted upon for recruitment to the various ranks in the Police Force. In the case of the Civil Police the minimum educational qualification for constables should be Hindi Middle School Examination. 307
- (172) Adequate arrangements should be made for publicity when recruitment is started. 309
- (173) No changes are proposed in the method of recruitment to the rank of Head Constable but the promotion of unqualified men to this rank should cease. 310 to 312

<i>Summary of recommendations</i>	<i>Reference to paragraph of the report</i>
(174) Detailed rules have been proposed for recruitment to the rank of Sub-Inspectors, Civil Police, and the minimum educational qualification in future should be intermediate.	314, 315 and Appendix 'K'
(175) Some slight change is proposed in the rules governing promotion to the rank of Inspector.	323
(176) All officers selected for promotion to the rank of Inspector should undergo a course of special training for 6 months at the Police Training College.	323
(177) Instead of the rank of Reserve Sub-Inspector, a new rank of Assistant Reserve Inspector should be created and only those officers who have been approved for promotion to the rank of Reserve Inspector should be appointed as Assistant Reserve Inspectors.	324
(178) The present system for appointment to the Provincial Police Service is quite suitable and nothing can be said about the All-India Police Service as the rules relating to it have not yet been framed by the Government of India.	328 to 330

CHAPTER XIX — EDUCATION AND TRAINING

(179) Both for the Police Training School and Police Training College, Indian History, Geography and Elementary Civics should be included in the syllabus. Elementary psychology including psychopathology and physiology should also form part of the syllabus at the Police Training College.	333
(180) The centralization of Police Training Institutions is neither feasible nor desirable and the present system of training whereby officers of and above the rank of Sub-Inspector are trained at Moradabad, Head Constables at Sitapur and recruit-constables in Special Training Centres should continue.	334
(181) The creation of a separate police education cadre is not necessary.	335
(182) Teachers and Instructors for the various police training institutions should be drawn from the force and should be employed on teaching work for periods ranging from 3 to 5 years.	335
(183) In future no teachers should be taken from the Primary Schools for police institution.	338
(184) Members of the teaching staff belonging to the Police Force should draw their rank pay plus such allowances as may be considered equitable.	340
(185) There is a definite need for the appointment of a senior officer of the rank of Deputy-Inspector General to undertake proper organisation and reorientation of the training of the force and for supervision and co-ordination of the work in various Training Centres.	341

<i>Summary of recommendations</i>	<i>Reference to paragraph of the report</i>
(186) The raising of the Police Training College to the status of a Degree College is not recommended.	344
(187) The present system and programme of training of directly recruited Gazetted Officers at the Police Training College is suitable.	345
(188) Promoted Gazetted Officers should also attend a course of training at the Police Training College, Moradabad.	345
(189) There should be a course of training for officers approved for promotion to the rank of Inspectors.	346
(190) The course for promoted Sub-Inspectors should be curtailed.	347
(191) All directly recruited Sub-Inspectors should do one year at the Police Training College (the preliminary course), then do one year of practical training in districts and return to the Police Training College for a further course of training for 6 months (the final course).	348
(192) In the final course they should be given specialised training in the work of the branch or branches for which they possess special aptitude.	348
(193) The period of 18 months from the date on which they join districts after the preliminary course will be treated as being on probation.	348
(194) During the preliminary course of 12 months at the Police Training College, every cadet should get Rs.70 per mensem.	348
(195) For the 18 months of their probation (including 6 months of the final course) they should be paid Rs.100 per mensem as pay.	348
(196) When they are confirmed as Sub-Inspectors they should start on Rs.120 per mensem in the time-scale of pay applicable to Sub-Inspectors.	348
(197) The entire course of 2½ years should count as training period and reserves should be provided on this basis, and cadets should be confirmed if found fit as soon as they pass out finally from the Police Training College, i.e. after the final course.	48
(198) There should be a course of training for Armed Police Sub-Inspectors at the Police Training College, Moradabad, but the period of training for them can be reduced from 9 to 7 months.	351
(199) Police officers of and above the rank of Sub-Inspector, should be required to attend refresher or advanced courses of training at the Police Training College at suitable intervals.	352

<i>Summary of recommendations</i>	<i>Reference to paragraph of the report</i>
(200) The Police Training School should have an officer of the rank of Superintendent of Police as Principal who will also be the Commandant of the Provincial Armed Constabulary reserve at Sitapur.	353
(201) The present system of having a course at Sitapur for Head Constable, Civil Police is satisfactory and should continue.	354
(202) The Provincial Qualifying Examination should continue but in future there is no need to have papers on Urdu or Roman or English. In their place, there should be one paper on Hindi language including Essay and Hindi composition.	356
(203) It should be compulsory for all those taking the Provincial Qualifying Examination to write their answers in the Devanagari script.	356
(204) Training of recruits should be given at Special Training Centres and it should be possible for the local Superintendent of Police to supervise the training of recruit constables at these training centres if an extra Assistant Superintendent of Police or Deputy Superintendent of Police is given to help in the training of recruits.	360
(205) There is no need to have a literacy test; nor should there be any literacy allowance or "A" class allowance.	361
(206) Those who are already in receipt of "A" class allowance should, however, continue to receive it in future also.	361
(207) To encourage literacy in Hindi amongst those already in service a cash reward of Rs.50 should be sanctioned.	361
(208) It will be useful for police officers and men to know (in addition to Hindi), Urdu, Bengali, Marathi, Gujrati or English and a cash reward of Rs.50 should be given to those officers and men who pass the prescribed examination in any of these languages.	362
(209) For the personnel of the specialised and technical branches special courses of training will have to be organised.	363
(210) It is essential to impart training in scientific methods of investigation. This can best be done at the Police Training College, Moradabad.	364
(211) It would also be useful to give to the potential head constables and constables under training at the Police Training School at Sitapur a general outline of the scientific aids available for investigation.	364

<i>Summary of recommendations</i>	<i>Reference to paragraph of the report</i>
(212) The syllabus for the various courses of instruction conducted at the Police Training College, Police Training School and Training Centres should be drawn up by the Deputy Inspector General, Education and Training.	363
213) The military barracks in the Rehabilitation Centre at Moradabad should be secured by Government for the Police Training College to provide additional accommodation for expansion scheme.	365
(214) The possibility of opening dairies for the supply of good milk to the trainees at the Police Training College, Moradabad, and the Police Training School, Sitapur, may be examined by Government.	365
(215) Swimming should be an essential part of the training at the Police Training College, Moradabad, the Police Training School, Sitapur and the recruit training centres.	365
CHAPTER XX—CONDITIONS OF SERVICE	
(216) In view of the fact that revised scales of pay were introduced from April 1, 1947, on the recommendations of the U. P. Pay Committee, this question has not been considered in detail.	366
(217) Generally speaking, it has been proposed that the various categories of special pays and allowances sanctioned for police officers and men should continue, but in some cases changes have been suggested.	367--373
(218) Emphasis has been laid on the necessity of revising the travelling allowance rules for subordinate police officers, where necessary, so as to ensure that they are treated, for purposes of travelling allowance, on the same lines as other Government servants of the same class.	374
(219) The present rules cause hardship in many cases and there is no justification for discrimination.	374
(220) The definition of the word "jurisdiction" should be revised as follows : " In the case of police officers attached to a police station, the police circle, and, in the case of an officer not attached to a police station, a radius of 5 miles from headquarters."	374
(221) The word journey should mean— " A journey of which the most distant point is more than 5 miles from the point of commencement."	374
(222) When constables go on transfer, they should be entitled to receive travelling allowance at ordinary rates for every member of their family.	374

<i>Summary of recommendations</i>	<i>Reference to paragraph of the report</i>
(223) Subordinate police officers should be entitled to receive 1½ motor fare for journeys performed by regular motor bus service on all routes.	375
(224) No change is proposed in the present scale of horse allowance.	377
(225) Changes are proposed in the scale of conveyance allowances.	378
(226) A bicycle allowance of Rs.3 per mensem should be paid to all subordinate police officers posted in the rural areas who maintain private bicycles and use them on Government work.	380
(227) Police officers and men should not be posted in any one district for more than 10 years. In the Tarai area (including the Tarai and Bhabar estates) which is notoriously unhealthy the period should not exceed 5 years.	382
(228) The present age of superannuation (55 years) should not be raised.	383
(229) All police officers and men should be retired compulsorily after 25 years' service on full pension.	384
(230) Officers and men having less than 25 years' service with indifferent records should be compulsorily retired on proportionate pension.	384

CHAPTER XXI.—WELFARE AND AMENITIES

(231) For indoor patients it would be far better to have separate wards for the police in the general district hospital rather than to have separate police hospitals, but there should be a police hospital in every district police lines which can be utilised for outdoor treatment and which should also serve as first-aid centre.	386
(232) There should be a separate whole-time Police Doctor in all districts excepting those where there is not sufficient work for a separate doctor.	388
(233) Where there is a Police Doctor he must also inspect foodstuff and milk supply in the police lines.	388
(234) Families of non-gazetted police officers and men should be entitled to free treatment as outdoor patients at the police lines hospitals.	389
(235) Policemen should be entitled to free examination and treatment at all hospitals which are maintained at public expense. All medicines and all specialist treatment considered necessary by the Civil Surgeon should be provided free of cost.	389

<i>Summary of recommendations</i>	<i>Reference to paragraph of the report</i>
(236) Head constables and constables should be given free diet as prescribed by the doctor, while they are under treatment as indoor patients in hospitals.	389
(237) Annual medical examination of Head Constables and constables is most essential and, in future, it should be done by the police doctor and the Civil Surgeon may be relieved of this responsibility.	390
(238) Trained male nurses and orderly staff should be provided for police wards in district hospitals or for Police Lines Hospitals in places where, for the time being, they continue to remain indoor hospitals.	391
(239) There is no need to provide mobile dental surgeries or dentures at Government expense.	392
(240) The maintenance of the Police ward at the Bhowali Sanatorium should be the responsibility of Government and its running charges should be met by them.	395
(241) The Government grant for a patient at the Mac Laren Leper Hospital should be raised to Rs.15 per mensem.	396
(242) There is no need to maintain a separate Police Anti-malaria Section. The services of the Public Health Department should be enlisted in this connection.	398
(243) Recreational facilities, such as library, radio and indoor games, should be provided at Government expense in every Police Lines.	400
(244) The Police should be allowed to hold Dangals, tournaments, etc. for collecting funds for amenities under such rules as may be framed by Government.	401
(245) Generous gratuity should be given by Government on compassionate grounds to subordinate Government servants suffering from prolonged illness.	402
(246) Takhats should be supplied to all Head Constables and constables at Government expense.	403
CHAPTER XXII—DISCIPLINE	
(247) The present rules whereby powers of punishment are vested in departmental officers, subject to right of appeal in certain cases to Government, should continue.	404
(248) The intervention of the District Magistrate in cases mentioned in paragraph 490(8) of the Police Regulations is unnecessary.	404
(249) Paragraph 500 of the Police Regulations should be retained in its present form.	404

<i>Summary of recommendations</i>	<i>Reference to paragraph of the report</i>
(250) Proof of the standard required in judicial proceedings should not be necessary in proceedings under section 7 of the Police Act. Under that section departmental punishment can be awarded to police officers when the officer conducting the departmental proceedings has reasonable grounds to believe that the accused officer has been guilty of unfitness for, or of negligence or remissness in, duty.	406
(251) Unfitness for duty should be taken to include general inefficiency, corruption, immorality and other grave faults of character.	406
(252) Action should be taken more frequently than has hitherto been done, under section 7, Police Act, for unfitness for duty if the officer concerned has a general reputation for corruption or immorality or is found to be living beyond his means.	406
(253) In such cases evidence of general repute, even though it may not be strictly direct, should be admissible.	406
(254) The present procedure for departmental trials laid down in paragraph 490 of the Police Regulations should be made more summary by the introduction of the following changes : <p style="margin-left: 2em;">(a) The charge should be framed immediately after the preliminary inquiry, if any.</p> <p style="margin-left: 2em;">(b) No evidence need be produced in respect of charges which are admitted by the accused officer.</p> <p style="margin-left: 2em;">(c) Documentary evidence of experts of a formal nature should be admitted without the necessity of complying with the provisions of the Evidence Act. Similarly, exhibits which are admitted by the accused need not be formally proved.</p> <p style="margin-left: 2em;">(d) Certified copies of public records need not be proved.</p>	407
(255) In regard to minor punishments laid down in paragraph 478, Police Regulations, the maximum period for which a policeman can be confined to barracks or punished by extra drill, guard or fatigue duty, etc. should be raised from 15 days to 28 days and section 7 (b) of the Police Act be amended accordingly.	408
CHAPTER XXIII—SUPERVISORY STAFF	410
(256) The present scales of Reserve Inspectors, Prosecuting Inspectors and Inspectors in the Government Railway Police are adequate and should continue.	413

<i>Summary of recommendations</i>	<i>Reference to paragraph of the report</i>
(257) In the opinion of the majority the rank of Circle Inspector and City Inspector should be abolished and, instead of that, some Inspectors should be provided, where necessary, as Personal Assistants to Gazetted Officers in the rural area as well as in the city.	418 to 423
(258) In the opinion of the minority the rank of Circle Inspector and City Inspector should be retained.	418
(259) It is necessary to retain the 5 Ranges and the 5 posts of Deputy Inspector General of police for them.	428
(260) There should be a Deputy Inspector General of Police for the Criminal Investigation Department.	429
(261) The post of Deputy Inspector General of Police Headquarters and Railways is necessary and should continue.	439
(262) The post of a Deputy Inspector General, Education and Training, should be created.	431
(263) The present scale of Superintendents of Police for districts is adequate except that after the recommendation about the reorganisation of the Lucknow City has been given effect to, only one Superintendent of Police will be required for Lucknow.	432
(264) The present method of calculating the strength of Assistant Superintendents of Police is appropriate. If necessary, it can be changed in the light of future experience.	433 and 434
(265) Assistant Superintendents of Police should be sanctioned for the more important districts of the province, for the Criminal Investigation Department and for the Government Railway Police.	435
(266) The present basis of calculation of the strength of Deputy Superintendents of Police should continue for the future except that the training reserve should be raised from 4 to 6.	436 and 437
(267) Every district in the province should have at least one post of junior gazetted officer.	438
(268) Selection grade posts, calculated at the present scale, should continue in future also.	439 and 413
CHAPTER XXIV—TRANSPORT AND MOBILITY	
(269) Transport is an essential feature of a modern Police system and motor vehicles at appropriate scales and of the types required should be supplied to Police units.	442
(270) It is not necessary to maintain a separate Police Motor Workshop for carrying out repairs to Police vehicles and the Central Government Workshop at Kanpur should be utilised by the Police.	446

<i>Summary of recommendations</i>	<i>Reference to paragraph of the report</i>
(271) In view, however, of the serious and well justified complaints of the Police Department against the dilatory and costly attention received by the Police vehicles at the Government Central Workshop, Kanpur, the Police authorities should be free, particularly in urgent cases, to get their vehicles repaired locally from reliable private firms.	446
(272) In places where there is no Government workshop or Mobile repairs unit, the local Police officer should decide where to send the vehicle for repairs. In deciding this the total cost involved should be taken into consideration.	446
(273) Facilities should be provided for the training of police motor drivers and mechanics. The present small workshop at Sitapur which is primarily meant for such training should continue.	446
(274) Drivers should be provided at suitable scales and the rank of head constable driver should be retained. The present revised scales of drivers are adequate.	451 and 452
(275) Reserve drivers should receive pay at the same scale as ordinary drivers.	452
(276) The duration of courses and the syllabus of training should be determined by the Deputy Inspector General Education and Training.	453
CHAPTER XXV—ARMAMENT	
(277) The Police should be armed with 303 service rifles.	456
(278) Bren guns should be given only to the Provincial Armed Constabulary, but Sten guns and hand grenades should be supplied to every district.	457
(279) Verrey Light Pistols should be supplied to every district and unit for night operations against criminals.	458
(280) The present scale of ammunition—both service and practice—is suitable.	459
(281) One Sub-Inspector Armourer should be sanctioned for each Range and three for the Provincial Armed Constabulary to look after arms and to maintain them in good working order.	460
CHAPTER XXVI—CLOTHING AND ACCOUTREMENTS	
(282) It is not necessary to make any radical changes in shade, design or pattern of uniform of the U. P. Police and its general features should be retained.	462
(283) But some alterations are necessary and these are noted in detail.	462
(284) The Central Store should be retained on a permanent basis and should be located at Kanpur.	464 and 465

<i>Summary of recommendations</i>	<i>Reference to paragraph of the report</i>
(285) The quota system should continue.	466
(286) The present arrangements of tailoring of Police uniform are satisfactory and should continue.	467
CHAPTER XXVII—BUILDINGS	
(287) The need for improving the present unsatisfactory state of Police buildings is urgent.	468
(288) It is necessary to supply free married quarters to all non-gazetted Police Officers and men.	469
(289) Within the next 5 years at least 60 per cent of police officers and men should be provided with married quarters.	469
(290) In places where sufficient married quarters are not available, rent, in accordance with the local rates, should be sanctioned to all non-gazetted officers and men who are living in rented houses.	469
(291) Pressure should be brought to bear on the railway administration to provide habitable and decent quarters for officers and men of the Railway Police.	470
(292) Police buildings should, in future, be constructed on improved modern design, so as to provide more space and better living comforts.	471
(293) A building programme should be prepared and more money should be provided for Police buildings.	472
(294) Very high priority should be accorded to the construction of Police buildings and the Public Works Department should be extended to cope with the increased work.	472
(295) It is for the Public Works Department to formulate ways and means to expedite the construction of police buildings and, if necessary, an officer should be placed on special duty for this purpose.	472
(296) The limit of petty works should be raised to Rs. 10,000.	474
(297) Private persons should be encouraged to build residential houses for subordinate police officers and to lease them to Government.	475
(298) For the next five years :	
(a) a sum of about Rs.50 lakhs per annum should be sanctioned for "Major Works" of Police Department.	477
(b) a sum of Rs.5 lakhs per annum for "minor works" and	478
(c) a sum of Rs.5 lakhs per annum under head "Petty and Electrical Works".	480

<i>Summary of recommendations</i>	<i>Reference to paragraph of the report</i>
(299) In future the grant for "Maintenance and Repairs" of police buildings should be increased to Rs.5 lakhs per annum for pucca buildings and Rs. one lakh per annum for kutcha buildings, or a total of Rs. 6 lakhs per annum.	483
CHAPTER XXVIII—CLERICAL STAFF	
(300) There is no system at present for determining the strength of clerical staff for the various police offices. It would be appropriate to base the clerical staff on the strength of the total police force in a district or unit.	49
(301) Additional posts for 86 clerks in all have been proposed. This includes additions in the Police Headquarters as well as in district police offices.	491
(302) Permanent vacancies in the clerical staff should be filled by a Central Competitive Examination.	492
(303) In making temporary appointments preference should be given to those who have passed the Central Examination or, if such persons are not available, to persons who come up to the required standard in local tests.	492
(304) Constables should be relieved of purely clerical work and should be replaced by additional clerks where necessary.	493
(305) Police constables employed as orderlies in offices be replaced by orderly peons.	494
(306) There is no justification for the appointment of office Superintendents for district police offices.	495
(307) There is no need for cashiers in district police offices.	496
(308) The proposal that head clerks and Accountants should get the same scales of pay has not been accepted.	497
(309) It is not desirable to create more than one grade of clerks and accountants in police offices.	498
(310) The following changes are proposed in the Police Headquarters	499
(a) The post of Deputy Superintendent of Police Headquarters should be abolished.	
(b) One of the Office Superintendents in the Police Headquarters should be given gazetted rank.	
(c) The additional post of Office Superintendent in the U. P. Police Headquarters should be made permanent.	
(d) A new post of Assistant Office Superintendent should be created in the U. P. Police Headquarters.	

<i>Summary of recommendations</i>	<i>Reference to paragraph of the report</i>
(311) The post of Confidential Registrar in the Criminal Investigation Department should be made permanent but there is no case for giving him gazetted rank.	501
(312) The pay scales were not examined as they were fixed from April 1, 1947 on the recommendations of the U. P. Pay Committee. It is too early to say what adjustments, if any, are required in those scales.	503
CHAPTER XXIX—MISCELLANEOUS	
(313) A standing High Police Committee should be set up at the Headquarters of Government consisting of Hon'ble Ministers and Secretaries in charge of departments dealing with law and order and Senior Police Officers.	505
(314) The functions of this Committee will be to review the situation from time to time, to anticipate future problems and to formulate long-range policy.	505
(315) The responsibility for the service of summonses and warrants in criminal cases should rest with the Police	506
(316) The Police Regulations be revised at an early date.	507
(317) The Deputy Inspector General of Police, Training, and Education, should examine the question of the revision of the various Police Manuals.	508
(318) Police challan cases should be tried either by a judicial officer invested with magisterial powers or a Magistrate other than the Sub-Divisional Magistrate who may be in executive charge of the area of the police station from which the case has been sent up.	509
(319) Juveniles should not be kept in police lock-ups, but in Jails in separate wings.	510
(320) Unsuitable constables, who have not yet been confirmed, should be discharged forthwith.	511
(321) The scales of diet money for witnesses should be raised from annas 8 and annas 4 to Re. 1 and annas 12 respectively.	513
(322) The present procedure for conducting cases triable by the Court of Sessions should be simplified.	514
(323) There should be a police band in all training centres.	515

**Report on the Reorganisation of the Clerical
Establishment in the Police Offices, United
Provinces, 1947**

INDEX

PART I

	<i>Pages</i>
Introduction	231
United Provinces Police Headquarters Office	233
District Police Offices	242
(a) Correspondence Branch	243
(b) Accounts Branch	254
Criminal Investigation Department, United Provinces	260
Government Railway Police	265
United Provinces Military Police	269
Police Training College, Moradabad	270
D. I. G. Range Offices	<i>ib</i>
Miscellaneous Police Offices (Temporary)	271
Summary of the Report (Part I)	272
Appendices A, B and C	279

PART II

United Provinces Police Headquarters Office	284
District Police Offices	285
Criminal Investigation Department Office	288
Government Railway Police Offices	289
Police Training College Office	<i>ib</i>

INDEX

PART I

	<i>Pages</i>
Introduction	231
United Provinces Police Headquarters Office	233
District Police Offices	242
(a) Correspondence Branch	243
(b) Accounts Branch	254
Criminal Investigation Department, United Provinces	260
Government Railway Police	265
United Provinces Military Police	269
Police Training College, Moradabad	270
D. I. G. Range Offices	<i>ib</i>
Miscellaneous Police Offices (Temporary)	271
Summary of the Report (Part I)	272
Appendices A, B and C	279

PART II

United Provinces Police Headquarters Office	284
District Police Offices	285
Criminal Investigation Department Office	288
Government Railway Police Offices	289
Police Training College Office	<i>ib</i>

REPORT ON THE REORGANISATION OF THE CLERICAL ESTABLISHMENT IN THE POLICE OFFICES, UNITED PROVINCES 1947

INTRODUCTION.

ONE of the terms of reference of Police Reorganisation Committee, 1947, was to examine if the existing strength of the clerical staff of the Inspector-General of Police (Headquarters) and those of Superintendents of Police is adequate and whether any change in their scales of pay is necessary.

2. The demand for additional clerical staff from every branch of the Police Department resulted in extending the scope of the enquiry to all the offices under the Police Department. The question of revision of scales of pay should have been deemed as settled on the outcome of the Pay Committee Report. But it appears that the Committee kept the terms of reference unaltered as it received a number of representations from the various dissatisfied clerical staff of the Police Department.

3. Since the enquiry was of a technical nature, the Committee referred the matter to Government and requisitioned the services of a Senior Inspector of Offices to deal with it. Consequently the Chief Inspector of Government Offices, United Provinces, Allahabad, on the advice of the Government, placed my services at the disposal of the Committee with effect from June 16, 1947.

4. Besides inspecting the head offices of the various branches of Police Department including Police Headquarters' Office, I also visited a number of subordinate offices and found that even today when there is Popular Government in power the prospects of the clerical staff are not very bright.

5. The change in the Government constitution emboldened me to deal with the subject more freely and I have tried to make some reshuffling by diverting some temporary posts into permanent cadre and adjusting the temporary staff by new posts where they were needed. Though initially the proposal may cost a few hundred rupees to the Government, yet the change is absolutely essential for it is the bare minimum which I could recommend. The statistics collected from the various offices disclose that there is a great disparity in the distribution of clerical staff and the strength of various offices is not in proportion to the volume of work. Besides, there are many clerks still lingering on temporary posts since long without a prospect of ever becoming permanent. Inadequate staff coupled with a large number of temporary posts has not only deteriorated the efficiency, but has also marred their morale for showing a better outturn of work.

6. In the Police Department the usual practice is to allow new recruits to work in the offices for some years as temporary assistants and with a lapse of time put them to some test for appointment to permanent vacancies. But this procedure does not serve the object of getting good and intelligent staff. In my opinion if the test is taken at the initial stage better staff and more intelligent people will be available and the department can make them fit by giving them some

preliminary training. It may not be out of place to mention here that late Mr. Grant, the first Chief Inspector of Government Offices, United Provinces, in paragraph 192 of the Annual Report of the Inspectorate for the year 1926-27 suggested a training-class-school for the clerical staff for all the departments, but the proposal did not materialise. If the Committee agrees, it may move Government to reconsider the scheme which will not only be beneficial to the Police Department, but will also meet the long-felt demand of other Government offices. Besides improving the efficiency of work, it will also bring about uniformity in all the offices.

7. Another practice which needs special mention is that a number of literate constables and head constables are made to do clerical job in district police offices. This is altogether irregular and wrong in principle. Trained constables and head constables on whom the Government have spent money to train them for civic duties, should not be made to do clerical job. Instead of trained constables and head constables, regular clerks should be appointed for this work. The replacement of literate constables by regular clerks in proportion to the sanctioned strength of an office will, I am sure, release a large number of constables and head constables for carrying on their original civic duties for which they are needed most in the present times. Similarly the posts of office peons are sometimes held by trained constables. I do not understand why regular peons are not appointed instead of constables who can be utilised better in their regular duties. Moreover, regular peons will prove more useful to the office than the constables.

8. The cessation of hostilities in the year 1945 did not in fact lessen the volume of work, but on the contrary has considerably increased the duties and work of the regular forces as well as of the clerical staff. The increase in the allocation of force, village chaukidars, motor vehicles, buildings, arms and special crimes, etc. are the items which are mainly responsible for adding considerably to the work of the clerical staff. No doubt the work connected with civic guard and verification of rolls, for which temporary staff was allowed during the War, has decreased but the increased work specified above has more than counter-balanced it. As such no reduction in the temporary posts created during the War can be proposed at this stage.

9. A perusal of my report will show that instead of increasing considerably the present strength or retrenching it drastically, I have aimed at distributing the existing staff by such grouping that every office may get its requisite share, at least its bare minimum. Instead of increasing the permanent strength, more temporary posts have been provided so that they may cope with the present emergency, but if found superfluous later on may be re-adjusted according to the need of the moment.

10. I took considerable pains to find a fundamental principle for the reorientation of the department by grouping the districts according to their force and then providing them with equal staff according to their group in respect of force. Similarly the staff has been reshuffled in other branches of the departments according to the subject which they deal with. The offices, which are still temporary, have been excluded from the scope of this enquiry.

11. The report submitted herewith is divided into two parts. Part I deals with reshuffling and allotment of requisite strength to the various offices of the department and is the main report. Part II deals with the references received either through the Committee or brought to my notice during the course of inspections. The observations made in Part II are more or less personal. The utility of this report lies more in examining the proposed reshuffling of the various branches of office or offices than the proposed addition of a few more posts. In order to reduce the number of appendices, the comparison of the present and proposed strength in some cases has been made in the body of the report (Part I) itself.

A summary showing the result of the proposals and recommendations embodied in Part I of the report is also appended to this report.

PART I

U. P. POLICE HEADQUARTERS OFFICE, ALLAHABAD

1. Before the War the Headquarters office consisted of thirteen departments. In addition to these departments, there is department XIV which concerns Railway Police. During the War when the work increased the following five temporary departments were created to deal with the subjects noted against each of them :

<i>Department</i>	<i>Subject dealt with</i>
XV ...	... Supply—arms, ammunitions, bicycles, typewriters, books, etc.
XVI ...	... Anti-Corruption.
XVII ...	... Special Armed Constabulary.
XVIII ...	... Technical—Fire service, anti-malaria, wireless training, etc.
XIX ....	... Motor vehicles.

These five departments are still temporary. Excluding the three departments, viz. XIV, XVI, and XVII, which are being dealt with separately, the following note deals with thirteen permanent departments, viz. I to XIII and three temporary, viz. XV, XVIII and XIX.

2. The clerical strength of the thirteen permanent departments was thoroughly examined by the Inspectorate sometime in 1940 and the strength of these departments including two Camp offices (Inspector General and Assistant to Inspector General) was fixed at 81. This figure excludes 8 permanent stenographers and 6 apprentices. With the creation of the three new temporary departments followed by a round increased activities of the Police Department, 30 additional temporary posts (excluding 4 temporary stenographers) were created and distributed among the above noted sixteen departments.

3. The 12 posts of stenographers, on which I have no comments to offer, are being excluded from the scope of this report. The following is the classification of the remaining permanent and temporary posts :

	Permanent	Temporary
Office Superintendent	1	1
Head Clerk	12	3
Accountant	1	..
Assistant Clerk	*66	26
Computer	1	..
Apprentice	6	..
Total	87	30

A departmentwise distribution of the above-mentioned posts will be found in Appendix A.

4. Besides that demand for making the 30 temporary posts permanent, there is a further demand for 13 additional clerks and 5 leave reservists. The demand for 5 additional posts of leave reservists is intended to raise the present number of leave reservists from 9 (3 assistant clerks and 6 paid apprentices) to 14 so as to keep the strength at 1/10th of the total staff while the demand for 13 additional clerks is meant to supplement the strength of 6 departments as shown below :

Department	Distribution of additional posts		
	Head Clerk	Senior Assistant	Junior Assistant
II	1	2	..
III	1	3	1
VIII .. .. .	..	..	1
XI .. .. .	..	1	..
XII .. .. .	..	1	..
XV .. .. .	..	2	..
Total	2	9	2 = 13

In addition to above noted demand there is also a demand of 1 additional post of stenographer or assistant clerk for the Camp office of the Assistant to Inspector General. Thus the total demand is for 14 additional clerks and 5 leave reservists.

5. The year 1945 witnessed the end of hostilities, but there was no rapid return to peace time conditions. With increased political and communal activities, there followed an increase in the duties of the

* Includes 3 assistant clerks sanctioned as leave reservists.

police. The comparative figures of some of the items supplied below will justify the above observations :

Items	1939	1946
(i) Budget grant	Rs. 1,67,60,844	4,99,08,800
(ii) Number of gazetted officers ..	174	300
(iii) Allocation of force	34,000	49,000
	(round)	(round)
(iv) Number of village chaukidars ..	40,437	49,003
(v) Number of weapons	17,775	32,807
(vi) Number of police motor vehicles		600

The statistics given above, I think, leave no doubt that the temporary staff which was allowed during the War is still needed in the U. P. Headquarters office. Besides this, the strength of some of the departments shall have to be supplemented to meet the actual requirements.

A brief note on each of the 16 departments is submitted below :

Office Superintendent

6. Before War there was only one permanent post of Office Superintendent in the Headquarters office. During the War, when work increased with the increase in the number of departments, one additional post of Office Superintendent was created and allowed to this office. Since then this post is continuing on a temporary basis. The eight departments, viz. II, IV, VII, VIII, XI, XIII, XV and XIX are in the charge of the permanent Office Superintendent and the remaining eight are supervised by the temporary Office Superintendent. In case the temporary post of Office Superintendent is withdrawn it will not be possible for one Office Superintendent to supervise the work of all the sixteen departments having a staff of about 150 officials. Besides this the officers will be deprived of getting help from a ministerial head of the office. I, therefore, recommend that the second post of Office Superintendent should be retained. As there is no likelihood of a decrease in normal days, there appears to be no reason to keep the post temporary for an indefinite period. It may, therefore, be made permanent.

Department I (at Lucknow)

7. This department deals with all matters relating to gazetted officers and is located at Lucknow. The present strength of this department consists of 1 head clerk, 5 permanent and 2 temporary assistant clerks. The demand is to make the 2 temporary posts permanent. As the department is located at Lucknow it is working more or less as a separate office. There are items of work, such as G. P. Fund and motor advances, questions relating to medical treatment, family pension fund, etc. which can be transferred to Headquarters office at Allahabad. The political condition of the Province and the limited time at my disposal, however, prevent me from commenting upon those items of work at this stage. This question may be taken up on the return of normal conditions.

The number of gazetted officers has increased from 174 in 1939 to 300 in 1946. Receipts are not less than 6,000 which is almost double the figure of receipts in 1939. As already mentioned above, this department is working as a separate office and as such no reduction can

be proposed in the present strength. Out of the 2 temporary posts, one in the senior scale of pay may be made permanent and the other in the junior scale be allowed to continue on a temporary basis for the present.

Department II

8. This department deals with the supply of uniforms. The present strength consists of 1 head clerk and 7 assistants. There is at present no temporary staff attached to this department. The demand is for 1 post of head clerk and 2 senior assistants. The main idea behind the demand is to split up the department into two separate departments, one to deal with supply and the other with procurement of articles and material for police uniforms. I am not in favour of splitting up this department and as such no additional post of head clerk is needed. The work of the department has greatly increased in recent years. The force has increased from 34,000 (approx) in 1939 to 49,000 (approx) in 1947. Similarly, the number of village chaukidars has gone up from 40,437 to 49,003. Besides this while it was an easy job in the past to secure material for uniforms, it has become a serious problem now. Addition of one post against the demand of 2 is absolutely necessary. As the services of the additional clerk will be utilized on correspondence work, it may be created in a senior scale. As the work is likely to decrease in normal days, this additional post may be allowed to continue on a temporary basis for the present.

Department III

9. This department deals with budget, allocation and reforms, etc. The present strength consists of 1 head clerk, 5 permanent and 2 temporary assistants. The demand is for 1 head clerk, 3 senior assistants and 1 junior. The main idea behind the demand is to split up the department into two separate departments, one to deal with budget and the other with allocation. There has been a considerable increase in the budget grant and in the allocation of force. The budget grant has increased from Rs. 1,67,60,844 in 1939 to Rs. 4,93,08,300 in 1946. Similarly the force has increased to a great extent. After examining the work on the spot I have come to the conclusion that, although there is no need of splitting up the department into two separate departments, there is justification for dividing the assistants in two groups. The whole staff of this department may, therefore, be grouped in two sub-sections; one to represent budget section and the other allocation. Both the sections should work under one head clerk. The head clerk, the reference clerk and the indexer should be common to both the sections. Besides these posts the budget section should have 4 assistants and the allocation section 3. Thus the total strength of the two sections should be of 10 assistants. There is thus an increase of 2 assistants over the existing strength of 8. The demand for 13 assistants is high. I, therefore, recommend that the 2 existing temporary posts which are in the senior scales of pay may be made permanent. In addition to this 2 new posts, one in senior scale of pay and the other in junior scale may be created and allowed to this department.

As the work may decrease in normal days, the new posts may be allowed on a temporary basis for the present.

Department IV

10. This department deals with all pension cases. The strength of this department consists of 1 head clerk and 4 assistants. There is no temporary post nor is there any demand. Therefore, I have no comments to offer.

Department V

11. This department deals with Gazettes and transfer of Sub-Inspectors, etc. The strength of this department consists of 1 head clerk, 7 permanent assistants and 1 temporary. The demand is to make the temporary post permanent. The increased work of this department has convinced me to recommend the continuance of the temporary post, which is in the senior scale of pay. As the work is likely to decrease in the normal days I am not in favour of increasing the permanent strength of this department.

Department VI

12. This department deals with crimes and statistics, annual administration report and other routine matters. The strength of this department consists of 1 head clerk and 3 assistants. There is no temporary post nor is there any demand and as such no comments are required.

Department VII

13. This department maintains closed records and registers and is also responsible for the distribution of daks, forms and stationery among the various departments of Headquarters office. The present strength of this department consists of 1 head clerk, 3 permanent assistants and 1 temporary. The demand is to make the temporary post permanent. I examined the work of this department and found that the increased work justified the demand. The existing temporary post may, therefore, be made permanent in the senior scale of pay as it is.

Department VIII

14. This is generally called Copying department. The entire typing and despatch work is done here. The strength consists of 1 head clerk, 5 permanent and 2 temporary assistants. The demand is to make the 2 existing temporary posts permanent. In addition to it one additional post has been asked for in the junior scale of pay. One of the assistants is a general despatcher of the entire Headquarters office. He has to perform a heavy duty which he is doing with the help of other assistants. He is also responsible for the despatch of local dak. Similarly the assistant, who handles the electric duplicating machine has much work with him. During the first eight months of 1947, no less than 93,000 sheets of duplicating paper were used. This is sufficient to give an idea of the work of this department. I, therefore, recommend that both the temporary posts, which are in the junior scales of pay, may be made permanent. It is beyond the scope of the despatcher to cope with the rush of work single-handed. He is in need of help. One additional post of despatcher in junior scale of pay as demanded may also be allowed to this department on a temporary basis for the present.

Department IX

15. This department deals with administration of district police, clerical staff, appeals, assembly and council questions, etc. The strength of this department consists of 1 head clerk, 5 permanent and 3 temporary assistants. The demand is to make the 3 temporary posts permanent. The present permanent and temporary clerical strength of district police is 845 against 596 in 1939. The receipts have gone up from 4,724 in 1944 to 7,463 in 1946. The number of council questions has also increased considerably. During the first eight months of the current year 71 council questions were dealt with. Many of them required collection of facts and figures from district police offices. No less than 1,500 complaints were dealt with during the year 1946. I am fully convinced that it is not possible to withdraw any of the temporary posts from this department. Two of the temporary posts, 1 in senior scale of pay and the other in junior scale may, therefore, be made permanent and the remaining 1 in senior scale of pay be allowed to continue on a temporary basis for the present.

Department X

16. This department deals with all matters connected with Inspectors, school teachers, recruitment and general questions regarding leave, etc. The present strength consists of 1 head clerk and 7 permanent assistants. There is no temporary post nor is there any demand. Hence it calls for no comment.

Department XI

17. This department deals with buildings. The strength consists of 1 head clerk, 4 permanent assistants and 1 temporary. Besides the demand for making the temporary post permanent there is a demand for 1 additional post in senior scale. One of the existing assistant clerks is meant to work as computer. Thus there remain only 3 permanent assistants and 1 temporary to carry on the entire work. The expenditure on buildings in various years is compared below :

Year	Petty works	Maintenance and repairs	Major Work
	Rs.	Rs.	Rs.
1939-40	61,500	2,19,005	85,000
1942-43	1,62,000	5,62,925	1,65,830
1945-46	2,30,000	4,09,852	1,20,000

The increase in grant under the head " Maintenance and Repairing charges " has thrown a considerable burden on the clerical staff. Besides this the number of police buildings has increased from 1,562 in 1939 to 2,025 in 1947. The rifle ranges and motor garrages are under construction. In short the work of this department has enormously increased and the present strength is not sufficient to cope with the rush of work.

The one existing temporary post in the junior scale of pay may, therefore, be made permanent and in addition to it a new post in a senior scale of pay be allowed as demanded. This post should, however, be created on a temporary basis. There is every likelihood that the work will decrease on the return of normal times.

Department XII

18. This department deals with all account matters other than cash and budget. The strength consists of 1 head clerk and 5 assistants. There is no temporary post at present. The demand is for an additional post of assistant clerk in the senior scale of pay. To give an idea of the increased work comparative figures of a few of the items relating to this department are given below :

Item	1939	1946
Number of telephones	259	522
Budget grant (Telephone)	27,289	1,05,500
Budget grant (Rates and Taxes)	49,752	78,100
Lodging grants (House rent)		
(i) District Force	1,25,000	2,63,000
(ii) U. P. Military Police .. .. .	..	19,000
(iii) Police Motor Transport .. .. .	..	7,600
(iv) Wireless Section .. .. .	..	18,000

The figures given above are enough to justify the addition of a new post in this department. One temporary post in a senior scale of pay, therefore, be allowed as demanded.

Department XIII

19. This department deals with cash. The present strength consists of 1 accountant. Two permanent assistant clerks and 1 temporary. The demand is to make the temporary post permanent. The increase in the number of non-gazetted and inferior establishment of the Headquarters office justifies the retention of the present temporary post which exists in senior scale of pay. However, as majority of the new posts are still temporary and may have to be withdrawn on the return of normal times the existing temporary post in this department may also continue on a temporary basis for the present.

Department XV

20. This is a temporary department and deals with supply of arms, ammunitions, bicycles, typewriters, books, maps, etc. The strength consists of 1 head clerk and 5 assistants. As the department is temporary all the 6 posts are temporary. In addition to present strength there is a demand for 2 assistants in senior scales of pay. To give an idea of

the increased work a few of the statistics relating to this department are compared below :

Type of weapons on charge	1940	1946	Expected additions in future
Muskets	15,924	17,565	2,822
Rifles	647	1,509	3,028
Revolvers	2,009	2,218	1,490
Pistols	15	1,168	872
Guns .. .. .	..	855	124

The abnormal and disturbed conditions of the country have necessitated the increase in the number of weapons. The correspondence relating to indents has considerably increased, As the work of this department is rapidly increasing, I do not feel any hesitation in recommending the continuance of the existing posts of 1 head clerk and 5 assistants and of the increase of 1 assistant in the junior scale of pay. In case there is further and considerable increase in the number of weapons, the second post in the senior scale of pay may also be allowed to this department in due course.

Department XVIII

21. This is a temporary department and deals with technical sections, such as U. P. Fire Service, anti-malaria measures and wireless training personnel, etc. The strength consists of 1 head clerk and 4 assistants. As the department itself is temporary, all the 5 posts are working on a temporary basis. Work has not decreased as yet, therefore, these 5 temporary posts may continue for the present. There is no demand for additional hand nor is any required.

Department XIX

22. This is also a temporary department and deals with all matters relating to police motor vehicles. The strength consists of 1 head clerk and 4 assistants. As the department itself is temporary, all the 5 posts are on a temporary basis. There has been no decrease in the work, it is rather on the increase side. The 5 temporary posts may continue for the present. There is no demand for additional hand nor is any needed.

INSPECTOR-GENERAL'S CAMP OFFICE AT LUCKNOW

23. Excluding 2 stenographers, there is a permanent post of assistant clerk in this Camp office. There is no demand and hence no comments are needed.

ASSISTANT TO INSPECTOR-GENERAL'S CAMP OFFICE AT LUCKNOW

24. Excluding 1 stenographer, there is also a permanent post of assistant clerk attached to this Camp office. The demand is for one additional post of stenographer or of an assistant clerk. There are about 300 confidential files in the charge of this Camp office. I examined the work in this Camp office and found that the present two

officials (stenographer and the assistant clerk) remain busy in dealing with all sorts of petitions and correspondence which pass through Assistant to Inspector General. Typing work is somewhat heavy. The Camp office has to maintain a Demi-official register. The demand is presumably based on the sanctioned strength of 3 officials for the Inspector General's Camp office. I am afraid there is not enough justification for the additional post. My suggestion is that one of the 3 officials of the Inspector General's Camp office, who is generally left at the Headquarters office, while the Inspector General remains in camp, may extend help to the Camp office of the Assistant to Inspector General. As the Camp office of the Assistant to Inspector General is more or less a part of department I, there appears to be no reason why department I should not extend its help to this office. I am, therefore, not inclined to raise the strength of this Camp office for the present.

PAID APPRENTICES AND LEAVE RESERVISTS

25. Three posts of assistant clerks and 6 posts of paid apprentices have been allowed to this office in the shape of leave reservists. There is a demand for 5 additional posts of leave reservists so as to raise the strength from 9 to 14. I recommend 4 posts of leave reservists to raise the present strength from 9 to 13 which figure will keep the strength of leave reservists at a proportion of 1 to 10 assistant clerks. As paid apprentices are not easily available in these days, the 4 additional posts of leave reservists may be allowed in the shape of assistant clerks and be placed in the cadre of permanent staff.

26. Excluding the posts of stenographers, the present and the proposed clerical staff of the Inspector General Headquarters office including two Camp offices is compared below :

Permanent	Present	Proposed	Increase	Decrease	Net
Office Superintendent	1	2	1		
Head Clerk	12	12			
Accountant	1	1			
Assistant Clerk	66	79	13		
Paid Apprentice	6	6			
Computer	1	1			
Total permanent ..	87	101	+14		
Total temporary	90	27	..	-3	
					+11

A departmentwise distribution of present and proposed posts will be found in appendix A.

The result will show a net increase of 11 posts of assistant clerks including 4 leave reservists. For details an abstract appended to this report may be seen.

DISTRICT POLICE OFFICE

27. Excluding 47 posts of record keepers, 47 posts of assistant record keepers and 54 posts of stenographers, in which no revision is being proposed, there were 399 permanent and 141 temporary posts distributed among the 47 offices of the Superintendents of Police. Out of 399 permanent posts, 17 posts have now been transferred to the newly created Motor Transport Department. Similarly, 17 out of 141 temporary posts sanctioned for verification of rolls have come under retrenchment. The reduced number of 17 temporary posts is a part of 43 posts sanctioned for verification of rolls out of which 26 posts are still in existence. Thus the present strength of district police offices consists of 382 permanent and 124 temporary posts. The classification of these posts is given below :

	Permanent	Temporary
Head Clerk	47	..
Assistant Clerk	148	53
Fire Service Clerk	8	..
Despatcher	11	..
Paid Apprentice	39	..
Accountant	42	..
Assistant Accountant	81	62
Total	382	124

A districtwise distribution of these posts will be found in appendices B and C.

28. The nature of work for which 124 temporary posts were sanctioned is specified below :

Assistant Clerks ..	{ Verification of rolls	26 (excludes 17 reduced posts)
	{ Civic guards	25
	{ Motor work (Naini Tal)	1
	{ Recruits Training Centre	5
Assistant accountants	{ Army demobilisation (Lucknow)	1
	{ General increase in accounts branch	68
Total		124

The above given classification will reveal that out of 124 temporary posts, 73 were allowed to cope with general increase in work and the remaining 51 in connection with verification of rolls and civic guards. Although the work connected with verification of rolls and civic guards has nearly come to an end, the 51 temporary posts are still kept in existence and were not withdrawn from some of the district police offices where their services were needed to cope with the general increase in work. As already mentioned, there has been in recent years a great increase in the clerical work. The district budget grant has increased from Rs.1,30,76,000 in 1937-38 to Rs.2,84,83,600 in

1946-47; the allocation of permanent force has swollen up from 33,000 (approx.) to 42,000 and the number of village chaukidars has gone up from 40,000 to 49,000. Besides this there has been a considerable increase in temporary force, motor vehicles, special crimes, buildings, arms, etc. The revised orders relating to supply of modern arms, clothing, conveyance allowance, introduction of time-scale of pay, General Provident Fund benefit, conveyance and other allowances and payment of house rent have led to a considerable increase in the amount of office work on the clerical staff. In short the increased items of work have not only counter-balanced the reduced work but have further increased the clerical labour to a great extent. At this end instead of reduction there has been a crying demand for making the temporary posts permanent. Besides this a majority of the districts have come up for additional staff. It should not be forgotten that the present system of entertaining literate constables for office work has given a legacy to the district police offices to engage on office work as many constables as they wish. This system of attaching to office more constables than the sanctioned number, although highly objectionable, has saved the bigger offices from a breakdown. During the course of my enquiry I found more than 6 constables attached to bigger offices like Kanpur, Lucknow and Allahabad. An examination of the work on the spot, however, convinced me that it was not possible for the present permanent staff to cope with the rush of work in these offices and there was no alternative left but to entertain more literate constables to carry on the office work. After examining the work in detail in some of the important district police offices I have come to the conclusion that it is necessary to increase the permanent strength in some of them and in others there is a need for more temporary hands. A detailed report is submitted below :

(a) CORRESPONDENCE BRANCH

29. There are 47 head clerks, 11 despatchers, 8 fire service clerks, 39 paid apprentices and 148 permanent and 58 temporary assistant clerks attached to correspondence branch of district police offices. A districtwise distribution of these posts will be found in appendix B. A brief note on each class of post is as follows :

(1) *Head Clerks*—No change is proposed in the present number of 47 head clerks. In bigger offices like Kanpur, Lucknow, Allahabad, Banaras, etc. there is a demand for a separate post of office superintendent. This question is being dealt with in part II of this report.

(2) *Despatchers*—There are 11 posts of despatchers in 11 districts. The newly created district of Deoria has got one such post. As there are already 4 permanent assistants in this district, which strength is higher in comparison with other districts coming in the same group, there appears to be no reason why Deoria should have a separate post of despatcher. The post of despatcher in Deoria may, therefore, be brought under reduction. On the other hand Jhansi, where the permanent strength is less, requires one despatcher. The reduced post of Deoria may, therefore, be treated as revived in Jhansi. There will be thus no change in the present number of 11 despatchers.

(3) *Fire Service Clerks*—There are 8 permanent posts sanctioned for fire service. It is only for the purpose of administration that these posts are kept under the control of Superintendent of Police otherwise they are required to work under the Fire Station Officers. Out of the 8 posts, 3 are at Kanpur, 2 at Lucknow and 1 in each of the districts of Allahabad, Banaras and Agra. I have no comment to offer on the existing strength. If the number of fire stations is increased in future, the clerical strength will also have to be raised proportionately.

(4) *Paid Apprentices*—There are 39 posts of paid apprentices sanctioned in the shape of leave reservists for 37 districts (Lucknow and Kanpur having 2 each). In 10 districts there is no separate post of paid apprentice. They are required to share with the paid apprentices allowed to adjoining districts. The present joint system is not working satisfactorily. The travelling charges are not negligible. For fear of frequent transfers suitable candidates are not available to hold the post of a paid apprentice. I, therefore, propose that a separate post of paid apprentice be allowed to each of the 10 districts, viz. Etah, Bijnor, Pilibhit, Fatehpur, Hamirpur, Mirzapur, Rae Bareilly, Kheri, Sultanpur and Bara Banki.

(5) *Assistant Clerks*—For want of a fixed principle on the basis of which the strength of assistant clerks should be fixed there has been a great disparity in the distribution of assistant clerks in various offices. For the purpose of reference few instances are cited below :

District	Number of thanas	Number of outposts	Force	No. of assistant clerks	
				Permanent	Temporary
Kanpur	29	41	2,698	8	3
Lucknow	15	46	1,942	8	4
Agra	26	49	1,694	5	3
Meerut	22	38	1,420	6	3
Moradabad	19	33	1,305	2	2
Aligarh	18	18	1,058	3	2
Shahjahanpur	17	20	914	3	3
Gorakhpur	18	15	855	3	2
Bijnor	17	16	759	2	1
Mathura	16	17	742	3	1
Farrukhabad.. ..	15	13	722	2	3
Banda	18	10	549	2	..
Deoria	17	7	532	4	..
Ballia	12	10	477	3	1

The above figures will reveal the following facts ;

(i) The strength of 3 permanent clerks in Gorakhpur is certainly less against 4 in Deoria. It is only the temporary staff in Gorakhpur which has counter-balanced the strength.

(ii) The permanent strength of 3 clerks in Shahjahanpur compares unfavourably with the same number of clerks in the smaller district of Ballia.

(iii) The strength of 2 permanent clerks in Moradabad unfavourably compares with Aligarh where there are 3 permanent clerks.

(iv) The strength of 5 clerks in a district like Agra certainly falls short of the actual need. Meerut which has a smaller status has already got 6 permanent hands.

(v) Kanpur and Lucknow are the premier districts of the Province and the permanent strength of 8 clerks in each of these two districts is obviously inadequate. With a view to remove the disparity pointed out above and in order to determine the correct strength of an office it is necessary to chalk out a formula. This is no doubt a difficult question, still one has to be found out which may help in removing the wide gap. The first thing is to place the districts in groups.

30. Allocation of force would, in my opinion, be the most suitable criterion to judge the class of a district. I would, therefore, divide the 47 districts in four groups as shown below :

Group	Force	District
I	Over 1800 .. 6	Kanpur, Lucknow, Allahabad, Agra, Banaras and Meerut.
II	Between 900—1,300 7	Moradabad, Jhansi, Bareilly, Aligarh, Saharanpur, Naini Tal and Shahjahanpur.
III	Between 500-900.. 24	Gorakhpur, Bulandshahr, Budaun, Bijnor, Mathura, Faizabad, Farrukhabad, Dehra Dun, Etah, Muzaffarnagar, Mainpuri, Banda, Gonda, Hardoi, Bahraich, Hamirpur, Etawah, Unnao, Sitapur, Azamgarh, Basti, Jaunpur, Mirzapur and Deoria.
IV	Below 500	Kheri, Jalaun, Fatehpur, Ghazipur, Rae Bareli, Fitehbit, Bara Banki, Ballia, Sultanpur and Pratappgarh.

Now comes the question of strength. The districts falling in one group should, as far as practicable, have an equal number of assistants with a margin for additional hands in a district located at the border of the province or comprising big cities or towns or having a larger number of crimes. Due to abnormal conditions, the work has increased for which at least one temporary clerk is needed in each office except in a few smaller districts. Distribution of the assistant clerks among the districts falling in the four groups should in my opinion be based on the following formula :

	Assistant clerks	
	Permanent	Temporary
IV	2	1
III	3	1
II	4	2

The districts falling in group I will have to be dealt with separately because a majority of them are located at the Divisional Headquarters and there is much correspondence work in them. The maintenance of huge number of character rolls becomes a problem in this class of office.

31. Applying the above formula a short note fixing the strength of 47 district police offices is submitted below. The present strength has also been compared in the note with the proposed staff :

Group *District*

IV Fatehpur }
 Pilibhit } 2

(1) There are 2 permanent assistants in each of the two districts and no temporary. As separate posts of paid apprentices are being proposed for these two districts there appears to be no necessity of allowing temporary post to any of them. In fact no additional temporary staff over and above the existing strength has been asked for by the Superintendents of Police concerned. No temporary hands are, therefore, needed in these districts.

Pratapgarh }
Sultanpur } 2

(2) There are 2 permanent assistants and 1 temporary in each of these two districts. The temporary post was allowed for verification of rolls in both the districts. The force is less than 380 in each of these two districts against more than 400 in Pilibhit and Fatehpur. As no temporary post has been proposed for Fatehpur and Pilibhit there appears to be no reason to allow temporary posts to Pratapgarh and Sultanpur. The existing temporary post may, therefore, be withdrawn from both of them.

Bara Banki }
Bahraich }
Kheri } 4
Banda }

(3) There are 2 permanent assistants in these four districts and no temporary. The temporary post allowed for verification of rolls to each of them has recently been withdrawn. Everyone of them has put in a demand for 1 additional hand and I recommend it on a temporary basis.

Unao }
Rae Bareli }
Hamirpur } 4
Jalaun }

(4) In addition to 2 permanent assistants there is 1 temporary post in each of these four districts. These temporary posts which were allowed for verification of rolls during the war cannot be withdrawn at this stage. They may, therefore, be allowed to continue to cope with the increased work of temporary nature, subject to withdrawal on the return of normal days.

Group IV District Ballia } 1

(4) There are already 3 permanent assistants against 2 in the districts of similar status. In addition to this strength, there is a temporary assistant allowed for verification of rolls. Ballia is a border district of the Province and requires more staff. The temporary post may, therefore, be allowed to continue for the present. Reduction in the present strength is not advisable.

Ghazipur } 1

(6) There are already 3 permanent assistants in this district against 2 in the districts falling in the same group. In addition to this there is a temporary post which has been allowed for the disposal of the work relating to training of recruits. Ghazipur is still a Recruits Training Centre, therefore, the temporary post may continue. As Ghazipur more or less is a border district no reduction in permanent strength can be proposed.

III Junpur } 1

(7) There are 3 permanent assistants in this district. The one temporary post of clerk has recently been withdrawn from it. This district which according to proposed formula falls in group III requires 1 temporary post to cope with the increased work of temporary nature. One post of temporary assistant may, therefore, be allowed to this office subject to withdrawal on the return of normal days.

Mirzapur } 1

(8) There are already 3 permanent assistants and 1 temporary. The temporary post has been allowed for civic guard work. As the district will require one temporary assistant the present post of temporary assistant may be allowed to continue subject to withdrawal on the return of normal days.

Deoria } 1

(9) Besides a separate post of despatcher there are 4 permanent assistants in this newly created district. This strength is higher as compared with other districts falling in the same group. But as the post of despatcher has already been proposed to be reduced, the 4 permanent assistants may remain as they are.

Sitapur } 1

(10) There are only 2 permanent assistants in this district. One temporary post of clerk has recently been withdrawn from it. All the 16 tharas are of class I.

Group District

III Sitapur—(contd.)

The number of Sub-Inspectors is 37 which strength is higher than in many of the districts of the same status. Sitapur is the Headquarter of Provincial Armed Constabulary and is thus a very important district. I examined the work in detail in this district and have come to the conclusion that the staff of 2 permanent assistants is far below the actual need of the district. The permanent strength of assistants should, therefore, be raised from 2 to 3. In addition to this strength one temporary post should also be allowed to this district subject to withdrawal on the return of normal days.

Etawah }
Bijnor } 2

(11) There are 2 permanent assistants and one temporary in each of these two districts. The temporary post in Etawah has been allowed for verification of rolls while in Bijnor it has been allowed for civic guard work. The permanent strength of 2 assistants in each of these two districts is less in comparison with the other districts falling in the same group. The permanent strength may, therefore, be raised from 2 to 3. In addition to this increase, the one temporary post in each of them may continue till the return of normal days.

Gonda }
Muzaffarnagar } 2

(12) There are 2 permanent and 2 temporary assistants in each of the two districts. One temporary post has been allowed for verification of rolls and the other for doing the work in connection with recruits training. Each of these two districts requires 3 permanent assistants against 2 at present. One of the temporary posts in each of them may, therefore, be made permanent. The other temporary post allowed for recruits training work may also continue in each of them till work demands their retention.

Farrukhabad } 1

(13) There are 2 permanent and 3 temporary assistants in this district. One of the temporary posts has been allowed for civic guard work, the other for verification of rolls and the third for doing the work connected with recruits training. The permanent strength of 2 posts is less. One of the temporary posts may, therefore, be made permanent to raise the permanent strength from 2 to 3. In addition to this, the 2 temporary posts may also be allowed

Group District

III. Farrukhabad—(contd.)

to continue, one to cope with the general increase in the work of temporary nature and the other for recruits training work. The force at Farrukhabad is a bit higher in comparison with the other districts having a recruits training centre. This is the reason why the 2 temporary posts have been recommended for this district.

Mainpuri, Etah,
Budaun, Basti and
Hardoi } 5

(14) There are only 3 permanent assistants in each of these districts. The temporary posts allowed for verification of rolls have already been withdrawn from all of them. On the withdrawal of these temporary posts the increased work of temporary nature has fallen on the shoulders of the permanent assistants. It is not possible for the permanent assistants to take up the additional work. One temporary post may, therefore, be allowed to each of the five districts subject to withdrawal on the return of normal days.

Bulandshahr
Mathura
Dehra Dun } 3

(15) There are 3 permanent assistants and one temporary in each of these districts. The temporary assistant has been allowed for verification of rolls. No change in the permanent staff is recommended. As the temporary staff will be needed to cope with the rush of work it may be allowed to continue in all the three districts till the return of normal days.

Azamgarh } 1

(16) There are 3 permanent assistants and one temporary in this district. The temporary assistant has been allowed for verification of rolls. The Superintendent of Police in reply to a questionnaire from the Committee wanted 50 per cent. increase in the present staff. Azamgarh is a thickly populated district. There are 21 thanas against an average of 16 thanas in the districts of the same status. Although I am not inclined to recommend an increase in the permanent strength of this district still the facts reported above compel me to recommend for the increase of one temporary clerk to raise the temporary strength from 1 to 2. The question of making one of the two temporary posts permanent may, however, be taken up at a suitable time later on.

Group District
III Faizabad } 1

(17) There are 3 permanent and 2 temporary assistants in this district. One temporary post has been allowed for civic guard work and the other for verification of rolls. Faizabad, which is a religious place, is a very important district of the Province. The Pearce Committee proposed a strength of 5 assistants for this district and the present demand is for 6 assistants. The position of the district, in my opinion, requires at least 4 permanent assistants and one temporary. One of the two temporary posts may, therefore, be made permanent and the other post should be allowed to continue on a temporary basis for the present.

Gorakhpur } 1

(18) There are 3 permanent and 2 temporary assistants in this district. One temporary assistant has been allowed for civic guard work and the other for verification of rolls. Gorakhpur compares fairly well with Faizabad where the proposed strength is of 4 permanent assistants and one temporary. The same strength is needed for Gorakhpur. One of the temporary posts may, therefore, be made permanent and the other should be allowed to continue for the present on a temporary basis.

II Sabaranpur }
 Aligarh } 2

(19) There are 3 permanent and 2 temporary assistants in each of these two districts. One temporary assistant has been allowed for civic guard work and the other for verification of rolls. The permanent strength of 3 assistant is less. Therefore one of the temporary posts may be made permanent in each of them while the other temporary post should be allowed to continue on a temporary basis to cope with the increased work of temporary nature.

Shahjahanpur } 1

(20) There are 3 permanent and 3 temporary assistants in this district. One temporary assistant has been allowed for civic guard work, the other for recruits training work and the third for verification of rolls. The number of crimes is heavy in this district. Half of the 17 thanas fall in class I. The Pearce Committee proposed a strength of 6 assistants for it. In my opinion Shahjahanpur requires at least 4 permanent and 2 temporary assistants. One of the three temporary posts may be

Group II District Jhansi—
(contd.)

to be heavier there. Like Moradabad one separate post of despatcher has already been recommended for Jhansi in the beginning. No increase in the number of permanent assistants is, therefore, being proposed. The temporary post may, however, be allowed to continue.

Bareilly } 1

(24) There are 5 permanent and 2 temporary assistants in this district. On temporary post has been allowed for civic guard work and the other for verification of rolls. Bareilly compares fairly well with Jhansi and Moradabad where the proposed staff consists of 4 hands only against 5 in Bareilly. Bareilly, however, being an important district may require 5 permanent assistants and as such no reduction in the permanent strength is proposed. Out of the 2 temporary posts, one may be withdrawn and the other may be allowed to continue on a temporary basis.

I Meerut }
Banaras } 3
Allahabad }

(25) There are 6 permanent and 3 temporary assistants in each of the three districts. Out of the 3 temporary assistants, 2 have been allowed for civic guard work and the third for verification of rolls. All the three districts are important in one way or the other. The force in each of them is more than 1,400. A considerable amount of work is involved in the maintenance of character rolls. The correspondence work is heavy. A strength of 7 permanent and 2 temporary assistants is the minimum requirement of each of the three districts. I, therefore, recommend that one of the temporary posts may be made permanent in each of these three districts and the remaining 2 posts should be allowed to continue in all of them. A reduction in the remaining two posts is not feasible.

Agra } 1

(26) There are 5 permanent and 3 temporary posts in this district. Two temporary posts have been allowed for civic guard work and the third for verification of rolls. Agra compares fairly well with Allahabad. The strength of 7 permanent and 2 temporary assistants proposed for Allahabad may also be allowed to Agra. Out of 3 temporary posts, one may be made permanent. Besides this one additional permanent post may also be created and allowed raising

Group District
 I Agra
 (contd.)
 Lucknow } 1

the permanent strength from 5 to 7. The remaining 2 posts of temporary clerks may be allowed to continue.

(27) There are 8 permanent and 4 temporary assistants in this district. Two temporary posts have been allowed for civic guard work, one for verification of rolls and one for army demobilisation work. Lucknow has a force of 1942 permanent and 142 temporary persons. This city is thickly populated. The correspondence relating to maintenance of more than 2,000 service books and character rolls is the major item of work. The correspondence work is very heavy. I examined the work in detail in this office and found that it is only with the entertainment of a large number of literate constables on clerical work that the office has been saved from a breakdown. The character rolls and service books are still incomplete. There was a considerable delay in the submission of returns and disposal of correspondence. The present permanent and temporary strength of 8 and 4 assistants respectively has been found inadequate. The financial stringency of the Province, however, prevents me from doing full justice to this office, still I am of the opinion that in no case the permanent strength of this office can be cut down to a lesser figure than 9. One additional permanent post, may, therefore, be created and allowed to this district raising the permanent strength from 8 to 9. The existing 4 post of temporary clerks may also be allowed to continue.

Kanpur } 1

(28) This is the premier district of the Province and tops the list in all respects. Following are the few statistics to judge the position of the district:—

Population					15,56,247 in 1945
Number of thanas	..	..	..	..	29
Number of outposts	..	..	..	..	41
Number of gazetted officers	..	..	..	..	11
Number of sub-inspectors	..	..	..	..	72
Allocation..	..	..	..	Permanent	2,633
				Temporary	228
					2,856

There are 8 permanent and 3 temporary assistants in this district. Two temporary posts have been allowed for civic guard work and one for verification of rolls. The permanent staff has proved quite inadequate

Group I
District Kanpur
(contd.)

in Kanpur. No less than 7 literate constables were found working in the office and still the work was not found up to the mark. This office requires more staff than Lucknow. The maintenance of more than 2,900 service books and character rolls is the main item of work which requires greater number of clerks than Lucknow. I, therefore, propose a strength of 10 permanent and 4 temporary assistants for this district. Two permanent and 1 temporary posts may be created and allowed to this office to raise the permanent strength from 8 to 10 and that of temporary from 3 to 4.

32. The present and the proposed staff of Correspondence Branch is compared below :

	Present		Proposed		Increase	Decrease
	Permanent	Temporary	Permanent	Temporary		
Head Clerk	47	..	47	..	..	..
Fire Service Clerk	8	..	8	..	..	..
Despatcher	11	..	11	..	..	..
Paid Apprentice	39	..	49	..	+10	..
Assistant Clerk	148	58	169	55	+21	-3
Total	253	58	284	55	+31	-3

A district wise distribution of the present and proposed strength of Correspondence Branch will be found in appendix B appended to this report. Net increase +28

The result will show a net increase of 28 posts of assistant clerks. For details a summary appended to this note may be seen.

(b) Accounts Branch

33. At present 48 posts of accountants (including 1 post of cashier at Kanpur), 81 permanent and 66 temporary posts of assistant accountants are attached to the accounts branch of the district police officers. Out of 66 temporary assistants, 5 are meant for the five Recruits, Training Centres, 19 for the work in connection with civic guards and the remaining 42 for general increase in work. A distribution of these posts will be found in appendix C.

Comments on these posts are submitted below :

(1) *Accountants*—No change is proposed in the present strength of 48 accountants (including 1 cashier at Kanpur). In bigger offices there is a demand for a separate post of cashier. This question is being dealt with in part II of this report.

(2) *Assistant Accountants*—Distribution of the posts of assistant accountants among the districts falling in the four groups should in my opinion be based on the following formula :

Group	Assistant Accountants	
	Permanent	Temporary
IV	1	1
III	2	1
II	3	1
I	4	2

Bigger districts and some others where abnormal conditions prevail will need more staff. This fact is being kept in view while proposing the strength. A separate note on each of the 47 districts is as follows :

Group *District*

IV	Bara Banki Pratapgarh Sultanpur Kheri Rae Bareilly Jalaun Fatehpur Pilibhit Ballia Ghazipur	}	9	(i) In addition to one permanent assistant there is a temporary assistant in each of these nine districts. The post of temporary assistant has been sanctioned for increased work. As there is no likelihood of a decrease in work, these temporary posts may be retained in all the nine districts till the return of normal days.
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(ii) In addition to 1 permanent assistant there are 2 temporary posts in this district. One of the temporary posts was allowed for civic guard work and the other for Recruits Training Centre. Ghazipur is an important district and requires 2 permanent assistants. One of the 2 temporary posts may be made permanent and the other meant for recruits centre be allowed to continue till the work demands its retention.

III	Bahraich Hardoi Unnao Jaunpur Banda Hamirpur Budann Bijnor Etah Mainpuri Dehra Dun	}	11	(iii) The present strength of each of these 11 districts consists of 1 permanent and 1 temporary assistant accountant. These districts, according to the formula chalked out by me fall in group III. After examining the work in one or two offices of this group I have come to the conclusion that the work of permanent nature is in no way less than two clerks' job. Besides this strength a temporary post shall have to be allowed to these districts to cope with the increased work which is still of a temporary
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Group District

nature. One permanent post may, therefore, be created and allowed to these districts to raise the permanent strength from 1 to 2. The existing post of temporary clerk may also be allowed to continue in all these districts till the return of normal days.

III Gonda }
Muzaffarnagar } 2

(iv) Besides one permanent post of assistant accountant there are 2 temporary posts in each of these two districts. In both the districts one of the temporary posts has been allowed for recruits training centre and the other for general increase in the work. These districts require at least 2 permanent assistants and 1 temporary. The assistant allowed for Recruits Training Centre may continue to work on a temporary basis. The other temporary post may be made permanent to raise the permanent strength from 1 to 2 in both the districts.

Mirzapur } 1

(v) Besides one post of permanent assistant there are 2 temporary posts, one has been allowed for civic guard accounts and the other for increased work. The strength of this district should be of 2 permanent assistants and 1 temporary. One of the temporary posts may, therefore, be made permanent to raise the strength from 1 to 2. The remaining temporary post should continue on a temporary basis till the return of normal days.

Sitapur }
Azamgarh }
Basti } 6
Etawah }
Mathura }
Bulandshahr }

(vi) There are two permanent assistants and 1 temporary in each of these six districts. The temporary post in Mathura has been allowed for civic guard accounts while in others it has been allowed for general increase in work. As the conditions have not as yet returned to normal, the temporary post may continue in all the districts. The 2 permanent posts require no comment.

Faizabad }
Gorakhpur } 2

(vii) There are 2 permanent assistants and 2 temporary in each of these two districts. One of the temporary assistants has been allowed for civic guard accounts and the other for general increase. I have no statistics with me to justify the increase in these districts. Moreover, as both the districts are important as far as police department is concerned, I think, I should not propose any reduction in the present number

Group District

of 2 temporary posts in them. The 2 temporary posts in each of these 2 districts may, therefore, be allowed to continue for the present.

III Farrukhabad } 1

(viii) There are 2 permanent and 3 temporary assistants in this district. One temporary post has been allowed for civic guard work, the other for recruits training centre and the third for general increase. Leaving aside the temporary post allowed for recruits training centre, which should continue, I have no statistics with me to justify the retention of both the remaining temporary posts. One of them may, therefore, be withdrawn and the other be allowed to continue till the return of normal days. Permanent strength of 2 assistants does not require any comment.

II Jhansi }
Shahjahanpur } 5
Moradabad }
Raeilly }
Aligarh }

(ix) There are 2 permanent and 2 temporary posts in each of these districts. In Shahjahanpur one temporary post has been allowed for recruits training centre and the other for general increase. In other 4 districts one post has been allowed for civic guard account and the other for general increase. According to the formula these districts fall in group II. The strength of these districts should consist of 3 permanent posts and one temporary. One of the temporary posts may, therefore, be made permanent and the other be allowed to continue on a temporary basis.

II Naini Tal } 1

(x) There are 2 permanent and 2 temporary posts in this district. One of the temporary posts has been sanctioned under the designation of assistant clerk-cum-assistant accountant to deal with all civic guard accounts and records. The other temporary post has been given for general increase. Naini Tal has to deal with Almora and Garhwal districts where there are no separate police offices. In the matter relating to travelling charges Naini Tal beats Kanpur, the biggest district of the Province. Following are the comparative statistics to justify the above remarks :—

Items	Kanpur	Naini Tal
	Rs.	Rs.
Average annual expenditure on T. A. bills ..	49,132	47,000
Average annual T. A. bills ..	99	150
Average annual number of T. A. claims ..	10,738	13,898

Group District
Naini Tal }
(contd.) }

It may not be forgotten that the checking of travelling allowance claims for road journeys in the hills is a very tedious task. The collection of money in cash from the remotest corner of the country, i. e. Badri Nath throws a considerable amount of work on the accounts staff. After examining the work in detail on the spot I have come to the conclusion that Naini Tal cannot pull on with a lesser staff than four permanent assistant accountants and one temporary. One additional permanent post of assistant may, therefore, be allowed to this district and in addition to it one of the 2 temporary posts may be made permanent. The remaining post of temporary clerk may also be allowed to continue.

Saharanpur } 1

(xi) There are 3 permanent and 2 temporary assistants in this district. One of the temporary assistants has been allowed for civic guard account and the other for general increase. In my opinion Saharanpur does not require 2 temporary posts. The present conditions, however, do not warrant the withdrawal of any of the 2 temporary posts at this stage. Both of the temporary posts may, therefore, be allowed to continue for the present. The permanent staff of 3 assistants does not require any comment.

I Banaras }
Meerut } 2

(xii) According to the formula these districts fall in group 1. There are 3 permanent and 2 temporary posts in each of these two districts. One of the temporary posts has been allowed for civic guard work and the other for general increase. Taking into consideration the importance of these two districts I am of the opinion that the strength in each of these two districts should consist of 4 permanent and 2 temporary assistants. One additional permanent post may, therefore, be created and allowed to each of them raising the permanent strength from 3 to 4. The existing posts of 2 temporary assistants in each of them should also be allowed to continue.

Agra } 1

(xiii) There are 4 permanent posts and 1 temporary in this district. The temporary post has been allowed for civic guard account. The present strength bears no proportion to the amount of work and actual need of the district. Agra being on the border is a very important district. In view of its impor-

Group *District* tance Agra, in my opinion, should have at least
 Agra } 5 permanent assistants and 1 temporary. One
 (contd.) } permanent post may, therefore, be created
 } and allowed to this district increasing the per-
 } manent strength from 4 to 5. The existing
 } temporary post should also be allowed to
 } continue.

Allahabad } 1 (xiv) There are 4 permanent and 2
 } temporary assistants in this district. One
 } of the temporary posts has been allowed for
 } civic guard account and the other for general
 } increase. The permanent strength of 4 assis-
 } tants is inadequate. It should be raised
 } from 4 to 5. One permanent post o
 } assistant may be created and allowed to this
 } district. The existing 2 temporary posts
 } should also be allowed to continue.

Lucknow } 1 (vx) There are 3 permanent and 2 tempo-
 } rary assistants in this district. One of the tem-
 } porary assistants has been allowed for civic
 } guard account and other for general increase.
 } The permanent staff of 3 hands is obviously
 } too less for a big district like Lucknow.
 } Lucknow should not have less staff than
 } Agra or Allahabad. I, therefore, propose
 } 5 permanent and 2 temporary assistants for
 } this district also. Two additional perma-
 } nent posts may, therefore, be created and
 } allowed to this district to raise its permanent
 } strength from 3 to 5. The existing 2 tem-
 } porary posts should also be allowed to conti-
 } nue.

Kanpur } 1 (xvi) There are 4 permanent and 2 tem-
 } porary assistants in this district. Both of
 } the temporary posts have been allowed for
 } civic guard account. As I have already
 } reported Kanpur is the premier district of
 } the Province. It is due to abnormal increase
 } in account work that a separate post of
 } cashier has been allowed to it as a special
 } case. An idea of work can be had from the
 } statistics relating to this district supplied
 } below :—

	Force	Permanent	Temporary	
		2,633	223	} 2,856
Average annual number of credit orders	3,510	
Average annual number of T. A. applications..	10,720	
			Rs.	
House rent to subordinate police	43,984	
Rates and taxes	12,400	
Maintenance of motor vehicles	60,000	
Telephone charges	13,281	
Tra velling charges	49,132	

The statistics given above, in my opinion, fully justify a strength of at least 6 permanent and 2 temporary posts for Kaupur. Two additional permanent posts may, therefore, be created and allowed to this district raising its permanent strength from 4 to 6. The existing 2 temporary assistants should also be allowed to continue.

34. The present and proposed staff of Accounts Branch is compared below :

	Present		Proposed		Increase or decrease	
	Permanent	Temporary	Permanent	Temporary	Permanent	Temporary
Accountant.. ..	48	..	48	..	..	..
Assistant Accountant..	81	66	111	55	+30	-11
Total.. ..	129	66	159	55	..	..
Net increase				+19		

A district wise distribution of the present and proposed strength of Accounts Branch will be found in appendix C. The result will show a net increase of 19 assistant accountants. For details the summary appended to this note may please be seen.

CRIMINAL INVESTIGATION DEPARTMENT, U. P., LUCKNOW

35. The Criminal Investigation Department, U. P. is a central agency for the collection and dissemination of political and criminal intelligence and for the investigation of offences which it is beyond the capacity of the District Police to deal with. The department is under the charge of an Assistant Inspector General of Police. This officer has four assistants of rank of Superintendents of Police each of whom is in charge of the following four branches into which the department is at present divided :

- (i) Special Branch.
- (ii) Investigation Branch.
- (iii) General Branch, which includes the Aliens and Security Branch (a War creation).
- (iv) Finger Print Bureau which includes Scientific Section located at Allahabad.

36. Following is the classification of existing permanent and temporary posts sanctioned in the cadre of ministerial staff :

Designation of post	Permanent	Temporary	Total
Confidential Registrar .. .. .	..	1	1
Head Clerk	3	2	5
Accountant and Cashier	1	1	2
Assistant Clerk	16	21	37
Assistant Accountant	1	2	3
Leave Reservists and paid Apprentices .. .. .	..	5	5
Hindustani Shorthand Reporters .. .. .	..	19	19
Stenographers	6	2	8
Translators	2	..	2
Photographers.. .. .	3	..	3
Total	32	53	85

A report on all the posts is as follows :

(1) *Confidential Registrar*—There is a temporary post of Confidential Registrar which came into existence in 1941 in replacement of one post of Deputy Superintendent of Police. As the post came into existence for the sake of economy it is not advisable to withdraw it for the same purpose. It may, therefore, be made permanent. A further note on this post has also been submitted in part II of this report.

(2) *Hindustani Shorthand Reporters*—Before the creation of separate posts of Hindustani shorthand reporters in the clerical line, the practice was to give shorthand training to some of the Police Inspectors and Sub-Inspectors. In or about 1939 Government decided to change the practice and recruitment was ordered to be made from outside. Posts of Hindustani shorthand reporters were thus created and placed in the cadre of ministerial staff. Besides 4 Sub-Inspectors and one Inspector who are still working as Censor Officers (not to be replaced by the executive staff in future) there are at present 19 posts of Hindustani shorthand reporters in the cadre of the clerical staff. It is perhaps beyond my scope to comment upon the duties which these Hindustani shorthand reporters discharge or upon the number required. The department itself is the best judge in regard to the permanent and temporary strength of shorthand reporters required by it. However, during the course of enquiry, it was pointed out that the strength of 19 posts is very high. Out of 7 new posts only 2 were filled in and 5 were kept vacant. The Superintendent of Police, C. I. D., U. P., while forwarding the representation of the Hindustani shorthand reporters to the Police Reorganisation Committee in June last observed that the question of confirmation of these class of officials depends

upon the future need of the C. I. D. The present political situation is too fluid to assess the future requirement of these posts to any degree of accuracy. The said officer was, however, of the opinion that the future demand will not be less than 7 posts. At this stage when the political conditions of the country are not in a settled condition. I think, 12 of the posts may be allowed to remain and the remaining 7 be brought under reduction. Out of 12 posts at least 9 may be made permanent and the rest be allowed to continue on a temporary basis. The consent of the Assistant Inspector General may, however, be obtained before giving effect to my recommendations.

The representation received from the Hindustani shorthand reporters regarding allowance and supply of arms, etc. is being dealt with in part II of this report.

(3) *Translators*—There are 2 translators attached to this office. I have no comments to offer on these posts.

(4) *Photographers*—There are 3 photographers in the Finger Print Bureau Branch at Allahabad. These posts, which are of technical nature, do not require any comment from me.

(5) *Stenographers*—There are 6 permanent and 2 temporary posts of stenographers. There is a further demand for 5 posts of stenographers, one for each of the three Deputy Superintendents of Police Intelligence and 2 for three Deputy Superintendents of Police attached to Special Branch. Two posts of stenographers are also demanded for the Deputy Superintendent of Police Investigation. I am afraid it will not be within my scope to comment upon the demand for these posts. I am simply bringing this demand to the notice of the Committee for such consideration as it deems fit.

One thing which I have to point out is that the post of stenographer attached to General Branch is being utilized as head typist. I do not understand the idea of utilizing the services of a stenographer in Type section. It appears that this is a spare post. In any case, it is not a good practice to utilize the services of an official on a job other than one for which he is sanctioned. This post of stenographer may, therefore, be withdrawn and if the department feels the necessity of a senior assistant for the Type section it should approach the Government for necessary sanction.

(6) *Leave reservists and paid apprentices*—There are 2 leave reservists and 3 paid apprentices. All the 5 posts are still temporary. As their services are absolutely necessary all of them may be made permanent as demanded.

(7) *Head clerks*—There are 3 permanent and 2 temporary posts of head clerk. The three permanent posts do not require any comment. The remaining 2 temporary posts are attached to the Special Branch. In addition to these 2 temporary posts of head clerks, there are 2 Reserve Inspectors attached to this branch, who are performing practically the same nature of duty which the temporary head clerks perform. There appears to be no reason why these 2 officials of executive line should be entertained on a clerical job. In 1941, 3 such officials were replaced by regular clerks without bringing any dislocation in the office work. The recommendation is that the 2 Reserve Inspectors,

who may take up their legitimate duties elsewhere, may be replaced by regular head clerks. The proposal, if accepted, will be found most economical and, I am sure, will be welcomed by the department. Each of these four officials (2 head clerks and 2 Reserve Inspectors) deals with political records of the Special Branch, which are grouped in four sections. As four posts of head clerks are necessary, the existing 2 temporary posts of head clerks may be made permanent and additional 2 posts may be created and allowed to this branch on a temporary basis for the present. The main idea behind the recommendation of keeping these two posts of head clerks temporary is to leave a margin for adjustment if any of the posts is found superfluous when the normal conditions prevail. The two posts of Reserve Inspectors may be withdrawn. Thus the total number of head clerks in the C. I. D. will be raised from 5 to 7 (5 permanent and 2 temporary).

(8) *Accountant*—There is one permanent post of Accountant and another of a Cashier. The latter post is still temporary. The accountant in this office is certainly in need of additional help. But as stated elsewhere in this report I am not in favour of the designation of cashier in accounts section. As such the present temporary post (cashier) may be made permanent to be designated as assistant-accountant and be allowed senior scale of pay.

(9) *Assistant accountants*—There is an Accounts section under the General branch and consists of 1 accountant, 1 cashier and 3 assistants. Excluding the posts of accountant and cashier on which comments have already been offered, there remain 3 posts of assistant accountants to comment upon. Out of 3 existing posts of assistant accountants, 1 is permanent and 2 are still temporary. Besides making the 2 temporary posts permanent there is a demand for 1 additional hand. The two temporary existing posts are absolutely necessary and may be made permanent. On the increase of budget grant and in the number of personnel there has been a considerable increase in the accounts work and as such the department requires additional staff. One additional post of assistant accountant may be created in a junior scale of pay and allowed to this branch on a temporary basis for the present.

(10) *Assistant clerks*—There are 16 permanent and 21 temporary posts of assistant clerks distributed among the four branches of the department. The demand is to make the existing 21 temporary posts permanent. In addition to this there is a demand for 15 new posts to be distributed among the four branches as shown below :

Branch	Senior scale	Junior scale	Total
I—Special Branch	2	3	5
II (i)—General and Security Branch	2	2	4
(ii) General Section (Establishment)	1	1	2
III—Investigation Branch	1	1	2
IV—Finger Print Bureau	1	1	2
Total	7	8	15

The unsettled condition of the country necessitated the increase in the number of personnel in all ranks. The staff working under the C. I. D. now numbers 517 against less than 150 in 1937. These figures exclude the District Intelligence Staff. There has been further increase of 169 persons in connection with anti-arms smuggling squad. The budget grant of the department has gone up from Rs. 3,49,385 in 1938 to Rs. 9,19,000 in 1946. I examined the work in detail in all of the four branches of this department and found that the clerical establishment especially permanent staff was not proportionately supplemented in the past when executive strength was raised. It is surprising to find that while the permanent clerical strength consisted of 13 assistants in 1937 when the total executive staff consisted of less than 150 persons, there are only 16 permanent assistant clerks in 1947 although the executive strength has gone up to 517 plus 169 persons. There are 21 clerks still lingering on temporary posts since long who are overburdened with heavy work. Besides the 2 posts of Reserve Inspectors on which comments have already been offered above, 1 Inspector, 1 Hindustani Shorthand Reporter, 1 constable and 1 head constable were found attached to clerical staff in this department. With a view to spare these officials for their legitimate duties, it is necessary to strengthen the existing clerical staff. The strength of 3 permanent assistants for the Finger Print Bureau office at Allahabad, which was fixed some 20 years back, is much too inadequate for the present volume of work and the expanded activities of this branch. The section of the general branch which deals with office establishment requires additional clerks to maintain efficiency in work. All the facts given above take me to the conclusion that the demand for 15 additional hands cannot be cut down to less than 9 which is the bare minimum. The present strength of assistant clerks may, therefore, be increased by 9 hands. These posts should be distributed in the four branches as shown below :

Branch	Assistant Clerks		Total
	Senior Scale	Junior Scale	
I—Special	1	2	3
II—(i) General and Security	1	1	2
(ii) General Section (Establishment)	1	1	2
III—Investigation	1	..	1
IV—Finger Print Bureau .. ..	..	1	1
Total	4	5	9

As regards the question of making the existing and proposed temporary posts permanent I may submit that in these abnormal days it is not possible to judge with accuracy the actual need of the Criminal Investigation Department. There is, however, no sense in keeping so many posts temporary for an indefinite period. I, therefore, propose that at least half of the total number of 30 temporary posts (21 existing and 9

proposed) may be made permanent. In view of these observations out of the existing 21 temporary posts, 15 may be made permanent and the remaining 6 should be allowed to continue on a temporary basis. Out of 15 posts proposed to be made permanent, 6 should be in senior scale of pay and the remaining 9 in junior scale. All the 9 new posts should be created on a temporary basis for the present. As proposed above 4 of the new posts should be sanctioned in senior scale of pay and the remaining 5 in junior scale.

37. There are some important points relating to this department which are being dealt with in part II of this report. The present and proposed strength is compared below :

	Present			Proposed			Increase or decrease
	Perma- nent	Tempo- rary	Total	Perma- nent	Tempo- rary	Total	
Confidential Registrar	..	1	1	1	..	1	..
Head clerks ..	8	2	5	5	2	7	+2
Accountant and cashier	1	1	2	2	..	2	..
Assistant clerks ..	16	21	37	31	15	46	+9
Assistant Accountants	1	2	3	3	1	4	+1
Leave Reservists and Paid Apprentices.	..	5	5	5	..	5	..
Hindustani Shorth and Reporters.	..	19	19	9	3	12	-7
Stenographers ..	6	2	8	5	2	7	-1
Translator ..	2	..	2	2	..	2	..
Photographers ..	3	..	3	3	..	3	..
Tota ..	32	53	85	66	23	89	+4

The result will show a net increase of 4 posts. For details the summary appended to this note may be seen.

GOVERNMENT RAILWAY POLICE

The Government railway police was a separate unit till 1932 with headquarters at Allahabad. The force consisting of 1,389 persons was divided into three sections under separate Section Officers having their offices located at Agra, Lucknow and Gorakhpur. The total clerical strength then consisted of 48 clerks and 23 ahmads. Out of these 48 clerks 12 were attached to the headquarter office and the remaining 26 were divided proportionately among the three section offices. Besides this 23 ahmads were also distributed among the iontcofficeses.

39. In 1932 the railway force after a reduction of 274 persons was amalgamated with the district, although the three Section Offices continued to remain in existence. The clerical strength was, therefore, reduced from 48 to 38.

40. In 1942 the G. R. P. again reverted to its old position with five section offices instead of 3. One of the 2 new section was located at Allahabad and the other at Moradabad. The notable point is that while the force has again come up to its original level (about 1,400 persons) the reduced strength of 10 clerks has not as yet been restored to the section offices. It may be noted that the present increase in the strength shown in the table below is due to the outcome of 2 new sections and not on account of restoration of the reduced posts. This point alone justifies the reshuffling and adjustment of the existing strength.—The distribution of the existing clerical posts among the headquarters office and 5 sections is given below :

	Superintendent Railway Police U.P.	Section Officer A Section, Ayra	Section Officer, B Section, Lucknow	Section Officer, C Section, Gorakhpur	Section Officer, D Section, Allahabad	Section Officer, E Section, Moradabad.
Office Superintendent.	1	..	..	..	..	..
Head Clerk ..	1	1	..	1	1	1
Accountant ..	1	1	1	1	1	1
Assistant Clerk ..	8	3	3	3	3	*3
Record Keeper ..	..	1	1	1	1	1
Assistant Record Keeper.	..	1	1	1	1	1
Stenographer ..	1	..	..	..	..	..
Paid apprentice ..	1	1	..	..	1	1
Total ..	18	8	7	7	8	8=51

Excluding the post of stenographer on which I have no comment to offer, there remain 50 posts to be commented upon. The temporary post allowed for Training Centre has been excluded. All the 50 posts are permanent.

* Excludes 1 temporary clerk allowed to Training Centre.

41. The budget grant of this department has increased from Rs. 2,12,991 in 1942 to Rs. 11,44,600. There has also been an increase in the allocation of force which has gone up from 1190 in 1942 to 1411 in 1946.

42. The increase in the number of thefts in the running trains has thrown a considerable amount of extra work on the section office staff; for example in Moradabad, there were 852 cases in 1946 against less than 400 in the past. In Allahabad the figure stands at 1423. Similar increase has been noticed in the number of accident reports. The number of credit orders has doubled (or even more) in each and every section office. The Headquarter office remains busy in recovering full cost of Law and Order from State Railways. The cost of the force engaged on mela duty has also to be recovered from these Railways.

43. The facts noted above take me to the conclusion that the addition of the posts mentioned below is the minimum requirement of the office concerned.

(1) *Headquarter office*—The addition of 3 posts is necessary to extend help to the accountant as well as to the noters and drafters. Two of these posts may be allowed in senior scales of pay and the remaining one in junior scale.

(2) *Section offices*—According to the formula chalked out in the report dealing with district police office all the Section Offices fall in group IV.

(3) Sections A (Agra) and E (Moradabad) compare fairly well with District Police Office, Pratapgarh, where the proposed total clerical strength consists of 9 clerks. The strength of these two section offices should, therefore, be equal to that of Pratapgarh, i.e. 9 clerks including record keeper and assistant record keeper.

(4) Allahabad is the premier section, including the bigger districts like Kanpur, Banaras and Allahabad. The number of accidents and the cases of shortage detected are much higher in Allahabad as compared with other two sections, viz, Moradabad and Agra. The clerical strength of this section should, therefore, be increased by two more clerks to raise the present strength from 8 to 10.

(5) Sections B (Lucknow) and C (Gorakhpur) also fall in group IV and should have according to the formula 9 assistants against 7 at present. But as the force is less than 250 in these 2 sections, I am afraid I shall have to cut down the proposed strength of 9 allowed to sections A and E to 8 in these 2 sections. The requirements of these two sections will be met by giving each of them a post of paid apprentice. There appears to be no necessity to allow them additional clerks.

44. All the posts of assistant clerks should be created in the junior scales of pay. The paid apprentices should get the pay fixed for the post.

The distribution of the present and proposed strength is compared below sectionwise :

Present

	Superintendent Railway Police, U. P.	Section Officer, A Sec- tion, Agra	Section Officer, B Sec- tion, Luck- now	Section Officer, C Sec- tion, Go- rakhpur	Section Officer, D Sec- tion, Allah- abad	Section Officer, E Sec- tion, Morad- abad
Office Superintendent	1	..	..	..	..	..
Head Clerk	1	1	1	1	1	1
Accountant	1	1	1	1	1	1
Assistant Clerk	8	3	3	3	3	*3
Record Keeper	..	1	1	1	1	1
Assistant Record Keeper	..	1	1	1	1	1
Stenographer	1	..	..	..	..	..
Paid apprentice	1	1	..	..	1	1
Total	18	8	7	7	8	8=51

*Excludes 1 temporary clerk allowed to Training Centre.

Proposed

	Superintendent Railway Police, U. P.	Section Officer, A Sec- tion, Agra	Section Officer, B Sec- tion, Luck- now	Section Officer, C Sec- tion, Go- rakhpur	Section Officer, D Sec- tion, Allah- abad	Section Officer, E Sec- tion, Morad- abad
Office Superintendent	1	..	..	..	..	..
Head Clerk	1	1	1	1	1	1
Accountant	1	1	1	1	1	1
Assistant Clerk	11	4	3	3	5	*4
Record Keeper	..	1	1	1	1	1
Assistant Record Keeper	..	1	1	1	1	1
Stenographer	1	..	..	..	..	..
Paid apprentice	1	1	1	1	1	1
Total	16	9	8	8	10	9=60

*Excludes 1 temporary clerk allowed to Training Centre.

The result will show an increase of 9 hands. Out of these 9 posts, 7 are to be added to the clerical staff and 2 to Paid Apprentices. Out of 7 posts of clerks, 2 may be sanctioned in senior scales of pay and the remaining 5 in junior scale. All these posts may be allowed on a temporary basis for the present. The two posts of paid apprentices may be added permanently. The one temporary post attached to E Section for Training Centre may also continue.

U. P. MILITARY POLICE

45. The Headquarters office of the United Provinces Military Police is located at Sitapur. This office came into existence in 1940 with a clerical staff of 7 hands to begin with. There were only 8 companies at the preliminary stage. On the expansion of the department the Commandant with the help of the Inspectorate was able to raise the clerical strength of the office from 7 to 18. In 1946 on the establishment of three separate offices of the Police Staff Officers the whole position was reshuffled and the clerical staff was distributed between the Head office and the three staff offices as shown below :

	Head clerk	Assistant clerk	Accountant	Assistant Accountant	Stenographer	Record keeper	Total
Headquarters office, Sitapur.	1	6	1	3	2	1	14
Staff office at Lucknow..	1	2	1	2	1	..	7
Staff office at Allahabad..	1	2	1	2	1	..	7
Staff office at Bareilly ..	1	2	1	2	1	..	7
Total ..	..	..	..	..	..	..	35

The Head office staff was then reduced from 18 to 14. Since then two more offices of the Police Staff Officers have been established, one at Moradabad and the other at Lausdowne (now Moradabad) and the clerical strength of each of them also consists of 7 hands. Thus the present strength consists of 49 officials (35 plus 14=49). Out of these 49 posts, 14 posts (headquarters) are permanent and the remaining 35 (staff offices) temporary.

It is a well known fact that military police companies are increasing by leaps and bounds. The present political situation is in too fluid a state to allow me to assess the demand of this branch with any degree of accuracy. However, a short note is submitted below :

(1) *Headquarters office*—In 1946 as I mentioned above the clerical staff of Headquarters office was reduced by 4 hands (2 assistant clerks and 2 assistant accountants). This reduction, it appears, was made under the impression that the work at the Headquarters office will be considerably reduced. At the beginning there had no doubt been some reduction in the work at the Headquarters office, but since then the number of companies has considerably increased and is still increasing. I inspected the work on the spot and was convinced that the present

strength of 14 officials is inadequate for the increased work. Accounts branch suffered more. A great difficulty was being felt in securing a willing Accountant for this office. There were huge arrears on the date of my inspection. Similar was the case with the correspondence branch. The clerk allowed for Police Training School finds it difficult to carry on the work in a satisfactory manner. He also is in need of help. I think that this is the proper time to restore the 4 reduced posts to this office. Out of these 4 posts, 2 may be allowed on a senior scale of pay and 2 in junior scale. These 4 posts should be equally divided between the two branches, viz. correspondence and accounts. Due to greater number of companies being still temporary the major portion of the work is of a temporary nature. These 4 posts may, therefore, be created and allowed on a temporary basis in the first instance.

(2) *Staff offices*—The clerical staff in each of the five staff offices consists of 7 hands and is still temporary. It is too early for me to comment upon the strength of these staff offices and as such I propose that the existing temporary strength may continue till the offices are fully established. I may, however, point out that if and when more staff offices are created only five posts may be allowed in the beginning and additional hands should be allowed after the office has come in full swing.

—POLICE TRAINING COLLEGE, MORADABAD

46. The College is located at Moradabad where more than 150 gazetted officers and cadets are trained. During the current year a special training class was held and the training was given to about 100 persons.

47. The strength of the college office besides a stenographer consists of 1 accountant *cum* head clerk, 1 assistant clerk and 1 assistant accountant. A temporary post has also been allowed to this office due to special training class subject to withdrawal at the close of the training. The office has to share with the paid apprentice allowed to District Police Office, Pilibhit. I am not in favour of this joint system. There is every likelihood of the temporary post being withdrawn shortly. If it comes to that the office will be left to work with a staff of 3 officials only. My recommendations are that the paid apprentice should be left entirely for District Police Office, Pilibhit, and the post of temporary clerk should be allowed to exist for the time being. This proposal is being made with a view to keep the staff well balanced to meet the emergent need if and when a special training course is held.

There are some other points relating to this staff which are being dealt with in part II of this report.

DEPUTY INSPECTOR-GENERAL'S RANGE OFFICES

48. There are 5 Range offices each in the charge of a Deputy Inspector General. The temporary headquarters of the ranges are located at Bareilly, Allahabad, Lucknow, Meerut and Gorakhpur. There is no post of a clerk sanctioned for a range office. The stenographer has to perform all the duties. He is a stenographer, a head clerk, a noter and a drafter, as well as indexer and despatcher. In short he is expected to run the whole show single-handed. I took the opportunity of inspecting the work of the northern range camp office which happened to be at Moradabad during the course of my stay there. I was surprised to see the large number of files and records packed in four or five boxes. The number of complaints against police and the public has considerably

increased. The work involved in maintaining the records relating to posting and transfer of subordinate staff, is heavy. Besides this he has to maintain other registers. I found the stenographer working like a regular head clerk. Two or more constables are attached to each range office to help the stenographer. As already observed in the introductory note, I am not in favour of the system of utilizing trained men of the force in clerical job. Regular clerks may, therefore, be allowed to range offices so as to release the trained men for their legitimate duties.

49. The present demand is for 2 assistants or 1 assistant leaving a margin for the entertainment of literate constables. The latter suggestion is not sound. One clerk will not be able to deal with all the references especially in the present days when the activities of the police have increased. Two posts of assistant clerks may, therefore, be created and allowed in replacement of literate constables for each range office so that one may be left at Headquarters office and the other is taken in camp. Both of the posts may be created in the lower scale. One of the post may be allowed permanently while the other be sanctioned on a temporary basis for the present.

MISCELLANEOUS POLICE OFFICES

50. Following is the list of the other miscellaneous offices working under the Police Department and located at different places :

- (1) Superintendent of Police, Anti-Corruption Department, United Provinces, Lucknow.
- (2) Police Motor Vehicles Officer, Sitapur.
- (3) Anti-Malaria Officer, Police Forces, United Provinces, Moradabad.
- (4) United Provinces Police Central Stores, Sitapur.
- (5) Wireless Training Section, Sitapur.

All the offices mentioned above are still temporary without any prospect of being placed on permanent footing in the near future. There is, no doubt, necessity of additional staff in some of these offices especially in Wireless Training Section, Sitapur. But as the departments are still temporary, I am afraid, the Committee may not like to take up the question of fixing the strength of these temporary offices at a time when everything relating to them is unsettled. I am therefore not offering any comments on these offices in this report. The Heads of Departments are empowered to sanction temporary posts, and as such the proper course for these temporary offices is to approach the Inspector General for supplementing the staff if and when need is felt.

51. It only remains for me to offer my gratitude to the two officers, the Chief Inspector of Government Offices and the Secretary, Police Reorganisation Committee, under whose able guidance the enquiry was conducted. My thanks are also due to Office Superintendent P. H. Q., the Confidential Registrar, C. I. D. and the Head Clerk, Police Reorganization Committee. I shall be failing in my duty if I do not mention particularly the name of Mr. B. N. Mukerji, Stenographer, attached to me during the course of my enquiry, who did not fail to give me the full measure of assistance continually demanded of him. I place on record my appreciation of the loyal and ungrudging service rendered by him.

T. D. DHYANI,
*Inspector of Offices,
on Special Duty.*

ALLAHABAD :
October 17, 1947.

Summary of the Report

PART I

The result of the recommendations and proposals made in part I of the report is summarised below. The proposals and recommendations, which do not effect the number of permanent or temporary posts, are not included in this summary.

U. P. POLICE HEADQUARTERS

Permanent
staff.

Appendix A will show a net increase of 14 posts over the present permanent strength (101-87). This result is the outcome of the following proposals :

- +1 (1) One temporary post of Office Superintendent has been proposed to be made permanent.
- +5 (2) Five of the temporary posts in senior scale of pay have been proposed to be added to the permanent strength.
- +4 (3) Four of the temporary posts in junior scale of pay have been proposed to be made permanent.
- +4 (4) Four new posts of leave reservists are recommended to be added to the present strength of assistant clerks in junior scale of pay.

Net +14
(permanent staff)

Temporary staff

Appendix A will also show a net decrease of three posts (30-27) in the cadre of temporary staff. The result is the outcome of the following proposals :

- 1 (1) One post of Office Superintendent has been proposed to be diverted to permanent cadre.
- +4 (2) Four additional posts in senior scale of pay have been proposed to be added to the existing temporary strength.
- +3 (3) Three additional posts in junior scale have been proposed to be added to the temporary strength.
- 5 (4) Five posts in senior scale of pay have been proposed to be diverted to permanent cadre.
- 4 (5) Four posts in junior scale of pay have been proposed to be diverted to permanent cadre.

Net -3

Final result +11
(Permanent,
temporary)

In addition to the above proposed additions and alterations, recommendations have also been made for the continuation of the remaining 20 posts (30-10) in the various departments as shown below :

I-1, V-1, IX-1, XIII-1, XV-6, XVIII-5, XIX-5=20.

DISTRICT POLICE OFFICERS.

Permanent staff

Correspondence Branch—Appendix B will show a net increase of 31 posts (284—253) in the cadre of permanent assistant clerks. This result is the outcome of following recommendations :

+13 (1) One post of temporary clerk has been proposed to be made permanent in the following 13 districts :

Gonda, Muzaffarnagar, Farrukhabad, Faizabad, Gorakhpur, Saharanpur, Aligarh, Shahjahanpur, Moradabad, Banaras, Allahabad, Meerut and Agra.

+10 (2) One post of paid apprentice has been proposed to be allowed to the following 10 districts :

Etah, Bijnor, Pilibhit, Fatehpur, Hamirpur, Mirzapur, Rae Bareilly, Kheri, Sultanpur and Bara Banki.

+6 (3) One additional post has been proposed for the following 6 districts :

Sitapur, Etawah, Bijnor, Agra, Lucknow and Moradabad.

+2 (4) Two additional posts have been proposed for Kanpur.

-1 (5) One post of despatcher has been proposed to be withdrawn from Deoria.

+1 (6) One additional post of despatcher has been proposed for Jhansi.

+31

Temporary staff

Appendix B will show a net decrease of 3 posts (58-55) in the temporary staff. This result is the outcome of the following recommendations :

(1) One temporary post has been proposed to be withdrawn from each of the three districts, viz. Bareilly, Pratapgarh and Sultanpur.

+13 (2) One additional post has been recommended for the following 13 districts :

Bara Banki, Bahraich, Kheri, Banda, Jaunpur, Sitapur, Kanpur, Mainpuri, Etah, Budaun, Basti, Hardoi and Azamgarh.

—13 (3) One post has been proposed to be converted into permanent in each of the following 13 districts ;

Gonda, Muzaffarnagar, Farrukhabad, Faizabad, Gorakhpur, Saharanpur, Aligarh, Shahjahanpur, Banaras, Moradabad, Allahabad, Meerut and Agra.

Net —3

Final result
(Permanent and temporary)+28

In addition to above alterations and additions the remaining 42 temporary posts (58-16) have been recommended to continue in the districts mentioned below :

Kanpur	..	..	..	..	..	..	8
Farrukhabad	..	..	..	..	..	..	4
Shahjahanpur, Meerut, Allahabad, Banaras and Agra	2	each					12
						Total	19

One in each of the 23 districts, viz.

Unnao, Rae Bareilly, Hamirpur, Jalaun, Ballia, Ghazipur, Mirzapur, Faizabad, Bijnor, Gonda, Muzaffarnagar, Bulandshahr Mathura, Dehra Dun, Azamgarh, Gorakhpur, Aligarh, Saharanpur, Naini Tal, Jhansi, Bareilly, Moradabad and Etawah—1 each.

Grand total 42

Permanent staff

Accounts Branch—Appendix C will show net increase of 30 posts (159-129). This result is the outcome of following proposals :

+16 (1) One additional post has been allowed in each of the following 16 districts :

Bahraich, Hardoi, Unnao, Jaunpur, Banda, Hamirpur, Budaun, Bijnor, Etah, Mainpuri, Dehra Dun, Naini Tal, Banaras, Meerut, Agra and Allahabad.

+ 4 (2) In the two districts, viz. Lucknow and Kanpur, 2 additional posts have been proposed for each.

+10 (3) Ten of the temporary posts have been proposed to be converted into permanent in the following 10 districts :

Jhansi, Shahjahanpur, Moradabad, Bareilly, Aligarh, Ghazipur, Gonda, Muzaffarnagar, Mirzapur and Naini Tal.

Net +30

Temporary staff Appendix C will also show a net decrease of 11 posts (66-55). This result is the outcome of following recommendations :

—10 (1) One post of temporary clerk has been proposed to be made permanent in the following 10 districts :

Jhansi, Shahjahanpur, Moradabad, Bareilly, Aligarh, Ghazipur, Gonda, Muzaffarnagar, Mirzapur and Naini Tal.

—1 (2) One temporary post has been proposed to be withdrawn from Farrukhabad.

Net —11

Final result +19
(Permanent and temporary)—

With the above additions and alterations the remaining 55 posts have been proposed to continue as shown below :

Two posts in each of the following 9 districts :

Fairabad, Gorakhpur, Farrukhabad, Saharanpur, Banaras, Meerut, Allahabad, Lucknow and Kanpur. .. 18

One in each of the following 37 districts :

Gonda, Mirzapur, Sitapur, Azamgarh, Basti, Etawah, Mathura, Bulandshahar, Ghazipur, Jhansi, Shahjahanpur, Moradabad, Bareilly, Aligarh, Naini Tal, Agra, Bahraich, Hardoi, Unnao, Jaunpur, Banda, Hamirpur, Budann, Bijpur, Etah, Mainpuri, Dehra Dun, Bara Banki, Pratapgarh, Sultanpur, Kheri, Rae Bareilly, Jalaun, Fatehpur, Pilibhit, Ballia and Muzaffarnagar. .. 37

55

CRIMINAL INVESTIGATION DEPARTMENT

The comparative figures supplied on page 51 of the report (Part I) will show a net increase of 4 posts. This result is the outcome of the following recommendations.

Permanent staff The statistics supplied on page 51 will show an increase of 34 posts (66-32) over the present permanent strength. It is explained below.

+1 (1) One temporary post of Confidential Registrar has been proposed to be made permanent.

+9 (2) Out of 19 posts of Hindustani shorthand reporters, 9 have been proposed to be made permanent.

—1 (3) One post of stenographer has been proposed to be reduced.

- +2 (4) Two temporary posts of the existing head clerks have been proposed to be made permanent.
- +1 (5) One post of temporary cashier has been proposed to be made permanent.
- +15 (6) Out of the existing 21 temporary posts of clerks, 15 (six in senior scale and 9 in junior scale) have been proposed to be made permanent.
- +2 (7) The existing 2 temporary posts of assistant accountants have been proposed to be made permanent.
- +5 (8) The existing 5 temporary posts of paid apprentices have been recommended to be made permanent.

Net
 +34

Temporary staff

The statement on page 72 of the report will show a net decrease of 30 posts (53-23) in the temporary staff. This result is the outcome of the following recommendations :

- 1 (1) One temporary post of Confidential Registrar has been proposed to be made permanent.
- 9 (2) Out of 19 Hindustani shorthand reporters, 9 have been proposed to be made permanent.
- 7 (3) Out of remaining 10 posts of reporters 7 have been proposed to be reduced.
- 2 (4) Two temporary posts of head clerks have been recommended to be made permanent.
- +2 (5) Two new posts of head clerks have been proposed to be given in replacement of 2 executive officers.
- 1 (6) One post of cashier has been proposed to be made permanent.
- +15 (7) Out of 21 existing temporary posts of assistant clerks, 15 have been proposed to be made permanent.
- +9 (8) Nine additional posts (4 in senior scale of pay and 5 in junior scale) have been proposed to be added to the temporary strength.
- +5 (9) Five temporary posts of apprentices and leave reservists have been proposed to be made permanent.
- 2 (10) Two temporary posts of assistant accountants have been proposed to be made permanent.

+1. (11) One new post of assistant accountant in junior scale of pay has been recommended.

Net
-30

Final result
(Permanent and
temporary)
+4

In addition to the alterations and additions proposed above, the following remaining 11 temporary posts have also been proposed to continue on temporary basis :

Hindustani shorthand-reporters	..	..	..	..	3
Stenographers	..	..	..	..	2
Out of existing temporary posts	..	..	..	..	6
					<u>11</u>
					Total .. 11

GOVERNMENT RAILWAY POLICE

The statistics supplied on page 75 of this report (Part I) will show an increase of 9 posts. This is the result of the following recommendations :

+3 *Headquarters office*—(1) Three posts of clerks, 2 in senior scale of pay and 1 in junior scale have been proposed to be given to the Headquarters office of the G. R. P. on a temporary basis at the first instance.

+2 *Section offices*—(2) Two additional posts in junior scale of pay have been proposed for Section D (Allahabad) on a temporary basis.

+2 (3) One additional post of clerk in junior scale of pay has been proposed for each of the two Sections, viz. A (Agra) and E (Moradabad) on a temporary basis.

+2 (4) One post of paid apprentice has been proposed for each of the two Sections, viz. B (Lucknow) and C (Gorakhpur). These two posts may be allowed permanently.

Net
+9

U. P. MILITARY POLICE

+4 *Headquarters office*—(1) Four posts, 2 in senior scale of pay and 2 in junior scale have been recommended for the Headquarters office of the U. P. Military Police at Sitapur. These posts have been recommended on temporary basis.

Net temporary
+4

(2) *Staff offices*—No change in the present strength proposed. The present strength of 35 posts of temporary clerks may continue.

POLICE TRAINING COLLEGE, MORADABAD —

+1 One temporary post has been recommended for the Police Training College, Moradabad. The services of the present temporary clerk may, therefore, be retained.

Net.

Temporary +1

D. I. G. RANGE OFFICE

Permanent +5 Two clerks in junior scale of pay have been
Temporary +5 proposed for each of the 5 Range offices located at
Bareilly, Allahabad, Lucknow, Meerut and Gorakhpur. Five of them may be allowed permanently
Net .. and the remaining 5 on temporary basis.
Permanent +5
Temporary +5

APPENDIX A

(Page 234)

U. P. POLICE HEADQUARTERS CLERICAL STAFF
*Statement showing present and proposed strength for U. P. Police
 Headquarters clerical staff*

Department	Present								Proposed									
	Permanent				Temporary				Permanent				Temporary					
	Office Super- intendant	Head clerk	Assistant clerk	Paid appren- tice	Total	Office Super- intendant	Head clerk	Assistant clerk	Total	Office Super- intendant	Head clerk	Assistant clerk	Paid appren- tice	Total	Office Super- intendant	Head clerk	Assistant clerk	Total
I	1	..	..	..	1	1	..	..	1	2	..	..	..	2	..	..	..	..
II	..	1	5	..	6	..	..	2	2	..	1	6	..	7	..	..	1	1
III	..	1	7	..	8	..	..	..	..	..	1	7	..	8	..	..	1	1
IV	..	1	5	..	6	..	..	2	2	..	1	7	..	8	..	..	2	2
V	..	1	4	..	5	..	..	..	..	..	1	4	..	5	..	..	..	..
VI	..	1	7	..	8	..	..	1	1	..	1	7	..	8	..	..	1	1
VII	..	1	3	..	4	..	..	..	..	..	1	3	..	4	..	..	..	..
VIII	..	1	3	..	4	..	..	1	1	..	1	4	..	5	..	..	..	..
IX	..	1	5	..	6	..	..	2	2	..	1	7	..	8	..	..	1	1
X	..	1	5	..	6	..	..	3	3	..	1	7	..	8	..	..	1	1
XI	..	1	7	..	8	..	..	..	..	..	1	7	..	8	..	..	..	..
XII	..	1	4	..	5	..	..	1	1	..	1	5	..	6	..	..	1	1
XIII	..	1	5	..	6	..	..	..	..	..	1	5	..	6	..	..	1	1
XIV	..	1	6	..	7	..	..	..	..	..	1	6	..	7	..	..	1	1
XV	1	5	6	..	..	..	..	..	..	1	6	7
XVI	1	4	5	..	..	..	..	..	..	1	4	5
XVII	1	4	5	..	..	..	..	..	..	1	4	5
XVIII	1	4	5	..	..	..	..	..	..	1	4	5
XIX
Leave reservist	3	..	3	..	..	..	..	..	..	7	..	7	..	..	..	..
Paid apprentices	6	6	..	..	..	..	..	..	6	..	6	..	..	..	..
I. G's camp office	1	..	1	..	..	..	..	..	..	1	..	1	..	..	..	..
A. to I. G's. camp Office.	1	..	1	..	..	..	..	..	..	1	..	1	..	..	..	..
	1	13	67	6	87	1	8	26	30	2	13	80	6	101	..	8	24	27

*One Computer.

†One Accountant.

T. DHYANI,
Inspector of Offices on Special Duty.

6	Budaun	761	1	3			1	5		1	3			1	5	1
17	Bijnor	759	1	2					1	1				1	5	1
18	Mathura	757	1	3			1	5	1	1				1	5	1
19	Faizabad	742	1	3			1	5	1	1				1	5	1
20	Farrukhabad	722	1	3			1	5	1	1				1	5	1
21	Sitapur	692	1	2			1	4	1	1				1	5	2
22	Hardoi	689	1	3			1	5	1	1				1	5	1
23	Azamgarh	673	1	3			1	5	1	1				1	5	1
24	Dehra Dun	659	1	3			1	5	1	1				1	5	2
25	Gonda	655	1	2			1	4	1	1				1	5	1
26	Etawah	646	1	2			1	4	1	1				1	5	1
27	Muzaffarnagar	646	1	2			1	4	1	1				1	5	1
28	Basti	639	1	3			1	5	1	1				1	5	1
29	Etah	602	1	3			1	5	1	1				1	5	1
30	Banda	566	1	2			1	4	1	1				1	5	1
31	Mainpuri	561	1	3			1	5	1	1				1	5	1
32	Jaunpur	551	1	3			1	5	1	1				1	5	1
33	Bahraich	540	1	2			1	4	1	1				1	5	1
34	Deoria	538	1	4		1	1	7	1	1				1	6	1
35	Mirzapur	536	1	3					1	1				1	5	1
36	Hamirpur	514	1	2				3	1	1				1	5	1
37	Unnao	505	1	2			1	4	1	1				1	4	1
38	Jalaun	482	1	2			1	4	1	1				1	4	1
39	Rae Bareilly	478	1	2				3	1	1				1	4	1
40	Ballia	477	1	3			1	5	1	1				1	5	1
41	Fatehpur	477	1	2				3	1	1				1	4	1
42	Bara Banki	476	1	2				3	1	1				1	4	1
43	Kheri	465	1	2				3	1	1				1	4	1
44	Ghazipur	461	1	3			1	5	1	1				1	5	1
45	Pilibhit	426	1	2				3	1	1				1	4	1
46	Sultanpur	371	1	2				3	1	1				1	4	1
47	Pratapgarh	366	1	2			1	4	1	1				1	4	1
Total			47	148	8	11	39	253	69	47	169	8	11	49	284	55

(L. No. 1000)

VLENDIX C

T. DHYANI,
Inspector of Offices
on Special Duty.

16	Budaun	..	..	761	1	1	2	1	1	2	8	1
17	Bijnor	..	..	759	1	1	2	1	1	2	8	1
18	Mathura	..	..	757	1	2	3	1	1	2	8	1
19	Faizabad	..	..	742	1	2	3	2	1	2	9	2
20	Farrukhabad	..	..	722	1	2	3	3	1	2	9	*2
21	Sitapur	..	..	692	1	2	3	1	1	2	8	1
22	Hardoi	..	..	689	1	1	2	1	1	2	3	1
23	Azamgarh	..	..	678	1	2	3	1	1	2	3	1
24	Dehra Dun	..	..	659	1	1	2	1	1	2	3	*1
25	Gonda	..	..	655	1	1	2	1	1	2	3	1
26	Etawah	..	..	648	1	2	3	1	1	2	3	*1
27	Muzaffarnagar	..	..	646	1	1	2	2	1	2	3	*1
28	Basti	..	..	639	1	2	3	1	1	2	3	1
29	Etah	..	..	602	1	1	2	1	1	2	3	1
30	Banda	..	..	588	1	1	2	1	1	2	3	1
31	Mainpuri	..	..	561	1	1	2	1	1	2	3	1
32	Jaunpur	..	..	551	1	1	2	1	1	2	3	1
33	Bahraich	..	..	540	1	1	2	1	1	2	3	1
34	Deoria	..	..	538	1	3	4	..	1	2	3	..
35	Mirzapur	..	..	536	1	1	2	1	1	2	3	1
36	Hamirpur	..	..	514	1	1	2	1	1	2	3	1
37	Unao	..	..	505	1	1	2	1	1	1	2	1
38	Jalaun	..	..	482	1	1	2	1	1	1	2	1
39	Rae Bareilly	..	..	478	1	1	2	1	1	1	2	1
40	Ballia	..	..	477	1	1	2	1	1	1	2	1
41	Fatehpur	..	..	477	1	1	2	1	1	1	2	1
42	Bara Banki	..	..	476	1	1	2	1	1	1	2	1
43	Kheri	..	..	465	1	1	2	1	1	2	3	*1
44	Ghazipur	..	..	461	1	1	2	2	1	1	2	1
45	Pilibhit	..	..	426	1	1	2	1	1	1	2	1
46	Sultanpur	..	..	371	1	1	2	1	1	1	2	1
47	Pratapgarh	..	..	366	1	1	2	1	1	1	2	1
Total				..	48	81	129	66	48	111	159	55

*1 for R. T. C.

*R. T. C.

*R. T. C.

*R. T. C.

T. DHYANI,
Inspector of Offices,
on Special Duty

PART II

As already mentioned in the introductory note this part (II) of the report deals with the references received either through the Committee or brought to my notice during the course of the enquiry. My comments on all these points are submitted as follows :

U. P. POLICE HEADQUARTERS OFFICE

2. The three gazetted officers mentioned below are in the charge of administration and are attached to Headquarters or camp office at Lucknow :-

- (1) D. I. G. Headquarters.
- (2) Assistant to I. G. (at Lucknow).
- (3) Additional Assistant to I. G.

In addition to the three officers mentioned above the services of one Deputy Superintendent of Police are also being utilized at the Headquarters office to deal with pension cases, equipment, accounts, cash-book and other matters of routine nature. Besides these four officers there are two non-gazetted office superintendents, one permanent and one temporary, at the Headquarters office. In part I of this report the temporary post of office superintendent has been recommended to be made permanent. The services of the Deputy Superintendent of Police can be spared for civic duties provided some other gazetted officer is made available to take up the duties which he is performing. The three gazetted officers at present in charge of administration are fully occupied and may not be able to take up additional duties. Therefore my suggestion is that one of the posts of office superintendent, Police Headquarters, may be converted into a gazetted post under the designation of 'Personal Assistant' or 'Registrar', preferably the latter, and the incumbent should perform the duties which the Deputy Superintendent of Police performs at present. In addition to this he should also take the supervision of at least four departments. The scale proposed by the Pay Committee for an office superintendent is Rs. 300—20—400. This scale may not be fair for the incumbent of a gazetted post. It may, therefore, be raised to Rs. 350—25—500 fixed for the gazetted post of Personal Assistant. The old scale of pay of the office superintendent was Rs. 400—20—500.

The supervision of the rest of the 12 departments by the remaining one office superintendent will not be possible unless some additional help is given to him. The remedy lies in creating one post of assistant office superintendent in the scale of Rs. 225—15—300. On the creation of this post, the special pay of Rs. 40 per mensem allowed to one senior head clerk may be reduced from Rs. 40 to Rs. 25 per mensem, i. e. the same which has been allowed to other head clerks and the special pay of Rs. 40 be attached to the new post of Assistant Superintendent. At present there is a wide gap between the head clerk's pay (80—240) and that of the next higher post of office superintendent (300—20—400). The new post of assistant office superintendent, if sanctioned, will not only supply the gap, but will also spare the Deputy Superintendent of Police for his civic duties and will be found economical on the whole

3. A scale of Rs. 80—6—110—EB—6—140—EB—10—200—20—120 plus Rs.25 has been proposed by the Pay Committee for a head clerk in the Headquarters office, which is less than the scale of Rs.120—8—200—EB—10—300, proposed by the said Committee for upper division assistants in other departmental offices, e.g. Board of Revenue, High Court etc. The head clerks of the Headquarters office have, therefore, put up a demand for bringing their pay to the level of upper division assistants. In my opinion the duties of a head clerk at the Headquarters office are not less important than those of upper division assistants in other departmental offices and as such the grievance of the head clerks (Headquarters office) is not altogether unjustified. The financial position of the Province, however, prevents me from recommending the revision of the head clerk's pay at this stage and the question may be taken up at a suitable time later on. There is, however, one point which I wish to bring to the notice of the Committee and it is that the initial pay of the head clerk's scale is much too less and requires some consideration. My recommendation is that the special pay of Rs. 40 proposed by the Pay Committee for a head clerk in the Headquarters office of Government Railway Police may also be allowed to the head clerks in the headquarters office of the Inspector General of Police, United Provinces. The special pay of Rs.25 may therefore be raised to Rs. 40 per mensem.

4. The pay Committee has proposed a special pay of Rs.25 for the head clerk of headquarters office, while no such special pay has been allowed to the single accountant in the same office. The accountant is certainly a head clerk of his branch. Moreover, unlike head clerks he has to furnish security. The post of the accountant at the Headquarters office is, therefore, not less important than that of a head clerk. I, therefore, recommend that the special pay of Rs. 25 per mensem may also be allowed to the accountant.

5. The Government have recently revised the scales of pay of stenographers and therefore this requires no comment now.

DISTRICT POLICE OFFICES

6. There is a demand for a separate post of office superintendent for bigger district police offices like Kanpur, Lucknow, etc. In my opinion a district police office is not such a big office where sufficient work can be found out for an official of a rank of office superintendent. A head clerk in a big district police office no doubt requires some help and the remedy lies in giving him an assistant in a senior scale of pay. This question has been dealt with in paragraph 12 below. No post of office superintendent is, therefore, recommended for district police offices.

7. The Government have sanctioned the scale of Rs. 100—8—140—10—170 for a head clerk in a district police office while the scale sanctioned for an accountant in the same office is Rs.80—5—100—6—130, i.e. the same allowed for a noter and drafter. In district police offices the two sections, viz. correspondence and Accounts, are quite independent of each other from the very start. The accountant is, therefore, a head clerk of his section. Moreover, he (accountant) has to furnish a security. The post of the Accountant, is therefore not less important than that of a head clerk in a district police office. It is, therefore, recommended that accountants may be placed in the scale as head clerks.

8. The head clerks and accountants serving in the districts of Kanpur, Lucknow, Banaras, Allahabad, Meerut and Agra were entitled to draw special allowance of Rs. 30 per mensem; while the head clerks and accountants serving in the districts of Gorakhpur, Faizabad, Bareilly, Moradabad, Naini Tal, and Jhansi were entitled to draw Rs. 15 per mensem. The head clerk of military police headquarters office, Sitapur, and the accountant-cum-head clerk of Police Training College, Moradabad were also entitled to draw special allowance of Rs. 15 and Rs. 22-8 per mensem respectively. These allowances were sanctioned in order to make the post attractive in these costly and important places. In the Government Resolution there is no mention of these special allowances. The head clerks and accountants in the districts mentioned above in my opinion have harder duties to perform than in the remaining other districts and as such the existing special allowances may continue. It may be noted that the Pay Committee had proposed a special pay of Rs. 30 for head clerks working in subordinate offices.

9. There is a separate post of cashier at district police office, Kanpur. The Superintendent, district police office, Lucknow, has, therefore, also come up for a separate post of cashier for his office. I regret I am not in favour of increasing the number of designated post in district police offices. The accountant in bigger offices no doubt requires some help, but the remedy lies in giving him an assistant in a senior scale of pay and not in creating a special designated post. In fact I would propose that the designation of the cashier allowed to Kanpur may also be changed and henceforth called senior assistant accountant. The question of allowing senior assistant accountants in bigger districts is being dealt with in paragraph 12 below.

10. The record keepers of district police offices have also come up for allowing them senior scales of pay. The Government have, I think, already decided this question and have allowed higher scale of pay to the record keepers. No further comments are, therefore, required.

11. The police ministerial staff, Fatehgarh, had submitted the following few points for the consideration of the Committee :

- (1) Joint lodging and fooding arrangements which are generally economical.
- (2) Facility for education of children.
- (3) Cheaper arrangements for supply of foodgrains, ghee and fuel, etc. if connected with Dehat.
- (4) Engagement of workers, viz. Prohit (priest), waterman, washerman, barber and sweeper, etc. at scheduled and concessional rates at homes.
- (5) Construction of residential houses, if necessary, in easy instalments.
- (6) House rent.
- (7) Opportunity to live at home among ones kiths and kins, friends and relations especially at times of rejoicing and mourning, feasts and festivals and last but not the least.
- (8) Travelling expenses from place of posting to home.

The points mentioned at items 1 to 6 have in my opinion no force. When no such concessions have been allowed to clerks serving in other departments, there appears to be no reason to allow special concessions to the officials serving in district police offices. I regret I cannot recommend any of them.

As regards item 7 I may submit that there appears to be no harm if the clerks of district police offices are allowed to serve in their home districts. In case, however, the police authorities do not welcome the suggestion then the alternative is that they should be allowed to serve in the districts adjoining their home districts. For the sake of better administration the provision of transferring the clerks at fault from one district to another should, however, remain in force.

In view of the suggestion offered above the reference at item 8 is automatically solved.

12. In district police offices, besides the head clerk, accountant and the record keeper all the assistant clerks and assistant accountants are to serve in one scale of pay in all the districts of the Province. Although there is a mention in the Government Resolution of noters and drafters in the senior scale fixed for district police offices, there at present actually does not exist any such post in the rank of assistant clerks and assistant accountants. The Inspector General of Police has already referred the matter to Government and has asked 50 per cent. of the junior staff being brought up to senior scale. In my opinion the percentage proposed by the Inspector General is very high. My recommendation is that the number of senior assistant clerks and assistant accountants in a district police office should be as shown below :

District	Proposed number of senior assistants	
	Correspondence Branch	Accounts Branch
1 Kanpur	3	2
1 Lucknow	2	2
4 Allahabad, Agra, Banaras and Meerut	2	1
81 { Moradabad, Jhansi, Bareilly, Aligarh, Saharanpur, Naini Tal, Shahjahanpur, Gorakhpur, Bulandshahr, Budaun, Bijnor, Mathura, Faizabad, Farrukhabad, Dehra-Dun, Etah, Muzaffarnagar, Mainpuri, Banda, Gonda, Hardoi, Behraich, Hamirpur, Etawah, Unnao, Sitapur, Azamgarh, Basti, Jaunpur, Mirzapur and Deoria	1	1
10 { Kheri, Jalaun, Fatehpur, Ghazipur, Rae Bareilly, Pilibhit, Barabanki, Ballia, Sultanpur and Pratapgarh	1	nil

This will give a percentage of 33 (round) over the proposed permanent strength of assistant clerks and assistant accountants as shown below :

Proposed permanent strength of assistant clerks and assistant accountants	169+111=280
Proposed number of senior assistant clerks and assistant accountants	5+4+12+62+10=93
Percentage	280 : 93 = 3%

CRIMINAL INVESTIGATION DEPARTMENT OFFICE

13. One post of Deputy Superintendent of Police has been sanctioned for Finger Print Bureau and Scientific Section, Allahabad. But instead of attaching this post to the branch for which it has been sanctioned, it has been attached to the General Branch at Lucknow. This arrangement, it appears, has been made for want of sufficient work for him in the Finger Print Bureau Section. The said Deputy Superintendent of Police is in the charge of office routine work and accounts. The duties which he is performing at present do not justify an officer of the executive line. The routine nature of work which this officer is required to handle and to supervise can, in my opinion, be done more efficiently and economically by a ministerial officer provided he is of a gazetted rank. The scale Rs. 350—25—500 proposed by the pay Committee for the Confidential Registrar is the same as for the personal assistant—a gazetted post. The present incumbent is already in the scale of Rs. 00,20,400. Therefore, the post of Confidential Registrar can be placed in gazetted rank without raising the scale of pay. The only question which will arise is that the usual C. I. D. allowance of Rs.70 per month shall have to be allowed to this officer as well. The proposal is being submitted for the sake of economy and better administration. Besides this the Deputy Superintendent of Police will be spared to take up his civic duties.

14. The Hindustani shorthand reporters have placed before the Police Reorganization Committee the following points for consideration :

- (1) That they should be made permanent.
- (2) That they should be classified in the officer's cadre.
- (3) That they should be allowed [C. I. D. allowance of Rs. 70 per month.
- (4) That they should be allowed house allowance at Rs. 30 per month.
- (5) That they should be allowed conveyance allowance.
- (6) That they should be allowed pistols.

My comments are submitted below in *seriatim* :

(1) The question regarding confirmation has already been dealt with in part I of this report.

(2) These Hindustani Shorthand Reporters have come into existence in replacement of Inspectors and Sub-Inspectors. The qualifications, on the basis of which the selection for the post of a Hindustani Shorthand Reporter is made, are the same which are needed for a clerical job. I regret there is no force in placing these posts in the officer's cadre.

(3 and 4) The scale of pay Rs. 160—400 is more than sufficient to attract the qualified hands for this job as such no C. I. D. or house allowance is needed.

(5) As these Hindustani Shorthand Reporters shall have to use conveyance, a conveyance allowance is necessary for them. In my opinion Rs. 20 per month would be sufficient and I recommend it.

(6) There is no force in the demand for a pistol. A licence (for protection) for a revolver may, however, be allowed to these Hindustani Shorthand Reporters if and when they apply for it.

15. One Inspector, one Sub-Inspector and 6 constables are attached to the Security Branch and all of them are performing purely clerical duties. In addition to this executive staff there are two clerks, one senior and one junior, attached to this section. There appears to be no reason why regular clerks should not be employed in place of these executive men, who can be utilized better in their own line. The Committee may, therefore, consider this question.

16. The scale proposed by the Pay Committee for a head clerk in the Headquarters office of the C. I. D. is Rs. 75—200 plus a special pay of Rs. 30/-. The same pay has been allowed to the accountant of this office, but no special pay has been allowed to him. The accountant certainly is the head clerk of his section. Besides this he has to furnish a large amount of security. The post of accountant in the Headquarters office of the C. I. D. is, therefore, not less important than that of a head clerk. An allowance of Rs. 30/- may be attached to his post also.

GOVERNMENT RAILWAY POLICE OFFICES

17. The scale proposed by the Pay Committee for a head clerk in the Headquarters office of the Government Railway Police is Rs. 75—200 plus a special pay of Rs. 40/-. The same pay has been allowed to the accountant of this office, but no special pay has been allowed to him. The accountant certainly is the head clerk of his section. Besides this he has to furnish a large amount of security. The post of accountant in the Headquarters office of the Government Railway Police is, therefore, not less important than that of a head clerk. An allowance of Rs. 40 may be attached to his post also.

POLICE TRAINING COLLEGE OFFICE

18. The three clerks of the Police Training College are residing in Government quarters and are required to pay rent. Before 1942 they had to pay no rent. Their presence in the compound of the college is beneficial to the college authorities. Therefore my recommendation is that no rent should be charged from them. The little concession, if allowed to them, will be in the interest of Government work. The question of allowance to the accountant-cum-head clerk has been dealt with in paragraph 8 of this part of the report.

T. D. DAYANI,

Inspector of Offices on Special Duty.

ALLAHABAD :
October 17, 1947.