

HISTORY OF POLICE IN GOA

A THESIS SUBMITTED
BY
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FOR THE DEGREE OF
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IN
HISTORY



UNDER THE GUIDANCE OF
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DECLARATION

The contents of this thesis are the product of my research done under the guidance of Professor K. M. Mathew. I hereby declare that this thesis, or any part thereof, had not been published by me anywhere in any other form. The work has not been previously submitted by me for a Degree or Diploma of any University.

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CERTIFICATE

As required under the University Ordinance (No.19.8(ii)), I certify that the thesis entitled "History of Police in Goa" submitted by Shri N. Dilip Kumar, for the award of the Degree of Ph.D. in History is the result of his own research done by him under my guidance and that it has not in any form been previously submitted by the candidate for any Degree or Diploma of any University.

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A B B R E V I A T I O N S

AO	Accounts Officer
AAO	Assistant Accounts Officer
ACB	Anti-Corruption Branch
ANC	Anti-Narcotics Cell
ARD	Administrative Reforms Division
ASI	Assistant Sub-Inspector
ASP	Assistant Superintendent of Police
BPR&D	Bureau of Police Research & Development
CB	Crime Branch
CBI	Central Bureau of Investigation
CD	Civil Defence
CDTS	Central Detective Training School
CHOG(M)	Commonwealth Heads of Governments' Meet
CID	Criminal Investigation Department
Cr.PC	Criminal Procedure Code
DGP	Director General of Police
DIG	Deputy Inspector General
DySP	Deputy Superintendent of Police
FB	Foreigners' Branch
FSL	Forensic Science Laboratory
GPS	Goa Police Service
GRP	Goa Reserve Police
HC	Head Constable
HC(C)	Head Constable (Cipher)
HC(RTO)	Head Constable (Radio-Telephony Operator)
HG	Home Guard

HQ	Head Quarter
IB	Intelligence Bureau
IGP	Inspector General of Police
IEA	Indian Evidence Act
IPC	Indian Penal Code
IPS	Indian Police Service
ISPW	Inter State Police Wireless
JSO	Junior Staff Officer
LDC	Lower Division Clerk
MHA	Ministry of Home Affairs
M/T	Motor Transport
OP	Out Post
OS	Office Superintendent
PC	Police Constable
PCR	Police Control Room
PI	Police Inspector
PMO	Police Medical Officer
PTC	Police Training College
PTS	Police Training School
PS	Police Station
PSI	Police Sub-Inspector
PSI(F)	Police Sub-Inspector (Female)
R/M	Radio Mechanic
SB	Special Branch
SDPO	Sub-Divisional Police Officer
SP	Superintendent of Police
SRPF	State Reserve Police Force
Sr.SP	Senior Superintendent of Police

UDC Upper Division Clerk
VHF Very High Frequency
VIP Very Important Person
W/L Wireless

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INTRODUCTION

I N T R O D U C T I O N

To remain civilised and progressive, the Society requires police. The term "Police" connotes the maintenance of order and the protection of persons and property from the hazards of public accidents and the commission of unlawful acts; especially, it applies to the body of civil officers charged with maintaining the public order and safety and enforcement of law, including the detection and suppression of crime. It emphasises various inspectional, licensing and other regulatory activities. Thus, the life-line of a growing society is protected by a police organisation.

The Codes and Conventions of Conduct developed in earlier times in the society were voluntary in nature. With growing complexity in human nature, violations necessitated creation of an external superior force, because without the force of discipline, no civilisation would have survived. There is an eternal policeman in each individual, which brings order in his personal and social life. The resultant of all the police functions of all the individuals who are members of the society is the organised police, which relieves the people of their police responsibilities. Therefore, the source of sustenance and strength of the organised police remains the people. Thus through the ages the society itself is not only a prime cause of crime but also the primary source of crime control.

This enigmatic organisation has a long history, one that is as old as the recorded history of the society itself. The

miniscule force of police in the tiny State of Goa is no exception. Its evolution makes an interesting study.

Historically, the development of the idea of police in society brought into fore two different concepts of the organisation of police. In the first concept, the whole responsibility of maintenance of law and order was entrusted to the community itself. The social unit forming the community elected its own police among themselves or sometimes appointed from outside. In cases of emergencies, when the police so appointed found themselves unable to put down the activities of defiant unsocial elements who threatened the orderly conduct and development of the community, the entire community was bound to join hands to render help to them. Such a practice can be seen in very ancient times in India and China, as well as among the Germanic tribes of Central Europe during the days of the Roman Empire. The early Saxon communities in England worked out this concept with utmost efficiency and indeed one can trace the English police system of Parish constables to the Saxon period. The present-day police force of Britain and United States of America evolved out of this system. This type of police is known as the "Kin Police" or "Anglo-Saxon" police system. It represents basically force exercised indirectly by the police from below upwards. This was also the concept of indigenous police developed through the ages in different parts of India, including Goa, in various regimes.

In the second concept, instead of community-appointed

police, the ruler-appointed officers had to deal exclusively with breach of law and punishment of offenders. The power and authority behind these officers consisted of military-type of force through which harsh and vigorous action was provided against law-breakers. This was the type of machinery for law enforcement that tyrants and despots developed in order to keep a strong grip over the people whom they ruled. The origin of the Gendarmerie police system of the absolute monarchs who kept sway over the national States of Western Europe in the beginning of the modern period, can be traced to the system. This is now the pattern of all totalitarian States of modern times in which force is exercised by the authority from above downwards. In view of the constant rebellions, Muslims in India had adopted this pattern thereby paling into insignificance the role of the community-supported police. This Muslim system of royal police with military powers was also apparently in existence in Goa when the Portuguese took hold of this Territory.

There are a number of books written by Police Officers and Social Scientists about the police administration in India, covering in a broad way its history in various ages and areas of the Country. The theses like "Police Administration in North East India, British Period (1874-1947)" by Bhupinder Singh and "Policing in Karnataka, Growth in a Century" by B.N. Garudachar, are only a few examples. As a senior police officer, the author has strived to look into the available literature about the History of Goa Police and that is how he has developed an interest to write out a thesis on History of Police in Goa.

Since the literature available is scant, there was a need for depending heavily on original Reports and Records, particularly for the period from 1920 onwards. The articles of Shri P.P. Shirodkar were tremendously helpful. Informations have been collected from the Goa Government Archives, especially on the formation of Corpo de Policia e Fiscalzacao da India in 1924, and of the Civil Police, namely, Policia do Estado da India later in 1946. Oral sources have been really rewarding, particularly from elderly surviving police officers who had served during the Portuguese Period. The author also had access to current records to explain the growth of police organisation since liberation.

The thesis has been divided into eight Chapters, covering the period upto the present day.

Chapter I covers broadly the pattern of police prevailing in India till the British entered on the scene. The indigenous village police system and the policing methods followed by important dynasties in Ancient India are elaborated. They include the specialised network of spies as prescribed by Manu and in Arthasastra. The development of police in early society, though rather obscure, was gradual. Before the British established their government over this Country it is difficult to trace in India anything like a police system as they conceived it. Yet, through the ages, from an early period of recorded history there are in existence systems of Criminal Law and agencies of one kind or another to enforce them, which had evolved into a unique indigenous system. Particular references have been made to the developments in the Vedic period, the Ages

of Laws and Philosophy and the regimes of great Kings. Terms like Dandayudhadharas, Chorakas, Ayuktas etc. have become common knowledge. Later on, the contributions of the Muslim rulers in creating the offices of Faujdars and Kotwals are also highlighted in this Chapter. The Moghul rulers provided a semblance of an organised police by restructuring the Faujdari and Kotwali systems. The peace and security of rural areas was retained with the villages. In the Hindu and Moghul police systems, the ruler and his principal agents combined in their own persons the functions of military commander for internal security purposes, revenue collector, judge, magistrate, and Head of the Police.

In Chapter II, the growth of police in India as a cohesive organisation after the advent of British has been discussed. The seed of organised police was sown when the Country was passing through a phase of total anarchy and plunder in the aftermath of the break-up of the Moghul Empire. Starting with the Daroga system the evolution reached the stage of present-day police through the studies and experiments conducted on the recommendations of various Committees and Commissions. The history of police in British India for the century prior to 1860 was a long series of experiments, frequently unsuccessful. Their concentration was more on town policing. As such urban policing developed on a much better and systematic lines while the rural policing was neglected. Yet the role played by Warren Hastings and Cornwallis at the initial stages in establishing an efficient police system cannot be underrated. The Daroga system survived for quite sometime despite its shortcomings and provided a base

for the future. The success story of the Sind experiment set the ball rolling in the rest of the Country and the rational step of the Madras Police Act provided the mould for the future developments. The Police Commissions' Reports of 1860 and 1902-03 form the basis of the present-day police. Organised police appeared in this part of the continent for the first time in 1861, after the passing of the Police Act.

The study confines to Goa area from the Third Chapter onwards. In Chapter III the policing system prevalent in Goa from known times upto its occupation by the Portuguese in 1510 AD, have been covered. This broad survey provides an overview of policing during the regimes of various dynasties like Kadambas, Bhojas, Silharas, Rashtrakutas, Goa Kadambas, Muslims, and Vijayanagar Kings. Until this time Goa was a part of the mainland one way or the other. Noteworthy during this period is the role of Gramakutas, of village police and that of Mahattaras. Chorodddharanikas investigated specialised crimes having greater ramifications. Trial by ordeal was prevalent.

In 1510 AD we enter a new phase of foreign domination. Goa was annexed by the Portuguese and underwent a catharsis, a total change, in total contrast to the development elsewhere in the mainland. Initially Portuguese remained content to manage the administration with their military through the prevailing systems of that period. They had even compiled a register called Foral de Usos e Custums, covering the usages and customs of the local population. But in course of time the military became prominent

and most of the functions of the present-day police like maintenance of order, guarding of important places, enforcement of laws etc. were undertaken by the military, while the judiciary was responsible for investigations. No police organisation was created or contemplated by them. Policemen brought from Portugal now and then were supplementing the military. Some village police were there, but they were of no consequence. The period from 1510 to 1920 AD is marked by the growth of military as an organisation and their role in performing police functions. These aspects are covered in Chapter IV.

In Chapter V an attempt has been made to elaborate the police system which was created in 1924, as a wing of the military, at the time of its reorganisation as Corpo de Policia e Fiscalizacao da India (CPFI). Though it was known as a Police Corps, the set up was virtually a military police, as the personnel drawn were basically military men. However, it is significant to note that for the first time an organised police with elaborate regulations enunciating various functions and duties was created. This organisation of military police lasted upto 1946.

Police as an independent civil organisation was created in 1946 by abolishing the C.P.F.I., and it lasted during the Portuguese rule upto 1961. A civil character was attributed and elaborate regulations were enacted in 1948 assigning various functions and responsibilities to the civil police, Policia do Estado da India. Various Orders and Decrees pertaining to this organisation were issued during this period. Chapter VI

elaborates the growth of police during this period vis-a-vis the growth of the freedom movement and its handling by police. The role of the notorious agentes of Quadro Especial against the freedom movement is interesting. Also incorporated are the first-hand accounts of police-working of this period through some oral sources, by recording the interviews of some surviving police officers.

The period of transition from Portuguese system of policing to the Indian system is covered in Chapter VII. The odds and inconveniences faced by the police organisers as well as the policemen themselves from 1961 to 1965 before a proper organisation was recommended are incorporated here. There was an element of mutual suspicion and a sense of insecurity among the policemen before they were finally absorbed in the new force. This Chapter also provides glimpses of the curious co-existence of two diagonally opposite systems, the one of the police of the dictatorial period and the other of democratic India.

The last Chapter gives a detailed account of the merger of Goa Police in the mainstream of the Indian System, by its restructuring on the lines of those elsewhere in the Country. Here an attempt has been made to indicate the growth of various wings and units of Goa Police on the basis of various Government Orders etc. The coming into existence of the entire organisation of Goa Police has been described by covering the period upto 1995.

Thus, in the eight chapters of the thesis an effort has been

made to bring together various facts which describe the growth of the police organisation in Goa from the early period till date.

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CHAPTER - I

EVOLUTION OF THE SYSTEM OF POLICING IN INDIA - PART I

The development of the police in early society though rather obscure, it was gradual. Even since the dawn of civilization it has been recognised that if people are to co-exist harmoniously, they must have some common rules of conduct covering their relationship with one another. Obviously the need for a set of rules or laws to govern such relations between different individuals was inescapable in the interest of the community. Alongwith them, there was also a further necessity of having some methods of applying sanctions on those who offended against these rules. Simultaneously, the need for functionaries to curb the activities of such elements, who tried to defy the accepted code of law and thus endangered the existence and healthy growth of the community also became too obvious to be ignored. This is as true of nations as it is of individual families. Therefore throughout the ages, communities have taken pains to formulate a code of laws and a system of enforcement acceptable to the society. With marked changes in our society at varying intervals, changes had to be made in the code and also in the instrument used to enforce it.

This gradual evolution, as a result of the vagaries of history, has at last led us to the present day police, which, as per Encyclopaedia Britannica is a body of people organised to maintain civil order and public safety, to enforce the law, and

to investigate breaches of the law.¹ Police is a general system of precaution either for the prevention of crime or of calamities.² There are many definitions of police, but it is vain to look for an accurate description of it as the concept was varying and the system what we perceive today had no existence in the past.

However, in the modern day context, apart from the repression of crime as generally understood, it is plain that, at least in crowded cities, a power ought to exist for the suppression of noise and disorder, the regulation of locomotion and traffic, the correction of indecency, and the prevention of a numerous class of annoyances and impositions which can only be restrained by cognizance being taken of them at the instant. This is policing. Understandably, Indian Police has a long history.

The history of Police before the British rule in India was nebulous and it was the British who were the earliest to attempt the creation of an organised Police in India. It is difficult to trace in India anything like a police system, as the British understood it before they established their government over this Country. We have very little knowledge of Police Administration in early Hindu times. Nevertheless, through the ages, from an early period of recorded history, there are in existence, system of criminal law and agencies of one kind or another to enforce or execute them. These systems evolved in course of time into an indigenous police system.

The early tribal chieftains and later the early kings

depended on military force for conducting their internal administration as well as for war and conquests. There was no distinct law and order force as such. But it was soon realised that military personnel with their orientation to deal with an enemy were ill-suited for putting down internal disorder. Their approach to law was oppressive and dictatorial. Furthermore, due to the predatory character of the military of those times, it was difficult to keep under check the plunder and loot that they perpetrated without distinction even when employed against the local population. It became apparent that for a proper administration, the functionaries for maintenance of law and order had to be different from the military force. The Civil Administration could not be carried on by the combination of military force and revenue staff. A specialised agency for the enforcement of laws and rules and maintenance of internal order was thus born.

Police functions in India in the early times were based on the principle of collective responsibility of the population. This system well suited the simple agriculturist society of India at that time. The early Hindu Kings preferred not to disturb this pattern of collective security, and instead encouraged it as a social obligation. Those days most of the problems of crime, and law and order, were confined almost to the limits of the village and were solved within the community on the basis of prevailing notions of equity and justice. The people also appreciated this procedure because of the inexpensiveness and the instant relief provided by it. This had encouraged the concept

of Rural Police.

The institution of Rural Police can be traced from the Vedic period, although its powers, duties and shape have undergone changes with the changing times of history. The Gramani, an official appointed by the ruler in the Vedic period had to work under the control of the elders of the village. While heading the Defence Corps of the village consisting of paid guards, he had also the responsibility of realising the State revenue and was vested with judicial powers. This system continued till the Epic period when there was transition from village to urban life.

Right from the Vedic period (2000 to 1400 B.C.), the Indian political philosophers and the writers of Dharma Sutras and Shastras are found to be preoccupied with efforts to evolve an institution for the preservation of peace and order and for the protection of the weak against the oppression of the strong.³ They had propounded various socio-political theories on the basis of theological speculations to depict the origin of an orderly State out of a society in chaos and confusion. Efforts have been made to create stability in the society.

Vedic literature reveals that amusements degenerated into vices and crimes multiplied. People were much addicted to gambling. Cattle lifting and other kinds of thefts were the chief forms of crime. The robbers lurked about the highways and broke into houses, though when caught they were severely punished. Their arms were tied behind, mouths were bandaged and they were severely beaten and crushed to death. There is

reference to officials named Jivagribhs in the Rig Veda and Ugras in the Upanishads who appear to have been police officers.⁴

In the great Epic Period (1400-800 B.C.), Ramayana had reference about the employment of police for keeping peace and regulating traffic. Dandayudhadharas are men carrying truncheons or sticks. Angada speaks of imprisonment and methods of torture and the existence of the police. There is reference to the use of Chorakas (spies) by King Dasaratha, Rama, Vali and Ravana. In Chapter 59 of the Shantiparva (Mahabharata), it is mentioned that when in course of time Dharma fell into disuse, Brahma (the Creator) himself composed the Code of Law for the maintenance of peace and order. The good kings during the Epic period, as mentioned in the Sabhaparna of the Mahabharata, fully realised the manifold obligations cast upon them, made laws, instituted courts, organised police, and intelligence services and ensured internal order.⁵ The importance of spies is highlighted in Chapter 33 and 34 of the Udyogaparva, wherein it is mentioned that "The cows see by smell, priests by knowledge, kings by spies, and other men through eyes".⁶

During the Age of Laws and philosophy (800 to 320 B.C.), numerous Dharma Shastras (Smritis) were written by great jurists, namely, Gautama, Yajnavalkya, Manu, Narada, and Vishnusarma.⁷ We find references albeit vaguely to police systems in India, in the Laws of Manu. The primary duty of a king, according to the Laws, is to prevent violence and punish evildoers. He has to keep up patrols and pickets, and also many spies. There is an

interesting approval of the use of agents provocateurs, and all the king's subjects were required to assist him in the criminal administration. Manu describes nine classes of spies with their various disguises and according to him spies were responsible for the detection of crimes, keeping watch over the conduct of officials and ascertaining the strength of the king as well as that of his enemies. In the Statutes of Manu, Dandaniti or the science of punishment is recommended to kings as the only way of preventing anarchy. Further, the laws of Manu contain references to Dashi and Gramik. Gramiks had reporting functions and their work was being supervised by Dashis, each placed over a group of ten Gramiks.⁸

Though the Code of Manu stipulates that the monarch is required to promulgate laws in the name of divinity and impose punishments, there is no indication in it of the means for enforcing the penalties. Neither the councils nor the military chiefs appear to have possessed any constitutional powers except what they derived from the will of the monarch. One of the main objects of the institution of the king was to restrain violence and to punish evil doers, and yet no light is thrown on the agency through which these functions were to be carried out. Internal administration was to be conducted by a chain of civil officers consisting of lords of single townships or villages, lords of ten towns, lords of one hundred and lords of one thousand towns. They were all appointed by the king and each was required to report offences and disturbances to his immediate superior.

The king dispensed justice personally assisted by Brahmins and other counsellors, but perhaps, at the outlying towns, remote from the royal residence, he had his representatives in the courts of justice. The criminal law was very rude and punishments were drastic. Mutilation (chiefly of hand) and burning alive were among the punishments provided. Besides maintaining patrols and fixed guards, both open and secret, the king was to have many spies who were to mix with the thieves and lead them into situations where they might be entrapped. When fair means failed, the prince was to seize them and put them to death with their relations.⁹

Kautilya's Arthashastra mentions about the existence of police during the Maurya period but it was more of an espionage system than a regular police as envisaged today.

Arthashastra envisages stern repression of crime and various kinds of punishments are prescribed. Even public servants, who were guilty of misconduct in the discharge of their duties were liable to punishment. It throws some light on the administrative arrangements during the reign of Chandragupta Maurya. He had an elaborate secret and repressive police. The Mauryan Empire was truly a Police State. Police duties were performed by a large number of individuals of various categories including government servants of numerous departments.

In the Arthashastra, believed to have been written about 300 B.C., there is a detailed and fascinating description of the use of spies in the Criminal administration.¹⁰ It contains amazingly

interesting accounts of the work of individual spies, whose names are given and whose subterfuges and disguises are described. Kautilya advises the king to have his spies controlled by reliable and capable ministers. One group of spies is to consist of men skillful in reading the minds of others, another group should be ascetics, a third agriculturists to detect crimes among the rural population, a fourth to be chosen from among ruined merchants to spy on the industrial and commercial community, a fifth group to be recruited from the gladiator class, and so on. Thus the spies are idlers, who appear non-serious, astrologers and palmists in whom people readily confide; ascetics who have access to all classes; agriculturists and tradesmen. Nurses, crooks, prostitutes, and mendicant women were regularly trained and employed by the State for keeping the government informed of all undesirable activities in the State. Yet, special care was taken so that the normal life of the people, though watched and reported upon, was not interfered with. Policing was a very highly organised system of espionage under any standards.

Arthashastra mentions 18 great officers. They include Dauvarika, Dandapala, Durgapala Antarvansika, Antapala. The Dandapala, Durgapala and the Antapala were military officers, but were discharging a good deal of police functions, they being incharge of the peace and order of the country at large. Dauvarika was responsible for the maintenance of law and order outside the palace and Antarvansika was incharge of the peace and security in its inner life. The Dandapala in later times became out and out a Police Officer. So also was the case of Durgapala

who later became known as Kotapala and later on Kotwala (kotwal).¹¹

Kautilya describes the administration of criminal law as Kautaka Sadhana, which means purging out the dangerous elements by criminal laws and police regulations. Careful discretion and restraint were used in their application. While arresting a person some direct evidence was considered essential and arrest on mere suspicion was not always allowed.

The police system under Ashoka was more organised. There were Mahamatras, who were the highest executive officers in the province responsible for the maintenance of peace and order. The Pradesikas were employed under them for the work of collection of revenue, maintenance of peace and order and administration of justice. The Rajakas (for each Janapada) came next and had absolute powers in matters of reward and punishment. They were under the vigilance of Pulisar. The Ayuktas were a sort of village police and were probably working under the Rajakas and were to some extent responsible to the Pradesikas. Prativedakas were a special class of officers empowered to report the affairs of the people to the Emperor at any place and time. On the whole the police system under Asoka was quite novel and unique in history and it aimed at the creation of an advanced type of socialistic state which was the idealism of Chakravarti (monarch) as envisaged in the Buddhist canonical works.¹²

With his insistence on piety Asoka enjoined on the officials to prevail on the tribes bordering Kalinga through goodwill only. His idealism of non-violence and peace resulted in the Army and

Intelligence systems stagnate and the law and order situation consequently deteriorated. Admittedly, therefore, one of the main causes for the disintegration of the Mauryan empire and the regimes of Guptas and Kushans was by internecine civil strife brought about by failure of the government to enforce its own laws and rules.

The Sanskrit drama, particularly the play called The Little Clay Cart, describes police methods in India of those far-off days in terms which might be taken out of a present-day attack on the Indian Police.¹⁸

The two hundred years of the rule of the Guptas may be said to mark the climax of Hindu tradition. This period, which is referred to as the classical age of ancient India, distinguished itself by an upsurge in art, literature and all the other fine things of life. All this could not have been possible without an efficient policing system which could preserve complete peace and tranquility. The bureaucracy had Viceroys, Governors, Administrators of Provinces, and Ministers of the Imperial Government. The Gramikas or the village headmen formed the lowest rung of the ladder. Existence of official seals of officials like Police Chiefs, Controller of Military stores, Chief Justice (Mahadandanayaka), leave no doubt about the presence of an organised hierarchy of officials at all levels exercising imperial authority in different parts of the country.

Though there is no direct reference to a police organisation in the records of this period, it can be safely presumed that the

system evolved during the Mauryan period not only continued but was probably improved. The Gupta period marked a trend towards liberalism in administration with its obvious reflection on the law and order machinery of the time.

Between the days of the Mauryas and their immediate successors and the Mohammedan invasion, we catch practically no glimpse of police in India. During the time of Emperor Harsha, violent crime was reportedly rare. However, the road and river routes were obviously less safe than during the visit of Chinese traveller Fahien, since the later Chinese visitor Huen Tsang who came to India during the reign of Harsha, was stopped and robbed by brigands more than once. Imprisonment was the common form of punishment. Prisoners were simply left to live or die. The other forms like mutilation of the nose, ears, and hands or feet were inflicted as punishment for more serious offences and sometimes even for failure in filial piety, but this penalty was at times commuted for banishment. Minor offences were punished with fines. Ordeals by water, fire, weight or poison were much esteemed as efficient instruments for ascertainment of truth and are described with approval by the Chinese pilgrim. Bana expressly repudiated the cynical ruthlessness of Kautilya's treatise, which he called "merciless in its precepts and rich in cruelty".¹⁴ But some form of secret surveillance as a part of an efficient police administration, has always existed in the Hindu polity.

Not much is known about the police administration in the

medieval Hindu Kingdoms which arose between the death of Harsha in A.D. 647 and the Muhammedan Kingdoms of Bengal, Malwa, Gujarat and Kashmir or the five Sultanates of the Deccan, prior to the establishment of the Mughal empire in India. The ancient system of village police appears to have continued. If the village police failed to recover the stolen property, they were obliged to make good the value of such property so far as their means permitted and the remainder was levied on the whole village.¹⁵

From the beginning of Indian History, we find State officials or private persons vested with police functions, but there is no reference to anything like the present ubiquitous, regularly organised and legally controlled force. Such indigenous police systems, as we can trace were, generally based on land tenure and collective responsibility of village community. Great landholders, zamindars, were required to maintain public peace, restore stolen goods, or sometimes, in default, to make good the losses sustained within the area of their influence. Responsibility duly devolved on subordinate landholders in their various degrees.¹⁶ These subordinate tenure-holders were required to their degree to perform police duties. There was also the joint responsibility of the villagers which ceased only if they succeeded in tracking the offender to the limits of another village or producing the criminals. The village responsibility was enforced through the headman who was assisted by one or more village watchmen. Each village had one watchman but in times of need, he was assisted by members of his family, other village servants and, in special cases, by the

whole village community. Besides keeping a watch generally on the village, especially at night, he had to report to the headman all arrivals and departures of strangers and suspicious persons to and from the village and helped to detect crimes. If a theft was committed in the village he was obliged to detect the thieves and recover stolen property. If he failed to recover the stolen property, he had to make up the value of it so far as his means permitted and the remainder was levied on the whole village.¹⁷ Thus the village responsibility was enforced through the local headman, helped by the village watchmen, the real executive police of the country.

On the break-up of Hindu empire, the Afghan and Mughal rulers who followed, introduced their own concept of police administration. On the existing structure of local responsibility for policing, the conquerors from the North introduced the Arabic-cum-feudalistic institution of the Faujdar and Kotwal. The Faujdar represented the executive authority of the Government within the limits of a rural district. Though he was principally a military officer, he also functioned as the chief police officer for the area of his command. The district was divided into a number of paraganas or sub-divisions which were in charge of Shiqdars. The Faujdar and his subordinate officers were required to be assisted by the Zamindars, who had supplanted the village headmen in their police functions, as they now paid and controlled the village watchmen.

These alien rulers had the constant fear of reprisal at the hands of the ousted Hindu kings and the local population. Under

these circumstances, although the indigenous village police system was retained by them, it did not enjoy the same amount of trust and confidence from the top as before. Dependence on military force had to be frequent with its inevitable accompaniment of repression. As a result, instead of community responsibility being encouraged, autocratic enforcement of laws and orders was increasingly practiced. Gradually, therefore, even in rural areas the indigenous police system lost its democratic base and in larger towns and urban areas, the new system of faujdars and kotwals held its completely autocratic control. The orders of the rulers were carried out with ruthless severity and the peace maintained under fear of dire consequences was uneasy.

Sher Shah, the famous Indo-Afghan ruler, continued the traditional principles of local responsibility and held the village headman responsible for the safety of the area within their villages. In the Paragana, the Shiqdar and Amin shared between them the responsibility of policing and a group of Paraganas formed a Sarkar under a Faujdar, who was the principal police officer and also the commander of the local army. The head of the city police in urban areas was known as the Kotwal. He not only continued to supervise certain municipal duties and to enforce public morals but he was also the head of the Criminal Court of a Sarkar.

During the pre-Moghul Age, in the Sultanates, the routine duties of the police department were performed by the Kotwal who

corresponded roughly to the Sahibi Shurtah of the Caliphs. The Kotwals' force patrolled the city at night and guarded the thoroughfares. He acted in cooperation with the inhabitants, and appointed a leading man as warden in every quarter who was responsible for seeing that no criminals were harboured by the people. The Kotwal maintained a register of the inhabitants of every quarter, kept himself informed of their activities and means of livelihood and took notice of every new arrival and departure. His jurisdiction also extended to rural areas. He also acted as a Committing Magistrate. He was not a military officer and his force was essentially civil in character.

The Kotwal was usually paid a large salary, from which he was required to defray the expenses of a considerable establishment of police. He had to maintain a large body of peons, some horse patrols and a considerable number of spies, while being answerable for the value of property stolen. His appointment, however, was considered a lucrative one, as the pay of his establishment was very low, and both he and his subordinates supplemented their salaries by unauthorised extractions from the inhabitants.¹⁸ The criminal Code was severe and punishments were deterrent.

The indigenous police system made a significant contribution towards a successful regime in the rule of both Allaudin Khilji and Shershah. Crime was kept under good control by a system of surveillance and espionage. Laws were enforced with rigidity and inevitable repression of the populace.¹⁹

The changes introduced by the Moghul rulers further improved the system which well-suited the needs of a simple and homogenous agricultural community of the time. The Moghuls continued the indigenous system of village policing. Their Province was a replica of the Central Government, and the administration was centered in the headquarters. Outside the headquarters people were left to their own resources as long as they paid the revenue and kept the peace. The villagers were still left responsible for their own safety and that of travellers within their limits. The Governor of a province was called the Subedhar or Nazim and under him were the Faujdars, who were in charge of sub-divisions and lived in smaller towns.

The Faujdars' duties were mixed. Primarily he was a revenue official, but he was also vested with powers enabling him to keep peace and cope with bands of highwaymen, rebellious chiefs, and other intransigent persons. He had to guard roads and to prevent blacksmiths from making firearms. In order to help him in these specifically police duties he had a number of subordinates called Thanadars, or officers in charge of army posts. The police activities of the Faujdar were limited to intervening with military force when widespread violence or rebellion compelled him to do so.²⁰ Similarly, the Moghul Thanadars were but editions in petto of the Faujdars. They never investigated cases of ordinary crime or carried on any of the many routine duties of the present-day Thanadars.²¹

While the smaller places were under the revenue officer with the overall supervision of the Faujdar, in cities and large

towns, the chief of the city police was called Kotwal.

The vivid description of the duties of Kotwal, the chief of the city police, is given in the Ain-i-Akbari, the diary of the great Akbar.²² He had to be present at all royal and viceregal durbars. He received daily reports from watchmen and sweepers of goings-on in the city, and he maintained a number of paid informers. He arranged the watch and ward of streets at night, and at all places of public gathering he kept subordinates to look out for pick-pockets and other sneak thieves. The control of prostitutes, the distillation of liquors and the sale of intoxicants were within his jurisdiction.²³ He also had to look after people in prison, hear the charges against them and decide many of them, and also execute sentences.

The Kotwals were assisted by Naibs or deputies. Kotwals orders were applicable to the district Kazi. Justice was administered by a Court composed of an officer named Mir-e-Adi (Lord Justice) and a Kazi.²⁴ While the Kazi conducted the trial and stated the law, the former passed judgement and seems to have been the superior authority.

Thus not until the Moghul times do we see anything like a definite police organisation. However, it is clear from the accounts of the doings of Kotwals which have come down to us that these officers were very efficient, but of course, often abominably cruel and tyrannous according to our notions.²⁵ The jurisdiction of Faujdars and Kotwals was too large for them to be effective. Furthermore, they were highly dishonest and

oppressive. Ordinary crime in the vast rural areas, as we have seen, was the affair of the people of the locality in which it occurred. Instead of the Moghul Government undertaking responsibility for rural peace and security, it made the villagers responsible for the safety of their own property and that of travellers on the neighbouring roads. It was done by the chowkidars, who were servants of the village community and were maintained by the villagers themselves out of the village land. They were not paid and supervised by the State.

Moghuls had different classes of news writers, some of whom were high in the confidence of Governors of provinces and even of the Emperors. These men were stationed all over the the Empire, and reported at irregular intervals the more important happenings in their districts.

The above system though well suited to the needs of a simple agrarian community could not sustain the strains of political disorder that followed in the wake of the disintegration of the Moghul Empire, As the Moghul Empire declined, the system of administration began to disappear. On the break-up of the Moghul administration after the death of Aurangzeb there was anarchy throughout the length and breadth of the land. With the disintegration of the central imperial authority, the regular machinery of Law and Order also broke down. The villagers and the people were at the mercy of robbers and marauders, who roamed and pillaged in gangs of hundreds. Extortion and oppression flourished through all gradations of the officials responsible

for the maintenance of peace and order.²⁶ Zamindars, village watchmen and even higher officials often connived at crime and harboured offenders in return for share of the booty. In the country-side, there was nothing of the nature of the "king's peace". Only in the towns where there was a king's officer, a Faujdar or a Kotwal, a semblance of order did continue. In the areas under the administration of the Marathas the police system was efficient but there was open and large-scale plundering by the Pindaris and Mulkgiri armies of the Marathas. As a whole, therefore, the law and order and crime control machinery had broken down. This anarchy constituted the historical background and the legacy for the East India Company which succeeded as the Diwan in 1765 and formed the backdrop for the administration of Criminal Justice evolved during the British period.

In conclusion, the Hindu and the Moghul police systems of Government were autocratic and military. Under Asoka, Akbar and the Peshwas the principles were the same, though with considerable differences in detail. The ruler and his principal agents combined in their own persons the functions of military commander for internal security purposes, revenue collector, judge, magistrate, and head of the police.²⁷ Subhedars, their representatives in charge of provinces also had these powers. Even Faujdars had the same powers in their jurisdictions. While the Zamindars or tax-farmers were responsible for crime, the village headmen were both revenue and police officials and had magisterial powers.

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EVOLUTION OF THE SYSTEM OF POLICING IN INDIA - PART II

The Indian Police system as it exists today was created by the British and rests on the basic ideals of efficiency and subordination to the law of the land. On the whole, it represents a complete breakaway from all pre-British systems which can be traced in India, primarily because it provides a professional and regularly organised police force, with strictly defined powers, privileges and duties, and also because it separates the preventive and investigating agency from the judicial authority which tries and punishes criminals.¹

The British started from their trading settlements at Bombay, Calcutta and Madras and gradually assumed control of province after province in the country. They depended on the English Law for administration of justice in the original settlements, but in dealing with the Indians in the jurisdiction of the settlement they paid due regard to indigenous laws and customs. The system of administration as it was found in each locality, was adopted, making as a rule, as little changes as possible. Their concentration was more in towns and consequently more emphasis was laid on town policing. As such urban policing developed on a much better and systematic lines while the rural policing was neglected. One can observe that the transition from a military autocracy of the earlier period to the fully developed modern system was slow and the various Provinces did not progress

simultaneously by the same stages. The history of police in British India for the century prior to 1860 was, as a part of the general administration, that of a long service of experiments,² often unsuccessful.

In 1765, the acquisition of the Diwani - that is, the revenue administration of Bengal with its somewhat indefinite responsibilities, had placed the British in a situation, wherein in order to ensure the safety and welfare of the people who had come under their administration, they had to take an active interest in the suppression of violent crime in particular, and in the criminal administration in general. As seen in the earlier chapter, there was total anarchy after the break-down of the imperial regime of the Moghuls and the life and property of the people were totally insecure in the entire country. Looting and plunder was common. The British had therefore the Herculean task of administering law and order under these circumstances. As a first step, by a regulation of 1772 they had established Civil and Criminal Courts for each district of Bengal.

Warren Hastings was the pioneer. In certain proceedings of the Governor in Council, on April 19th, 1774, he analysed the crime situation and developed his ideas on the subject of police.³ He felt that numerous gangs of dacoits (robbers) who were infesting the province were being protected by Zamindars. They were preying on the latter's tenants, who dared not complain, and even some villages were said to pay regular tribute to the robbers. He believed all this evil had resulted due to the

disappearance of the Moghul Faujdars and Thanadars, by the resumption of lands allotted to the Thanadars in reward for their services, and lastly by the system of farming the revenues. The tax-farmers who had taken the places of the Zamindars had no liabilities to compensate for the losses of their tenants due to robberies and were therefore indifferent to the increase in robberies. Further, he felt that the very principle of fairness followed by the Courts was giving encouragement to evildoers, as the standard of evidence demanded made punishment difficult, thereby letting off many notorious leaders of dacoit gangs.

Hastings, therefore, proposed to revive the office of Faujdars for the suppression of violent crime and for the communication of intelligence and to require all land-owners to assist them in these duties. He made a historic proposal, for the creation of a separate office under the authority and control of the President of the Council, to receive and collect the information collected by the Faujdars. In retrospect it can be seen that this latter proposal was the seed from which the fully developed Police System of Modern India, sprouted has grown.

In the proceedings of the Governor in Council dated the 9th December, 1775, Hastings directed the Dy. Governor of the province, who had been given the responsibility of criminal justice, to order Zamindars and tax-farmers to deliver to the several Faujdars an account of the number of the indigenous police posts in their districts together with the names of the persons by whom they were held. Four Faujdars were appointed with certain jurisdictions and the rest of areas were left with

the Zamindars. But these arrangements did not prove satisfactory and in 1781 all the Faujdars except one for Hooghly were withdrawn.

With the first attempt by the British to institute a system of police in an Indian province having thus failed, violent crime and dacoity continued unabated. Criminal administration was in a state of utter chaos. Life and property were insecure throughout the province. This was the state of affairs when Cornwallis took over as the Governor General of Bengal.

Cornwallis was of the opinion that a regular Police Force was necessary to apprehend criminals and therefore took the necessary measures. Zamindars and others who had hitherto maintained thanadars and police establishments were ordered to disband them forthwith. In 1792, the Governor-General in Council passed Regulations for the police of the collectorships in Bengal, Bihar and Orissa.⁵ Under these regulations posts of Magistrates of District were created and the Magistrates were ordered to divide each district into police jurisdictions of about 400 sq. miles and place under a Darogha, with appropriate establishment of subordinate officers and a body of Peons. The Darogha had immediately under him about 20 to 50 armed Barkandazes, Paiks, Chowkidars and all the watchmen of the village establishments were subject to his orders. The Darogha and the police staff under him were paid by the East India Company. In addition, the Darogha received a reward of Rs.10/- for every dacoit apprehended and convicted, and he was granted 10

per cent of the value of all stolen property received, provided the thief was convicted.⁶ These daroghas were to be appointed by the Magistrate, but they could only be dismissed by the Governor-General in Council. They were empowered to receive reports of offences, arrest accused persons, and send them to a magistrate within twenty-four hours of arrest. Once a person had been arrested, the darogha had no power to release him. Under the Regulations the village watchman had to supply the daroga with information. Darogas had to keep peace at markets, fairs and other places of public gathering. They had to submit monthly reports on the situation in their jurisdictions to their District Magistrates. These regulations were re-enacted as Regulation XXII of 1793. Under the said Regulation the police were placed under the exclusive control of East India Company officers, the Zamindars being forbidden to maintain such forces. At Dacca, Murshidabad and Patna wards were formed, each under a Daroga, who worked under the authority of a Kotwal, who was incharge of the whole city. The Judge - Magistrate remained in overall charge of police work in each district. Yet these reforms could not remedy very greatly the deplorable state of affairs prevailing at that time.

Towards the end of 18th century and at the beginning of the 19th century, a flood of crime was engulfing Bengal and Madras. There was chaos and internecine war throughout a large part of India. The island of Bombay did not escape the consequences, and was the scene of constant robberies by armed gangs, even after a Grand Jury of 1793 had drawn attention to 'the total inadequacy

of the police arrangements' and various measures were taken by Act of Parliament, by a Commission of the Peace, by the appointment of a Supdt. of Police and by a re-organisation of the subordinate personnel.⁷

The results of the Daroga system proved to be far from satisfactory. "There was a marked increase in crime everywhere; robberies and murders, accompanied by the most atrocious and deliberate cruelties, were of frequent occurrence, gangs of dacoits roamed unchecked about the country and, in the expressive native phrase the people did not sleep in tranquility".⁸ This was in large measure due to the inadequacy of the police establishment, difficulty in securing conviction, milder punishments, comparatively milder treatment in jails etc. In 1808 this system had to be ultimately scrapped as it proved unsatisfactory on account of the high-handedness and corruption perpetrated by the Darogas and their men.

Lord Wellesley held an inquiry into police affairs in 1801 and Lord William Bentick appointed a Committee to consider the possibility of improving the police system in Madras in 1806. And in 1813, the Court of Directors of the East India Company themselves set up a Select Committee of their own body to look into the administration of justice and police in the Company's territories.⁹

As a consequence of the enquiries, in 1814 the police functions were transferred to the Revenue Department. The control of the police was taken away from the district judge and given to the Collector. The establishment of the Darogas and

their subordinates was condemned. The instructions insisted strongly upon the maintenance of the village police justifying that this would provide the best security to internal peace in every village. It was argued that the village police system had the inherent advantage of readily securing the co-operation and support of the people at large. The Court had emphasized the view that the village police were organised according to the ancient customs and circumstances of the land, and held that for that reason they must be better than a totally inefficient agency such as the daroga system. The Court said, "the preservation of social order and tranquility never can be affected by the feeble operation of a few Darogas and peons stationed through an extensive country, wanting in local influence and connection with people, inefficiently remunerated to induce respectable men to accept the office, placed beyond the right and control of the magistrates and surrounded with various temptations to betray their trust".¹⁰ The Court directed that measures be taken to re-establish the village police and to restore to its former efficiency. The Court, though opposed to investing Zamindars generally with police powers, as this experiment had miserably failed in Bengal, agreed to such authority being given in special cases where respectability, willingness and loyalty of the Zamindars were not in doubt.

This period witnessed rapid changes. Madras promulgated the Madras Regulation XI of 1816. As described by Sir Thomas Munro, "We have now reverted to the old police of the country, executed by village watchmen, mostly hereditary, under the direction of

the heads of the villages, Tahsildars of districts and Collector and Magistrate of the province. The establishment of the Tahsildars are employed without distinction either in police or revenue duties, as the occasion requires." Bombay Government which took over the administration of the territories of the Peshwas in Poona in 1817, gave effect to the orders of the Court of Directors (of 1814) through Regulation XII of 1827, by which the Collector and Magistrate aided by his assistants, became the head of the police; next came the Mamlatdar or Tahsildar with his retinue of peons who were used alternately for police and revenue duties. Below the Mamlatdar was the Patel or village officer. He was assisted in times of need by all the revenue servants of the village. The general superintendence of both criminal justice and police was vested in the Court of Sadr Faujdari Adawlat. In Bengal, because of the permanent settlement, there was no subordinate revenue establishment and the arrangements made in Madras and Bombay were not possible. It was therefore impossible to abolish the Daroga and his men. However, his powers were already curtailed to some extent. (in 1811).

Meanwhile, in Bengal further developments had been taking place and an attempt had been made to introduce special and expert control of the police. In 1808 an officer was appointed with the title of Superintendent of Police to supervise the police of three divisions of Bengal - namely, Calcutta, Dacca and Murshidabad.¹² The main idea behind establishing this office was that its incumbent should collate the information from over a wide area so as to make possible extensive police operations

against dacoit gangs. He was also magistrate of the 24 Paraganas and had superior concurrent criminal jurisdiction with the several district and city magistrates. He was also directly under the authority of the Nizamut Adawlat. He could grant pardons and he worked largely through informers and spies, thus anticipating in an interesting fashion the methods of the later Thuggee and Dacoity Department.¹³ This system worked so well, especially in the suppression of dacoity that it was extended to Patna, Benares and Bareilly in 1810.

However, the above arrangement did not last long, as in 1829, upon the appointment of Divisional Commissioners or Commissioners of Revenue and Circuit, as they were called, the office of the Superintendent of Police was abolished. The functions of the Supdt. of Police were transferred to the Commissioners. The professed reason for the abolition of the post of Supdt. of Police was that the retention of the post would involve duality of control over the magistrates but the real ground was the saving in expenditure. It was about this time that the office of the magistrate was transferred from the Judge to the Collector and the Collector-Magistrate became the head of the police. These changes were followed by a deterioration in the state of the police and an increase in crime, especially dacoity.¹⁴

The removal of the Superintendents gave the Darogas ample opportunities for illegal gain. The Select Committee appointed in 1832 to report on the affairs of East India Company reported

that the subordinates in the police administration were corrupt, inefficient, and oppressive. The superior officers, due to multiplicity of duties, were unable to exercise adequate supervision. In Bengal, a Committee under W.W. Bird appointed in 1838 commented unfavourably on the subordination of the police to the revenue department as a result of which the post of the Magistrate was separated from that of the Collector for a few years. The Committee also expressed general concurrence with the views that the abolition of the post of Supdt. of Police was a retrograde step and the transfer of his functions to the Commissioners had resulted in want of uniformity in direction and management of the police and therefore had led to a disorderly state of affair in the police organisation.¹⁵ No definite recommendation was made on this subject, but Mr. Frederick Halliday (afterwards Sir. Halliday), who was one of the members, proposed among other sweeping reforms, that the whole force should be placed under the control of a Supdt. General, with four covenanted officers as Deputies, and a Supdt. and an Asst. Supdt. for each district - a scheme of organisation which was introduced almost in its entirety some 25 years later.¹⁶

The Police Administration under the Marathas is noteworthy. The report of Mountstuart Elphinstone, who was the Commissioner of the Deccan throws adequate light on the details.¹⁷ Each village maintained its own watchmen, under the direct control of the Patil, and remunerated their services with rent-free land or perquisites. These watchmen were assisted by groups or gangs of tribes such as Ramoshis or Bhils who were attached to each

village or group of villages and resided on the outskirts. Each group was under the control of its own Naik or Headman who was answerable to the Patil for any theft committed in the village or for any disturbance created by his followers. Whenever any serious crime occurred, the village police under the Patil were augmented by detachments of Sibandis (irregular infantry) from the neighbouring hill forts. The Sibandis in every district were under the control of the Mamlatdars and were maintained on the proceeds of a general house-tax imposed on the residents of the disturbed area. They were also used to assist the village police in maintaining order at festivals, fairs and other important social gatherings. Under the rule of Bajirao II, Tapasnavis were appointed with the police functions of discovering and seizing offenders. They were independent of Mamlatdars and other district authorities. In urban areas, police and magisterial powers were vested in the Kotwals, in addition to his municipal duties. The best urban police force at the close of the 18th century was unquestionably that of the capital, Poona, which was composed of foot police, mounted patrols, and Ramoshis and principally as spies and trackers.¹⁸ But even this well-designed police organisation under the Marathas failed to be effective in bringing about order and peace.

After the fall of the Marathas in 1818, British areas expanded. The newly acquired territories were divided into districts, organised and managed on the lines adopted in Bengal. The Mamlatdars supervised the collection of revenue, while at the same time managing the police establishments, and receiving civil

and criminal complaints of which the former were referred by them to Panchayats and the latter to the Collectors. The East India Company retained the revenue and police system of the Marathas except that it transferred all police authority to the Collector and Magistrate and divided each district into small police circles, each of which was in charge of a Daroga or Head Constable. The Daroga was in command of about thirty armed men and also exercised authority over the village police. Police powers of the Mamlatdars and the Patils were kept intact though all superior powers and authority were vested with the Collector.

The early achievements of the British, prior to the institution of any regular police were the abolition of Sati, suppression of the Thugs, stamping out female infanticide from Rajputana and prohibiting the legal recognition of slavery in India.

The police system and organisation in India entered a new phase with the annexation of Sind in 1843.¹⁹ This phase had augured a departure from the past tradition of an irregular police and the beginning of an organised police force, disciplined and properly officered. Sir Charles Napier, who took over the administration of the newly conquered province, organised the police system in Sind on the model of the Royal Irish Constabulary. The Sind police may fairly be claimed as the parent of the modern Indian Police. It consisted of a military preventive police and a civil detective police. He made the police a separate and self-contained organisation under their own superior officers, whose sole duty and responsibility was to

supervise them, and to see that they had adequate means to deal with crime.²⁰

The Sind system was introduced in Bombay in 1853. In every district a Supdt. of Police was appointed, who, while generally subordinate to the Magistrate had exclusive control over the police. Similarly, in every Taluka the police officer was subordinate to the Mamlatdar. The supreme control of the police force was transferred from the Court of the Faujdari Adawlat to the Provincial Governor, though in practice the Judicial Secretary to the Governor exercised overall control of the police. However, as this system was found to be unsatisfactory, the administration of the police was transferred in 1855 to the Commissioner of Police, who was also Inspector of Prisons.

A change on similar lines was effected in Madras soon afterwards. In the Punjab, though Sind plan was adopted, with supremacy of District Magistrate, two types of police were created, one was an unorganised body of Barkandazes under the Dy. Commissioners as Magistrates and another, a semi-military police corps under the control of the Chief Commissioners, doing no real police work, but exclusively employed as jail and treasure guards and on other duties which had previously devolved on the regular army. This police corps helped Sir John Lawrence to hold Punjab during the "Mutiny".²¹ The Punjab pattern was adopted in the N.W. Frontier Province (now U.P.). After the fall of Lucknow, when the lost territory was regained by the Army, the police corps helped in its re-occupation. In Bengal also, police battalions

were raised during the "mutiny". In Oudh, Col. Abbott organised a constabulary for Lucknow on the model of the London Police, and a large number of Najeebs and Burkandazes were absorbed.²² It was Sir Robert Montgomery who made the police in Oudh a purely civil body on the principle of complete separation from the Military on the one hand, and from the Judiciary on the other.²³

In Madras, the police arrangements were vested in a hereditary official known as Poligar. The office of Poligar existed in the village of Madraspatnam from very early times, and was recognised by the British from their first settlement. In the early days of East India Company the Poligar's police duties extended to the territory within the "Bound Hodge", outside the Fort.²⁴ His chief duty was to provide a staff of peons, also known as Talyaris (watchmen), for the protection of the town.

Regulation XXXV of 1802 seems to have been the earliest Police Regulation in Madras, followed by Madras Regulation XI of 1816 and Regulation IV of 1821. The supervision of the police was initially vested in the Court of Circuits. On abolition of these Courts, their powers were completely transferred to Session Judges, and later to the Revenue officials. However, this system did not work well. There was widespread discontentment against the tyranny of the police which finally led to the appointment of the Torture Commission in 1855. The Torture Commission brought to light great abuses in the working of the system of combining the police and the revenue functions into the same officials. They observed, "...it is the union of the two duties which gives them their principal power and presents a tempting facility for

abuse. The disjunction of the police and revenue authority of native servants would break the neck of that power which is wielded by them with such terrible force and concert".²⁵ Charges were made that revenue was being systematically raised by the use of torture by the "native" officers vested with double powers and that Tehsildar wielded much authority due to his police powers and even senior officers were disposed to support when complaints were made to them against him. The Commission, therefore, forcefully recommended the delineation of revenue and police functions and the placing of police establishment under independent European officers so that it would get their undivided attention in terms of supervision and control.

The Madras Government and Court of Directors, accepting the views of the Commission, favoured the Bombay system of appointing a Supdt. of Police for each district as also the appointment of a Commissioner of Police for the whole of Presidency. For effective supervision, the SPs were placed under the orders of the District Magistrates. The Act XXIV was passed in 1859.²⁶ However, there were not any remarkable improvement, because although a distinct department of the police came into existence the personnel was still drawn from the old discredited revenue establishments. Yet, it was a great beginning.

The time had now come for a serious re-thinking of the Government's approach towards the police organisation in the country. The people at large were subjected to inhuman atrocities at the hands of the local administration mainly

through the agency of police. J.P. Grant noted, "The crying evil in Bengal is its bad police the only remedy for this is an adequate constabulary force and trusty Thanadars"²⁷. Sir Frederick Halliday remarked in 1856, "The native police, unless it is closely and vigorously superintended by trustworthy officers is sure to be a scourge". He described the village police as "utterly useless for police purposes" and "a curse instead of a blessing" for the community. He said, "It is even a question whether an order issued throughout the country to apprehend and confine them would not be more to put a stop to theft and robbery than any other measure that could be adopted"²⁸. Further, the progressive elements in Britain had made their contribution by voicing their disapproval of the old feudalistic ideas of a repressive police in India to hold the people under subjugation through force. Under the circumstances, the experience of the "Mutiny of 1857" had further proved that a stable rule was an impossibility without a pragmatic and beneficent approach to the problems of the people, and that this could not be achieved without a properly organised, loyal and disciplined police force. Further, the services rendered by the newly formed police battalions in some provinces during the "Mutiny" and thereafter in re-establishing law and order in the re-occupied areas were fresh in memory, highlighting their undisputed utility as a peace keeping machinery and also as some check on the uncertain predilections of the 'native' army. Therefore, British administrators were set on a serious rethinking for introduction of an effective instrument of civil administration for restoration of improved conditions of administrative discipline

in India.

In 1860 the Govt. of India seriously considered the question of police reforms in the whole of British India and appointed a Commission to inquire into the working of the police and to recommend proposals for increasing the efficiency and reducing the expenditure of police administration.²⁹ It is generally believed that the Madras Act XXIV of 1859 for reform of Madras Police prompted the Govt. of India to undertake the reformatory measures and in fact, the Commission was instructed to draft a Bill on the model of the Madras Act. It is said, the efforts at police reform were directed not necessarily to an ideal police but to a cheaper police.³⁰

The Police Commission of 1860 was directed to examine all systems of police existing in India and to draft proposals subject to the following general principles:

- (1) The Indian police to be subject to the Civil Government and its duties to be civil - not military.
- (2) Its functions to be (a) protection (as to the public) and repressive (as to the criminal); (b) detective; police and judicial functions being separated.
- (3) The organisation and discipline of the force to be similar to that of the Indian Army and to be centralised in the hands of the executive Govt.
- (4) The pay of the lowest ranks to be superior to that of an unskilled labour.
- (5) The interior economy of the force to be in the hands of police officers.

- (6) There was only to be one force in any locality, not one under the police officer and one under a magistrate.
- (7) The village police to be used primarily as sources of information and not employed on executive duties.

The Commission recommended that a Civil Police Force should be formed in every part of India on the model of the British Constabulary Force, and that it should be organised on a provincial basis. While recommending the abolition of the Military Police as a separate organisation, they recommended the constitution of a single homogenous force of civil constabulary for the performance of all police functions. They considered the Military arm of the police was a financial waste as it was not capable of performing every kind of police duty and felt that a well-organised civil constabulary would be able to perform all duties which were hitherto assigned to Military police and would cost less. Politically also, the civil constabulary, they thought, was less dangerous than the military police who were really "native soldiers". Another important recommendation was withdrawing the police powers of the Commissioners and transferring them to a new authority, Inspector General Police, who would be the Head of the Police administration in each province, the purpose was to bring in uniformity of general management and unity of action. His domain of supervision proposed included the maintenance of peace, the prevention and detection of crime, the escorting and guarding of prisoners and treasure. At the district level, the police was to be under a Superintendent of Police. In larger districts, he would have an Asst. District Supdt. Both these officers were to be Europeans.

The subordinate force recommended consisted of Inspectors, Head Constables, Sergeants and Constables, the Head Constable being in charge of a Police Station and the Inspector, of a group of Stations. As regards the Commissioners, it was recommended that they should cease to be Superintendents of Police, though they were to exercise general control over the criminal administration and the District Magistrates. On the subject of relations between the magistracy and the police, their conclusions were that no magistrate of lower grade than the District Magistrate should exercise any police functions. In the case of District Magistrate they thought, it was inexpedient to deprive the police and the public of his valuable aid and supervision in the general management of the police matters. The village police, despite its deficiencies and inefficiency, was to be retained, with the change that it should be supervised in all public duties by the Superintendent of Police with a view to making them a useful supplement to the regular constabulary.

The Draft Bill on the basis of Madras Police Act, submitted by the Police Commission, became Law as Act V of 1861 and gave the country for the first time an organised constabulary for police functions.³¹ From this point begins the story of the present day Indian Police Force. The Police Act came into force on the day the Indian Penal Code also became operative. The Indian Evidence Act and the Code of the Criminal Procedure were enacted in 1872 and 1898 respectively.³²

Though the British Crown took over the Government in Nov. 1858, the introduction of an efficient administration had to wait

until the year 1861, when the Police Act was enacted. Almost at a stroke, organised, disciplined and well-experienced provincial forces were substituted for the innumerable forces of infinitely varying composition and efficiency.³³ The system of police introduced in 1861 has developed, and become more complex and more highly organised as the work for which it was originally designed has grown in volume and increased in difficulty and subtlety, but the Act which regulates the organisation, recruitment and discipline of the Indian Police is still Act V of 1861. The Act is a mere frame work which the provincial governments are invited to clothe.³⁴

The Police Act of 1861 was adopted in all provinces except the Bombay Presidency. Here Regulation XII of 1827 continued to govern the police till 1867. The legislation of 1867 was replaced by the Bombay District Police Act 1890. The post of I.G.P. was created in most other provinces after 1861, but in the Bombay Presidency, a similar post of Police Commissioner already in existence there since 1855, was abolished in 1860, on the ground that its existence had caused friction in the administration. Duties attached to the post were transferred to the Divisional Commissioners. Only in 1885 an I.G.P. was appointed as a definite official head of the police department.³⁵ Even then, large powers of direction and control were left with revenue commissioners. In some other provinces also commissioners were given definite authority in matters of appointment, discipline and general control, and for this purpose they had been appointed as ex-officio Deputy Inspector General

for the police force.

The Police (Amendment) Act (Act VIII of 1895) was enacted to remedy certain defects in the Act of 1861.³⁶ Under the provisions of the various Police Acts in force in British India, namely Acts XXIV of 1859 and V of 1861 and Bombay Act VII of 1867, the employment of police officers was restricted to the Presidency province or place of the provincial police establishment to which they belonged. These provisions caused much inconvenience. In the case of a railway system passing through territories under the administration of different local Governments, there was a necessity for the employment of a different police-force under the control of a different authority for each portion of the line which was within the limits of the territories of a different local Govt. In order to get over these difficulties the Indian Police Act (Act III of 1888) was passed.

Apparently the organisational changes introduced after the report of the Police Commission of 1860 had not produced satisfactory and expected results. The extent of cooperation envisaged between the village police and the regular police had not been achieved because almost everywhere police work had been underestimated and responsible duties had been entrusted to untrained and ill-educated officers recruited in the lowest ranks from the lower strata of society. Supervision had been defective owing to the failure to appoint even the staff contemplated by the law and to increase that staff with the growing necessities of administration. The superior officers of the department were

insufficiently trained. Their sense of responsibility had been weakened by a degree of interference never contemplated by the authors of the system.³⁷ Therefore, the Government of India set up another Police Commission in 1902.

The Commission of 1902-03 observed that the police throughout the country was in a most unsatisfactory state and had not only seriously injured the feelings of the populace but also disgraced and discredited the Govt. by their depraved activities.³⁸ No attention was paid to the need for keeping temper, and being civil and respectable to people by avoiding unnecessary harshness, severity and brutality. The majority of investigating officers were corrupt and inefficient. Supervision was lacking. The Commission remarked, "The most important element in the reform must be an improved system of selecting and training Superintendents".³⁹ The Government of India, however, disagreed with the opinion of the Commission and considered that it was over-coloured, and that it was unfair to apply the impressions to the Indian police as a whole.

Some of the important recommendations of the Commission are

- (1) The police force should consist of
 - (a) a European service to be recruited entirely in England
 - (b) a provincial service to be recruited entirely in India.
 - (c) an upper subordinate service consisting of Inspectors and sub-Inspectors; and
 - (d) lower subordinate service consisting of HCs and P.Cs.

- (2) There shall be a single Police Act for the whole of India.
- (3) All large provinces shall be divided into Ranges, each in charge of a Dy. I.G.
- (4) A grade of Dy.S.P. shall be created.
- (5) The officer incharge of a P.S. shall be of the rank of a Sub-Inspector.
- (6) The HCs ought not to be employed ordinarily as I.Os, they shall function as Station Writers.
- (7) There shall be constituted in each province a C.I.D. under a separate D.I.G.
- (8) A provincial training school shall be established in each of the large provinces.
- (9) The District Magistrate shall not interfere in matters of discipline, but his responsibility for the criminal administration of the district must be of the nature of general control and direction and not detailed intervention.

The Government of India passed orders on the Commissions' report on 21st March, 1905.⁴⁰ At the village level, the village watchman was placed subordinate to the village headman instead of the regular police and village headman was in turn to be controlled by the Collector. "Beat System" was dispensed with. Other minor changes are regarding training, pay, recruitment process etc. A new post of Deputy Superintendent of Police was created as an opening for Indian citizens to gazetted ranks. Their functions and departmental status was to be similar to those of Assistant Superintendents. The actual Indianisation of

the top service started years later on the report of the Lee Commission. It was decided that the post of Inspector General of Police should for the time being ordinarily be held by a selected District Magistrate, but that in exceptional cases, police officers could also be considered. The local Governments were given the discretion. The role of the of the District Magistrate as in-charge of the criminal administration in the district remained unchanged.

Special mention has to be made about the village police system here. The Police Commission 1902-03 observed, after examining the village police systems prevalent in the various parts of the country - "The village community is represented by its headman; and effective police administration must be based on the recognition and enforcement of the responsibility of the headman. He is really the man who can help the police; his position and influence should be strengthened; and it is to him that the police should look for cooperation in their work. This is the basis of the provisions of Sec. 45 of the Code of Criminal Procedure (1898), which make the headman responsible for the communication forthwith to the Magistracy or police of information concerning certain offences and offenders. The Commissioners considered it to be a vital importance to emphasize the responsibility of the village headman, and to hold the village police officer, by whatever name he may be locally known, responsible rather as the subordinate of the village headman and his servant for the performance of police functions..... To place the village police officer under the thumb of SHO would be

to subvert the system in its essential principles, to get out of touch with the people in their customs, usages and interests, and often to place the drags of the people over the respectable classes".⁴¹

A series of further developments took place in the period prior to Independence. In 1915 the Royal Commission known as "Islington Commission" in its Report recommended various new changes for police department in India. But due to the outbreak of World War I the report was shelved. In 1922 the Police (Incitement to Disaffection) Act (XXII of 1922) was enacted.

In 1923 another Royal Commission known as the "Lee Commission" was appointed.⁴² It recommended that the superior posts for the Indians in the IP Cadre were to be fixed at 50 percent to be achieved by 1939. After the Montague - Chemsford reforms in 1921-22, the strength of the constabulary was raised. There was hurried expansion of the force in all provinces during and immediately after the World War II, but substantial increase was effected after independence and merger of Princely States in 1948-49.

Prior to the merger of the Princely (Feudatory) States, the process of which started in 1948, the Feudatory Chiefs were responsible for the policing of their own areas. Elaborate police systems were there in some of the bigger States e.g. Jammu and Kashmir, Hyderabad, Jaipur, Baroda, Mysore, Travancore-Cochin, Patiala, Cooch Behar, Mayurbhanj etc. though they varied from State to State. In some of the smaller States the functions of

the police and magistracy had been combined. Although the Feudatory Chiefs functioned independently, they tried to follow the British System of administration. Some of them had enacted their own Criminal Law and Police Act in conformity with the enactments applicable to the areas under the direct control of the British. Cooperation between the police of the Feudatory States and the British provinces was enforced through the Residents and Political Agents, who were responsible for the supervision of administration in the States. In case of any major upheaval in these States they depended upon the British provinces for reinforcements.

The Delhi Special Police Establishment Act was enacted in 1946 constituting a special police force (now known as C.B.I) in Delhi, under the control of the Central Govt., for investigating offences of bribery and corruption.⁴³ In 1947 the C.R.P.F. was constituted under the Central Reserve Police Force Act (Act LXVI of 1949) and so on. Various States enacted their own Acts. In 1951 the All India Services Act (LXI of 1951) was enacted constituting an All India Service known as the Indian Police Service. Rules were framed regulating the recruitment, uniform and condition of service, pay etc., of the members of the I.P.S. A myriad Central Police Organisations have come into existence subsequently.

With the advent of freedom the police started functioning in a totally changed environment. During the imperial set-up, the duty of the police was limited to carrying out the orders of an

alien administration and they owed no duty towards the subjects. But in the independent, democratic country, they are accountable to the public at large for each and every action of theirs. The socialistic pattern of society and the Welfare State to which India is committed raise administrative problems which neither Kautilya nor Akbar nor our former British rulers had ever contemplated. The entire administrative machinery has to undergo whole-sale reorganisation.⁴⁴ This change is yet to come.

It is doubtful whether as a result of the so-called reforms carried out in 1905, any material change took place in the outlook of the police as a whole. Police continued to be an object of terror and abhorrence to the general public. The repression carried out during the Indian political movement for independence, mainly through the agency of the police, further tainted the already tarnished image of the police in the public mind.

Nevertheless, it must be admitted that the efficiency of the police of the time in certain fields was undoubted and their loyalty to the Government in power unimpeachable. The way police controlled serious crime, and maintained public discipline and orderly behaviour on the streets, speaks volumes of their professional efficiency. Mr. J.C. Curry through his book "The Indian Police" portrays in action the Police of India which he called "one of the great organisations achieved under British leadership". The same structure and organisation which was given to it a hundred years ago in 1861 and modified to some extent in 1905, still continues.

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P O L I C I N G I N G O A - P R E - P O R T U G U E S E P E R I O D

The history of policing in Goa is almost on the same lines as in the rest of India till the advent of the Portuguese. It was basically the community-controlled system of village police and the ruler controlled law-enforcement in townships and towns. It was naturally being influenced by the various dynasties which had ruled over this part of Konkan, who in turn were either controlled or guided by their suzerains. As a part of general policy or system of administration, policing and the legal machinery were being modified and modulated from period to period. Yet through the ages, the evolution of policing in Goa remained in conformity with its development in the rest of the motherland until Goa was annexed out by the Portuguese in 1510. This Chapter provides a broad survey of this development from the scanty resource material available on this subject.

Goa has a hoary history spanning over 5000 years. The Ramayana and Mahabharata contain references to Goa. In ancient times Goa was known by various names such as Gomanchala, Goapuri, Gopakapur, Gopakapatna and Gomant. The Sahyadri Khanda of the Skanda Purana says that Aryans were brought to Goa by the mythological hero Parasurama from Mithila, the modern Tirhut. Certain inscriptions recently deciphered corroborate the evidence of the Puranas. Investigations have also helped to identify Goa as the Sindabur of Arab writers.¹

The ancient history of Goa can be traced from Mauryan times before the Christian era. Before the Portuguese arrived it was ruled by Bhojas of Chandrapur, Kadambas of Banarasi, Satavahanas, Kshatrapas, Abhiras, Traikutakas of Konkan, Kalchuris, Mauryans of Konkan, early Chalukyas of Badami, Silharas, Kadambas of Goa, Delhi Sultanate, Deccan Sulanate, Vijayanagar empire and Bijapur Sultanate.

It is known from the 13th Edict of Emperor Asoka that while following the instructions of morality of Asoka they were also following the methods and mechanisms of enforcement as prevalent in the Mauryan empire as well. The 'dharma mahamatras' (censors of the law of piety) who were charged with the duty of protecting the prisoners could be functioning in Goa. Systems of amnesty might have been followed. The human regulations of the Arthashastra in the administration, as propagated by Asoka can be said to have been implemented. The elaborate system of spies as envisaged by Kautilya and earlier by Manu must have been in vogue for effective policing of the society. The community policing of the earlier period in the villages can also be said to have been improved upon.

After Asoka, Goa passed under the sway of the Kadambas of Banavasi. Satavahanas seem to have annexed Konkan including the territories of the Bhojas of Chandrapur by the end of the 2nd century B.C., and thus the Bhojas became their feudatories. We do not have any records of the Bhojas so far in the coastal districts of Goa, viz., Salcete, Tiswadi, and Bardez and this

tract might have been administered directly by the Satavahanas through their viceroys², with Kolhapur as the capital of this part of Konkan. The political data that we gather from the inscriptions of the Satavahanas are disappointingly meagre, yet they are invaluable.

Though the inscriptions are silent regarding the officials connected with justice, law and order, their existence however in the administrative set up cannot be questioned. The very fact of free mobility, peace and affluence in that period convinces us to draw conclusions in favour of a proper police system in the administration. Though it is difficult to assess the contribution of the administration towards the stability of the Kingdom and the affluence of the people, we can safely opine that the police systems of Vedic, Epic, Manu, and Arthashastra times were followed. This is in view of the fact that Satavahanas were devout brauhmins and followed the Vedic traditions. The significant element in the Satavahana period was the rural administration in which people were committed either to the care of police and soldiers or of religious beneficiaries.

The Gramani was, of course, the village headman in ancient Indian administration. It is also suggested that the village was managed by the 'gamika' or 'gramika' or 'gaulmika'. Gaulmika was head of a 'gulma' consisting, according to the sources of the 1st four centuries of Christian era, of 9 pattis, amounting to 9 chariots, 9 elephants, 27 horses and 45 foot in all. Manu states that the gulma should be stationed in the midst of 2, 3, 5 or 100

villages.³ The police cum military contingents obviously were maintained by the people.

The head of the family (kula) was called Kutumbin or Grihapati, his position was certainly one of authority.⁴ This could be a method of policing and control over stray elements of the society. The Police administration was based on the military platoons to control law and order and rebellion and the community check through the Gramani of the village over the criminals and the control of nigamasabhas in the towns. The Grihapati also had a significant role in this aspect..

The instructions of morality and their enforcement through policing adopted during the period of Asoka in Goa, apparently had continued during the rule of Satavahanas, as they were not only tolerant to Buddhism but had made elaborate provisions for the Buddhist monasteries etc. This attitude of the rulers, with their anxiety for the welfare of their subjects, is in conformity with the policy pursued by the Mauryan ruler Asoka and later on under the Kushanas.

During the Kushana period, the two terms Dandanayaka and Mahadandanayaka seemed to have formed a link in the administrative machinery. The word 'Dandanyaka' has been translated as a magistrate, also as the leader of the four forces of the army, as a 'Fortunate General' and as Commander of forces. In lexicons, its recorded meaning is 'a rod-applier' or a 'Judge'. Aurel stein translated as 'the prefect of Police' and Ranjit Pandit as 'Commissioner of Police'. Military, Judicial and Police functions are given to this officer in terms of the

interpretations of various scholars. As a police officer, or a judicial officer, he had nothing to do with forces, which was not a fact. He is also distinguished from a 'Dandapasika'. He was neither a civil officer in the true sense of the terms, nor were his activities confined to the battlefield as Commander of the forces. There are also references to Mahaprachanda Dandanayaka,⁵ may be it is dependent on the valour in the battle field.

Dananayakas were feudatory chiefs to render civil and military aid. The civil aid was in the form of personal service, as administrative judge, for maintaining law and order or external relations as minister in charge of peace and War. The Kushanas were the first to introduce this system and it was followed by the Gupta rulers and others in different parts of India.⁶ It can be safely concluded that the Kshatrapas and later Mauryan rulers of Aparant-Konkan introduced and continued with this arrangement. During this period, the Grannikas and Padrapalas were heads of villages and organised community policing.

It is only with the Chalukyas of Badami (Western Chalukyas) that we enter into a more definite period of ancient history of Goa. These early Chalukyas had control over Goa from 540-757 A.D. It seems Bhojas of Chandrapur were not disturbed by their Chalukya viceroys of Rewatidwipa. Only when Swamiraja, the Bhoja King revolted against Mangalesha (597-610 A.D.), the Chalukya King, he rushed to Rewati and slew him. Mangalesha then placed Satyashraya Dhruvaraja Indravarma of the Batpura family as

governor of four Vishayas and Mandalas of Rewatidwipa.

The Chalukyas had a thoroughly centralised system of administration. In the centralised machinery, there was mahasandhivigrahika-minister in charge of peace and war.⁷ The title was hereditary. The independent chiefs when reduced to submission functioned only as subordinate heads. The vishayapati was the head of the division, but his power and responsibilities are not defined anywhere. He seems to have carried on royal orders. The feudatory chiefs, known as samantas, who recognised the Chakukyan suzerainty paid tribute to the emperor. They also rendered such military assistance as was required.⁸ As the repositories of platoons of army, they seem to have maintained order in their own areas.

The village (grama), was the lowest unit of administration. It was headed by a gamunda, who was probably appointed by the rulers. The village elders, known as mahajanas, regulated the socio-economic life in the village.⁹ The gamunda, it appears, was the authority to settle disputes and to try most of the criminal cases except major ones. They were virtually governing the village which is evident from the fact that their permission was required even for effecting a transfer of land.

After the suppression of the sovereignty of the Badami Chalukyas, the Rashtrakutas ruled over Deccan, Karnataka and Gujarat for over 250 years from 753 to 793 A.D. They were overthrown in 980 A.D. by the Chalukyas of Kalyani. The Rashtrakutas and the later Chalukyas looked upon Konkan as their

feudatory province and only the Silharas (750 to 1020 A.D) and later on Kadambas of Goa (from 1020 a.D) ruled over Konkan.

The pattern of the ministry of the Rashtrakutas is not given in any of the records available, although the Charters of the Silharas, who were the feudatories of the Rashtrakutas in Konkan, frequently mention the entire administrative machinery with the ministers and their portfolios. Dharmadhikarana was the Chief justice.¹⁰

Gramakuta was the official head of the village. The grama-mahattaras constituted the council of village elders.¹¹ The police arrangements of a village were under the supervision of the headman, whose office was hereditary. The headman took part in village council alongwith the elders in deciding various matters pertaining to the village. He would also try small and petty crimes. Skirmishes were fairly common and he had to keep some force at his command to maintain peace. The headman preserved law and order and defended the village from outside incursions which were quite frequent due to petty feuds. The police officers appear to be the same as we find in the contemporary records from the North - the choroddharanikas and dandapasikas.¹² It is very likely that these officers worked under the district heads, vishayapatis and rashttrapatis who were also heads of local troops.

The village watchman was in the immediate charge of the work of policing and it was his business to detect all the crimes, especially the thefts that may be committed in the village. If a

theft or robbery was committed, he had either to find out the culprit or to trace his footsteps to a neighbouring village. Otherwise he was compelled to compensate for the loss. His liability was, of course, limited by his means, and it was based on a shrewd suspicion that he himself might be the thief or in league with him. If the watchman refused to pay, his grain-share at the time of harvest was cut off, his service-land was transferred to his nearest relative or he was fined, imprisoned and given corporal punishment.¹³ If stolen goods could not be either recovered or full compensation for them could not be exacted from the watchman, the community or the government, that is, the King had to compensate the victim from the royal treasury. The system indeed worked as the theft insurance of the modern times.

All those offences which were not locally detected were being entrusted to Choroddharanikas or Dandapasikas, who were police officers involved in the investigation of crimes. It is very likely that these officers worked under the directions of the Rashtrapatis and Vishayapatis, who being also at the head of the local troops, could have afforded military assistance to the Police Department, in case it was necessary for the apprehension of desperate robbers or dacoits.¹⁴

The village councils settled village disputes. There were popular courts in the country, in addition to the King's courts, which seem to have exercised only appellate jurisdiction. Cases in villages were decided by the council consisting of the mahajanas or village elders. The decrees of the village courts

were enforced by the higher authorities. The records do not mention about the judicial powers of bhogapatis, vishayapathis and rashtrapatis. The King's court did not originally entertain any cases. When the parties felt dissatisfied with the decisions of the village councils, they appealed to the King or his courts. The nitivakyamrita refers to the assistance given by the sabhyas or jurors in the courts of law.¹⁵ A notable feature of the system of administration was the role played by the elders - mahattaras - at all levels - rashtra, vishaya and grama.

The Silhara King was assisted in his administration by a ministry consisting of Pradhanamatya, Sandhi-Vigrahika, Pauras of Nagar of town, heads of Hanjaman or settlement of Srenis i.e., the artisans, traders etc.¹⁶ The towns were administered by the Committees consisting of representatives of important classes, heads of Srenis, mathas etc. Commerce and international trade flourished. Peace and prosperity prevailed. All the religions - Hinduism, Buddhism and Jainism - were equally respected by the Silharas.

There are few records of the period which throw light on the Kadamba system of administration(1000-1300 A.D.).In general they were feudatories of the Kalyani Chalukyas and later on of the Yadavas of Devagiri and used the title of Mahamandaleswara or feudatory in their inscriptions. Though they were feudatories, they always enjoyed complete freedom in their internal administration and ruled as independent monarchs of Gopakapatna. Goa was a centre of trade and commerce and a great emporium of the orient unrivalled in the whole of India.

The supreme power of the Mahamandaleswara was restricted only by the council of his Pradhanas or ministers. They were described as Nayasila or knowing principles of polity, and were learned in Sastras, grammar etc. The kingdom was divided into districts or Vishayas such as Tasavishayas, which were further sub-divided into Deshas like Antarya, Gopaka etc. The district was also classified according to the number of dwellings in each of them, Palasika or Halshi-12000, Konkan - 900, Banavasi - 12000, Velugrama - 70, Haiva - 500.¹⁷ The district was headed by a Dandanayaka, who was both civil and military head of the District.¹⁸ The term Dandanayaka, as under the Chalukyas of Gujrat, might imply his association either with police or justice - a prosecuting officer or one wielding the rod of punishment. The village or grama again was the smallest administrative unit and gaunda was the village headman. He was there for dispensation of justice and supervising the police work.¹⁹

The Nagaras or cities had their own administrative organisation which was headed by Nagarpatris or Hanjamanapramukha or head of settlements of traders, artisans, etc. The statecraft or Rajya is technically described as Saptangam or of seven elements in the inscription of Jayakeshi I of 1052 - 53 AD, which is keeping in with the concept of State described in Kautilya's Arthasastra.²⁰ Though there are no records stating the King's share of revenue it might have been one - sixth of the total income of the land as laid down in Arthasastra and other sources of government revenue indicated - among others Danda,

finer of punishment, Dosha, torts and Nidhi, treasure trove. Vedic learning was effectively organised by the rulers. Thus it can be safely presumed that the system of police organisation including spies suggested by Kautilya and later on improved by some Hindu kings could have been much in existence and operation.

Unfortunately, no definite information is available regarding the police and judicial bodies in the Chalukya set-up at Kalyani to make any extrapolations which could fill the gaps in Goa also. People had access to the ruler for the redress of their complaints. Mahajanas used to approach the King. We find in the case of the inhabitants of Gandaradityanaholal whose mahajanas approached the ruler against the head manneya named Bopayya. He had abused his position and authority by plundering and killing even the Brahmins. Punishment was given to Bopayya by the King.²¹

The power of the Kadambas reached its zenith under Jayakeshi II. With extensive territorial acquisitions, he seems to have declared himself independent after the death of the Chalukya Emperor Vikramaditya II. He was an aggressive ruler and good administrator. He governed the vast kingdom assisted by his ministers and dandanayakas. The later played a prominent role in establishing order in the territory suppressing rebellion and also in upholding law, and maintenance of peace. A record describes the exploits of Dandanayaka, Lakshmana, "that crossed over Sahya mountain, drank up the ocean, eradicated the wicked and settled the country, the glorious Konkan that has become free from dangers."²² His younger brother was also a great dandanayaka. He was described in the record as a skilled man, and an ornament

of the generals.

The stone inscription at Kittur (Sampegaon) of 1188-89 AD gives an interesting account of trial by ordeal by fire phaladivya. This method was one of the ways of prevention and detection of crime. It states that there was a dispute regarding the ownership of field between Shivshakti, the Acharya or priest of the God Kalleshvardev of kittur, and Kalyansakti, the Acharya of Mulstandev or village God. The two parties met in the presence of the minister and Dandanayaka Ishwar, and agreed to put their claims to test of the Phaladivya or red-hot piece of plough. The claimants met in the presence of the principal villagers of Degamve, at the temple of the God Mallikarjuna. Kalyansakti declared that the field belonged to the Mulstandev or village God, while Shivsakti, holding a red-hot piece of plough in his hand, stated on oath that the field belonged to the God Kalleswar. Next day, the leading villagers examined Shiv Shakti's hand and finding it unharmed decided that the field in dispute belonged to his God Kalleswar.²³

Yadavas did not make much change when they wrested their suzerain over Konkan from the Chalukyas of Kalyani. We find reference to the mahajanas and dandanayakas. They had pradvivaka, the chief justice or legal minister. We also find reference to the dandanatha, probably a lower ranking police officer. Minor offences and civil suits were tried locally at the village chavadi. Prisons were maintained for detaining offenders who were kept there in chains. The reference to danda

in the category ashtabhoga suggests that the donee enjoyed the right of releasing fines apparently for the ten offences or the privilege of remission for ten offences. Danda, dosha were included in the das-aparadha, 'ten crimes'. Thus the crime control and dispensation of justice were regulated as per ancient tradition with certain improvements.

The Yadava inscription of Hasalapalli states that "Kadambas were glorious in the Konkan"²⁴. The gold coins of that period indicates that the trade of the country must have flourished under the Kadamba Kings and his subjects must have been happy and prosperous. Obviously there was a well-organised policing system which includes the spies, crime detectors and order controlling machinery. Prevalence of vedic learning through centres like agraharas or the brahmapuri and the mathas, where Vedas, Upanishads, Sastras, Smritis and Puranas were taught confirms that administration including the police system was also organised on the basis of ancient texts, with certain modifications and improvements to suit the needs of their times.

The original province of the Goa Kadambas seems to have provided the base for the activities of Harihar in the establishment of the great Vijayanagar empire. At the time of the conquest of Goa by the Vijayanagar Kings, persecution of Hindus reached its peak, indicating a state of lawlessness. The Bahamanis seized Goa in 1347 AD. But sometime in 1380 A.D. it was annexed by the Vijayanagar Empire. Goa remained under their control till 1445 AD. Later in 1472 AD the Bhamanis recaptured it. After their downfall Goa became a part of the territory of

the Sultan of Bijapur. It appears between 1445 - 1473 AD, Goa was ruled by its own Chiefs or Naiks, just like the other adjacent outside districts of the Vijayanagar Empire.

Though the Delhi Sultanate and the Bahamani Sultans had an organised system of policing in their areas, it appears in Goa the local set-up was not disturbed. Furthermore, the Muslim rulers had hardly any time to introduce changes. Harihara I, as the local Chief seems to have maintained the earlier Hindu system. Bahamani's rule was in the nature of a military one, the State was a Police State. Law and Order was rigorously enforced. Secret service agents (munhiyan) who were to report on any fact of interest in the Kingdom were stationed at many places. Kotwal was the custodian of peace and also functioned as a special magistrate in particular criminal cases. The designations of Faujdars and Kotwals are found to be in vogue in the early Portuguese period, indicating the influence of Muslim Kings on the administration.

Administration of Goa was put on a proper keel again after its annexation by Vijayanagar rulers. Madhav Mantri seems to have made Goapuri the Capital of Aragagutti Kingdom. The rulers were conscious on their primary duty as head of the State to preserve law and order and prevent conflict of interests. Besides the Central Police at the capital, there was another one maintained by the people, where the nayakas (naiks) or local chiefs were responsible for maintaining peace in their areas through Kavalgars or Gaonkars, or watchman. The prefect and the

chief bailiff of the Central Police Organisation were responsible for the thefts in cases the thief could not be detected at the local levels. The local policemen were also liable to be punished if they failed to discharge their duties properly. In some places the kavalgars were responsible to villagers who sold the right of policing (padikaval). In some parts the chief kavalgar was known as the arasu-kavalgar who was generally the poligar of those places.²⁵ The king was the highest court of justice and was assisted by a danaik-probably a danda-nayaka or wielder of rod. The judicial system was identical both in the provinces and in the nayaka's territories. Goa had nayakas (naiks) as the representatives of the emperor. The nayakas exercised more or less complete independence in police and judicial matters.

Besides the King's agents or governors who administered justice in the provinces, there were popular courts as well in the outlying parts of the empire, constituted by the village assemblies, the temple trustees and caste elders.²⁶

In 1472 AD Mohammad Gawan of Bahamani Kingdom conquered Goa and it seems the administration was entrusted to Malhar Rao, the King of Honavar, as he was liked by Naikwadis of Goa villages. The empire had eight tarafs or provinces. Each province had its governor appointed by the King for the management of different parts of the province.

About 1500 AD, Goa came under the sovereign Yusuf Adil Shah of Bijapur. The head of the Naiks, the local Chief Sabaji ruled

over Goa during the last quarter of the 15th century. Goa island was a classified port and was separately administered. The Kingdom was divided into Paraganas, extra-divisions of Kuryats, sub-divisions of Villayat, petty-divisions of Tarafs or Mohals. Ancient hereditary chiefs of Mohals, Paraganas like Dessai and Sardessai were confirmed in their offices. Village was the last and smallest administrative division and was managed by an hereditary Headman or Gaonkar. Policing was a task in their domain.

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X X X

CHAPTER - IV

POLICING BY MILITARY IN PORTUGUESE GOA
(1510 - 1920)

Portuguese had entered Goa with the objective of expanding and controlling their trade and establishing their monopoly over the commerce on the Western coast. Goa was an important port strategically and centrally located to serve their interests. After reaching their first goal of seizing Goa, they had developed their own method of administration. Naturally, policing was a necessity to keep peace and order among their subjects. However, their interests were suitably served by their military personnel who could perform all police functions for some centuries before a proper civil police organisation was evolved. A study of the growth of their army therefore becomes essential, before we enter a phase of policing by police.

Even after four centuries of their rule, Portuguese had adopted the system of military police. During the first four centuries they had no intention of developing any police organisation. Most of the functions which are being performed by police today were being entrusted to the military personnel. It was only in the last fifty years of their rule that a well defined system of police was developed. Police was created as a wing of army in 1924 and in 1946 an independent organisation of civil police was evolved. What we notice is that army was being developed from the initial period upto 1924. Police were brought

however from Portugal now and then. Thus the evolution of police in Portuguese Goa upto 1924 was synonymous with the growth of military and therefore a study of evolution of army during this period is quintessential in the study of the history of policing in Goa. P.P. Shirodkar's seminar article has provided quite many details in this regard and hence has been extensively used in this chapter.

When the Portuguese had set out in search of India, they never thought of conquering it. The reason that impelled them to embark on their perilous voyages across unknown seas were the need for finding a direct sea-route to India, famous for spices, and their zeal to spread Christianity to the end of the earth. This crusading spirit was motivated by a background. The Christians of Portugal languished for centuries under the heels of the Saracens until Count Henry of Burgundy founded the country of Portugal in 1084 AD. by expelling the Saracens from the northern part of Portugal. Thereafter, the Portuguese Christians fell upon the decaying Muslim Kingdoms of the region and drove them away from their territory!

Towards the end of the fifteenth century, King D. Manuel of Portugal sent the expedition of three vessels S.Gabriel, S.Rafail and Berrio under the command of Captain-in-Chief Vasco-da-Gama, who was a fidalgo of his household. In this expedition he had selected only those fidalgos and mariners who had the adventurous spirit and disposition to withstand the perilous oceanic journeys. In this historic expedition, Vasco-da-Gama was accompanied by his elder brother Paulo-da-Gama, Captains Nicholau

Coelho, Joao de Coimbra, pilots Pedro de Alenquer and Pedro Escovar who were expert navigators but sans any military training. Vasco-da-Gama, who left Lisbon on July 8, 1498, finally anchored off a small village close to Calicut on May 17, 1498, after passing round the Cape of Good Hope, touching Zanzibar and crossing the Indian Ocean.

When they had set their feet on this dreamland, they were overwhelmed about the business prospects. Indian riches, spices and other commodities enamoured them. Their minds were totally set for wresting the monopoly of trade from the Arabs, their age-old enemies. Obviously, when they started their conquests, they were ill-equipped. They were still indisciplined and inadequately organised adventurers who were experts in navigational activities rather than military movements and strategies. Their preparedness was confined only to meet the dangerous adventures and risks involved in the bellicose journeys. No thought occurred to them at that stage to shape themselves into a disciplined organisation on the lines of the modern military or at least the police force.

It is not without significance that the first landing of these men, whose main object was to usurp the spice trade, hitherto a monopoly of the Muhammedans, should have been on Hindu territory. One wonders what might have been the fate of Vasco-da-Gama and his companions if the landing had been attempted, say, in some part of the powerful Muslim Kingdom of Gujarat. As it turned out, the Hindu ruler of Calicut, whose hereditary title

was Zamorin, gave a reception to these strangers, had them conducted by a pilot to a safer anchorage and invited da Gama to pay his visit to Calicut. In response to this invitation a party of fourteen set out for Zamorin's capital.²

In course of time, they had mastered the naval warfare with the experience of more and more successful conquests, and established themselves in an unenviable position as the masters of the Indian Ocean. Their naval forces were dreaded not only by their enemies in India, but by their rival European powers as well. Their battles were mostly confined to the costal lands and forts and the highseas, which were being handled by their supreme naval forces. Therefore, they did not find nay immediate necessity of any army or police corps in their conquests. Consequently, no wonder, when the Portuguese landed on the soil of Goa, they had hardly applied their mind to the aspect of policing.

Before the return voyage on August 24, 1498, Vasco da Gama carried with him five out of the 12 inhabitants he had taken prisoners as a reprisal for the detention of some of his goods, ultimately restored to him. Thus at their very first visit to India, the Portuguese exhibited the type of hospitality that could be expected of them. Vasco-da-Gama was in fact considered intellectually mediocre and ruthlessly cruel.³

By .1505 the Portuguese realised that there was little use of sending their fleets at regular intervals to India to keep the Malabar coast for themselves. It was decided to appoint a Viceroy

who would remain at his post in India for three years. With this aim, Francisco d'Almeida was sent out to India with a large fleet and 1500 soldiers with orders to built fortresses at Kilwa, Anjadiv, Cannanore and Cochin, and to cut the trade communication of the Arabs and Persians by seizing Malacca, Ormuz and Aden. Soon, they established themselves so strongly on the western coast that no Indian vessel could ply safely without carrying a pass issued by the Commandants of the fortresses.⁴

By the time Afonso D'Albuquerque reached India in 1508, the Portuguese had increased their armed forces in India and had also built and fortified the Anjadiv island, Cannanore and Cochin, from where they plundered and destroyed Indian and Arab merchant ships. Afonso d'Albuquerque, who succeeded Almeida, had come to India charged with the task of destroying every Mohammedan ship to ensure for Portugal complete mastery over the Indian Ocean. The new Governor soon realised that unless the Portuguese possessed some territory in India from which they could draw reserves and reinforcements in times of emergency, all efforts to obtain trade supremacy would be in vain. He, therefore, thought of founding a Portuguese empire in the east. He had heard of the island of city of Goa, with its highly strategic position. He knew, the possession of Goa would help him dominate the Arabian sea.⁵

The Goa of those days had attained an uncomparable degree of progress and prosperity not witnessed anywhere in India. Long before Portugal became a nation, Goa had seen days of glory. It was a great emporium of the east and had a highly organised

administrative system, currency and coinage. It had drafted merchantile laws and appointed Customs Officers.

A Hindu Chief of Goa invited Albuquerque to help them relieve the Hindu population from the fanatical oppression of Adil Shah's Governor at Goa. He took advantage of the invitation and not only defeated the enemy of the Indian friend but later subjugated the friend himself. On March 1, 1510, Albuquerque seized Goa, when the Sultan was temporarily away, only to be driven out by Yusuf Adil Shah two months later. However, on November 25, 1510, Goa was finally conquered by Albuquerque after a fierce battle. The ruthless cruelty and saddistic pleasures of the invader is evident from his own description of the battle in his letter to the Portuguese King in the following words: "I then burnt the city and put everything to swords, and four days continuously the people shed blood. Wherever they were found and caught, no life was spared to any Musalman, and their mosques were filled up and set on fire. We counted 6000 dead bodies. It was, my Lord, a great deed, well fought and well finished."⁶

Even after the conquest of Goa, the Portuguese continued to plunder and extort money from the people. A fifth part of the plunder reserved for the Crown amounted to £ 20,000. They opened a slave market in Goa, by seizing able-bodied men and women in the neighbouring Indian territory and selling them.⁷

Goa, became the first Indian territory to be ruled directly by Europeans after Alexander the Great. Afonso d'Albuquerque was responsible for the establishment of the Portuguese Colonial rule

in India for the first time. Subsequently by 1539, Diu was annexed and by 1780 Daman and Nagar Haveli came under their control. Of course, control over Bassein was retained only for a short period before handing over to the English.

At the time of the conquest of Goa by Afonso d'Albuquerque, its inhabitants were found to be divided into village communities, enjoying certain special rights and privileges. He did not prefer to destroy the time-honoured institutions. This policy was followed by his successors and in 1526, a register, called Fortal de Usos e Custums, containing the peculiar usages and customs of the communities, and the privileges enjoyed by them from time immemorial was compiled. This register served as a guide-book to subsequent rulers.

Initially, when the Portuguese started administering Goa, they did not disturb the administrative agencies which were in vogue at that time. However, subsequently, they started establishing their own institutions taking into account and consideration their needs and circumstances, by following the pattern of those which existed in Portugal like Senado, Fazenda, Alfandegas, Casa da Moeda etc. But, in their careful exercise they had retained traditional indigenous institutions like Thanadaria, Office of Catual (Kotwali System), Gaoncaria etc. The offices of Kotwal and Thanadar were introductions made by the Muslims, while the Gaoncaria was the native village system of administration, including policing. The Portuguese did not find a real need for a separate organisation of military or police

vigil. Each institution was performing its well-defined functions. For instance, Thanadar-Mor (Chief Thanadar) had the duty of collection of Customs dues and taxes from the village communities. He was assisted by Feitor (Factor) and Tesoureiro (Treasurer) in his task. The office of Catual regulated the traffic of incoming and outgoing goods at the passes of the territory specially to the Ilhas. The Factor looked after the matters pertaining to the trade. Senado de Goa with its own officialdom, was managing the Civic affairs of the City of Goa. The Fortalezas (Fortresses) primarily kept the constant vigil on the sea over the intruding enemy and at times had to defend the surrounding region with their innovative guns.

The village life was organised by introducing Foral de Usos e Custums since 1526 in the Old Conquests. The staff of village officials and servants was not uniform everywhere, but in most places it comprised of the following members - the tax-collector (sacador), the clerk (escrivao), the carpenters (carpinterio), the barber (barbeiro), the shoemaker (alparqueiro), the washerman (mainato), the crier (paroti), and the mahar (faraz); there was however no headman by the 19th century.⁸ On questions affecting the interests of a whole village, a sort of panch or Council was held, composed of one or more members of each clan (vangos), and the decisions were regulated by the majority of votes given. The total number of village communities (comunidades) in 1878 was 394, of which 137 were in Velhas Conquistas, and 257 in the Novas Conquistas.⁹

After the initial period of transition, gradually the

militia gained prominence. Their role was not only defending the conquered territories in the Estado do India, but also was carrying out most of the policing tasks. The Viceroy or the Governor was vested with enormous powers on behalf of the King and he was virtually the monarch of the territory. Entire administration was under his thumb. He was the Captain-General in the East and had absolute authority in naval, military and civil affairs. His orders were final in Civil matters, but in criminal matters, he could even impose a capital punishment on any convict with the exception of the Portuguese nobility, in whose case royal consent and advice was required.

The king and his Council of ministers controlled the Portuguese affairs in India, and elsewhere through Governors and Viceroys. While exercising the civil, judicial and military authority, the Governor s (Viceroys) were assisted by a Secretary of State appointed by the King. The Governor (Viceroy) had an Advisory Council, which was expected to check his autocracy.

During the 16th century, the Indian possessions of the Portuguese on the West Coast were divided into: (a) the province of the north consisting of Diu, Daman, Bassein and Chaul; Bassein was the Capital, (b) Goa with Tiswadi, Bardez, Salcete and Anjadiva formed the middle province; Old Goa was the capital, (c) the province of the south consisted of the territories of Kanara and Malabar; Cochin was its capital. Each division was guarded by a fleet headed by a Captain-Major.

Subsequently, the southern province was lost to the Dutch

during the first half of the 17th century. In the northern province they lost Bassein and Chaul to Marathas in 1739-40. Bombay islands were given to the British in 1661-65 as part of the dowry for the marriage between a Portuguese princess and Charles II. Thus only Daman and Diu remained with Portuguese. In the last quarter of the 18th century, the middle province was expanded by the inclusion of Pernem, Bicholim, Sanquelim, Sattari, Sanguem, Ponda and Canacona. Thus by 1788 the Portuguese were masters of the territory between Sawantawadi in the North and Karwar in the south, and Supa in the East of the West Coast.

While their successes in various conquests were on the rise, the Portuguese were gearing up their defensive machinery to defend their territories. After their initial experiments, for the first time a semblance of a disciplined organisation of an army was brought into shape in Estado da India only in 1566. That year they established the army for the limited purpose of meeting the emergency. The basic aim and intention was to protect the growing number of successful conquests, which by then included the areas from Sofala in the West and Macau in the East. They included the forts, cities, trading ports, the most important towns of the time, mining areas, fertile lands, and growing trading centres such as Mocambique, Sofala, Mombassa, Hormuz, Muscat, Diu, Goa, Cannanore, Cranganor, Manar, Negumbo in Cylon, Malacca, Ternate, Tedor, Solor, Macau, Timor and other places.

These military arrangements continued until 18th April 1630, when Viceroy Conde de Linhares proposed the formation of the

regular contingent of troops, called Terco of 2500 persons, and a battalion of 5000 men, to protect their hard-earned colonies from the enemies. One of the urgent needs for this decision was to meet the threat of the Moghuls whose forces had reached the nearabouts of Daman. Therefore, as an immediate step, they had decided to appoint Dom Francisco de Maura as Field-Master for the Portuguese troops, the Captain of the City, Dom Laurenco da Cunha as the Field-Master for the local troops, Dom Christovao de Gueuara as Sergeant Major and Dom Fernando de Noronha, Paulo Da Azevedo and Pedralurz de Castel Barnco as the Captains.

A decade later there was some trouble when the troops refused to proceed to Ceylon and to accept the pay for service in Ceylon toward which three quarterly payments were offered to them. As a result, as a corrective measure, the Viceroy ordered that no one's military service should be counted if he had not served for two years in Ceylon. Further, in 1651 it was decided that the service of the military personnel should not be counted without any proof of their serving in either Ceylon or in the Straits of Ormuz for two years.

However, the financial position of the Government was so bad that it was extremely difficult for it to disburse the amount of the quarterly payments. This was experienced by the troops of Salcete, Mormugao, Aguada and Tivim in early 1660s. In desperation, finally, it was decided to utilise the amount which had arrived from Bassein towards the capital investment of the voyaging ship for this purpose. And in order to overcome such crisis in future, it was also decided that henceforth they should

be paid from the revenue of the State.

Meanwhile, resistance started developing against the alien rulers and their policies. The movement initiated in the early days of the Inquisition by the Hindus from Cuncolim soon came to be backed by the new converts to Christianity. As early as 1654, a Goan Roman Catholic priest named Castro raised the banner of rebellion. He was proclaimed Governor by the people of Goa on January 2, 1654 and his Government lasted almost two years. Thus, Portuguese were compelled to strengthen their military.

During this period the Government of Estado da India was facing a great shortage of the troops for sending them to the fleets of the North and the South. This artificial shortage had been primarily created by the fidalgos, prominent citizens and other well-to-do people in the City, as they were depleting the force by engaging the services of the soldiers privately at their residences, orchards, groves and estates, contrary to the royal orders. Thus there was great shortage of the troops in the fortresses of the Estado. To meet the contingent situation remedial measures were initiated. It was decided to prohibit the maintenance of the soldiers by the fidalgos, citizens and others in their services and also to imprison and punish those who were found disobeying and transgressing the orders. All the troops were ordered to be posted in the fleets and military companies. Furthermore, orders were issued prohibiting the people from providing shelter in the houses and employing them in the farms or palm-groves without the express permission from the Viceroy.

The mukadams of the farms and estates were particularly warned to desist from entertaining any soldier in their farms and estates and were ordered to submit the reports thereof to the Auditor-General for Crimes. For flouting these instructions they were warned of serious consequences of punishments of flogging and sending to the galleys for three years.

The strength of the armed forces of the Government was also being depleted by the religious priests who were drawing them in the service of the Religious Orders. In order to eliminate this discomfiture, all the priests and the ministers were ordered to relieve them immediately. Similarly, those Prelates who were acting contrary to requests to restrict their number for their services and not to come to seek their retention, were forced to contribute to the budget payment and maintenance expenses.

In addition to taking the above force-conserving measures, steps were also taken to augment the Indo--Portuguese army in 1671 by adding two more Tercos in it. And soon after in the aftermath of Sambhaji's attack on Goa in 1683, the first regular cavalry unit was established in 1686, to defend Salcete and Bardez. But after a few decades, considering its lack of utility, it was disbanded in 1732, only to be raised once again soon afterwards.

Thus until 1671 there was no standing army. Soldiers were recruited when necessary and were disbanded when the purpose was over. There was neither drill nor training except under Albuquerque and a few other able Governors. The recruitment was

unworthy of emulation. In addition to nobles and free citizen, a large number of criminals, vagabonds and other bad elements of society were recruited in Portugal and sent to Goa and other colonies. They were provided with some rations during the voyage. But they were given their first pay three or six or even twelve months after their arrival in India. Nor were they given immediate work on arrival in the colony. The poor recruits therefore depended upon some noblemen for maintenance until the pay day. Or they begged or robbed or deserted.¹⁰

The recruits received either the soldo or ordendo, Soldo was the basic pay of a man's rank. It varied in proportion to his experience, noble birth etc. Ordendo was the pay of an appointment such as Governorship or Captaincy. One who was given soldo was also given mantimento, which was a subsistence allowance in money or kind or both. Mantimento was not given to those receiving ordendo. In the beginning a soldier was paid at the time of embarkation at Portugal. After 1540, he had to wait in Goa for months before he was given his first pay. Besides, the pay was irregular and almost always in arrears.¹¹

The character of majority of the recruits, their poor equipment, lack of training and poor pay, led to a lack of discipline among them. Robbery, thieving, lying and sexual abuses were frequent. Soldiers marched without order, attacked without plans, and quarrelled over the booty.¹² Those Goans who were recruited in the army, who were known as lascarins or Canarins, were treated contemptuously as weaklings. Trade in certain commodities like spices was a royal monopoly. However, private

trade was allowed to the Crown officials from the Viceroy down to writers and soldiers. It was an incentive to them as their salary was low.

The first regular army in the form of an infantry regiment was instituted in Portuguese India only in 1671. However, it did not last more than a few months. The army top brass were faced with a queer, intriguing and piquant situation. Portuguese soldiers were causing a considerable shortage of troops by fleeing away to Lisbon with the help of the officers by boarding the returning ships. In order to surmount this crisis, the Viceroy, Caetano Mello de Castro followed the Royal orders and formed the Company of Brahmans, Chardos and Sudras under European Captains. But regarding the payment the King had reservations. The Viceroy defended the case of those new troops arguing that being of higher social status, they should not get less emoluments compared to the local troops of lower standing who were recruited in the Tercos. He argued that, the local troops were paid wages equal to those of the Portuguese since long and that the new contingent of Brahmans, Chardos and Sudras was very much capable of filling the void created by the European fugitives. The Viceroy also apprised the King about the disproportionate penal action. Regarding the disciplinary action against the defaulters, he wrote that punishing only those officials against whom the charges were fool-proof or there were enough indications thereof against them or there were proofs of overlooking the desertions, would no doubt help eliminate the great loss to the royal treasury, but it would also be

appropriate to send back those fugitives from Portugal as offenders and prisoners without giving the same remunerations and posts.

Prior to 1702 the Viceroys were maintaining the guard-house of 60 cavalrymen in place of 60 archers. But the Government could not afford the expenditure involved, when the horses were dying due to bad weather. Therefore in 1702 the guard-house was closed down and the few remaining horses were sent to join the troops in Salcete. Here no expenditure from the Royal exchequer was involved and the burden of maintenance was born by the General Municipal Council of the areas of Salcete.

By the year 1708, the strength of the army was raised substantially. In Goa there were in all 23 Companies of Tercos headed by Field-Master Henrique de Figueiredo and seven Companies of the local Brahmans and Chardos of Ilhas, Bardez and Salcete. In the later Companies, there were 29 captains, 30 Lieutenants, and 30 Sergeants¹³. There were altogether 1212 soldiers in all the Companies, out of them 810 were attached to the Companies of Tercos and the remaining 402 native soldiers belonged to the seven companies with the exception of 29 page boys, 30 drummers and 30 flag adorners of the said Companies. While Silvestra da Silva was the Captain of Brahmans of Salcete, Vincente da Cunha was the Captain of Chardos of Salcete. Similarly, while Joseph Pereira de Silva was the Captain of Brahmans of Bardez, Manoel Rodrigues Sorrao was the Captain of Brahmans of Ilhas, Lucas Bernardes de Menezes was the Captain of Chardos of Ilhas. The records indicate that out of the 1212 soldiers, in 1708 only 146

were retained in Goa. The rest all were deputed on various assignments far and near. Sixty soldiers were sent to Macau abroad the frigate Nossa Senhora das Nevas, 89 were sent to the North aboard frigate Sao Boaventura, 147 soldiers were sent to Canara southern coast aboard a galiot, two ships and four manchuas, 285 were deputed additionally to the Northern coast in two frigates, Nossa Senhora das Brotas, Nossa Senhora a Boa Viagem, two ships and three manchuas, 240 more soldiers were again packed off in the same ships to provide succour to the northern fortresses, 45 soldiers were sent aboard the frigate Nossa Senhora da Piedade e Santa Antonio to the islands of Timor and Solor, 200 soldiers were put aboard the frigate Nossa Senhora das Ondas which cruised towards the Southern coast. Thus, we find that alongwith the Portuguese troops Goans too participated in the warfare activities in far off places in defence of the Portuguese outposts as early as the beginning of the 18th century.¹⁴

Earlier, only in 1707 the Viceroy sought to raise four more Companies of the natives each with 80 soldiers, 2 in Salcete and 2 in Bardez, with the pay and maintenance allowance equal to those of European troops and this proposal was agreed to by the Crown. But when the King wanted such a contingent to be paid half the salary by asking them to stay at home instead of in camps in order to exercise economic restraint, the Viceroy maintained that it would be impossible for them to sustain.¹⁵

While the army was shaping itself into a well-knit

organisation there was simultaneously a growing discontentment among the Goans regarding the recruitment that was imposed on them by Viceroy Caetano de Mello de Castro and his successors. P.P. Shirodkar gives a detailed account of it. The Camara Geral das Terras de Salcete on behalf of the people of Salcete sent a petition to the king complaining strongly against the very method of recruitment as well as the selection done without any consultation with the Camara Geral in the presence of fidalgos and the priests as was the practice in vogue before. It complained that, of the 135 young men from Brahman and Chardo castes selected by the General of Salcete Dom Christovno de Mello, some were students either undergoing training for priesthood or pursuing higher studies at the expenses of their own families and some were the eldest sons in the families. They further complained that Viceroy Conde de Vila Verde selected 100 natives for the Companies of Terco and forced the Camara Geral de Salcete, to spend 9000 Xerafins on their arms and equipment. But when the cultivation of fields could not be continued due to shortage of men, he threw them out striking them off from the General Register. Further, they accused that the Government started imprisoning the fathers and brothers of the recruits when they protested and that the Viceroy further despatched a chill of terror by sending them to Macau in a private ship on contract with no benefits whatsoever to the royal treasury. The complaint stated that the parents of the recruits had never experienced such a terror before. Worse still, after seven months they received the news of the death of 23 subjects at sea and remaining all almost finished, some turning blind and other

crippled. And in the final count almost half of them were dead while the surviving rest were incapable of any service forcing their parents to spend a lot on them. Furthermore, orders were enforced to supplement the expenditure of 2000 Xerafins on 50 soldiers dispatched to Timor and Diu failing which there were threatened of forfeiture of honours and the loss of membership as Gaonkar. They further pointed out that raising of the Auxiliary forces and roping in several begarins (labourers) to join the marching troops to Dicholi emptied the coffers of the Camara. Therefore, it urged the king to show pity towards the people, and release those who were recruited. The Viceroy emphasised that if such requests were entertained by the Crown, it would be extremely difficult for the Viceroys either to dispatch the fleets out or to defend the territories and fortresses of the Estado with the problem of want of European personnel and hurdles in their replacement by the natives. Therefore, he pleaded with the King not to pay heed to the repeated complaints from the said Camara as well as to the similar grievances from the Camaras Gerais of the territories of Bardez and Ilhas, each coming out with the same excuses and justifications.¹⁶

In another development, Camara of Bardez also lodged a complaint to the Crown that Viceroy Caetano de Mello de Castro had created a new post of a Corporal for the beaches of Bardez without the sanction of the Crown and the Camara Geral was forced to meet the unnecessary expenditure towards his pay of 26 Xerafins and two tangas per month. Its argument was that there was no necessity for this post at all when there already existed

the Captain-General of Bardez, his assistant and several other subordinates who were capable of providing vigil over the area. It felt that it was an extra burden on the already over-taxed poor people of Bardez. It therefore requested the King to order forthwith its abolition. The Crown was satisfied with this argument as there were already five Captains of the five villages besides Captain-General and other staff. However, when the opinion of the Viceroy was sought, he argued that the post of Corporal existed before and it was meant for the vigil and governance of the beaches of the villages of Candolim, Calangute, Arpora, Nagoa and Anjuna and it was required especially to prevent the attack of the forces of the enemies of the Portuguese like Shivaji i.e., Marathas and Khem Sawant (Bhonsles) which were infesting the area frequently. Further he argued that the officer Dom Lourence de Lisboa, Ranne, appointed by his predecessor on 8th April 1707 was an extremely able and deserving candidate. Therefore he requested for ignoring the complaint of the Camara Geral of Bardez. The Crown ultimately concurred with the Viceroy and regularised the appointment of Dom Lourence de Lisboa Ranne as the Corporal of the beaches of Bardez.¹⁷

Viceroy Vasco Fernandes Cesar de Menezes endorses his cynical opinion about the complaint of Camara Geral of Salcete by saying that the allegations made by the said Camara were unworthy to pay any attention because they were habituated to make a bogey out of trivial matters. While admitting the truth that the persons from the area were drawn for recruitment in the armed forces for want of European soldiers due to the shortage and that

the Estado was in penury for several years, he alleged that the reality was blow out of proportion. He tried to convince the King by mentioning that when there were 40,000 tillers living there, drawing just 100 men for military service should not lead to such hue and cry attributing terror, deaths and other motives thereby creating an impression of an unprecedented happening and also an exaggerated expenditure on them. He argued that when huge amounts of 6000 Crusados and 300 thousand reis were spent on the uniforms and arms alone of these hundred men, each dress itself being priced 3000 reis, it was not great in spending a mere 9000 xerafins by the Camara on them. He therefore recommended that the requests of the Camara should be rejected.

But in sharp contrast the Camara Geral of Goa i.e. of Ilhas succeeded to a great extent in convincing the Crown its own view point on the issue of recruitment of the natives. In its representation dated 19th December 1708 it had revealed that the people of Ilhas were experiencing the oppression when they were forced to become soldiers and embark on the fleets when they were not fit for such a service and calling. They tried to convince the King that as the people had shortage of hands in their farms, especially the widows without their sons to fall upon and the families with only one son, the conscription caused incalculable suffering. The Crown had appreciated their feelings and ordered the Viceroy, Vasco Fernandes Cesar de Menezes to see to it that the local people were well treated by his administration and that single sons in families and the sons of a widow should not be recruited in the armed forces. The Viceroy conveyed his denial

of the points raised by the Camara. On the contrary, he claimed that there existed the practice in Goa that the mothers of those youth pleaded for their recruitment fearing their going astray.

The final outcome from the above developments is that the viceroys were restrained to some extent in dealing with the troops, especially the native soldiers. Further, the powers of the Viceroys, Field-Master and the Auditor to pass the sentences of the army men involved in crimes were withdrawn in 1721. Probably the increasing desertion of soldiers during this period might have prompted the Crown to take this very significant decision as a step to improve the morale of the force. At that time there was an increasing need felt to replenish the army contingents. In order to circumvent the problem, Viceroy Fransisco Jose de Sampario e Castro suggested enlisting 200 more natives for recruitment in the Terco in order to keep the forces in readiness for any kind of eventuality, even though the natives were reluctant to allow their sons to join the military services.

The acute shortage of troops in Goa was highlighted by the viceroy in his communication to the king in 1722, when he informed with anxiety that he had at his disposal only 250 men in Goa, and that many of them were lying hospitalised. He informed that 300 of his infantry men had to be diverted to the North on account of the sudden invasion of the English. Besides pulling out from there a frigate with 200 men, he had to arrange for the garrison of the six pallas and two manchuas with 340 men which were to convoy the Northern and Southern fleets. He, therefore,

pleaded for a reinforcement of 1000 armed personnel besides the Company of 60 miners, firemen and artillery men because, without this strength, it was impossible to protect the Estado de India which was encircled by the disciplined and well organised armies of their enemies. He requested the Crown for sending experienced troops and military officials in the contingent. While urging to depute an engineer to carry out certain necessary works, he also cautioned against sending the prisoners from Limoeiro Jail by spending a lot on their transport to India as such thieves were continuing to pursue their old designs by the roadside and in the Church squares. Such criminals when chased, used to flee away to the camp of the enemies of the Estado. He cited the cases of 30 odd such prisoners out of the 250 sent who had already deserted the army. In this case he had expressed his inability either to control them, prevent desertion or even to put them in prison.

The above circumstances drove the Viceroy Fransisco Jose de Sampario e Castro to desperation and forced him to take a bold step of taking the liberty of raising six Tercos of Auxiliares of 600 men - two for Salcete, one for Bardez and the remaining three for Ilhas. The Field-Master, Captains, Lieutenants and more sub-altern officials were appointed. He gave these officials letters-patent, numbers, a few privileges, but no pay. He insisted that this action was absolutely necessary to protect the Estado. At the same time, if the Crown did not approve of it, he was prepared to dissolve them willingly. It was followed by creation of 6 Companies of natives by the new Viceroy Joao de Saldanha da Gama and training them to deploy in Salcete and

Bardez. He also proposed to the Crown to issue orders to appoint Lieutenants, whose absence was quite palpable, in all Companies in the royal service.

Subsequently, when the Viceroy tried to form two artillery units in 1732, Camara Geral of the villages of Ilhas strongly opposed the imposition of the recruitment and were unwilling to supply the fodder to its horses. Even the proposal to provide the land in mercy for this purpose was objected. The Crown instructed the Viceroy to adopt suave means in dealing with the imposition, in consultation with the Revenue overseer. The Viceroy's pleading was that he was only raising these Companies to compensate and avoid the loss on account of transporting the violent people in the name of artillery men from Portugal and emphasised that the two said units were absolutely essential for the well-being of the Estado. He however consented to follow the instructions of the Crown in consultation with the Revenue Overseer. Before that, the Camara Geral of Salcete expressed its resentment and protested to the Crown about the imposition of additional financial burden by the Viceroy in 1730 to the tune of 96,000 tangas brancas which was equivalent to 48,000 xerafins. They also complained against taxes on tobacco leaves and hurrack besides salt tax and green fodder cess, exit duties on copra and arecanuts, due to which several families were ruined. The Viceroy Conde de Sandomil was directed to find out remedial measures and help the people.¹⁸

Despite the vigorous protestations from various quarters Viceroy Conde de Sandomil was determined to go ahead. He issued

an Order forming the Corps, and the recruits were drawn from Salcete, Bardez and Ilhas. He impressed upon them the need to know the military discipline required for the Corps and assure that the persons so selected would always be put to better use on the occasions of war. His plan was to select 1000 men from each Province to form the proposed two Tercos de Auxiliares of 500 persons each. Only the Sergeant-Major and two Adjutants were required to be subjected to the specific military discipline applicable for the service of the Crown, while the rest of the men would be local persons. P.P. Shirodkar gives the composition of each Terco as, one Field-Master, one Sergeant-Major, two Adjutants, one Chief Lance-Corporal, one Captain of the Campaign (or the Field). All the above army personnel were to be assisted by the second rung staff such as 11 Captains, one Lieutenant of the Field-Master, 11 Lieutenants, 24 Sergeants, one Corporal in each Company which would be composed of a number of soldiers headed by a Captain and assisted by one Lieutenant, 2 sergeants, 4 Corporals, one Drummer and 41 soldiers.

In tune with the prevailing caste feelings at that time, in each Province one Terco was to be of Brahmans and the other of Chardos. All the native soldiers were to participate in the military exercises and protect the beaches and gateways. In order to enlist the services of the local people and to ensure their whole-hearted participation he proposed to rope in the General of Salcete, Chief Thanadar of Ilhas and Captain of Bardez in this service, as they were found very capable for such postings. He planned not to touch the sons of widows and single

sons of families. Bachelors were preferred to married ones. Some special privileges were offered to attract the people. Firstly, they would not be asked to embark the fleets. This would be continued in future if the Crown approves. Secondly, before granting any customary favour to the natives, the recruited native military officers would be consulted and similarly the Habito de Santhiago would be conferred upon the meritorious personnel. None was to be asked to serve the Crown against his wish. Nor they would be forced to participate in the parades if they did not wish. They had freedom to clean the fountains, construct roads, and undertake other similar works, except those in Comunidade areas. Another sop was that while serving in the garrison of the fronts or outposts outside their respective Provinces or while on war in the region of the enemy they would be treated as paid soldiers from royal revenue and during such times they would be enjoying the same privileges and their faults if any during such period would be referred to the office of the Auditor-General. However, certain strictness in discipline was maintained. On being recruited, they were barred from allowing any lodgement to any person of any status. Similarly, no household furniture could be passed on to anyone. They were prohibited from using any bullocks, buffaloes or any animals for any service.

Subsequently, the Viceroy, in his report to the King, tried to justify his action by highlighting the shortage of men which occurred primarily due to widespread illness in the preceding years. According to him, with the creation of the Tercos of

natives, any existing repugnance on the part of any people was expected to reduce. He assured the King that he would be posting very capable native soldiers on the frontiers, especially in Salcete where they were almost open everywhere and tried to convince him that the new Corps would be of great help for him. In response the King not only lauded the action of the Viceroy but also felt that the appointment of Field-Masters also could be made from among the capable natives from the Tercos if it was convenient, instead of nominating the Portuguese. This was probably the first major instruction to Indianise the higher ranks of troops in the Estado.¹⁹ The Auxiliary Tercos of the Companies of Artillery as well as of Sepoys were established respectively in 1733, 1740 and 1773. Another significant development at that time was the restoration of the guard-house of the Viceroy which had been disbanded and transferred to Salcete earlier.

The new native recruits had their test of time during the Maratha incursions. In 1739 Baji Rao Peshwa attacked Goa and had occupied almost the whole Province of the North including Bassein. The Portuguese defence there was so formidable that even the Maratha General Chimaji Appa had lauded it. The new recruits could successfully meet the challenge of sporadic attacks from the Bhonsles of Sawantwadi. Thus through constant exposure to warfare the native troops gained enough training and experience which probably prompted the Crown to regiment all the forces in India in January 1750.

Inspite of various efforts to organise an effective military, there were constant problems, primarily because of certain policies. One of the worst features of Portuguese administration in Goa was racial discrimination in matters of employment to civil and military departments. Hindus, of course, had little chance of entry into good positions. Even native Christians were discriminated against. Only due to liberal policies of Marques de Pombal from 1750 to 1778, Goa Inquisition was abolished. He did his best by ordering the Viceroy to recruit men on the basis of merit, and not on grounds of caste or colour. But after his fall Goa Inquisition was reinstated, though with less power and authority. In fact the racial discrimination was the basic ground for the conspiracy of the Pintos in 1787.

A strong challenge to the Portuguese power emerged in what is known as Pinto's rebellion. This was a conspiracy by a group of priests in Goa aimed at overthrowing Portuguese rule and establishing a new Republic in which the people of the Country would have ruled themselves by exercising all the ruling powers through a popular assembly. But it was crushed before it came into reality. Priests were banished. All the arrested laymen were tried and except for one all the rest were convicted - 15 to pena ultima (capital punishment), 5 to degrado (exile) and 5 to the galeo (galleys).²⁰

Punishments were very serious and cruel. Pena ultima meant much more than mere execution in this case. It meant that the convicted prisoners should be dragged by the tails of the horses

to the place where the scaffold would be erected and hanged till death. Before they were dead, their hands should be severed and after their death heads stuck to poles until consumed by time. Their corpses should be cut in pieces and hung from other high poles and exhibited in public places, namely, the islands of Goa and the provinces of Salcete and Bardez. Especially assigned are the villages of Candolim and Nerul, where they were born and also the villages of Pilerne, Piedade, Mandur and Nagua.²¹ Most of the note-worthy Goans living in Lisbon, who were involved in this movement were arrested. Abbot Faria, however, succeeded in escaping to France.

Though no police organisation was contemplated, Judiciary was functioning effectively from the beginning. A judicial officer known as Ouvidor Geral used to dispense both civil and criminal justice in Goa in the first few decades of the 16th century. In 1544, a High Court headed by a Chancellor was established, with jurisdiction over all territories over which the Governor's jurisdiction extended. When the High Court was abolished in 1774, the Ouvidor Geral became once again the sole judicial authority at the highest level. But later in 1778, the High Court was revived and was thoroughly reorganised in 1836.

While the cities were administered by Senados, the villages remained with the Comunidades or Communities, which were assemblies having powers to administer the villages. These institutions existed in Goa even before the conquest by Portuguese. The Gaonkars, or villagers were sharing the part of

the income left after expenditure.

At the first instance when Albuquerque conquered Goa in 1510 the administration of justice was vested in village communities. The population could get injustice redressed easily. With the establishment of the Portuguese rule over the territory, the administration of justice in the colony was mainly regulated according to the law prevailing in Portugal, but in certain respects modifications were introduced to suit the peculiar circumstances prevailing in the territory specially in case of personal law relating to the Hindus, the usages were codified for the first time in 1526. The judges of Ouvidor Geral were known as Desembargador. The Desembargador being the Procurador General de Coroa de Fazenda, carried out the functions of the Government pleader. In addition to other duties, the Ouvidor Geral was empowered to hear appeals against the decisions of the judges of the District of the Velhas Conquistas who were called Ouvidors. In 1763, the Novas Conquistas were placed under an official invested with the judicial powers called Intendente Geral das Novas Conquistas. However, these arrangements came to a close in 1778, when the High Court was revived.

The High Court had 4 judges and one Mortabagar, who was an official with the authority to put a seal. The High Court was replaced twice again by a bench called 'Junta de Justica' between 1822 to 1827 and by a Court called 'Tribunal de Segunda instancia' between 1835 to 1836, before it was thoroughly reorganised.

Each parish was superintended by a Justice of Peace whose duty was to arbitrate between litigants in civil suits excepting those affecting the interests of minors, lunatics etc. It was also required to institute preliminary inquiries into criminal matters previous to their submission for trial before the competent judicial authorities, to try municipal offences and petty suits. Appeal against his decision lay with the Court of Judge of higher jurisdiction called 'Juiz Ordinario'. The office of the Justice of Peace was honorary.

In every 'Julgado' a sub-division of 'Comarca', there was one 'Juiz Ordinario' with an establishment consisting of a sub-delegate to the Attorney General, 2 clerks, two or more bailiffs. The Juiz Ordinario had full jurisdiction over certain civil and criminal suits and there lay no appeal in these matters. He made preliminary investigations in regard to those cases which were heard by a Juiz de Direito. The rank of Juiz de Direito was identical with that of a District Judge in other parts of the Country. He was in charge of a Comara and had a staff comprising a delegate of the Attorney General, three clerks, one interpreter and translator, an accountant and four or five bailiffs. The Judge of this Court exercised both ordinary and extra-ordinary jurisdiction in matters of civil as well as criminal cases. The supervision over the above judges was entrusted to High Court (Tribunal de Relacao) which was located at Nova Goa, and was called 'Relacao de Nova Goa'. The Court consisted of the Chief of Justice (Presidente) and three Judges with a staff comprising of one Attorney General, an Assistant

Attorney General, a Registrar, two Assistant Registrars, one accountant and two bailiffs. This Court had jurisdiction, both ordinary and extraordinary, in all cases, whether civil or criminal, and was vested with Appellate powers. An appeal lay with the Supreme Tribunal in Portugal, in certain cases.²²

As discussed earlier during the early part of the Portuguese rule Goa was governed by the Viceroy with almost absolute powers over all the branches of Administration - Civil, Military and Judicial. The title of Viceroy of India was changed to that of Governor and Captain General of India. The title of Viceroy was again revived in 1814 and continued till 1835 when the Governor Generals were appointed for the Overseas Province of the Portuguese Empire and this practice continued till Liberation.

While narrating the administrative arrangements in 1870s Fonseca mentions that the district was divided into Comarcas, which were sub-divided into julgados, and these again into freguesias or parishes. Besides the High Court, there were in Goa three Courts of the Juiz de Direito, established in three Comarcas of the Ilhas, Bardez, and Salcete. Ilhas was divided into two julgados, those of Panjim and Ponda; Bardez into four - the first of Mapuca, the chief town of the Comarca, the second of Calangute, the third of Pernem, and the fourth of Bicholim; and Salcete into three - those of Margao, Chinchinim and Quepem. The offices of the Judges of the High Court and District Judges were filled by Europeans, and those of Judges of Julagados by natives. In that year there were in all 167 Civil and 164 Criminal cases in the High Court.²³

He further writes, that every parish had, like the municipal corporation, a minor council called Junta de Parochia, and had a magistrate called Regedor, whose duties were to inspect and direct the police establishment of the Parish, keep a strict vigil, surveillance over liquor-shops, gaming-houses, etc., open wills and testaments, and report generally every important occurrence within its limits to the Administrator, to whom he was subordinate. In Novas Conquistas, the functions of the Regedor were exercised by a village Kulkarni.²⁴

While the offices of Governor, Chief Secretary, Attorney General, and some other important functionaries were almost invariably filled by Europeans, those of Administrator do Concelho and Regedor were held by natives.

Under the Constitutional Regime, the District of Goa was divided into 2 Divisions namely Old Conquests and New Conquests. The Old Conquests were further sub-divided into three Councils of Administration (Concelho da Administracao) namely the Goa Island Tiswadi, Salcete and Bardez. Concelhos were further divided into Parishes (freguesias) or Regidorias, ninety eight in all. Every 'Concelho' was placed under the charge of functionary called Administrator (Administrador) who was appointed by the Governor General. He was also the head of the municipality of that taluka. Every parish had a minor council called 'Junta de parochia' headed by a magistrate called 'Regidor' who was responsible for general and police administration. These three Concelhos were established from September 1837. In the new

Conquests, the Interdente Geral was the Chief Administrator of the talukas with wide powers. He was replaced by an official called Encarregado Fiscal in 1838 converted into Administrative Fiscal in 1841.²⁵

As we have seen earlier, in 1708, to rope in native soldiers in the armed services they had established a subordinate regiment comprising of 23 companies, out of which seven were exclusively of native sepoys. Thereafter, several reforms were introduced to strengthen the Armed Corps. Auxiliary Tercos of the Companies of Artillery as well as of sepoys were established. During the post 1773 period, the Artillery Companies were substituted by the new Regiment. Simultaneously another military Corps known as Pes de Castelo i.e., fortress garrison during peace time, was also abolished. According to J.N.da Fonseca, in 1768 the total number of personnel in the Portuguese military was around 6532. But subsequently in the 19th century, it declined to only 4291 in 1840. However, during the next two decades, the rise was marginal with the addition of only two sepoys in 1860.²⁶

In 1828, a Company exclusively of Muhammedans was created specially for the Guard of Honour of the Viceroys and Governors. At the same time, all the irregular troops were divided into six units namely Mobile Corps of Sepoys and its total personnel was fixed at 366 soldiers.

The next significant event was in 1840, when steps were taken to revamp the forces. The order dated 9th November 1840 reorganised the armed forces set-up in the State of India thereby

dividing it into two sections. The first was the Military Corps with promotional avenues and second was the Corps of Old-timers with no promotional facilities. This force comprised of around 4291 men. However, after two years, by the Order dated 1st December 1842, two of the 4 battalions were disbanded, except the Company of Muhammedans, thereby leaving to the remaining two battalions only eight Companies only. This military reorganisation was confirmed later on by the Metropolitan Government in Lisbon by its Decree dated 12th November 1845. This set-up included General Staff(I) Corps of Engineers(12), Artillery Regiment(633), infantry and Company of Muhammedans(2308) and three Companies of Old-timers(300).

Thereafter some minor alternations in the set-up were made in 1851 by upgrading the three Companies, of the old-timers to the Corps with General staff. This was followed by the establishment in February 1854 of the Municipal Guards Corps comprising of two Companies, one of them being solely of Muslims and both of them were headed by top European Officers. But a couple of years later by Order No. 16 dated 1st February 1856, the Corps of oldtimers was dissolved and the old armed forces set-up was reorganised once again. It included Corps of Engineers(12), Infantry (2308), Sepoys, General Staff(I), Artillery Regiment(653) and Municipal Guards(161).²⁷

The reforms introduced in 1869, reduced the military strength considerably. The unexpected rebellion in 1871 in Goa led to the rethinking on the native contingents and it led to the dissolution of the entire old armed forces in 1871 and Goa was

protected only by one artillery battery, one expeditionary battalion sought specially from Portugal, One Police Corps and three Companies also of police in Northern Districts. The substitute expeditionary battalion which came from Lisbon in 1874 consisted of only 313 Europeans including officers. The public force in Goa at this time was around only 970 which was scattered in Nova Goa(Panjim) and important areas of the talukas. Besides, the Government had appointed the village police personnel at a very few places but they being not paid served very little purpose.²⁸ Its strength was only nominal and could not protect life and property. Total expenditure for the force was £49, 687-6-0 in 1874-75.²⁹

According to Fonseca, in 1768 the total number of persons in military service amounted to 6,532, which was reduced in 1840 to 4201. In 1860 the total force consisted of 4294, but owing to a rebellion which broke out eleven years after, it was disbanded and a battalion composed wholly of Europeans despatched from Portugal. This force consisted in 1874 of ~~313 men~~ including officers.

In 1848, started the Ranes' revolts in Sattari. Two other major uprisings were those of 1852 led by Depaji Rane, and of 1895, led by Dada Rane. The last revolt was in 1912. The 1852 revolt was in fact far more successful than the 1857 mutiny. It was in protest of new taxes imposed and a new Decree (Calorio) promulgated in 1851 in which no man without wearing trousers and no woman without wearing a Choli(blouse) were allowed to enter

the town. The enforcers who were military men took advantage of the ban and started harrassing and even raping innocent villagers. Dipaji was a master in guerilla warfare and was able to effectively harras the Portuguese armed forces. People who helped the rebels were victimised, some were shot dead without trial and the Governor suspended all Civil Rights in the Novas Conquistas.³⁰ Ultimately the Portuguese were forced to make peace with the rebels.

By the Law which came into force from 8th June 1892, the Regiment of Overseas infantry was dissolved and a plan for an altogether new organisation was envisaged for garrisoning the Estado da India (State of India) by the Decree dated 1896. This new set-up included one Artillery Battery, one infantry Battalion, two Companies of Police for Nova Goa and Mormugao, two Companies of infantry for garrisoning the outpost at Daman and Diu as well as at different places. Two years later, it was decided by the Provincial Decree No.166A of 19th February 1896 to approve yet a special plan of the military organisation of the land forces of Portuguese India. It comprised of , besides the Chief Commander and the Military Secretary, a Company of Engineers, one combined Battery of Hill Artillery and Garrison, one Squadron of Indian Sragoons, one Infantry Battalion, two Battalions of Fiscal Hunters, three Companies of Municipal Guards and two companies of Military Administration. This new organisation for this State of India got the approval of the Metropolitan Government through the Decree of 14th November 1901 which was subsequently modified several times later.

Meanwhile there were significant happenings in the year 1895. While the Portuguese were growing stronger in terms of their army organisation, Christians, Hindus, educated and uneducated, poor and middle-class participated in the uprising of that year. The disbanding of the Portuguese Indian Army in 1871 resulted in the mestico community losing jobs, while all the civil jobs were with Goan Christians (canarians). In addition, the press was against the Government and the new taxation and land distribution policy adopted were opposed, particularly from Sattari. The situation was compounded by the rumours that a large number of soldiers were likely to be sent to Mosambique, which acted as a triggering point.

The forces in Panaji at that time included one battalion of infantry, one company of police, and one artillery battery. The infantry were commanded by Lt. Col. Julio Elner, brother-in-law of the Governor, and consisted of mostly of Canarians and Marathas. The Company of police was composed of Marathas and commanded by Captain Roncon (directly under General Gomes de Costa).³¹

The arrest of Padre Alvares on flimsy charges, infuriated the press. The following extract from O Brado shows the ferocity with which the Portuguese domination was attacked and how much they were detested: "Snakes of my land, poison the sons of those fierce conquerors who forced upon us such ignominy! O Junot, rise from your tomb and march against Portugal, ravaging without respecting the virginity of the Portuguese Messalinas, following

the example of Albuquerque and others who opened in India a deep wound which will never heal, and which made even the heaven cry out for justice! People, spit in the faces of these Portuguese who call themselves Europeans! Long live liberty and independence! Out with this reactionary infamy! Down with this pillage!³² The revolt broke suddenly when least expected, owing to the incidents of the march to Mosambique.

The attitude of the Portuguese was too obvious from the beginning itself. The British who had firmly established themselves gradually realised that it was futile to cling to this colony anylonger. However, such a realisation never dawned on the Portuguese. Their attitude remained unchanged from 1510 itself. In 1510 as the Hindu population was anxious to get rid of the Muslim domination, Goa proved to be an easy conquest for the Portuguese. Unfortunately, they showed no signs of leaving Goa in the hands of Timoja. On the contrary, Albuquerque took steps to settle down there. In the following centuries, the most important feature of their occupation was their attempt to lusitanise the people through the concerted effort made by the lay and church authorities. It is the imposition not only of the Catholic religion, but also of their language, habits and customs. This was a conscious attempt to transplant Portuguese culture and eradicate the existing Indian culture. Intolerance intensified with the creation of the Inquisition.

There are references to police in this period now and then, but they were not in anyway connected with any organised set-up. Policemen were borrowed from Portugal and other places, but they

were not raised locally. Even the rural police was a disorganised unpaid system. In the words of Gomes da Costa, who comments on the 14th October 1895 incidents at Sanquelim in the wake of the soldiers revolt on 14th September, "... on whom were we counting? Soldiers, there were none. The few policemen we had were not to be relied upon having to be watched day and night... The natives were neither hostile or cowardly; we could not count on them." In order to control the situation, orders were given by the Commander-in-chief to Administrators of Concelhos that they should report to the concerned all the news regarding the rebels every two hours, except for 'extraordinary occurrences', which should be reported immediately. For this purpose, they should organise a special service of vigilance with the help of the regedores who were the representatives of the Administrators in the village and the police. Portuguese were thus gradually realising the futility of depending only on the army for all functions, as it was counter-productive at times. This was the seed of the organised police which would materialise in shape initially as a wing of army in 1924 and later as an independent organisation in 1946.

The rule of Democratic Republic in Portugal between 1910 to 1926 provided a fillip to the activities of freedom movement in Goa. The democratic freedoms enjoyed for the first time by the population of Goa as a whole had given rise to the belief that the freedom movement was indivisible and that because the existence of colonial rule in a free India was a practical impossibility, the freedom of India meant also the freedom of the

French and Portuguese possessions in India.

Before the historic attempt made by the Portuguese in 1924 to form the Corpo de Policia e Fiscalização da India as a wing of the military, they tried in 1920 to put the village police in order by forming the Corpo de Policia Rural e Florestal (CPRF).² By this time they had realised the importance of the village police. Probably they had also been influenced by the recommendation of the Police Commission of 1902-03 in British India, highlighting the importance of village police.

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CHAPTER - V

POLICE - A WING OF MILITARY (1920-46)

It is observed in the earlier chapter that neither in the early days nor in the subsequent period upto 1920 there was any serious effort or thought to create a Police Organisation. The police functions of Law and Order were performed by the army personnel, while those of investigation were with the Justices of Peace and other Judicial Officers. This was in total contrast with the gradual development of the Police Organisation in British India. With the setting up of the Police Commission in 1902-03, the Police Organisation created in 1960 was further improved by the British. Even the village (Rural) police had taken a firm root with the due importance given to it by the Police Commission in India. In Portuguese Goa, however, the growth of the Police Organisation started only after 1920.

By the Order of 1920¹ all the personnel from the Rural and Forest Police in the District of Goa, were brought under a single body called Corpo de Policia Rural e Florestal (CPRF). The personnel of CPRF were placed under the Director dos Servicos Agricolas Florestais e Pecuarios (DSAFP).² The CPRF would have Chiefs (Chefes) of Zones, Guards and Sepoys of 1st class and 2nd class. The Chiefs of the guards were to be nominated by Governor General, whereas the Sepoys were nominated by the DSAFP. The Chief of the zone could be the actual chief of the zone of the Forest Department, erstwhile assistants of the Rural Guard, the

Havaldars of the sepoy Company or the Chief of the Assistants of the erstwhile military commandos. However, it was ordered that following this order only those who had passed the first two classes of the general course of lycium would be eligible to be nominated as the Chief of the zone. The Forest Guards, Naiques, from the Sepoy Company, preferably from the erstwhile Corps of the Rural Police were made eligible for the post of guards, provided that they could read and write Portuguese. As regards the post of Sepoy, the sepoy of the Sepoy Company belonging to the erstwhile Corps of Rural Police were eligible provided that they could read and write Portuguese. The Sepoy were entitled for retirement benefits on the same basis as the native soldiers of the State of India. They could also avail leave benefits.

The Organisation of the CPRF was to be determined as per the rules framed for the purpose and the personnel could be provided arms under the order of Governor General. The Chiefs of the zones would pay for their own uniform whereas the guards and the sepoy were to be provided uniform by the Government through their Deposito de Ferdamento do Estado. It was planned that the new set up would be first made applicable to the Sanguem taluka which was divided into 10 blocs, each having a chief, such chiefs were to be provided from the Post Offices of third class, except in the New Conquests wherein the sepoy could be employed for the distribution of postal services. The total number of chiefs was to be 18, guards 42, 1st class sepoy 30, 2nd class sepoy 145, in all the 11 talukas, office of the Forest Services and the Panaji Dock.

In the year 1923, a Corps of Customs was set up with powers to keep watch on the external services of customs and if necessary also to help in internal matters. A Legislative Bill of 1924³ gave powers to the Governor General to nominate military captains or others of the cadre for discharging the functions of the assistant to the Chief of the Corps which was set up. The entire State of Goa was divided into 3 zones with Headquarters in Nova Goa, Mormugao and Daman. Nova Goa would comprise of the talukas of Ilhas, Bardez, Pernem Sankhali, Sattari and Ponda. The zone under which the Mormugao would be their headquarters would comprise of Marmagao, Salcete, Quepem, Sanguem and Canacona taluka. Daman and Diu and Nagar Haveli were to come under Daman in order to carry out the checks. The 1st Sergeants were to be drafted under the services of the body. Depending on the needs Cabos (Head Constables) and soldiers were to be drafted in under the control of the Director of Customs. Only those who could read and write Portuguese were to be given preference for appointing them as Naiques.

With the reorganisation of the military services in 1924, a Corps of Police came to existence. Following a despatch of 1924⁴ from the Ministry for colonies, the Governor General of Goa decreed⁵ that the military force of the State of India would be composed of:

- a) O Quartel General e as Secretarias Militares dos Distritos de Damao e Diu.

(The Quarter Master General/Headquarters of the Military

office of the District of Daman and Diu).

- b) O Corpo de Tropas de Guarnição da Índia (CTGI) (The Military corps for armament of India).
- c) O Corpo de Polícia e Fiscalização da Índia (CPFI) (The Corpo of Police and Fiscalisation of India).
- d) O Deposito de Material de Guerra (DMG) (Arms Depot).
- e) O Deposito de Fardamentos e Material de Aquartelamento (DFMA).
- f) O Commando Militar de Satari. (The Satari Military Command).
- g) A Companhia de Reformados e o Pessoal das Fortalezas Classificadas. (The Company of retired police and the personnel of notified Fortresses).

The Music Band was provisionally attached to CPFI and the Municipal Council of Ilhas was asked to provide necessary grants for the Band and also to recruit the Band Master if necessary.

The CPFI was intended for discharging duties of the military police of the colony as well as for the inspection of Abcari. They were also required to assist the Corps of Civil Rural Police and Forests as well as to carry out the checking in the Customs.

CPFI was divided into two circles, viz., circunscrição de Norte (North) and circunscrição do Sul (South). Each circle was further divided into 2 Companies. The Headquarters of the CPFI Command and those of Heads of Circles were at Nova Goa. The Headquarters of the Companies were at Nova Goa, Bicholim, Margao and Daman.

The North Circle had under it the talukas of Daman, Diu, Nagar Haveli, Pernem, Bardez, Sanquelim and Satari and the rest of the talukas were placed under the South Circle. Further the first Company had jurisdiction over the talukas of Damao, Diu and Nagar Haveli, second Company over talukas of Pernem, Bardez, Sanquelim and Sattari. The third Company had jurisdiction over the talukas of Ilhas and Ponda and the fourth Company over Salcete, Mormugao, Sanguem, Quepem and Canacona. However, the Governor General was empowered to alter the area of operation of the Circles as well as the Companies of CPF I on the advise of the Commander.

The Police services were placed under the direct supervision of the CPF I Command and to carry out orders, officers were specially appointed. The Companies were to be further divided into as many divisions as were necessary for the proper discharge of the services and the discretion was left with the Commanders.

The Divisions had to be commanded by Subalternos with the exception of the Divisions housed at the Headquarters. The subdivisions had to be headed by a 1st Sergeant wherever possible. The Nagar Haveli and Diu division could be commanded by a 2nd Sergeant. The police force could be commanded by a 2nd Sergeant or a 1st grade Cabo depending on the importance of the post and the convenience of the services.

The CPF I command was given the powers to even allocate a group of posts in the same area under the command of a 2nd Sergeant. The Governor General had to nominate the Commanders as

well as their assistants for various units and their appointments were to be made for a period of 2 years. Transfers of subordinates were made only in exceptional cases and that too after due authorisation by the Governor General every year. The Havaldars, Naiques and Sepoys of the Sepoys Company which was abolished through this Legislation were given preference for postings in CPF. It was ordered that the new bye-laws would come into force with effect from 1st May 1925. The composition of the CPF and that of the Music Band was as under:-

A. Command

Comandante, oficial superior do Exercicio da Metropole	-	1
2nd Comandante, oficial superior do Quadro Colonial	-	1
Ajudante, capitao ou subalterno do Quadro Colonial	-	1
Tesoureiro-secretario, oficial reformado	-	1

		4

Minor Officials

Sargento - ajudante	-	1
2nd Sargentos (natives)	-	2
1st Cabos (natives)	-	2

		5

B. Tropas das Circuncricoes do CPF.

Comandantes das Circuncricoes, oficiais superiores do Quadro Colonial.	-	2
Comandantes das Companhias, capitães do Quadro Colonial	-	4
Subalternos do Quadro Colonial	-	12

		18

1st Sargentos	-	4
2nd Sargentos (natives)	-	33
1st Cabos (natives)	-	58
2nd Cabos (natives)	-	4
2nd Cabos e soldados (natives)	-	750

		849

C. Music Band

Mestre de musica (Exercito da Metropole)	- 1
Others (maximum)	- 26

	27

Subsequently, according to another Legislative Bill of 1924⁶ the appointments of various personnel from the erstwhile Sepoy Company, from the Forest Guard and from the cadre of Maritime Customs were considered in the legal discharge of the duties wherever they were posted. Similarly, following the Military re-organisation of the State of India, the duties discharged by the erstwhile Corps of Rural Police on the roads of Nova Goa, Vasco-da-Gama and Margao were shifted to CPF I by 1st May 1924.

The Governor General approved the laws of C.P.F.I. as per the Legislative Bill of 1931⁷ and ordered that all the services of police, security, inspection, customs and sale of tobacco in the ~~whole State of India would be under the jurisdiction of C.P.F.I.~~ which was earlier amended by a Decree in 1926.⁸

C.P.F.I. was set up with the Headquarters at Nova Goa. It was ordered that for its proper functioning, the Corps would have the Secretariat of the Commandant having 3 Sub-Divisions, one for the Military Services, one for the fiscal matters and the third for police matters. The Chief was the official for police investigation. For the purpose of discharge of police and fiscal matters, there would be 4 Companies, sub-divided further into posts. In each division, there would be police outposts to be headed by Second Sergeant or Cabo depending on the importance and

convenience of the service. The first ward of Nova Goa was divided into 2 Police Divisions, one to look after Fontainhas and the other St. Inez area, and each sub-division was further sub-divided into 2 zones, headed by Sergeants. Each Out post had a board with the words "Police and Inspection Outpost". During night time, there was to be a lamp with maroon glass with the same inscription. The Vasco-da-Gama sub-division was incharge of the task of policing the railways also, specially for supervising the railway stations and the railway lines. The supervision of railway lines and other stations was under the respective divisions.⁹

A Corps Commandant or his substitute was the overall Chief of the Police Service. The Commandant and the Second-in-Command had to be nominated by the Governor General. The Treasurer was nominated by the Governor on the recommendation of the Commandant. Similarly, the Governor General had to nominate the Captains in the C.P.F.I. Companies. Even the Sergeants in the Corps were appointed by the Governor General.

The C.P.F.I. primarily had the military duties. Besides this they had the following police functions:¹⁰

1. To supervise the maintenance of order and public security as well as to take urgent measures for its restoration.
2. To look after the vehicular traffic, routes and public places and enforce the laws governing them.
3. To inspect folk art programmes, temples, all

solemnities, feasts, events and public meetings and to undertake the task of censorship of cinemas and dramas (Tiatros).

4. To discharge services aimed at protecting the security of people and property, prevent crime and altercations, warning those who would disturb public peace and helping any victim of accidents.
5. To execute laws and rules abolishing the traffic of women and corruption of minors.
6. To inspect all the licences issued by the Municipalities in all the talukas.
7. To keep an eye on anti-social elements or those suspected of having anti-social tendencies with a view to prevent and avoid the ill-effects.
8. To police railways, railway stations and railway lines.
9. To inspect the sanitation in barbers' saloons, hotels, Guest houses, motels and other houses.
10. To inspect the laws for the use, transport and sale of arms, those of commercial concerns, hotels, motels and other similar houses, to check the weights and measures and also all agencies and houses dealing with loans and securities, to check the practitioners of medicine, to check the registers of Diplomas for professionals, pharmacies, veterenarians, mid-wives, and dentists, to check the houses of ill-fame and danger and to oversee the laws regarding begging, rowdism and work of minors and protection of animals.
11. To take measures of urgent nature in cases of danger to

public health, fire etc.

12. To enforce the traffic rules, administrative rules, sanitary rules and other similar matters.
13. To receive all complaints for the purpose of investigation and to unravel the truth, questioning the culprits, summoning the witnesses and making preventive detention according to the law. In all complaints their role was limited to maintaining order.
14. To check the sale of ammunition, its deposits and not to permit factories and workshops dealing with such matters within 100 mts. from populous areas.
15. To proceed to nab delinquents and detain such people according to the rules and laws in force. Such a detention could not go beyond 8 days from the date and time of detention. Anybody kept in prison could be given bail if offered, except in the following cases: high treason, counterfeiting of notes, voluntary homicide, domestic theft, theft, use of mechanism with explosives aimed at destruction of people or buildings and setting fire.
16. To discharge duties in all extra-ordinary police cases of urgent nature and those not within the purview of the rules and laws.
17. To render any other service as per the rules which was communicated for the purpose.
18. To help the public authorities following such a request in writing specially in cases where there was disorder,

for nabbing of culprits, to escort prisoners.

19. To take measures for implementation of the orders given by the Government in conformity with regulations. Such enforcement was to be done through the police posts, mobile checking squads and other means.
20. To defend the work of revenue department and help the department in the execution of the rules, laws aimed at good administration of the department.

All the officers and staff of C.P.F.I. had also to help in the inspection of customs functions and the forests. The Commandant of C.P.F.I., besides his military duties was responsible for the overall supervision and control of all the services belonging to the Corps. His functions included setting up of posts, delimiting their areas, placing of personnel in Companies and Divisions, transfer of officers and other staff, arrest or issue of arrest warrants, to counter check fines for violation of municipal laws, traffic rules, and sanitary regulations, summon witnesses, ~~who need~~ to be heard and punish those who failed to respond to the summons etc."

The Commandants of Companies were empowered to check dramas, public performances, temples, public feasts, provide help at any time to the needy persons, use any means of surveillance to avoid crime and break in law and order, and supervise and check all the matters pertaining to foreigners. They also had the responsibility to check anti-social and unemployed elements in the territory and push them across the border.

For performing their functions every division was required to maintain registers,

- (a) for extracting toddy from coconut trees for making liquor.
- (b) for extracting toddy for making yeast for bread,
- (c) for extracting toddy for making jaggery, and
- (d) for tavernas, liquor shops, tobacco and other drugs.

It was laid down that all criminal investigations were to be directed by Commandant of the Corps and were to be carried out by an officer appointed by the Commandant. The investigating officer could interrogate suspects and shady characters, frame charges and send them to the judges alongwith all the documents pertaining to investigation. He also had the powers to imprison the guilty persons. The soldiers had to patrol during day and night with a view to discharge the orders given by the Superiors to avoid disturbances and to provide security to the people and their property. They had to report promptly about holding of unauthorised public meetings. ~~They had the powers to~~ reprimand beggars on the roads and in public places. Further, they were given orders to regulate markets, theatre houses, pavements etc., for the convenience of the pedestrian traffic. Ill-treatment to animals and forcing them to carry heavy loads had to be curbed by them. Abandoned children or sick people found abandoned and those in drunken state had to be transported to the Police Headquarters. Unauthorised parking of vehicles had to be prevented.¹² Similarly, games and sports on roads and public places causing inconvenience to the public had to be stopped by them and they were empowered to confiscate such materials used in

the games.

The Commandants of the Outposts had the additional responsibility of taking a census of all trees covered under the licence for the purpose of noting the yield.

By a Decree in 1930,¹³ the traffic regulations and laws were promulgated. All pavements were reserved for pedestrians and they were prohibited from standing in the middle of public roads. The movement of vehicles could be interrupted by the law enforcing agencies only at the time of marching by the troops or during processions and exceptional cases. These rules were to be enforced by the C.P.F.I.

In another development, in 1934, a Maritime Police Force was set up under the Captain of Ports.¹⁴ However, C.P.F.I. had to render service for the Maritime Police whenever needed. The Maritime Police were empowered to enforce the rules governing the ports and fishing. They also had to supervise disembarkation of passengers and check their documents. They had the authority to conduct search of vessels if they had any reasonable doubts.

The police organisation was given a firmer shape when Governor General issued an Order on 18.1.1935¹⁵ framing rules for promotion of 2nd and 1st grade Cabos. It was ordered that those who had atleast 60 days of service with first or second class of good behaviour and aptitude for military police besides good physique and moral character could be given promotion.

As regards the prisoners, a special Bill was published in 1934.¹⁶ A special section was created in the Vigilance and Defence

Department of the State to look after the aspects of lodging and boarding, guarding and transportation of prisoners for political and social reasons when they were placed either under detention or given imprisonment as punishment. Separate guards were allotted for guarding and transporting such prisoners. Uniform pattern of the officers and other ranks of C.P.F.I. was governed by the order of 1934.¹⁷

The Corpo de Policia e Fiscalizaçãõ da India was reorganised when rules were framed for recruitment and functioning. Appropriate Regulations of the Organisation of C.P.F.I. were passed by the Legislative Bill of 1936¹⁸ which was virtually a Police Manual. As per the Bill, there would be a Secretariat, composed of 3 Sections and one Administrative Council. The first Section would look after the military services, the second Section would look after the military administration and inspection and the third Section would be to look after the police services, which would be headed by an official of investigation from Ilhas taluka. The military Section would carry out police and inspection duties in Daman and Diu. Second Section would control the police and inspection duties in Bardez, Pernem and Bicholim. The third Section would carry out police and inspection duties of Tiswadi and Ponda and the fourth one would carry out police and the inspection duties over Salcete, Mormugao, Sanguem, Quepem and Canacona. In each of the talukas except that of Sattari there would be a Division.

The overall supervision of the Police and Inspection Services of the State of India (CPFI) would be under the control

of the Commandant of the Corps, who would receive orders only from the Governor General. The regulations notified provide details of duties of Commandant, Dy.Commandant, Adjudant, Treasurer, Chief of third Section, Company Commanders, Officers, Doctors, Band Masters, Police Inspectors, Sub-Inspectors, Cabos, Buglars, Constables, Musicians and others. In addition they contain the details of duties of C.P.F.I., fundamental principles of C.P.F.I., Code of conduct for the personnel, investigations, railway police, police for the trains, outposts, distilleries, recovery of fines, arrests day-to-day functioning of the officers and men, mobile patrolling, duties of maintenance of law and order, fire services, traffic police, uniform, administrative services, rewards and punishments and miscellaneous matters.

As per this Legislative Diploma the vacancies of Inspectors, Sub-Inspectors and first grade Head Constables were to be filled by holding written tests. The vacancies of second grade Head Constables were to be filled by promotion, whereas the Constables posts were to be filled by selecting candidates having good military behaviour, good moral qualities, good posture and good knowledge of Portuguese language and more than 20 years of age.¹⁹

The duties of C.P.F.I. in general besides the military functions were enlisted as under:

Vigilance, maintenance of order in public security, protection of persons and property, vigilance on anti-social elements, check on dramas, temples, festivals, public meetings, inspection of trains, railway stations, prohibition of illegal

games, enforcement of laws and regulations, inspections, interrogation of accused, examination of witnesses, detention of accused, arrests of delinquents, helping public authorities, prevention of danger to public health, fire etc., to control the sale of explosives, registration and inspection of licences granted by municipalities, checking of sanitation and hygiene and inspection of licences for use of arms etc. Further, the duties include the enforcing traffic regulations, inspection of abhari and sale of tobacco as well as inspection of forests and defending the interest of public revenue.²⁰

Commandant of C.P.F.I. was entrusted with elaborate functions. They include the execution of laws, regulations and orders in force, ordering postings in Companies, Divisions and transfers and terminations, altering the number of personnel in each unit, propose appointments, take care of equipments and material of C.P.F.I., supervise all the services of C.P.F.I., take measures necessary for the good health of personnel, supervise the administration through the Administrative Council, delegation of powers, inspections of various units, keeping the Government informed of various happenings, arrest and release of culprits, ensuring strict compliance of all regulations, preventing trafficking of women and exploitation of minors and exercising the powers delegated to him by the Governor General. He could also requisition the additional military force when required and propose various measures for the improvement of the police system.

The 2nd Commandant was also given specific duties. He had

to substitute the Commandant in his absence. His basic role was an intermediary between the Commandant and the subordinates. He had to be active in visits and inspections of various units, material, furniture, utensils and other equipments, supervise auctions and propose measures to the Commandant for the smooth functioning of the police service. He was also a member of the Administrative Council and had to scrutinise documents related to the Administration and accounts.

There was an Assistant in the C.P.F.I. Command who would assist the Commandant and Second Commandant in their functions and basically in maintenance of their records and correspondences. He would prepare the agenda points and help in monitoring the execution of various decisions taken.

There was a treasurer of the Administrative Council to assist the Commandant and 2nd Commandant in all financial matters. He was also responsible for procurement and supply of articles.

There was also a Head of Office who used to bring the matters pertaining to the office to the notice of Commandant or 2nd Commandant and convey the decisions to the concerned.

The Commandant of Companies were entrusted the functions of issuing orders regarding the functioning of services at their charge. They had to manage the human resources by taking into account the behaviour and attitude of the officials and by keeping the Superiors informed regularly. They were also responsible for health and hygiene, training of personnel,

postings and transfers, distribution of accommodation, cognizance of complaints regarding the affairs of the Company. Other duties include patrolling the area of the Company, examining the negligence on the part of the Commandants of divisions of all stations, inspecting theatres, public shows etc., keeping vigilance to prevent crimes and violation of laws, keeping vigilance on forests or bad elements, vagabonds and beggars, game houses, hotels, tavernas, etc., inspection of sanitation and cleanliness of roads or to take measures necessary to prevent danger to public health and to prevent fires, registration of diplomas, pharmacists, veterinarians, nurses, dentists etc., prevention of prostitution, supervision of agencies and houses dealing with mortgages, taking measures for destruction of sick animals, inspection of weights and measures, registration of cars, bicycles, carts etc., supervision of tobacco business, cancellation of concessions of stores for alcohol and tobacco, where anybody violates the regulations, supervising patrolling by subordinate officials and propose various measures for improvements from time to time.²¹

Officials, Subalternos and Commandants of the divisions were given the responsibility to make postings and transfers, to make reports of arrest and violations and to maintain various records regarding the visits and patrolling by police officials, various occurrences, keep surveillance record of individuals without proper means of subsistence, and survey record of foreigners, and of palm trees for extraction of toddy for various purposes, as well as to supervise public order and carry out investigation.

Distilleries were also to be checked by them.

The physicians had the responsibility to check the health of personnel of C.P.F.I. and their families as well as that of the detainees and prisoners. They also had to supervise the hygiene of the Headquarters everyday.

Chief of Band had the responsibility to instruct the Sub-Inspector and other musicians of 1st and 2nd grade to select compositions for the band, to hold courses on music, to inspect instruments, to ensure neatness, to maintain discipline and civil behaviour, to maintain the records and to attend to public concerts after getting permission of the Commandant.

The Inspectors had to supervise the services of the Company, maintain all articles, to convey instructions to Sub-Inspectors and Head Constables. The Sub-Inspectors had to assist the Inspector in the task and at the same time convey instructions to their subordinate soldiers and Head Constables. The Head Constables had to supervise soldiers in discharge of their duties of patrolling etc., or to report happenings or events which came to their knowledge, to maintain order and discipline among soldiers and to look after the security of the prisoners. The soldiers were expected to be punctual in their duties and discharge their duties with zeal and dedication etc.²²

There were certain general guidelines for all personnel. Every official of C.P.F.I. was expected to be neat, sincere, have good manners and serve as a model for all social classes. Bad

words, bad manners and rude actions were prohibited. He was expected to be faithful to his duty and discharge his functions with dignity, prudence and firmness. His first attempt should be persuasion and moral force. He should not maintain company of persons of bad reputation. Respect, loyalty and subordination should be maintained with his superiors. The personnel of C.P.F.I. were ordered not to involve in fights of parties, political, religious or any other. They were prohibited from engaging in any commerce, accepting gifts from subordinates or from other people, and from visiting tavernas, houses of games or bad reputation. Police were ordered not to indulge in discussions with public, to be tolerant with foreigners, not to arrest anybody except in cases of defaulters. A policeman should be ready to risk his life for good and in defending people against bad elements.

Criminal investigation was under the charge of Captain or Subalternos appointed by the Commandant in the taluka of Ilhas, in other talukas by the Commandants of Companies or Divisions. They had powers to accept complaints, to carry out investigation and detection of cases, to keep strict surveillance over all individuals, who were unemployed, to forward reports of investigation to the Courts, to inform the Court about the necessity of examining the experts, to carry out searches and arrest the accused and to issue of summons etc. They had the powers even to order closing of pharmacies and laboratories dealing with medicines.²³

C.P.F.I. was entrusted with the clear responsibility of

maintenance or order and observance of laws and regulations in the railway stations and trains. They had to prevent disembarkation from moving trains, regulate queues for tickets and baggages of passengers, keep people with communicable diseases and drunkards away from Railway Stations etc. Similarly, if any mishap occurred, they had to communicate to the Superiors and take charge of the situation and also keep patrolling upto the borders.

The Stations of C.P.F.I. had the responsibility for observing laws and regulations and instructions in force. Tavernas, shops of tobacco and wine were to be regulated as per the provisions of law. Illicit distillation had to be prevented and violations had to be brought to the notice of the Commandant of the Station and arrests made, to keep a check on suspects and vagabonds, to inspect meat shops, place of sale, use of weights and measures and hotels, tavernas etc. bring abandoned children to Headquarter, to help abandoned sick persons, to help sanitary officials in maintenance of health and sanitation etc.

The Inspector of distilleries was selected from the Military officials. No natives or residents of the village were utilised for this purpose. The Inspector and Sub-Inspector of distilleries were transferable. They had the responsibility of regulating distilleries making alcohol from cashew and sugarcane. They had to examine the apparatus and utensils in the distilleries for negligence, everyday.²⁴

The services rendered by the C.P.F.I. were classified as

ordinary, extra-ordinary and special, any one of them being either internal or external. The ordinary services included day patrolling, pickets, guarding, orderly service etc. lasting 24 hours. The day service was discharged by the Captain, Sub-alternos, Sub-Inspectors or 2nd grade Sergeants, Head Constables and buglars. The duty of patrolling was done by the officials of the day, by Inspector of Police or 1st grade Sergeant, Sub-Inspectors or 2nd grade Sergeants. The guard duties were performed by the soldiers on shift basis. Similarly, the picketing functions were performed by at least six soldiers arranged by the Headquarters. For maintaining local security, armed guards were being placed in different localities. Depending on the duties, the soldiers were called Ordenancos, Plantaos or Fachinas. Mostly these duties were fatigue works like cleaning and manual work and appropriate supervision in this regard. The extra-ordinary services included the displacement, remunerated services etc.²⁵

For the internal services of the Corps there was one official-of-the-day at the Headquarter or Sub-Inspector-of-the-day of each Company. Amaneuses-of-the-day at the office of Commando, one musician-of-the-day at the band, one Cabo-of-the-day for each Company and isolated division, one Buglar-of-the-day at the Headquarter of the Command were being arranged. One Ordinanco, 2 Second Commandants, one guard of police at the Headquarter, 2 ordinancos for the office, one ordinanco for each Company, one picket of prevention at Headquarters were also on duty. The officials-of-the-day, the Sub-Inspector-of-the-day,

the Amanuense-of-the-day at the office etc. were all given specific functions in the regulations enacted. Patrolling was basically organised day and night at different places, roads, squares etc. to repress begging and to regulate the movement of cars and cycles.

The C.P.F.I. had an exclusive status. Whenever they were requisitioned by civil or judicial authorities for maintenance of public order, they were meant for rendering help and never for remaining at their orders. The use of fire arms or brancas was restricted and as far as possible they could be used only by the orders of Commandant of the force. The force requisitioned was meant for rendering help for Magistrates in security and order during sentences.²⁶

For escorting of prisoners, instructions were laid for vigilance and great care. Detailed instructions were given regarding how to transport civil prisoners, for identifying prisoners as per the list, and for precautions for preventing convicted criminals from escaping etc. One prisoner had to be taken care by 2 soldiers and the Commandant of the force would follow them to supervise the arrangements in the best possible manner. Civil prisoners were as a rule to be accompanied by a Bailiff.

The remunerated services were such as requisitioning police for festivals and functions of official or private character by firms, corporations etc., with the permission of the Commandant of the Corps. The Commandant of the company or division had to

arrange the service. The police had the responsibility to help in fire, flood and inundation.

The traffic police had the responsibility of not only enforcing the motor vehicle laws but also arranging for the signals at important places for the purpose of regulations of movement of vehicles.

A scheme of rewards and commendations, as well as penalties for failing in duties were also laid down. In addition, the regulations also provide for a Police Fund to be managed by the Commandant of the Corps. This fund received 1/3rd of the fines for violation of provisions of Traffic Code, 1/3rd of fine for violation of regulations of abcari, and a portion of other sources. This fund was meant for the improvement of police services, maintenance of various fees, for identification and investigation, photographs, expenses of officials on secret services, urgent transportation of police personnel, acquisition of materials, financial compensation and other inevitable expenses related to police. Further, the regulations also included the uniform patterns, functioning of band of music etc.

As per the provisions made in 1936 in the above mentioned regulations, the organisation of C.P.F.I. had the following staff:²⁷

<u>Designation</u>	<u>Total</u>
Commandant, Superior official of military of Metropolis. ...	1
2nd Commandant, Superior official of military of Metropolis or of the defunct colonial cadres as they exist. ...	1

Assistant, Captain of Sub-alterno of infantry.	...	1
Official Treasurer-Secretary, retired official.	...	1
Commandant of Companies, Captain of infantry	...	4
Sub-alternos of infantry.	...	12
Inspectors	...	5
Sub-Inspectors	...	35
1st grade HCs (natives)	...	60
2nd grade HCs (natives)	...	96
2nd grade Buglars (natives)	...	4
Soldiers (Constables) (natives)	...	654

	Total	... 874

Solepedes	...	3
Bicycles	...	12

They were distributed in various Companies as under:

The First Company had 1 Captain, 1 Inspector, 3 Sub-Inspectors, 1 first grade Head Constables(cabos), 5 second grade Cabos, 32 Soldiers and 1 Buglar in Headquarters; 1 Sub-Inspector, 7 first grade HCs, 5 second grade HCs, 35 Constables in First Division; 1 Subalternos, 1 Sub-Inspector, 2 first grade HCs, 4 second grade HCs and 25 Constables in Second Division; 1 Subalternos, 3 Sub-Inspectors, 2 first grade HCs, 4 second grade HCs and 60 Constables in Third Division.

The Second Company had in Headquarters: 1 Captain, 1 Inspector, 3 Sub-Inspectors, 2 first grade HCs, 6 second grade HCs, 31 Constables and 1 Buglar; First Division had 1 Sub-

Inspector, 2 first grade HCs, 12 second grade HCs and 17 Constables; Second Division had 1 Sub-alternos, 1 Sub-Inspector, 5 first grade HCs, 4 second grade HCs and 29 Constable. Third Division had 1 Sub-alternos, 1 Sub-Inspector, 3 first grade Cabos, 1 second grade cabos and 30 Constables.

The Third Company had in Headquarters 1 Captain, 2 Sub-alternos, 2 Inspectors, 11 Sub-Inspectors, 9 first grade HCs, 15 second grade HCs, 128 Constables and 1 Buglar; First Division had 1 Sub-alternos, 1 Sub-Inspector, 3 first grade HCs, 4 second grade HCs and 23 Constables; Second Division had 1 Sub-alterno, 1 Sub-Inspector, 2 first grade HCs, 5 second grade HCs and 25 Constables; Third Division had - nil.

The Fourth Company had in Headquarters 1 Captain, 1 Inspector, 2 Sub-Inspectors, 4 first grade HCs, 30 Constables and 1 Buglar; First Division had 1 Sub-Inspector, 3 first grade HCs, 7 second grade HCs and 30 Constables; Second Division had 1 Sub-alternos, 2 Sub-Inspectors, 5 first grade HCs, 4 second grade HCs and 60 Constables; Third Division had 1 Sub-alternos, 1 Sub-Inspector, 4 first grade HCs, 9 second grade HCs and 38 Constables; Fourth Division had 1 Sub-alternos, 1 Sub-Inspector, 4 first grade HCs, 5 second grade HCs and 36 Constables; Fifth Division had 1 Sub-alternos, 1 Sub-Inspector, 2 first grade HCs, 6 second grade HCs and 25 Constables.

Composition of Band of Music

The composition of the Band of music was 1 Inspector, 1

Sergeant/Asst. Sub-Inspector, 3 first sergeants musicians of first grade, 4 second sergeants musicians of second grade, 8 second grade sergeants musicians of 3rd grade, 6 first grade HCs, trainees of music and 4 soldiers/constables musicians of drums. Thus the total maximum strength was 26. The Regulations prescribed various proformas for day-to-day functioning of the Department. The Complaint form had details of verbal complaint, motive and specific information to help investigation. There were prescribed forms for fortnightly reports, duty charts and almost every function of Police. Thus the records indicate a methodical approach to work by the Portuguese.

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X X X

C H P T E R - VI

BIRTH OF CIVIL POLICE AND FREEDOM STRUGGLE (1946-1961)

The British understood and in a measure respected the urge for freedom. Portuguese colonialism, on the other hand was marked by the authoritarian features of a Police State, by stern and cruel oppression. The torch lit by the freedom fighters in the form of rebellion was carried forward in the forties as a mass movement.

The year 1946 was significant for Goa in that the freedom movement entered a new phase with the start of the Civil Disobedience Movement by Dr. Ram Manohar Lohia on one side and the crystalization of the concept of civil police on the other. The Civil Police known as the Policia do Estado da India was established to replace the old Cadre Corpo de Policia e Fiscalização da India (CPFI) in 1946 and the personnel of the former were integrated and absorbed in it. However, the relevant rules and regulations etc, for the new set up were formulated only 2 years later. With this development the police administration came under the control of the Central Zone and there was a substantial reduction of the personnel (Head Constables and Constables) from 814 to only 550 and several outposts were closed.

The Government of Portugal after consulting the Imperial Colonial Council created a body of Civil Police by name Policia

do Estado da India (P.E.I.) (Police of the State of India) through Decree No. 35.580 of April, 1946.¹ This police was established for carrying out the functions of vigilance and maintainance of general order in the territory of the State of India, and the Police organisation so created comprised of the following branches:

1. Public security.
2. Judicial police.
3. Internal and External Traffic Police.
4. Administrative and Municipal Police.
5. Civil Identification.

Though this organisation was created in 1946, the appropriate rules governing the police were framed only in 1948 on the lines of the prevalent Legislations in Portugal. Meanwhile it was ordered that until proper regulations were framed, the organisation and regulations pertaining to the erstwhile military police of C.P.F.I. would be in force. Through the Decree mentioned above, the following organisational pattern was ordered:

The First Commandant drawing an annual salary of Rs.9600/- was the head of the force. He was directly placed under the Governor. Besides the First Commandant, the Superior Cadre included a Second Commandant, 2 Deputy Commissioners and 2 District Commissioners. While the first and second Commandants of the Police as well as the Commissioners were appointed by the Minister of Overseas Colonies after consulting the Governor

General, their selection was however limited to the officials of the Portuguese Military and their salaries were also on par with the military officials. Besides the Superior Cadre of officers, a General Cadre and a Special Cadre, were also created.

The General Cadre covered the officers and men of various ranks viz., Inspectors, Sub-Inspectors, Head Constables and Constables. The Inspectors were appointed by taking the Sergeants on deputation or by appointing the Inspector of Metropolis or by promotion of a Sub-Inspector. The Sub-Inspector was appointed by taking an officer from military on deputation or by promotion of Head Constables. The other ranks were taken from military units or by direct selection. The strength of the General Cadre and its composition were left to the discretion of the Governor, subject to the budgetary limitations. The officers of the Special Cadre were selected either on contract or by appointing in the Commission for a particular period. This Cadre consisted of 1 Inspector, 2 First Officials, 3 Agents of first class, 5 Agents of second class, 1 photographer and an Assistant.

The Police Officers were taken for Customs service also. There were Inspectors, Head Constables and Constables (guards) of first and second class. Their number, salary and duties were fixed by the Governor within the total budgetary provisions made for the civil Corps of Customs. Appointments made in this branch were also on the same lines as of the General Cadre of Police. The Head Constables selected were taken from police or by promotion from guards. The category of guards of any class were filled by selection or by transfer of guards from Police. This

Customs service had the responsibility to control all the entry posts of the Territory.

The Rural Guard in Goa was placed under the Department of Fomento.

Though the Police and Customs branches created were basically of civil nature, they had to receive appropriate instructions from the military authorities and if required were placed directly under the military authorities for the purpose of discipline and they were subject to the special disciplinary regulations controlled by the military authorities. The Police and Customs branches had the responsibility to help the administrative and judicial authorities.

With the formation of P.E.I., it was provided that the Military Commission of Officials of the erstwhile C.P.F.I. was transferred to the new Cadre of Police or Customs or other services. At the same time, the remaining officials of C.P.F.I. were exempted from military service and were permitted to get into the General Cadre of Police. During the transition period however the officials in the active service were ordered to be paid the corresponding salaries of previous posts irrespective of their designations.

An order was issued later by No. 4.239² to elaborate the terms of enforcement of Decree No. 35.580 of 4th April, 1946. By this order, the duties and services of Police were brought under P.E.I. Similarly, all other functions performed by C.P.F.I. which

were not covered otherwise in the Decree were also entrusted to P.E.I. Further, all the armaments and equipments of the extinct body of the C.P.F.I. were shifted to P.E.I. Until the composition of General Cadre was fixed, the P.E.I. was ordered to perform all the functions and undertake all the responsibilities of C.P.F.I. By this order, the personnel of the extinct body of C.P.F.I. including the Inspector, Sub-Inspector and others were included provisionally to constitute the whole Cadre of P.E.I.

It was also ordered that the regulations of Colonial military discipline which were being applied to the officials of the C.P.F.I. would be applied to the General Cadre of P.E.I. until appropriate disciplinary regulations were framed.

While the police organisation was taking a new shape, the freedom movement reached a new pitch in 1946. On March 3, 1946 the Goa Congress Committee passed the following resolution: "Although Goa cannot have any destiny of its own except that of our common motherland India, of which it is an integral part, it find itself chained today by bonds of political and spiritual slavery to the bankrupt Portuguese imperialism The Goa Congress Committee adhered to the national call of 'Quit India' demand of the Indian National Congress and call upon the Portuguese to leave the shores of Goa, Daman and Diu, so that we can achieve our destiny in common with the rest of India".³ Police repression was very intensive. On the 18th June 1946 Dr. Ram Manohar Lohia was arrested and taken to the Police Station before he could address a public meeting. The meeting was disturbed by the police by arresting a number of freedom

fighters. The sentiments in India were expressed by Gandhi when he wrote in Harijan on 30th June 1946 "In free India Goa cannot be allowed to exist as a separate entity in opposition to the laws of the State".⁴

The more the repression of the Portuguese police, the more vehemently was the Government opposed by the leaders. Mr. T.B. Cunha who was arrested on 12th July 1946 said in his statement to the Military Court in Panaji, "I am accused of having directed the Civil Disobedience Movement, but I cannot take such credit for it nor anyone else. This movement is not yet organised and it is a movement of the masses without proper direction. If anybody is the cause of the movement it is the Portuguese Administration".⁵ The treatment meted out to personalities like T.B. Cunha is evident in the words of Nehru, "Today he lies in some Portuguese prison waiting to be tried by a court-martial Law which was proclaimed in Goa and Mr. Cunha is no soldier".⁶ Nehru further says, "In Goa for a vast number of years there has been no shadow of civil liberty. No meetings can be held and nothing could be printed, not even a wedding card, without police permission. A month ago Dr. Manohar Lohia broke this law and addressed a meeting ... the Portuguese administration are trying to suppress this popular movement with methods of cruelty after the fascist pattern ... But whatever struggle there may be, it is wholly unbecoming for the Portuguese authorities in Goa to use the methods they have adopted. In particular, a trial by martial Law of a well-known citizen and public worker of Goa, for his standing for civil liberties, is something that is peculiarly

bad".⁷ The police served not only as a strong arm of a Fascist Government but also as an agent of the dictatorship to prevent any letting off in the control over the territory. Terror was unleashed with impunity. Civil Liberty was only an Utopian dream for Goans. These conditions were highlighted by Gandhi in The Harijan of 11th August 1946, "... , what I see and know of the condition of things in Goa is hardly edifying. That the Indians in Goa have been speechless is proof not of the innocence or the philanthropic nature of the Portuguese Government, but of the rule of terror ... I suppose, the report of the sentence of your court-martial of eight years on Dr. Braganza and his contemplated exile to a far-off Portuguese settlement, is by itself a striking corroboration of the fact that civil liberty is a rare article in Goa. ... I therefore hope that you will ... withdraw all African police, declare yourself whole-hearted for civil liberty".⁸

The constant arrests and action against the Satyagrahis and their deportations which were very common caused a setback for sometime for the freedom movement. By 1947, the exceedingly harsh measures taken by the Portuguese had apparently succeeded in stunting the growth of the freedom struggle.

With the increasing activities of the freedom fighters the responsibility of tracing their whereabouts as well as the investigations pertaining to them were entrusted to "Agentes" who were specially trained for this purpose. For them a special cadre was created earlier known as Quadro Especial.

In the first four centuries it had the military directly performing the functions of the police. Between 1924 to 1946 the police wing of the military was performing these duties. Thus the Portuguese colony of Goa was virtually a Military State. The creation of the civil police in 1946 brought a changeover and the functions were entrusted to the exclusive body of civil police. However, the military officers were occupying all the senior positions. As a result of this as well as the policy of the Portuguese Government to be ruthless and use every repressive measure possible against the freedom movement, Goa had turned out to be a Police State. Thus, the whole transformation was from the Military State to a Police State. The "Economist" of London referred to Goa in 1st May 1954 as the only place where Indians actually lived in a Police State.⁹ With the declaration of a state of emergency in the district in 1954, the powers of the police were further enhanced so that they could repel the armed attacks launched by the freedom fighters. Vigilance within the territory was strengthened in order to suppress the freedom movement. The police officers were given power to arrest a person and detain him for 15 days without any warrant or without even informing the Magistrate.

By order No. 4.329,¹⁰ the General Cadre of P.E.I. was organised with the strength of 20 Inspectors (Chefes), 30 Sub-Inspectors (sub-Chefes), 50 Head Constables (Cabos) and 500 Constables (Guards). It was provided that two-fifths of the Cadre of Constables should be kept in the category of provisional Constables (guards-provisorios) until they had satisfied the

required conditions. Further, the monthly salary of officials of General Cadre was fixed as Rs. 195/- for Inspectors, Rs. 165/- for Sub-Inspectors, Rs. 50/- for Head Constables, Rs. 35/- for Constables and Rs. 30/- for Provisional Constables. In addition, daily allowance and family allowance were also provided. There was provision for special pay for those Inspectors with higher responsibilities like those Incharge of Police Stations.

By this order, the erstwhile Security Guards created by Decree No.32.177 dt. 1.8.1942 were integrated in the General Cadre of P.E.I. in appropriate ranks. The order also provided that all Head Constables and Constables of P.E.I. were entitled to free uniform from the Government. As regards uniform, it was ordered that until a new uniform pattern was approved, the uniform of C.P.F.I. would be in use. It was arranged by this order that the Sub-Inspectors would discharge the duties of Inspectors, until appropriate promotion rules were framed.

The provisions made regarding Rural Police in the Decree of 4th April 1946 were regulated through the order No. 4.331. The bodies of Rural Police and Forest Guards of Goa and Nagar Haveli were merged with Rural Guards. The organisation of Rural Guards was brought under the control of the department of Fomento for the purpose of convenience. These Rural Guards were placed under the control of Administrators of various talukas, and their strength was 28 pateis (Patels) and 178 Rural Guards.

The Rural Guards were entrusted the following duties:(a) Vigilance and Preservation of National Forests and enforcement of

various provisions in this regard, (b) taking care of fields, municipal roads, internal roads and protection of private and public property, (c) maintenance of order in villages and other places like markets, fairs and the civil supplies functions of distribution and channelisation of articles, and (d) inspections of various places. These functions and duties of Rural Guards instead of coming in the way of the regular police and other authorities were intended for the purpose of co-operation, with the aim of development of rural areas. The appointments of officials of Rural Police and Forest Police who were brought under Rural Guards were regulated as under:

Regedors could be appointed as Pateis and the forest guards, sepoy of 1st and 2nd class could be appointed as Rural Guards. By this order, the Department of Fomento was given 100 Sepoys on daily wages for the works related to Forests and were distributed in various forest zones. the Sepoys had to wear a metallic plate with a national monogram on their chests. it was ordered that the Faujdars (Fousdares) and Kotwals (Catais) who were on fixed payments should continue to assist the administrative authorities and the Rural Guards.

Subsequently, a 'Police Fund' was formed and allowances were regulated. In 1948 through Legislative Diploma No. 1.221¹² a fund was constituted under the P.E.I. in which the receipts for the services provided by the Police as well as the service of identification were deposited. The complainant in each case, as long as the case did not concern the public crime, was charged an amount of one Rupee. The owners and proprietors of things or

abandoned animals, lost or misplaced, which could not be found, in case they were handed over by the police as a result of the efforts made by them, were required to pay at the time of its delivery the amount necessary for off-setting of expenses for food, preservation etc. incurred by them. Similarly, if the owner or the proprietor announced any reward for the finder, the same would be deposited with the police at the time of delivery for handing over to the finder. The amount so collected was to be deposited in the Revenue Office under the Head "Police Fund". The Governor issued an order No. 4.630¹³ and regulated the family allowance of the General Cadre. It was provided that the officials of the General Cadre of P.E.I. who had served in Military Commission were entitled to military salaries admissible under law. However, they were paid an additional 10% of pay for being in P.E.I.

The Judicial Police created in 1946 was strengthened in 1947 by Decree Number 36.668¹⁴ on the lines provided in Metropolitan Police, for the purpose of criminal investigation as per the Laws in force. It was provided that Governor should regulate the service of police as regards criminal investigations in accordance with the laws in force in the State of India.

It was in 1948 through Legislative Diploma No. 1.249¹⁵ that the organisation of P.E.I. was actually regulated. The Governor was vested with the powers to regulate the service of P.E.I., while the Commandant of Police had to frame general rules by the order of the said Governor. The P.E.I. was at the same time a

civil organisation and an armed body. On the one hand there were rigid and rigorous military principles and on the other hand a civil bureaucratic character. It was provided that the Police Manual was to be drafted for the organisation and regulations of the service of police so that the duties were fixed, competent authorities were prescribed and the personnel were professionally oriented. The criminal investigation authorities were brought under the control of judges of 'Camarcas' and 'Julgados' for effective adherence to the law and procedure in force. The police were given the authority to prepare the criminal processes based on their investigations and submit them to judicial authority and the Public Prosecutor.

The Organisation :

In order to exercise vigilance and maintain general order, the P.E.I. was organised into 5 territorial divisions, namely, Commissions. They were :

1. District of Goa : (a) Comanda-da-PEI (Central Commissariado) with its head office in Goa city. It included the talukas of Goa, Ponda and Sanguem on the north of railway (b) Commissariado of North with head office at Mapuca. It included talukas of Bardez, Bicholim, Pernem and Satari. (c) The Commissariado of South with head office at Mormugao. This included the talukas of Salcete, Mormugao, Sanguem, Quepem and Canacona.

2. District of Daman : (d) District Commissioner of Daman with head office at Daman. It included the talukas of Daman and Nagar

Haveli.

3. District of Diu : (e) District Commissioner of Diu with head office at Diu. It included the taluka of Diu.

In the organisational structure, the 1st Commandant was assisted by the following in the Central Command.

- (a) The 2nd Commandant, 2 Commissioners and Cashier.
- (b) The Secretariat. This office looked after the total service correspondence, matters of general order, records and library.
- (c) The administrative wing: Accounts, procurement and supply of uniforms, stores, canteen, mess etc. were covered here.
- (d) The service of political identification: political registration, technical service of photography, laboratories etc. were placed in this unit.
- (e) Commandos : This included the service of administrative and municipal police, traffic police, and foreigners matters with check posts at places like Mollem, Dodamarg, Mormugao etc.
- (f) Security Division : Services of public security, police of criminal investigation, Police School, museum, police office at Ponda (the areas of talukas of Ponda and Sanguem on the North of railway (exclusive), were covered by this branch.

The remaining commissioners were technically and

administratively sub-ordinate to the Command of P.E.I.

- (a) Commissioner of North : Besides being incharge of the police activities, the commissioner was also incharge of administrative and disciplinary aspects for the police force for the talukas of Ponda, Bicholim and Valpoi.
- (b) Commissioner of South: Besides being Incharge of the office at Vasco-da-Gama, was the administrative and disciplinary authority of the policemen posted in talukas covered by this office.
- (c) The same was the case with Daman and Diu.

The Commissioner had to discharge police functions in territorial jurisdictions under them through the Sections of police posted. Normally the police posts were sub-ordinate to Police Sections which were directly under the Commissioners. The actual number of police posts and the sections were decided by the Commander. The Foreigners' Branch functioned directly under the Commandant.¹⁶

It was provided that the Governor could alter the strength of the Cadres annually, upon a proposal with adequate justification, from the Commandant of P.E.I.

The General functions of P.E.I.: They had the primary functions of public security, criminal investigation, administrative and Municipal police and in identification.

Public Security: It included (a) vigilance and general order of

the territory for ensuring public security and for restoring it in cases of violations, (b) patrolling of roads, public places, railways, maritime installations, inspections of trains etc., (c) inspection of cinema theatres, play-grounds, temples, places of entertainment, feasts, etc. in order to prevent unauthorised activities, (d) protection of security of persons and property, prevention of disturbances of public peace, and in general, prevention of criminality, (e) seizure or detention of delinquents in terms of law.

As regards the railway stations and trains, the responsibility of police was to help in maintenance of order, to prevent disorderly people from entering railway stations, to keep people away from moving trains, to regulate the queue system for tickets and discharge of luggage, to take prompt action in communicating to the nearest police station and the Commissioner in case of a train mishap resulting in death or severe injuries to any one and to guard the place. The police force of Vasco-da-Gama had to depute 2 Guards or Head Constables per passenger train upto Castlerock and for the return journey. This system is being followed till today.¹⁷

All officials of police in uniform carrying identity cards were given right to free entry and transit in railway stations, ports, commercial airports and other public places.

Criminal Investigation: The function of the branch of criminal investigation of P.E.I. was basically prevention of habitual criminality. They had to keep surveillance on delinquents,

investigate the crimes reported and control the receivers of stolen property. They could inspect authorised places of mortgage, and were empowered to demand from the owners, agents and directors of companies, various instructions and information of rules pertaining to such service. To help the police in investigation and vigilance, the Public Prosecutor would communicate the release of delinquents and those sentenced with punishments. Police were given the responsibility of investigation of both private and public crimes.¹⁸

The Commander of the P.E.I. and his Commissioners had the powers of search and arrest during the investigation. They could appoint experts to carry out investigation of various crimes. One noteworthy aspect in contrast to today's police system is that during the investigation by the P.E.I., the assistance of advocates of the accused or complainants were not permitted.

Judicial Police: The authorities of the Judicial Police had the power to order arrest and imprisonment. Officials of the Superior Cadre formed the Judicial Police. They could detain any suspect without any enquiries. The arrested person could be granted bail on surety and identity. The security given to police could either be confirmed or declared null and void by the Judge when the case came up after investigation in the Tribunal. The bail could be cancelled if any of the conditions were violated. Thus the police authorities had certain judicial powers regarding arrest and detention.¹⁹

Police of internal and external transit: They were responsible

for control of traffic within the State of India and control the entry and exit at all the borders. As regards the internal traffic, their job was maintenance of order on the roads and to maintain discipline among the pedestrians, animals and vehicles as per the legal provisions. Inspections were carried out by moving on motorcycles which were at their disposal. The traffic men had to wear certain bracelets on the left hand. The legal provisions for regulation of traffic which had empowered the officers of the defunct C.P.F.I. were made applicable to the officers of P.E.I. As regards the external traffic, the duties of P.E.I. were to guard the frontiers by prohibiting traffic of individuals and the entry of unauthorised foreigners. They had to patrol the roads and control the passengers in transit at ports, airport and had power to effect/conduct the searches and detain the passengers whenever necessary. In dealing with foreigners the branch had effective powers. They had the powers to register the cases of all the foreigners with temporary or permanent residential status and had the responsibility of checking the agencies connected with Immigration and Passports and to have watch on terrorist associations, organisations and suspected groups. The foreigners' branch had firm instructions to investigate and deal with all violations by the foreigners.

Further, the officials and agents of other organisations like Customs etc. had the duty to inform the P.E.I. about such violations which come to their notice. The P.E.I. had the powers to investigate all cases against internal security and external threats specially caused by the foreigners, to investigate cases

of clandestine immigration, to frame proceedings for prosecution and to file cases for extraditing criminals.²⁰

Administrative and Municipal Police: In this capacity the P.E.I. were empowered to enforce the laws and regulations of Govt. authorities, to order rigorous compliance of law and regulations related to the activity of trafficking of women and to supervise or check hotels, lodgings, tavernas, to inspect fixation of notice boards and other publications offensive to public morals, to inspect public shows in theatres, cinemas and other places to carry out censors, to inspect trade of chemicals and pharmaceuticals and prohibition of sale of unauthorised products, to inspect weights and measures and commercial establishments, to inspect issuance of lotteries, observance of orders of the sanitary authorities, to inspect houses of prostitution etc., to take measures to control animals on the roads by the towns, to inspect game houses, to register employees of hotels, bakeries, pastelaries and other establishments, to observe compliance of all Municipal Legislations, and to prevent the sale of adulterated foods. The P.E.I. had to carry out investigation of crimes and violations.²¹

Service of Police Identification: This service functioned directly under the 1st Commandant of the P.E.I. All Citizens of the Nation and foreigners detained by the authorities were to be identified by this unit. They had the authority to issue certificates of political registration, to obtain finger impressions, photographs and other aspects necessary for proceeding with their investigations and to carry out the direct

identification.

Officials: The Regulations provided in detail the powers, duties and responsibilities of officers and men of various ranks in all the three Cadres, viz. the Superior, General and Special Cadre.

Superior Cadre: The 1st Commandant of P.E.I. was vested with the powers to govern, coordinate and supervise all Services of Police in the State of India, to execute laws and regulations, as also the instructions ordered by the Governor General, to issue orders and instructions for effective execution of laws, and to exercise powers delegated by the Governor. He had the responsibility to propose to the Government various measures for the maintenance of order and public security, to keep the Government apprised of all happenings in this regard and to requisition help of military force under pressing circumstances. He could also propose to the Governor the transfer of prisoners. Furthermore, the administrative functions like proposals for various posts, promotions, administering oath of officials, emergency recruitments, disciplinary actions and correspondence with various civil, military, public and private officials etc. were with him.

The Commandant had the powers to carry out investigation, searches, arrests and to supervise the investigation by his subordinates. He had to inspect various services and take measures for the prevention of crime.

The 2nd Commandant had to assist the 1st Commandant and had

to discharge the duties delegated by the 1st Commandant. He had to propose various measures to the 1st Commandant for the smooth functioning of the police services. He was given the responsibility to verify the compliance of various rules and regulations and to inspect pendencies and to review the requirements of arms, equipments, furniture etc. as well as of the uniform articles. He had to help in organising measures for professional improvement of the officials in order to help them in the advancement of their careers, and also in measures in maintaining discipline. Another function of the 2nd Commandant was to attend to the issuance of lotteries.

The Commissioners were given the authority and responsibility for maintaining professional standards and discipline among the subordinates. They had to control, coordinate and inspect the police activities in their jurisdictions in the enforcement of various laws and instructions. Further, they were required to perform all other duties delegated to them by the Commandants. They could propose measures for maintenance of order and security, requisition help of military force, propose transfers and appointment of officials.²²

General Cadre: The Inspectors of P.E.I. had the responsibility of assisting the superiors in the police duties, inform them about the political and other serious happenings, control their areas in respect of crime and enforcement of law, as also in handling various complaints, petitions and representations of subordinate officials and correspond with the superiors in this

respect.

The Sub Inspectors had to exercise the powers and discharge the functions of Inspectors in their absence. They had to supervise the work of Head Constables and Constables in respect of their duties, discipline, regulations etc. and to carry out inspection of officials on duty and night patrolling. They also had the responsibility of maintaining discipline among lower ranks and to attend to any situation of special or extra-ordinary nature.

The Head Constables and Constables were expected to be faithful in the execution of orders and instructions given by the superiors. They had to patrol the roads, bus stands and other places during day and night and at the same time improve their professional knowledge for better performance of their duties.

Special Cadre: The Inspector of this Cadre had the authority over his subordinates in enforcing the laws and regulations enacted by the Government. He had to execute the orders of the 1st Commandant on all subjects of general interest and handle correspondence except in confidential matters. The correspondence and records of the office were under his signature. Distribution of duties and functions among his subordinates and compliance of orders of the 2nd Commandant on various subjects of general importance were also his responsibilities.²³

The Inspector of the Special Cadre could also propose the

drafting of the officials of the General Cadre for the services of Special Cadre whenever necessary.

The Agent of the Special Cadre had the important function of keeping surveillance over suspected persons and prosecuting criminals. Investigation of criminal cases and detention of suspects were his job. He had to help the Commissioners in the inspection of places known for crimes.

The Photographer attached to the Special Cadre was working directly under the orders of the 1st Commandant. His duties were to record all political identification, criminal identification, and classification of criminals.

Health: As regards the health of the policemen the physician or doctor attached to P.E.I. had to inspect all officials everyday to review their health condition and to recommend treatment or admission to hospital. He also had to verify whether the families of the officials had some diseases and provide free treatment. Prisoners also had to be given medical assistance and the hygiene and sanitary aspects had to be supervised by the Doctor. Procurement of medicines etc. was his responsibility.

General Code: In general all the officials of police had to defend the unity of the empire, prestige and sovereignty of the Nation under any circumstances, to strictly follow the laws and regulations and to enforce them with all stringency. It was binding on them to maintain decency and good relations with the other officials and with public in general.

Privileges: The policemen were given certain legal privileges of promotions, salary, family allowance, leave etc. Widows and children of policemen were given pension. Policemen could carry arms for their defence.

Recruitment, Promotions etc.: The recruitment rules were framed for various ranks. The guards could be taken from active or reserve military units if they were less than 35 years of age, had good military appearance, behaviour and moral qualities and a certain standard of education. Provisional guards could be taken if these conditions were not satisfied totally, but they could be regularised only after six months training depending on their performance. The Head Constables could be taken from the Constables if they had atleast one year of service, had first or second class military behaviour, had exemplary behaviour during service and were thoroughly disciplined. They also had to have good information about P.E.I.²⁴

As regards their advancement in careers the 2nd Commandant of P.E.I. had to organise various courses to improve their professional standards.

There was a regular system of holding courses for promotions to various ranks and selections were made on the basis of certain examinations conducted. Their performance in the course, good behaviour, educational qualification and seniority were all taken into consideration while selecting them for a promotion. There was a Committee of the 1st Commandant and 2 Commissioners for the promotion of Inspectors whereas a Committee of 2nd Commandant, 1

Commissioner and 1 Inspector could select the Sub-Inspectors. The orders for promotion were, however, issued by the Governor.

Administration: The administration was run with the help of the Administrative Council which was constituted by the 1st or 2nd Commandant. Monitoring the enforcement of various laws, procurement and supplies of various items of uniform, shoes, equipments, canteens, the administration of first aid, the process of making payments, salaries, maintenance of dead stock, various accounts etc. were the primary duties of this Administrative Council.

The administrative functions were deliberated by the President with all the members of the Administrative Council and decisions were taken either unanimously or by majority. The members were responsible for the consequences of their decisions.

Uniform Articles: A Committee was constituted for receiving and supplying various uniform articles, which were approved by an order No.4.405 of 1st May 1947. Each official supplied with the uniform was responsible for its maintenance, cleanliness etc.

Salaries: As regards payment of salaries the officials who served in Police and Military Commission were paid in accordance with the Military Legislation and a proportion was fixed from the top rank to the lowest rank of the department. The expenses for medical treatment, sickness, diseases while in service of police officials was borne by the Government. It was ordered that 1/3rd of the fines collected by the traffic police and 1/3rd of fines for violation of various laws should be deposited with the "Police Fund" which was constituted for the professional

improvement of the department.

Discipline: Observation of laws was very strict and the violation of the disciplinary rules was punished. Every official had to be obedient not only to his superiors of higher rank but also to a senior of equal rank. They should be thorough with the rules of discipline and about application of various laws and comply with their police duties with professional competence. The superiors were expected to set examples through their conduct. While the superiors were to be respected and their orders to be complied without grumbling, truth should be spoken, but in a decent language. They should be punctual and treat their subordinates with strictness and consideration. They should be dressed well and should not make collective complaints. They should salute the military officials. Police should not protect any criminal, should not participate in prohibited games and they should not enter tavernas or houses of prostitution.²⁵

Punishments and Rewards: Various kinds of penalties were imposed on the officials of P.E.I. They included verbal admonition, censure, fine, detention upto 30 days, and imprisonment for 30 days, suspension upto 130 days, reversion, compulsory retirement and dismissal. At the same time they were rewarded for good work with exemption from service upto 12 days, leave with salary upto 30 days, and pecuniary rewards upto 30 days pay.

Cadre Strength: By the order of 1948 the cadre strength decided was:²⁶

Superior Cadre: 1st Commandant (Captain or superior official) - 1, 2nd Commandant - 1, Dy. Commissioner (Captain or subordinate officer) - 4, District Commissioners (captain or subordinate officer) - 2, Cashier (Retired official) - 1, total - 9.

General Cadre: 20 Inspectors, 30 Sub-Inspectors, 50 Head Constables and 500 Constables, total - 600.

Special Cadre: Head of Office - 1, 1st Officer - 2, Agents (1st class) - 5, Agents (2nd class) - 8, photographer - 1, and Assistant - 1, total - 18.

While the organisation of police was taking a firm shape the freedom movement was also growing simultaneously. There was a problem of dealing with arms. On 20.8.1947, the Governor General had ordered the enlistment of all arms and ammunition in the State by presenting them in the nearest Police Station within a prescribed time limit. Subsequently, by the order dated 20.10.1949²⁷ the last date for voluntary disclosure of arms was extended upto 31.12.1949 with an accompanied warning that those failing to do so would be punished and sentenced with imprisonment as per law.

By the year 1954, Portuguese police was well-organised and well-equipped with various draconian laws, emergency powers as well as arms and ammunition. In spite of it they could not contain the agitation totally. On 21st July 1954 a group of freedom fighters entered Dadra at night and after a confusing and short conflict with the Portuguese Police in which the Chief of Dadra police post died, took over the administration by early

hours of 22nd July. Police though were well-equipped with automatic weapons could not prevent the fall of Dadra.

The loyalty of police to the Government was absolute though there were some black sheep (in the eyes of Portuguese) among them who were helping the freedom fighters. Arrests, beatings and searches were a common feature that followed every public meeting. The ruthlessness and contempt with which the freedom fighters were treated is evident from the statement of Nehru in Rajya Sabha on 4th May 1955 when he said, "... 6th April was fixed by the National Congress (Goa) as a day on which this organisation was to hold its Open-Session in Mapusa inside Goa taken by the local authorities, the Portuguese Government mobilised their entire military and police force for 6th April. There was considerable show of force in order to intimidate ... the Military Tribunal passed the following sentences on Goan Satyagrahis arrested on 15th August and in September 1954: one, 28 years; three, 8 years; ten, 7 years; eight, 6 years; six, 5 years; eleven, 4 years; four, 3 years; one, 1 year; two, 4 years"²⁸. The range of punishments is mind-boggling.

The highhandedness of police and ill-treatment meted out to the freedom fighters by the Portuguese through the police are evident from the first-hand account of the well-known freedom fighter Mr. Mohan Ranade. In his book "Struggle Unfinished" he has highlighted the conditions in the lock-up, and the details of torture in custody. Apparently whether there was Marshall Law or not, police had the same approach and attitude.

Even a sick man was treated harshly. Ranade narrates, "...they made me get up. Both my wrists were chained and pinned to the wrists of two policemen ... I should be taken away in a chair (Doctor said). Monteiro rejected the proposal and ordered me to walk ... I was made down the steps. I was pushed into a jeep and twenty minutes later I found myself in a cell in the police station at Panaji. ...

"The moment Monteiro and his gang hurled me into the cell in Panaji police station the policemen on duty and their superiors lined up to have a look at me - a wounded enchained wild animal they wanted to hunt down since long. Monteiro himself introduced me to a man who fetched me a torn bushcoat and shorts in rags to me ... 'Bandido' was a word by which they started to call me from the first day ...".²⁹

As regards the lock-up conditions he writes, "... I saw a tin in a corner of the room. When I tried to stand up I became aware of the fetters binding my feet. I trudged towards the tin and opened it. It stank. ... Those fetters on my feet hampered even the slightest possible movement. They were meant for the wrists and they had used them on my feet. Even standing was an ordeal".³⁰ Mr. Ranade further writes, " When I woke up in the morning my eyes were heavy. I asked the sentry to give me some water. He told me that I would have to wait till the officers arrive ... "³¹

Regarding the brand of interrogators he writes, "Monteiro's

men were a special breed. The usual training imparted to the ordinary policemen was not for them and their like. Their duties included roaming the place in Monteiro's company. They continue to practice in Goa the goonda activities they had learnt in Bombay ... A huge man entered the cell. He had on an impressive white uniform and walked with a swagger. Olaio introduced the new comer. 'This is our Commandant General'. The man's name was Romba and he had the reputation for being utterly fierce and ruthless. He was fond of reiterating one statement, 'every satyagrahi ought to be shot dead'. He asked me, 'Do you think you would be allowed to live?'. 'Of course not. I know you will get rid of me the moment you are convinced that I will not be of any use to you and when it suits your presence to do so. I am waiting for that moment', I answered".³²

Torture in custody was a routine matter. In this regard he narrates, "There was a barrage of questions ...I tried to speak and they tried to verify the truth of my statement by resorting to blows. ... I new that Dasu, Shambu and all other had received much harsher treatment at the hands of the police. Sharada had been mercilessly beaten by them. The fact that she was a woman had not deterred them. They had beaten Bala Mapari to death. I consoled myself that the blows I had received were nothing compared to what my comrades had to bear... Two or three days after this incident they again brought me into the presence of Monteiro. Sharada Sawaikar had also been brought there... unconsciously my own eyes widened. 'I will tear your eyes out, you scoundrel', he said and struck me in the eye. The blow had an

added force this time...."³⁴

Mr. Ranade gives a detailed account of various methods of torture adopted by police. He writes, Police had resorted to various ways of torturing the prisoners to extract from them the statement they wanted. One way was free style beating, that is, beating the prisoner with whatever they had and wherever they liked. The other way of beating was rather sophisticated, making the prisoner sleep with face downwards and beating on his hip with a wooden flat rule having holed ends. How much to beat depended upon the beaters strength and will. Beating one's palms and knuckles with the rule, making a prisoner stand not only for hours but for days together, hanging one to a bar or beam for hours, applying clips to sensitive parts, giving electric shocks, were other ways of torturing a prisoner. Ranade recalls of having been subjected to free style, rule beating and standing for long periods and was kept fastened by fetters.

In the same context he further writes, "the belief that the suspects always tell the truth after they were tortured confounded the Portuguese police many a time.... Prabhakar Naik as well as Sharada and Ganpat confesed to the charge due to having been severely tortured for days. But the mere confession was not enough. How they committed the offence (modus operandi), who were other colleagues were the questions which naturally followed. All the three stretched their power of imagination to the maximum and presented to the police a totally fictitious story. It satisfied the police and they stopped them beating. Due to the terrific torture he was subjected to, Prabhakar Naik had

reached to such a mental state that his answer was always affirmative to whatever questions police put to him. Only after my arrest and my telling the truth that the police understood the futility of torture". Mr. Ranade points out the insensitivity of the police when he further adds, "in December 1955... 'Patrao Prabhakar Naik is dead", a guard informed Monteiro. 'The best news. One more has gone to serve Kistud in his heavenly abode", reacted Monteiro. Prabhakar was totally innocent. He did not participated in any of our activities ...we did not even know him. Out of fear he had confessed and an innocent had turned victim of the police torture".³⁵

The ill-treatment and arrests of the Satyagrahis increased by May 1955. The ruthlessness with which police were acting on behalf of the Govt. had no end. The first death occurred on 24th June when Airmchand Gupta of Mathura was beaten up, trampled upon and thrown back into the Indian Territory. On 3rd August Thorat of Jaina was killed by a bullet fired at point blank range near the Banda border. Nityanand Saha of West Bengal tried to hold up the flag Thorat had been carrying and he received injuries from which he died the following day. Later on, on 15th August 1955, 1711 volunteers entered Goa of whom 1691 were turned back.³⁶ Some of the rest were probably killed. The final casualty figures were 22 shot dead and 225 wounded, 38 of them seriously, according to Indian officials.³⁷ It was condemned by Nehuru on 16th August when he said in Lok Sabha that the Portuguese firing on the Satyagrahis had been brutal and uncivilised in the extreme. However, the ruthlessness of the police paid dividends

to the Portuguese Government. Their action in killing some of the peaceful satyagrahis had virtually brought freedom movement to a grinding halt.

According to a report of the Portuguese Police, "There were plans in the programme of the Azad Gomantak Dal to assault police stations all over Goa and kill the Regedors who had denounced the subversive activities of its members. A twenty-odd members of this group were tried by a Portuguese Military Tribunal and received jail sentences averaging twenty-five years"³⁸.

Apart from strengthening the police organisation to meet the contingencies of suppressing the freedom movement, military strength was also enhanced substantially. At the height of the Azad Gomantak Dal's activity the troops numbered over ten thousand, but as these activities decreased the military strength also decreased. Later, particularly after the armed revolt in Angola, there were only some four thousand troops in Goa, Daman & Diu.³⁹

The incidents of freedom struggle at Dadra and Nagar Haveli posed an intense problem for the Portuguese police which had not anticipated it. In the wake of the state of emergency declared in 1954 the police were given wide powers so that it could withstand the onslaught of the ingressions of the freedom loving terrorists. They were authorised to arrest any person on suspicion and lock him up for a fortnight without a warrant of arrest or without any intimation to the Magistrate. Repressive measures were taken by the police and the vigil over the

Portuguese possessions was tightened in tandem with the military to put a halt to the rising activities of the freedom fighters.

In a minor development by Decree Law No.40541 dated 27.2.1956⁴⁰ the Governor promulgated that the designations of General Cadre and Special Cadre which were ordered for use in Decree Law No.39749 of 9.8.1954 was reconstituted by those cadres of Metropolis and the cadre of overseas countries. Earlier in Decree Law No.39749 of 9.8.1954 the officials of investigations were 2 Inspectors, 2 Additional Inspectors, 2 Sub-Inspectors, 6 Inspectors of Brigade, 13 Agents of 1st grade and 26 Agents of 2nd grade, the administrative officials were 4 1st grade clerks and 2 typists, whereas the technical officials were 2 Radio Telegraphists.

Subsequently there was an amendment carried out by the Legislative Diploma No.1667 dated 18.10.1956⁴¹ regarding the selection of Guards. The guards were included in the General Cadre on the following terms and conditions:-

- (a) He should be from active or reserve military units.
- (b) Possess first or second class military behaviour.
- (c) is less than 35 years of age.
- (d) has good military posture and good moral qualities.
- (e) has atleast third grade of military qualification.

In addition, the Governor General could appoint Guards upon the proposal of the Commandant of P.E.I. if he anyone :

- (a) effectively discharged the duties of guards for atleast

six months.

- (b) has good knowledge of P.E.I.
- (c) physically fit.
- (d) has good civil behaviour and moral qualities.
- (e) know to read and write Portuguese.

For promotion to the post of Head Constables, a guard should have at least one year of service in police, had good behaviour, good knowledge about P.E.I. At the same time those guards who were cabos of first grade of military rank with at least six months service in police, having demonstrated good qualities and command and professional knowledge were also made eligible.

Meanwhile by Decree Law No.40.509 of 26.1.1956⁴² the strength of police and customs organisation was increased to meet external threats and the problem of disturbance of public order in the State of India. The strength was increased by 14 Inspectors, 15 Sub-Inspectors, 88 Head Constables, 120 first class Guards and 140 second class Guards in police and 2 Inspectors, 6 Sub-Inspectors, 35 Head Constables, 36 first class Guards and 30 second class Guards in Customs. While selecting the personnel it was prescribed that 9 Inspectors should be sergeants of Metropolis from Guarda Nacional Republicana, of customs or from police of public security. 17 Sub-Inspectors were from police or public security. 86 Guards of third grade and 90 Guards of second grade should be cabos of second grade or sepoy from Metropolis or from other Corps where they had equivalence with the police or public security. Preference was given for those

officials of over 20 years of age and having exemplary services in the State of India for a period of at least one year. By this order the staff was entitled for emergency allowance of 600 escudos for officials, 450 escudos for Inspectors, Sub-Inspectors and Cabos and 300 escudos for first and second grade constables. The normal salaries of the Inspectors, HCs and Constables were equal to the corresponding officials in the Military Commission of the State of India. The salary of the Sub-Inspectors was equated with that of Furreis of Military Metropolis. The Constables of customs and police were getting equal salaries.

The Special Cadre of P.E.I. was also increased. It was provided with 1 physician, 3 Inspectors of Brigade, 2 Carcereires, 8 Agents of first grade, 4 Agents of 2nd grade, 2 second officials, 2 third officials and 11 temporary assistants.

The provisions made for uniform of policemen in the order dated 1st May 1947 were amended in the order No.7286 of 1958.⁴³ The Governor ordered that 2 khaki pants, 2 pairs of shoes, 3 trousers, 2 shirts, 2 caps, suits of long sleeve, 2 blue bouenas to be supplied every year to the Head Constables and Constables of police besides the uniform allowance granted on 1.5.1947.

In view of the situation of emergency and critical circumstances prevailing at that time it was declared that the services rendered by police and customs from 26.8.1954 should be counted as services for all purposes. Earlier through Decree No.35.580 of 4.4.1946 and through the subsequent Decree No.40.509 of 26.1.1956 police and customs were treated as components of

armed forces and as integral parts of military forces and as such as subordinate directly to the military authorities of the State. By the Decree No.41.925 passed on 18.10.1958,⁴⁴ in case of exceptional emergencies the Corps of police and customs were considered military organisation and any offences committed by their personnel were to be tried only in Military Courts.

One of the significant aspects of the Portuguese police force in Goa throughout was that they were utilising the services of the armed personnel to do police duties. As a result the posts of higher cadre were indirectly usurped by them, and they were setting the tone for police administration. The military ethos was constantly haunting the police set-up.

During the period of the Freedom struggle "Agentes" wielded unusual powers, at times exceeding their limits. They also had a considerable clout in the top echelons of the administration as well. The notorious Agents Casimiro Monteiro is a classic one in this aspect, despite the fact that he had exceeded his brief by indulging in brutal activities and ghastly and unpardonable crimes involving the deaths of several freedom activists.

The department of Policia do Estado da India reached a stage of bubbling activity by 1961, with various branches set up. As of 21st August 1961 the sanctioned strength of the police force in Goa was as under:-⁴⁵

a) Quadro Superior

Primeiro - Comandante	- 1
Segundo - Comandante	- 1

Comandante da Divisao	- 5
Comandante de Seccao	-11
Tesoureiro, tente reformado	- 1
Chefe de contabilidade, tenente do servico de Administraco Militar	- 1

Note:- Out of this strength 6 posts of Comandante de Seccao were vacant.

b) Quadro Geral

Commissario - Chefes	- 3
Commissarios	- 6
Chefes	-12
Subchefes-ajudantes	-15
Primeiros - subchefes	-40
Segundos - subchefes	-70
Guardas de 1st classe	-300
Guardas de 2nd classe	-300
Guardas de 3rd classe	-583
Guardas auxiliares	-300

Note:- Out of this strength 2 posts of Commissarios, 2 posts of Chefes, 4 posts of Primeiros-subchefes, 16 posts of Segundos-subchefes, 168 posts of Guardas de 1st classe, 136 posts of Guardas de 2nd classe and 74 posts of Guardas auxiliares were vacant.

c) Quadro especial

Sub-inspector adjunto do commando	- 1
Chefe da secretaria-geral	- 1

Primeiros-officiais	- 2
Segundos-officiais	- 2
Terceiros-Officiais	- 2
Aspirantes	-11
Chefes de brigada	- 3
Agentes de 1 classe	-10
Agentes de 2 classe	-10
Fotografo-mensurador	- 1
Ajudante de mensurador	- 1
Carcereira	- 1
Medico	- 1
Chefe de oficina de reparacao auto	- 1
Radio-montador	- 1
Ajudante de radio-montador	- 1

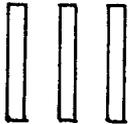
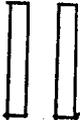
Note:- Out of this strength 2 posts of Agentes de 1st classe, 1 post of Chefe de oficina de reparacao auto and 1 post of Ajudante de radio-montador were vacant.

Efforts have been made to elicit some information about the organisation of police prevailing before the Liberation of Goa from some of the serving and retired police officers. Their first hand account while confirming the organisational set up introduced in 1946, also gives us a fair idea about some aspects of the functioning of the department, which are otherwise not available on records.

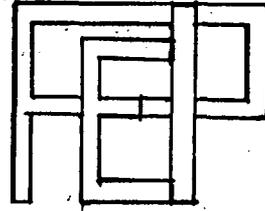
Shri Gabriel Pais presently working as DySP in Goa Police

and who had worked as Cabo during the Portuguese regime has given an account of the organisation as under:-⁴⁶

Before Liberation the Policia do Estado da India (Police Department) was headed by a Prímiero Comandante da Policia and assisted by a Segundo Comandante da Policia. These two Army Captains were brought on deputation to police. They were wearing unifroms of khaki short pant and shirts(Gabardine khaki), brown colour leather belt or web belt or belt made of cloth of the same uniform shade, brown shoes with khaki colour stockings. They also used to wear khaki fatigue cap (Bivac) for their shoulders which were made of yellow metal. A badge/ monogram of PEI of silver colour was used on the khaki peak cap. The yellow shoulder stripes were stitched on the cloth having dark green background. While the Captain was wearing three stripes, the Lieutenant had two stipes and the Alferes had one.

<u>Rank</u>	<u>Shoulder badge</u>
a) Captain	
b) Lieutenant	
c) Alferes	

Monogram of P.E.I.



Similarly, senior officers of military regiment were taken on deputation in the police department as Commandantes of various divisions and sections also. There were two Commisariados namely Commisariado de Norte and Commisariado de Sul. These officers were subordinate to the officers on deputation from the Army Regiment.

In Panjim there were two divisions called (1) Divisao de Seguranca and (2) Formesao do Commando. The former was looking after law and order problems, patrolling etc. while the other division Formesao do Commando was looking after the work pertaining to administrative matters. There were also two branches called (1) Transito interno and (2) Transito Externo. The first branch was looking after the work of traffic section and traffic duties. They were wearing white uniform, black leather belt, white stockings and a white peak cap. The other branch was looking after the matters pertaining to foreigners.

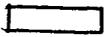
The Police Headquarters was manned everyday by an official on duty. He could be one officer from Superior cadre or from General Cadre like Commissioner, Chefes or Sub-Chefes Ajudantes. There was a duty officer of the rank of Premeiro sub chefes and another officer of the rank of Sub Chefes de dia whose rank is

equivalent to that of Segundo Sub Chefes. There was a Sentry Guard consisting of One Guarda de primeiro Classe and three Guards of Guarda do Terceira Classe/Guarda Auxiliares.

The officer on duty, that is, Sub Chefes de Dia, mainly used to attend to all the matters. However, cases of disputed events which he could not solve were attended by the officials on duty. The duty officer, that is, Sub Chefes de Dia, was responsible to entertain complaints of the public of any nature. All complaints given to the police with the exception of those of civil nature were to be investigated as cognizable offences. These complaints were received by the duty officer and communicated over to the investigating agencies (Quadro Especial) for further investigation. Sub Chefes de Dia was also responsible for the safety of the prisoners in the police custody and for the visits of the family members of the prisoners. He was also to look after the prisoners' meal, their cleanliness as well as the general cleanliness of the Police Headquarters at Panaji.⁴⁷

The pattern of uniform of the above officers was more or less the same as that of the officers of the Superior Cadre with the exception of the shoulder badges and stripes. Some details are indicated below:-

<u>Sr.No.</u>	<u>Designation</u>	<u>Emblems</u>	<u>Place of Emblems</u>
1)	Chefes	 of white/silver metal	on each shoulder
2)	Sub Chefes ajudantes	 of white/silver metal	on each shoulder

3)	Primeiro Sub Chefes.		of white/silver metal with dark green background.	on each shoulder
4)	Segundo Sub Chefes		of white/silver metal with dark green background.	on each shoulder
5)	Guarda de primeiro classe.		of white/silver metal on dark green background.	on each shoulder
6)	Guarda de segunda class		of white/silver metal on dark green background	on each shoulder
7)	Guardo de Terceira class		of white/silver metal on dark green background	only on left shoulder with only dark green flapper.
8)	Guarda auxiliar		only dark green shoulder flash	on both the shoulders.

The equivalents of the above ranks with those of Goa Police after Liberation are mentioned below:-

1)	Commissario	- Dy.SP.
2)	Chefes	- Police Inspector
3)	Sub Chefes Ajudante	- Police Sub Inspector
4)	Primeiro Sub Chefes	- Police Sub Inspector
5)	Segundo Sub Chefes	- Asst. Sub Inspector
6)	Guarda de Primeira class	- Senior Head Constable
7)	Guarda Segunda class	- Head Constable
8)	Guarda de Terceira	- Police Constable
9)	Guarda auxiliar	- Police Constables.

Shri L.L.I. Gracias who has retired from Goa Police Service

in June 1993 as Supdt. of Police had also worked during the Portuguese Regime for three years. According to him⁴⁸ the Comandante and Segunda Comandante were assisted by Commisario de Norte, Commissaria de Sul, Commissaria Formaçao de Comandante, Commissaria de Seguranca, Commisario de Traffico, Commissaria de Investigao and Commissaria de Policia Secreta (Secret Police). Shri Gracias recalls that every member of the force was supposed to carry weapons and ammunition from respective armouries while on duty, which were to be returned as soon as the duty was over. Regarding discipline in the police force he mentions that it was such that even for a minor fault such as absenting from duty the constable was being given punishment of upto 4 days of imprisonment based on the gravity and they were imprisoned alongwith the other criminals in the lock-up. Once such number of days of imprisonment accumulated to twenty the individual was dismissed by the Comandante, who was the final authority and there was no appeal in such matters. The discipline was very rigid and the disposal of such matters was strict and quick as there could not be any interference in the decision taken by the Comandante.

Mr. Cruz D'Souza, who is presently a Police Inspector in Goa Police, was another officer who had certain experience during the Portuguese Regime. According to him investigation by the Portuguese police was carried out under the law known as "Codigo Penal". Complaints from the police were received at the Police Station. In towns like Mapuca and Panaji there were Special Cells to investigate all types of criminal cases. There were

prescribed forms to record the complaints. Even additional papers to be added were also printed. For drawing up a panchanama of the scene of offence, for attachment of various properties (Muddemal), and for recording of statements of witnesses the forms were prescribed and printed. The statement was recorded in third person and there was an interpreter who also had to sign alongwith the investigating officer and the witness. All types of cases were being sent to the Court for trial and police had no authority to close any case at their level. Similarly, there was no procedure of taking remand and produce the accused before the Court within 24 hours. Moreover, there was no necessity of even supplying copy of the case papers to the accused.⁴⁹ Regarding investigation, Dy.SP. Pais says that the investigation of any case was carried out by three police personnel, that is, one officer who was presiding, the other a typist and the last one an interpreter and without this quorum the investigation of the case could not proceed further. The file of investigation was called 'Processo' and the forms used for this purpose including the complaint, were prescribed by the Government. The officer who was in-charge of the investigation was normally the in-charge of the Unit like a Lieutenant, Captain etc. whereas the typist was an Agente and the Interpreter was a Guard from the executive force. According to Dy.S.P. Pais, the processos were submitted to the concerned "Juizos de Direito da Comarcas", now called Magistrates. They were competent to try the cases and were empowered to sentence the accused upto 28 years of rigorous imprisonment (highest sentence). There were no Sessions Courts as they are functioning today. There was only

one "Tribunal da Relacao" which is now the High Court Bench. The Supreme Court was in Portugal.⁵⁰

Punishments were very stringent. Even for minor offences like assault the accused were being imprisoned for years. There was no capital punishment in murder cases and such accused⁰ used to get 28 years imprisonment. The heavy punishment was a real deterrent and therefore the reporting of cases under all types of crime heads was very low. There was a fear in the minds of public for flouting the law, as once arrested even innocent persons were being beaten up mercilessly by the police.⁵¹ Shri. Cruz remembers having an occasion to perform duty for Tiatro bandobust alone, during Portuguese Regime, without any assistance. The public were acting in a disciplined manner and were obeying the orders of police, who were always in khaki uniform armed with pistol and baton. There was respect to the uniform worn by the police, which was always kept neat and clean. Policemen of all ranks as well as the top brass used to wear short pant with long socks up to the knee. Sometimes the officers were wearing long pants. There was a white full dress with tie including white cap and white gloves for the officers during Ceremonial Parade etc. and during the arrival of VVIPs from Portugal.⁵²

The uniform articles were supplied free of cost and were of a good quality. Even handkerchief, banyan and under-clothes besides other articles were supplied. To wear civil clothes permission of the superior was required, contrary to the reluctance of present-day police to wear uniforms. Good work

done was recognised and they were given rewards and promotions whereas delinquents were given punishments including detention in barracks and lock-up.⁵³

Welfare and comforts of policemen were looked after well according to all these officers. Gabriel Pais recalls that there were two messes one for European subordinates and other for local subordinates. However, there was no bar for local subordinates to become members of the mess for European subordinates. Normally the local subordinates did not opt for this choice because of their lower salary and also because the food was not of their taste. There were exceptions however. The mess was on credit and its payment was made only on receipt of pay. There was also one canteen for supply of canteen items on credit. Items like beer, cream cracker biscuits, sardine tins and other dry rations were made available in this canteen. Similarly, there was another canteen known as Cantina Militar which was run by the Army people outside the Police Headquarter premises where only liquor of different brands in cans and big bottles was available on credit to police and army men. Liquor was permitted even during office hours,⁵⁴ confirms Pais. P.I. Cruz also recalls that the salary received by them was more than sufficient because the cost of living was very low. Canteens at the police stations and other places were supplying liquor as well as dry rations.⁵⁵ Whenever policemen used to go on duties out of jurisdiction, they were paid the travelling allowance and daily allowance in advance. The accounts of which were to be given immediately on return. Similarly, whenever there was a law and order problem

and men were deployed, they were provided in addition to the TA/DA, liquors like beer, hard drinks and tinned food stuffs etc. free of cost.⁵⁶ P.I. Cruz mentions that if a policeman was transferred from one police station to another he was given transfer order alongwith cash for his transport.⁵⁷

There were two store rooms at PHQ one for preserving arms and ammunition and other for uniforms. They were called "Arrecadaces". Similarly a Motor Transport section had different types of staff serving in it such as mechanics, oilmen, welders etc.⁵⁸ Gabriel Pais recalls further that atleast three-fourths of the total strength of the police force was of European community. They were all taken on deputation from the army and were paid higher salaries compared to the local policemen.⁵⁹ There was no organised training institute at that time. The training for the recruit police was carried out in the Police Headquarters, Panaji. The outdoor training was given by the officer of the rank of Segundo Sub Chefes and above, while indoor classes were conducted in the hall especially earmarked for this purpose by the senior officers. No sooner the recruits were recruited, they were deployed for night patrolling duty, picket duties and other miscellaneous duties alongwith other senior constables.⁶⁰

The job of police had a high status. According to Shri Gracias once a week the Comandante used to call on the Governor of Goa at the Secretariat in the morning in first class uniform and used to discuss all matters concerning the police and also get necessary approvals on various proposals submitted. Thus there was no delay in getting approval of the administration. No

red-tapism was allowed.⁶¹

In spite of the highhandedness of police in dealing with the freedom fighters there were sympathisers with the police. According to Hussein Khan who worked in Portuguese police for over 20 years and later retired as Police Inspector of Ponda in 1966, during the Portuguese rule the police-public relations were cordial, the citizens were law abiding and there was fear of law thereby preventing people from committing crimes. Major crimes such as murder, dacoity etc. rarely occurred. Most importantly corruption in the police ranks was almost absent.⁶²

To maintain law and order, regular day and night patrolling was organised in the police station jurisdiction. Besides this a frequent border checking squad used to be in operation under the control of an Agente from Panaji. This squad was fully armed to meet any eventualities with the freedom fighters. Normally no bandobast was required for public functions, festivals, zatra, sports etc., he recalls, and further adds that the police bandobast if required was given on payment basis. There were picket taxis at the police stations for emergencies.⁶³

As regards investigation, Khan remembers that the cases investigated by the police were sent to the Court and they were conducted by the prosecutors who were known as Delegades, on behalf of the Government. The percentage of conviction was very high.⁶⁴ This is an obvious achievement in any dictatorial regime. Khan recalls that the lower ranks were recruited mostly from the local people whereas preference was given to Europeans for the

higher ranks.⁶⁵ During the Portuguese rule, the following laws were in operation :

- 1) Codigo Penal
- 2) Codigo de Processo Penal
- 3) Codigo de Justica Militar
- 4) Reforma Prezonar
- 5) Legislacao Sobra Rebelitacao de Delinquents e Tribunaries de Exevicao das Penas
- 6) Policia Judiciara
- 7) Codigo das Custas (Parte Criminal).⁶⁶

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C H A P T E R - VII

PERIOD OF TRANSITION (1961-65)

With the liberation of Goa in 1961, its inhabitants breathed free air, free from any restrictions or curbs on their civil liberties. While the atmosphere in general was one of jubilation and celebration, policemen who were loyal to the Portuguese Government by virtue of the nature of their functions and organisation, and otherwise, were in a dazed state, not knowing with certainty about their lives and careers. They were even apprehensive of the consequences for their sincerity and loyalty with which they had served the Salazar regime. It was compounded further by the fact that the very same freedom fighters who were tortured and harassed by the police would be the heroes in the new administration, as there could be serious reprisals. Policemen were in a state of helpless uncertainty, confusion and apprehension, and they could join the rest of their countrymen in the celebrations only when their fears were allayed and they were made to understand that there would be no such reprisals in the new State and that they could feel secure in their posts without being disturbed. As per Mr. Duart a retired police officer, but for the then I.G.P. Shri R.N.Nagu, most of the policemen were hesitant and reluctant to join their duties. Mr. Nagu had reassured and instilled confidence in them and convinced them to work with the same loyalty with the new Government.¹

Earlier, Government of India prepared thorough plans not

only to free the Portuguese pockets, but also to bring conditions of normalcy quickly and with the least inconvenience to the public. The foremost task of the military authorities was to mop up the remnants of the Portuguese Army and maintain law and order. With the willing cooperation of the people, the Indian Army had rounded up 201 Portuguese army officers, 13 naval officers, 19 police officers (sent by Portuguese army to the police force), 2596 other ranks and 275 policemen.² Large dumps of arms and ammunition were recovered.

The personnel of the civil administration that was to succeed the military regime once the emergency was over, moved into Goa immediately after the troops marched in. They included the Police personnel, who had been drafted from neighbouring states, to maintain law and order.

There was an air of chaos which had pervaded the territory alongwith the winds of jubilation, during the two day power vacuum before the Indian Authorities took control over. Undesirable elements had removed properties of Government offices and buildings. This had necessitated a promulgation³ from the Military Governor, K.P. Candeth, Maj. General, stating that all stolen and illegally acquired property should be surrendered at the nearest Police Station before 7th January 1962, failing which those found in possession of such property would be severely dealt with. Similarly, when shopkeepers had raised the prices of all articles, both luxury and necessities, the Military Governor issued an order to control the prices of essential commodities

like rice, wheat, bread, sugar, kerosene, diesel oil, petrol and coal and at the same time ordered additional supplies from outside Goa.

In the period of interregnum the uncertain police and other civilians were also dumb witnesses to the hooliganism by some army men. In spite of the army authorities efforts to restrain their personnel, lapses on the part of the individual soldiers were reported. Complaints of looting and hooliganism were, however, dealt with sternly.⁴

With normalcy coming back speedily by the end of December, a third of the army had been withdrawn from Goa, leaving the remaining force for internal security duties together with a contingent of Indian Police assisted by Goa Police. Within a week of the liberation, the taking over of the administration was completed smoothly. Mr. A.C.V.P. Noronha, Chief of Civil Administration, soon after his arrival told Goan Government servants that their pay and posts would be secured under the new administration. He told them "There will be no witch-hunting. We are not interested in what you did in the past; we want you to play fair in the future".⁵ This assurance had a welcome effect and Goan Officials who had reported for duty in small numbers started turning up in strength. It was reported from Panaji on 20th Jan. 1962 that some 20,000 employees of the former Portuguese administration, including a number of senior officials, had taken oath of loyalty to the President and Constitution of the Indian Union and had been reinstated in their posts.⁶ Government of India made provisions relating to the appointment of Officers,

the continuance of administering laws until amended or repeated, the extension of enactments in force in a State to Goa, Daman & Diu and provide for indemnity to the administrator and his officers against action taken by them in good faith.

With the further normalisation of the situation by February 1962, the administration not only reduced the military personnel in the region further, but also took steps to cut down even the number of civilian officials who had followed the military during the operations to administer the region.

Steps were initiated to gradually tone up the Police Service. Police had participated with all zeal in the Republic Day Celebrations observed for the first time in Goa on 26th January, 1962. At Panaji, the celebrations began with the presentation of a guard of honour to the Military Governor who also took the salute at a mammoth march-past by units of the Indian Army, the Special Reserve Force, the Goan Police and hundreds of school children. The Maharashtra and Mysore police contingents stationed in Goa at that time had also participated in the parade.

Between May 3 and May 15, all the Portuguese troops interned in Goa alongwith the civilians were repatriated. In all 3900 soldiers and sailors, 353 police and Republican Guards and some 300 civilians were airlifted. By the end of May 1962, Goa reached the state of total normalcy. The military administration came to an end when on 8th June, 1962, Mr. Tumkur Sivasankar, a senior Indian Civil Service Official from Mysore took over as Lt.

Governor of the Union Territory of Goa, Daman & Diu.

Immediately after liberation, while the civil authorities were taking control over the administration gradually, the police department was also being organised on a pattern similar to that in the rest of the Country. The Officers and men on deputation took charge of the department and the police of the erstwhile regime were retained in their posts. Shri R.N. Nagu took over as the Inspector General of Police and the following appointments were made⁷ the very next day of liberation. Shri P.R.Khurana, was posted as Sr.S.P. of the Central District, Panaji. Shri B. Ratnakar Rai, as S.P. of Southern District, Margao, Shri N.S.Karkare as S.P. on special duty, Shri T.G.I. Iyer as S.P. Northern District, Mapusa, Shri P.G. Halarnkar, as Addl. S.P. (Rural) Panaji, H.Q.s at Ponda. Dy.S.Ps/A.S.Ps were posted as under:-

Northern District	-	3
Southern District	-	3
Central District	-	7
Central Reserve, Panaji	-	1

The same day Shri S.S. Jog, IPS, was posted⁸ as Commandant of S.R.P.F. Coys. with Headquarters at Panaji and Shri J.N. Mehra, IPS, as S.P. CID, also with HQs at Panaji. Other officers and men were also deputed at various police stations and units.

The Sr. S.P. Shri Khurana was also appointed on Jan 2, 1962 as the President of the Motor Vehicles Technical Committee.⁹ The

Committee was to perform all the functions of such Committee constituted earlier in 1957. He was replaced by Sr. S.P. Shri. N.S. Karkare in February 1962.¹⁰

Services of the officers and men of the Policia do Estado da India were protected and they were appropriately accomodated in Goa Police in order to have a smooth continuity of the police administration rather than having an abrupt change in the system. Some of them had opted for relase from their posts and the Inspector General of Police, Shri R.N. Nagu conceded their request from 1st February 1962.¹¹ Subsequently many men were relieved.

Later on Sr.S.P. Goa, Shri. N.S. Karkarey, had terminated the services of 1 Chefe, 1 Sub Chefe-ajudante, two 1st Sub Chefes, and three 2nd Sub Chefes on 9th March 1962. Similarly on the Health Board recommendations, a number of policemen, who were suffering from incurable diseases were discharged from service in February, March and subsequent months. The exercise of accepting resignations and terminations was almost continuous in 1962. Some of the police officers and men dismissed during the Military Government, however, were re-instated on 18th October, 1962 by the Lt. Governor Shri Tumkur Sivasankar.

The laws and procedures and the rank structures of the officers and men of Policia do Estado da India were retained for some more period before a total transformation came in. Meanwhile the officers on deputation had introduced the methods of policing based on Indian Laws and procedures.

Immediately after liberation, according to Gabriel Pais, with the exception of only two Agents of 3rd class, no one from the Special Cadre had reported. Therefore, the investigation of cases suffered. Some of the executive staff, consisting of 1st PSIs (Primeiro Sub-Chefes), 2nd PSIs (Segundo Sub-Chefes), 1st class Guards and other lower subordinate staff were taken in the investigation branch to fill the gap.¹²

According to the orders passed in September 1962, punishing authorities for various police personnel were prescribed.¹³ Chefes and Sub-Chefes, Corporals and Guards, staff of Special Cadre could be given certain penalties by the Sr.S.P. directly and some subject to the approval of the Lieutenant Governor. Similarly the ASP or Dy.SP could also impose penalties on Chefes and Sub-Chefes subject to the approval of the Sr.S.P., while in other cases directly.

Meanwhile, by the Goa, Daman and Diu (laws) Regulation 1962, Govt. of India extended certain laws to the Union Territory of Goa Daman and Diu.¹⁴ They included the I.P.C., Cr.P.C., I.E.A., The Police Acts 1861, 1888, Explosives Act, M.V. Act, and various other Acts in force in the rest of the Country. Administration though was introduced on the Indian pattern, it took its firm roots only after the Indian laws were introduced. Indianisation of the Police System had begun. Yet, a transition is always confusing. The policemen had to adopt and acclimatise to the new methods and procedures, not an easy task.

Apart from absorbing all the willing employees of Policia do

Estado da India, 33 HCs and 141 PCs were appointed in October 1962.¹⁵ They were followed by 2 more batches of HCs. Chance was given to some ex-military personnel also at the time of recruitment. While it was a smooth sail for the policemen from the Portuguese regime to the new system, for the army men it was not, as the Portuguese army was disbanded and they had to be re-employed, though some protection was given later for pay and pension purposes. The Budget of Police for 1962-1963 was Rs. 35 lakhs, which included 23 lakhs for the department and 12 lakhs for pay and allowances of police personnel on deputation with Goa Administration.

Though the system of Indian Police was introduced, the transformation was tardy. It was not easy to change the mental make-up and undo their training for the erstwhile policemen instantly. It took some time. Until then efforts were made to implement the Indian laws and procedures with the help of deputationists. For quite some time the Portuguese and Indian procedures and systems co-existed. Yet, the transformation was quite slow and it required a systematic study and organised effort to bring in an effective change. A perceptible change was seen only in 1966 when the force was organised on the basis of recommendations made by Shri Balakrishna Shetty, Addl. D.G.P., C.B.I. after a study conducted in February - March, 1965. Mr. Shetty had conducted a thorough and deep study and submitted his recommendations in his reports dt. 16.2.1965, 8.3.1965 and dt. 13.4.1965.¹⁶ They provide an illuminating account of the prevailing police set-up and a deep insight into the needs and

deficiencies of the system which had to be taken into consideration for launching a new and modern police force. His impartial study exposes the gaping holes in the set up prevailing in 1965. His recommendations offered the foundation on which the modern Goa Police has been built.

About the state of policing prevailing at that time Shri Shetty observed, "The police are generally quiet and law abiding. But land disputes leading to riots are fairly common. Property offences are very few because of severe punishments meted out to the offenders during the Portuguese regime. In fact even ordinary thefts were punished with seven years rigorous punishment and the standard of evidence required to prove a man guilty was not very high. The statements recorded by the police were accepted in evidence. The criminals were entirely local because outsiders were easily located"¹⁷. The total I.P.C. offences registered and investigated in 1962 were 1432, in 1963 - 1472, and till November 1964 - 1649 and the other offences during the same periods were 4037, 4473 and 3773 respectively.

The policemen worked in a different environment before joining the new administration. During the Portuguese rule there were a few Police Stations and a large number of Out Posts. Mr. Shetty says in his report, "It is believed that Goans felt secure when they saw some policemen about. So a large number of O.P.s were set up, but the police in the O.Ps did hardly any work. The police and the armed forces freely mixed with each other and there was little difference in their uniform, appearance and

behaviour. The erring police officials could not be prosecuted in Courts of law and were dealt with before Court-Marshall. Investigations were merely confined to recording of statements of the witnesses".¹⁸ Obviously, with such a background of police work the majority of policemen who belonged to P.E.I. were fish out of water in the new ways of working. Discipline among policemen in the P.Ss was rather slack and most of the Constables lived in their own houses in the villages and attended P.Ss during day. They did not have separate quarters of their own nor could they be got at easily when they were not on duty. The positive side of police was that corruption was not very high and the policemen generally led an affluent life. A constable was paid about Rs.240/- per month. Their pension was nearly the same as the pay drawn by them and therefore, they retired voluntarily when they reached the age of superannuation or when they felt that they could not carry on their duties efficiently. The people were generally considered trustworthy though highhanded in their dealings with the local people.

During the transition period most of the old patterns of police work continued to be current even till 1965. The Portuguese laws had been replaced by Indian laws but reorganistion in the method of investigation, police work etc. were being slowly introduced. The task of the Government was to organise the police set up and methods of work in such a way that it should be in keeping with the prevailing conditions elsewhere in the country. There were naturally many hurdles in this transformation.

According to Mr. Shetty, a large number of Goan Officers and almost all the local constables were trained in Portuguese law and followed the Portuguese method of work. Even by 1965, they were still ignorant of the rules and regulations and systematised pattern of work followed elsewhere in the Country. Most of them knew only Konkani while some of them were educated in Portuguese. Although quite a large number understood Marathi, they were not fluent. He made an observation that no efforts seemed to have been made by the deputationists to teach the local officers the method of police work prevalent in the other parts of the country. Almost all the policemen in service before liberation, therefore, felt neglected, suspected and left out. As a result, they had resigned themselves to their fate and marked time and their contribution to police work at that moment was very little, says Mr. Shetty.

Policemen were still suspected. In certain quarters, observed Shri Shetty, there was a feeling that a large number of the Goa Police men recruited before liberation were pro-Portuguese and continued to be so, and therefore were disloyal to the Country. Even there had been suggestions that thorough screening should be made before absorbing any of them and that undesirables should be ruthlessly weeded out. But, he was satisfied that, wisdom prevailed, and it was suggested that those, who were anti-National, or who had acted against the Nation's interests in a concrete way or had propagated against the National Government after liberation must be either retired or deputed to some other innocuous departments. It was noted

that there was a large bulk of police who were loyal to the Portuguese and had enjoyed some privileges had felt disgruntled and somewhat sullen in the new administration. Opining that to dub them anti-national and turn them out would not perhaps be correct, Mr. Shetty suggested that with proper training and sympathetic treatment such large bulk of trained men could be won over and utilised by the Government, as was the experience in other parts of the Country.¹⁹

After an assessment of the prevailing system, Mr. Shetty had set out on the task of reorganisation of the force. The Police Organisation in 1965 was as under:

By the year 1965 Goa had 14 Police Stations and 39 Out Posts and one P.S. each at Daman & Diu. In Goa they were classified as A, B, and C based on their importance. Panaji, Margao, Vasco, and Mapuca were 'A' Class P.Ss while Bicholim, Sanguem, Curcholem and Ponda were 'B' and Quepem, Canacona, Pernem, Valpoi and Collem were of the 'C' Category. There were 4 sub-divisions in Goa and 1 Sub-Division at Daman, with their Headquarters at Panaji, Mapuca, Margao, Vasco and Daman. Most of the Officials were deputationists, but they were slowly being replaced by local recruits. 70 HCs and 394 constables had been recruited since liberation and posted to Police Stations after their training. By 1965, there were still 250 Constables on deputation in Goa. 13 PSIs and 3 DYSPs had already been recruited and were under training (later joined in 1966). Shri Shetty observed, "out of the three Dy.SPs now under training, only one seems to be

suitable, but it is hoped that with proper training the other two may improve".²⁰

The CID Staff consisted of a Dy.SP, 2 PIs, 10 PSIs, 22 HCs and 24 PCs divided into 2 Units viz. Special Branch and Crime Branch. One HC was looking after foreigners. Two PSIs were allotted to investigate the cases of corruption.

The staff at the Headquarters then comprised of 1 Sr. S.P., 1 Dy.S.P., 1 P.I, 3 PSIs, 2 ASIs, 39 HCs and 198 PCs. These included jail, hospital, lock-up, and security guards, bandsmen, gas squad and a dog section.

The M.T. Section at the HQs consisted of 1 PI , 1 ASI, 18 HCs and 76 PCs. They had 56 vehicles of various types, which included a jeep attached to each of the Dy.SP and the Sr. S.P. Maintenance and minor repairs of the vehicles were carried out by a fairly efficient workshop at Panaji PHQ manned by trained mechanics, electricians and other staff.

Thus the total staff on duty in 1965 both in the H.Qs and the field was :

1 Sr.S.P., 7 Dy.S.Ps, 12 P.Is, 43 PSIs, 14 ASIs, 311 HCs and 1482 PCs. of which the posts of 1 Dy.S.P., 5 PSIs, 5 ASIs, 67 HCs and 120 PCs were vacant. 99 PCs recruited for the armed wing of the GRP were still under training.

A staff of 1 PSI, 6 HCs and 23 PCs were attached to the Mormugao P.S. to do the duties of port police.

In addition to this staff, there were 4 Coys of State Reserve Police deputed from Maharashtra and one Coy from Andhra Pradesh.

Mr. Shetty observed that the beat system was not functioning in the Police Stations or Out Posts. It was introduced newly in Panaji but it was not systematised. There was no village police in Goa. The Portuguese had appointed a Regedor in each of the villages. He was a loyal, trusted gentleman of the village and his post was honorary. He was directly responsible to the revenue authorities, who were called administrators. He had hardly any police duties and did not report offences committed in the village or the movement of criminals. This system still continued in 1965.²¹

Scientific aids available were scanty. There was no Forensic Science Laboratory in Goa nor were there any experts to study foot prints or finger prints. For crowd control purposes, however, 2 ASIs, 4 HCs and 16 PCs had been trained in the use of teargas and they had 14 gas guns and one pistol and some ammunition.

The details of arms and ammunitions : There were in all 18 rifles 'Enfield', 7.7 mm. 6 rifles 'Le-Enfield', 7.7 mm, 123 rifles 'Mauser' 7.8 mm, 100 rifles .303 bore, 44410 bore Muskets, 5 sten Guns, 14 Tommy guns FMBP 9 mm, 10 stayer guns 9 mm etc. There was adequate ammunition in stock.

Communication was at the infant stage. Police had 4 HF sets

(Transreceivers battery operated) but none in good working condition. Four M.F. 843/844(Transreceivers battery operated) VHF sets were then recently received but yet to be installed. The senior Police officials and 4 PSs had telephone connections.²²

Various recommendations and suggestions were made for reorganising the Goa Police set-up and training them on modern lines:

1. Training aspect:

It was recommended that immediate steps should be taken to train the Officers of the erstwhile regime in legal procedure and police work and to employ them usefully so that they could feel that they were also a part of the local police. The type of training had to be decided based on age, physical fitness and educational qualifications. As the Police Training School had no arrangements for holding refresher courses or for imparting advanced training, it was suggested that adequate staff should be borrowed from CPTC Abu or from the Provincial Training College, Nasik. At the same time selected local officers were to be sent to CDTSS at Calcutta and Hyderabad and the CPTC Abu for advanced training so that on completion of their training, they could take up training work in Goa.²³

The primary objective was to systematise the police work and make it more efficient. The staff available was adequate in number. However, they required training and re-orientation. It was recommended that their training should be taken up immediately in batches by borrowing suitable konkani-knowing

staff from Maharashtra, Mysore and other places. Due emphasis was to be laid on teaching Indian Law, systematic and scientific methods of investigation, control over criminals, use of preventive sections of the Cr.P.C., proper working of beats, collection of intelligence and above all discipline and behaviour with the public.²⁴

It was proposed that refresher courses of the duration of 10 to 12 weeks should be held for all ranks, from PCs to Dy.SPs. Syllabi for various courses were to be devised on those lines that had been drawn in Madras, Andhra Pradesh and CPTC Abu and modified, if necessary to suit local conditions.

Mr. Shetty had taken into account the fact that some men from the surrounding areas of Goa, who were then working in the SRP Coys posted in Goa, were willing to be absorbed in the Goa Armed Police and suggested that they could be taken on deputation on a long time basis or some of the willing ones could be absorbed. The idea behind it was to form a strong nucleus, by this core of trained men, for the Armed Reserve in Goa. Armed Police Wing, thus, could be trained in riot drill and other aspects of police work on the same lines as in Maharashtra. Such a step would not affect the promotion prospects of recruits. It was recommended that promotion of the officers to the higher ranks should be done entirely on the basis of suitability of the individual to hold the higher post and merit should be the main criterion so as to avoid any grievances.

In 1965 there were 2 Training Schools one at Valpoi and the

other at Panaji. It was proposed to merge them to avoid duplication of staff and it was suggested that the Training School should be located near Panaji so that the Addl. S.P. who was I/C of the armed police could supervise the training centre also effectively. It was suggested that provisions should be made in the training school for intensive training of the policemen recruited before liberation so that they could be properly briefed regarding legal requirements and police duties.²⁵

2. Structural reorganisation:

a) Police Chief: The Chief of Police in Goa could be of the rank of a Sr.S.P. The staff he would have to supervise will be only 1 Addl. S.P. and 6 Dy.S.P.s.

b) Staff: At that time the Sr. S.P. had a steno and a S.I. Reader. It was proposed to keep a steno with the Sr. S.P. and to bring the Reader under C.I.D. with a separate staff for detailed crime study.

The office had two parallel sections namely, the Indian and the Goa Section. It was suggested to merge them and have a Manager and Asst. Manager. The Manager should be well versed with the rules and regulations of the new conditions of service while the Asst. Manager should be one well-versed with rules and regulations that were correct before liberation.

The office structure proposed was: 1 Sr. S.P., Manager, 1 Asst. Manager, 3 Accountants, 3 UDCs, 5 LDCs and 1 typist for the Accountant. 1 UDC for General Section, 3 UDCs and 4 LDCs for the

Establishment Section, 1 UDC and 1 LDC for Miscellaneous Section, 4 UDCS and 4 LDCs and 1 Typist for the Correspondence Section, 1 UDC and 2 LDCs for Arms and Explosives, 2 Stenos for Sr.S.P. and Addl. S.P., 1 interpreter, 4 LDCS and 4 Typists for 4 SDPOs, 1 Cashier and 2 LDCs for Police HQs, 1 LDC for Mess and canteens, 1 LDC for Hospital and 5 LDCs for leave Reserve.²⁶

c) Armed Reserve: At that time HQs had a total staff of about 392 PCs and 83 officers and other ranks. A number of policemen were permanently used as guards and orderlies and as such hardly could get any training. In case of emergency, they could not be pressed into service. It was recommended that an armed reserve of 5 Coys consisting of an administrative Coy and 4 active Coys be established.

It was expected that the Armed Reserve Police in Goa was likely to be used mainly within the Union Territory for routine duties and not for specialised operations. As such it was not necessary to have it organised on the pattern of S.R.P. The Armed Reserve was therefore suggested to be organised in the Districts in Maharashtra, Madras and the other States. The pattern of the S.R.P. would entail the appointment of a large number of officers which was perhaps unnecessary.

The Administrative Coy was recommended to have a HQ Wing, training platoon and administrative unit, wireless section and M.T. Section. The administrative unit was to consist of Coy. HQs, band platoon, administrative platoon, and the gas squad. Thus the administrative Coy was recommended to have a total staff

of 1 R.S.I., five 1st grade HCs, one 2nd grade HC, 1 Writer HC grade III, fifteen 3rd grade HCs, eight 4th grade HCs and 97 PCs.

Four active Coys were recommended with each consisting of 3 platoon commanders of the rank of 1st grade HCs, 9 Section Commanders of the rank of 3rd grade HCs, 9 Asst. Section Commanders of 4th grade HCs and 90 PCs plus a Coy HQs comprising of one Coy Hav. Major, one 2nd grade HC, one Coy Qr. Hav. of the rank of 3rd grade HC and 3 stretcher bearers, 2 buglars and one orderly, all PCs.

One P.I. was recommended to command the four Coys, another to be I/C of the HQs wing of the Administrative Coy, M.T. Section be under a 3rd P.I., and an S.I. as I/C of the wireless section. To look after the work connected with the Armed Reserve a civilian staff of one UDC and 1 LDC was proposed. Thus the total staff proposed was 1 Addl. S.P., 2 P.Is, 1 P.I.(M.T.), 5 PSIs, 1 S.I. (M.T.), 1 S.I. (W/L), 24 ASIs, 46 HCs(Gr.II), 58 HCs (Gr.III), 6 HCs (Gr.III Writer), 50 HCs (Gr.IV) 520 PCs and 76 followers.²⁷

d) C.I.D.: It was proposed to create a CID organisation with one Dy.SP as the head of it. He was to be assisted by 3 P.Is, one each incharge of Special Branch (S.B), the Foreigners' Branch (F.B), and the Crime Branch (CB).

The staff proposed in the Special Branch was for specific duties. The P.I. was given the assistance of 1 S.I., 1 H.C. and 1 P.C. stationed at each of the 4 Sub Division HQs. Three S.Is were proposed for the office, one for collecting reports from the

field staff and compiling them as well as for administrative work and correspondence, the second for studying political and labour movements and the third S.I. I/C of verification work (The number of verification rolls received in 1963 was 1398 and in 1964 it was 943). In addition the S.B. had also to make enquiries regarding applications for financial assistance from political sufferers. The S.I. was also to scrutinise newspapers. The P.I. S.B. should also be given 6 HCs and 8 PCs to collect special intelligence and to watch the suspects. ²⁸

In addition a censorship staff of one S.I. and 4 HCs was also proposed, alongwith 2 translators knowing Portuguese and English. These translators besides translating letters censored could also translate articles from the newspapers. In addition 1 Steno, 2 typists, 2 clerks and one shorthand reporter to record speeches were recommended.

As regards V.I.P. Security, Mr. Shetty recommended 1 PSI and 1 HC to the Lt. Governor, 1 PSI and 1 HC to the Chief Minister and 1 HC and 1 PC to each of the 2 Ministers and the Speaker and 1 PSI and 2 HCs to enforce security in the Secretariat. Since a large number of VIPs visit Goa a staff of 1 PSI and 2 HCs was earmarked for them.

The S.B. was therefore suggested to have 1 P.I., 12 P.S.Is, 23 HCs and 15 PCs, 2 translators, 1 steno, 2 typists, 2 clerks and one short-hand reporter.

It was felt at that time that the pro-Portuguese elements

were still active and they derived their inspiration from Portuguese and Goans in Pakistan, Portugal, Germany, and other Countries. A large number of foreigners were expected to visit this place. It was therefore, suggested that 1 P.I. should be made Incharge of the Foreigners' Branch. He should be assisted by 1 PSI, 2 HCs for enquiry into applications of Indians applying for passport and 1 PSI, 2 HCs for registration of foreigners and verification of applications for extension of stay. This staff may be asisted by 4 PCs. This recommendation was supported by the statistics. In 1963 there were 592 foreigners plus 1346 Pakistanis staying in Goa and in 1964 their number was 502 adult and 88 children. Total registration in 1964 was 463 and 77 Pakistanis. In 1963 the number of enquiries regarding extension were 1500 and in 1964, 800. In addition there were requests for permission to leave Goa and for grant of Citizenship and visas. Applications for permits in lieu of Portuguese passport were 236 in 1963, 224 in 1964. Applications for fresh passports were 412 in 1963 and 337 in 1964.²⁹

Further, passengers disembarkment at Goa Port were also large. Special staff was required to clear the passengers. The passengers alighting in Goa were 497 in 1963 and 1194 including the number who came for attending the exposition in 1964. It was assumed that 1 PSI and 6 HCs were required for this task and that they should be attached to the P.I.(F.B.) and some of them could be utilised for general work concerning foreigner's activities. Thus for the F.B. a total staff of 1 P.I., 3 PSIs, 10 HCs and 4 PCs was recommended.

Another important wing was the Crime Branch. The composition proposed was 1 PI, 1 PSI I/C of the office to maintain crime records, crime circulars, and 1 PSI and 3 HCs for investigation purposes. The office PSI assisted by 5 HCs and 4 PCs could maintain records about crime and criminals, lost property and general information files, gang and personal files for known criminals in the area and visitors who were operating in Goa. One HC was to be trained in foot prints and another in finger prints and the HC who was a good photographer and already attached to the CID could be kept on for photographic work in the branch. It was recommended that a Scientific Assistant who must be a graduate in Physics or Chemistry and trained in a well established F.S.L. for six months or a year should also be attached to the C.B. to help investigation by using scientific methods. He should also teach the trainees in the PTS, and may hold special classes for briefing the investigating staff regarding the use of scientific developments in the investigation of crime.

It was further recommended that a staff of 1 PSI and 3 HCs may be attached to the CID for enforcement of control of food and other essential commodities. Thus the CID wing was recommended to have 1 Dy.SP as overall I/C, 1 PI, 12 PSIs, 23 HCs, 15 PCs, 2 translators, 1 steno, 2 typists, 2 clerks, 1 Marathi shorthand reporter in S.B., 1 PI, 3 PSIs, 10 HCs and 4 PCs in F.B., 1 PI, 2 PSIs, 10 HCs, 4 PCs, 1 Photographer and 1 Scientific Assistant in Crime Branch, 1 PSI and 3 HCs in Enforcement.³⁰

e) Field Staff: There were 14 Police Stations and 39 Out Posts.

It was proposed to increase the Police Stations to 16 by creating Panjim Rural and Margao Rural Police Stations. Out Posts were to be reduced to 19. Four Sub-Divisions were proposed with 1 Dy.SP each as SDPO for Panjim, Mapusa, Margao and Vasco.

The staff recommended for the P.Ss was on more or less on the same pattern as in Maharashtra State. No lock-up guards were recommended, as the prisoners/detainees were expected to be low and the normal sentry could keep a watch. Treasury guards, sub-jail guards were kept at 2 HCs and 6 PCs. 1 HC and 6 PCs were given for river patrol in Panjim but 2 HCs and 6 PCs for Mormugao Port, where continuous patrolling was necessary.³¹

Panaji P.S. would have 1 PSI in-charge of law and order, one in-charge of crime and another in-charge of traffic.

One Railway P.S. was to be established, attached to Dy.SP CID, at any convenient centre.

Till then, all the Police Station staff used to be absent from the Stations every Sunday. Instead, it was suggested that the HCs and PCs should have one day 'off duty' every week, which could be given in such a way that the Station work did not suffer on any day. For this purpose 1/7th extra-staff was to be provided, on the Madras pattern. Leave reserve of 10% was additional.

The total field staff worked out to: 5 PIs, 20 PSIs, 10 ASIs, 172 HCs and 914 PCs as against the existing strength of 5 PIs, 14 PSIs, 178 HCs and 933 PCs.

Thus the staff proposed provided for opening of 3 new Police Stations, i.e. Ribandar, Cuncolim, Vasco Railway, for carrying out systematic police work, for leave reserve and manpower for regular allotment of one day off-duty in a week for each of the HCs and PCs.

The total number of O.Ps had been reduced from 39 to 19 and it was felt that there was still scope for further reduction when beat services became regular and efficient.³²

It was felt that as the police staff available at that time was not well-versed with regular police work, nor were they accustomed to hard work, it was necessary to have a large number of officers and men in the P.Ss for the time being. The process of transition being slow, a certain amount of streamlining and reduction would be possible when the local staff gets trained and accustomed to the new pattern of work.

3) Other Matters

a) Traffic: There were about 11000 motor vehicles in Goa and the local police could be entrusted the task of registration of Motor Vehicles and the enforcement of traffic rules under the Indian M.V. Act and Rules adopted in Goa recently. A Road Transport Organisation was not recommended by Mr. Shetty, with the experience in other States that the divided responsibility between the police and the Regional Transport Officer for the enforcement of M.V. Rules had only resulted in ineffective enforcement and more complaints of delay and corruption.³³

b) Wireless Communication: There were four 843/844 (Transreceivers battery operators) with necessary accessories. Wireless Stations were proposed at various places and 2 control rooms were proposed at Panaji. The staff needed were 1 PI, 1 PSI, 12 W/L Operators and 28 ordinary operators. Adequate staff were required for the maintenance of these units.

c) Housing: There were no Government quarters for the men and it was desirable in the interest of efficiency and discipline to build quarters for that men. A plan for providing quarters to about 80% of the permanent staff in the next 5 years should be drawn up, Mr. Shetty suggested.

d) Welfare: Prior to Liberation there was a fund called Montopio Police Fund which was built up on subscriptions collected from officers and men. Since liberation this fund had been closed, but the fund had considerable assets, including Rs.58,829.50 Ps. in cash.

Mr. Shetty had suggested that the officers and men could be asked to subscribe annually a small amount of money and the Government could be requested to contribute a matching grant, so that the money thus collected could be utilised for providing relief, amenities and other financial welfare to the policemen and their families.³⁴

e) Dog Squad: The Goa Police had a Dog Squad but dogs were only trained for attacking and patrolling. There were 5 dogs in 1965 after having destroyed about 12. They were old and were not

trained in tracking or in other detection work. Mr. Shetty had suggested that a Dog Squad having 3 dogs with 3 handlers and one HC as in-charge should be set up under C.I.D.

f) Scientific Aid: For the time being it was felt not necessary to set up the units of finger print and hand writing examination and instead to utilise the services available at various Centres in India. Similarly, a full-scale Forensic Science Laboratory was not justified in Goa.

g) Home Guards: As the atmosphere was then charged with communal feelings, establishment of Home Guards was not recommended till the reorganisation of the administrative services was complete.

h) Police Manual: Mr. Shetty had opined that it was necessary to adopt the Maharashtra Police Manual until one was prepared for Goa.

The investigation of crime and the method of police work before liberation was entirely different in Goa from the rest of the Country. After liberation in slow stages the Maharashtra pattern of work had been introduced. There was no Manual for Goa Police. The SSP was asked to draw up a Manual without disturbing the prevalent pattern of work. As the system of crime control and investigation and the maintenance of crime records in Madras had been accepted to be the best in the Country, and because Goa had just then started systematising police work, it was recommended that the crime records in the Police Stations and the CID could be maintained on the Madras pattern.

As regards Daman and Diu the details of assessment was as under:³⁵-

In Daman the total number of offences reported in 1964 was 38 including 8 house breakings and in the first quarter of 1965 the number was 7 of which 4 were cases of theft. In Diu there were 36 offences in 1964 including 20 minor offences. In the first quarter of 1965, only 1 case of hurt, 1 case of rioting, 1 case of assault on public servant and 3 cases of minor offences were reported. Land disputes were common in Diu. Preventive action under section 107 Cr.P.C. was taken in eight cases of which 4 were convicted, 2 were acquitted and 2 were pending trial.

Daman and Diu formed one sub-division under a Dy.SP. The incumbent in 1965 was borrowed from Gujarat. He was assisted by a P.I. in Diu.

Daman P.S. had a strength of 2 PSIs, 15 HCs and 70 PCs, but only 2 PSIs, 17 HCs and 61 PCs were on duty, the rest being vacant. The deployment was, 2 HCs and 6 PCs - treasury guard, jail guard - 2 HCs and 6 PCs, 4 PCs for Collector's Office, the rest for O.Ps and other duties. The grand total of staff required for Daman recommended was: 2 ASIs, 17 HCs and 75 PCs, out of which 1 PSI, 1 HC and 3 PCs were for crime work, 1 PSI, 2 HCs and 2 PCs for Law and Order and 2 HCs and 12 PCs for beats.

Informal arrangements were made for availability of Armed Force from Gujarat in case of emergencies. This arrangements

should be regularised, the recommendation says.

The sanctioned strength of Diu P.S. was 1 PI, 2 PSIs, 12 HCs and 54 PCs, but the actual strength was 1 PI, 2 PSIs, 12 HCs and 39 PCs. Out of this treasury guard - 2 HCs and 6 PCs, administrator's office - 3 PCs guard and 3 HCs and 10 PCs for 3 Out Posts were utilised.³⁶

It was suggested that 1 PSI, 1 HC and 2 PCs be allotted to man the Police Station and to attend the Law and Order duties, 1 HC and 2 PCs for Crime Investigation and 2 HCs and 9 PCs for Beat work. The total staff requirement proposed was 1 PSI, 134 HCs and 64 PCs under the P.I. Even the foreigner's registration, checking etc. was also to be done by them.

CID work was suggested to be controlled from Goa by posting 1 PSI, 2 PCs each at Daman and Diu.

The men and PSIs were suggested to be sent in 2 to 3 batches to the Baroda Training School for 3 to 4 months to provide them with an up-to-date knowledge of police work and enable them tackle problems efficiently and correctly.

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CHAPTER - VIII

CHAPTER - VIII

GOA POLICE IN THE MAINSTREAM

In this Chapter effort has been made to survey the growth recorded by the Goa Police Organisation since 1965, on the basis of various orders available on record. In the steady enlargement of the department, as a process of modernisation, some units have vanished while many new ones came into existence in the course of time.

Organisational Growth

As seen in the previous chapter, the first recruitment after liberation was made in 1962 and they had joined the deputationists and pre-liberation police personnel in performing the police functions after their training at PTS. However, the actual reorganisation of the police force in this Union Territory was taken up only in 1965 with a view to bring it on par with similar organisations in the rest of the Country. As per the study conducted and recommendations made by Shri S. Balakrishna Shetty, the then Additional Director General of C.B.I., the Goa Police force had been split into 3 Sections viz, 1) Executive Force, 2) Goa Armed Reserve Police Force and 3) C.I.D. Three different orders were issued on 8th July 1966, the first one⁴ creating a strength of 5 Dy.SP.s, 6 PIs, 23 PSIs, 10 ASIs, 20 Writer HCs 103 HCs, 22 Writer PCs, and 1029 PCs for the police sub-divisions and all Police Stations in Goa, Daman and Diu. In

the second order 4 Active Companies and 1 Head Quarters Company were created with the following strength:

a) 1 PI, 1 Writer HC, 3 PCs for HQs, 1 ASI, 2 HCs (Gr.III), 2 HCs (Gr.IV) and 21 PCs for training platoon, 34 civilian staff for Motor Transport Section and 25 followers compose the Head Quarters Company. b) 4 Active Companies for Goa Armed Reserve under the command of a PI as Battalion Commander and with a total strength of 4 PSIs, 12 ASIs, 4 Writer HCs, 8 HCs (II), 40 HCs (III), 36 HCs (IV), 384 PCs and 44 followers i.e., at the rate of 1 PSI, 3 ASIs, 1 Writer HC, 2 HCs (II), 10 HCs(III), 9 HCs (IV), 96 PCs and 11 followers per Company. The third order³ sanctioned the Criminal Investigation Department Wing with a strength of 1 Dy.SP, 3 PIs, 20 PSIs, 1 Photographer, 47 HCs, 30 PCs and 1 Scientific Assistant.

In 1972, the department had 19 police stations including the Railway P.S., 23 Outposts and the CID, comprising of the Special Branch, the Foreigner's Branch, the Crime Branch, and Enforcement Branch. The Armed Police consisted of 4 Active Companies of Goa Reserve Police, the Head Quarters Company, the training platoon, the Band platoon, the gas squad, the wireless section and the Motor Transport Section. While the GRP and the Motor Transport Sections had 1 Dy.SP, 3 PIs, 5 PSIs, 18 ASIs, 100 HCs, 461 PCs, the CID consisted of 1 Dy.SP, 6 PIs, 22 PSIs, 1 ASI, 62 HCs, and 34 PCs.⁴

Subsequently, in the year 1974, in view of the request made by the Goa Administration, Shri A. Gupta, the then Director, BPR&D, MHA, was deputed to conduct a study of the requirement of

police force in this territory and recommended the creation of 195 additional posts, specially for opening new police stations. However, the Government of India agreed to the creation of only 115 additional posts of Police Constables.⁵ The efforts made by the administration to get the remaining posts sanctioned had not succeeded. In the following years, Goa Government had moved various proposals for the creation of additional posts for the Police Department. However, either due to the ban on creation of posts or non-availability of funds, these proposals were not agreed to. However, by 1980 with great efforts 274 posts were sanctioned.⁶ Government of India accorded its approval in Nov. 1979 and Govt. of Goa created these posts in 1980.⁷ These posts include: 5 Dy.SPs, 5 PIs, 15 PSIs, 33 ASIs, 50 HCs, 115 PCs, 17 W/L operators, 2 Radio mechanics, 14 messengers, 2 LDCs, 1 steno, and followers like cooks, cobblers and others.

In the year 1985, Shri P.S. Bawa, the Inspector General of Police, made serious efforts to strengthen various proposals sent earlier with a supporting data and also prepared a number of new proposals for modernising the force. His efforts culminated in a study by the Administrative Reforms Division of Goa Government followed by their recommendations. This matter was pursued by the Lt. Governor of Goa, Daman and Diu, Shri Gopal Singh with the Union Home Minister through his personal letter.⁸

Dr. Gopal Singh apprised the pressing need to strengthen the police force by emphasising that the sanctioned strength in 1985 was basically as was envisaged for the conditions of this

territory in 1965, as later assessed in 1974. Since 1974, the conditions in the territory had changed tremendously on account of the increase in population, influx of labourers from outside, rapid growth of tourism, increased frequency of VIPs and VVIPs, industrial development etc. He emphasised that the additional posts were required urgently to deal with law and order problems, to check crime, and to control the ever increasing volume of traffic on the roads of the territory. Shortage of manpower had telling effect on all these fronts. There was a comparative increase in the occurrence of crime from 1965 to 1985, when it was hovering around the 3000 mark. Similarly, in 1985, the total strength of traffic police was only 1 PI, 4 PSIs, 9 ASIs, 8 HCs and 36 PCs for the entire territory, whereas the increase in the volume of traffic and number of fatal accidents required additional manpower.

The total strength of Goa Police in 1985 was : 1 IGP, 4 SPs, 16 DySPs, 22 PIs, 81 PSIs, 100 ASIs, 442 HCs, 1781 PCs, and 237 other posts.⁹ The ARD after considering various handicaps faced by police vis-a-vis the growing number of problems and challenges, after a comprehensive study, had recommended the creation of 862 posts in the Executive Branches, 146 posts in the Administrative Branches, and 27 posts in the Motor Transport Section. Their recommendations included the creation of 22 outposts,¹⁰ additionally. At the time of reorganisation in 1965, the number of police outposts were reduced from 41 to 23. However, after the report of BPR&D in 1974, some OPs were added. By 1985 there were in all 21 Police Stations and 28 Outposts.

As against the proposal to create 1035 additional posts, as an interim measure, BPR&D had conducted a study of only a few sections. Government of India (MHA) communicated in June 1986 that the study included the 5 branches of traffic, security, drivers, motor transport workshop and administration and that as against the projected requirement of 647 posts for three branches, BPR&D had recommended creation of 271 posts.¹¹ In the administration, creation of 1 head clerk, 1 sr. steno, 6 UDCs and 13 LDCs was recommended. The decisions were further changed. Later in February 1987, Government of India conveyed its decision to create 224 posts¹² in traffic, security, drivers, and motor transport sections in place of the 271 posts agreed earlier, that too in a phased manner of 112 posts in 1987-88 and 112 posts in 1988-89.

At last in April 1987, the first phase of 112 posts was cleared by Government of India.¹³ They included 1 DySP, 1 PI, 1 PSI, 2 HCs, and 20 PCs for traffic unit, 1 DySP, 1 PI, 3 PSIs, 12 HCs and 40 PCs for security unit, 20 drivers, and 10 motor transport staff like foremen, mechanics etc. Subsequently, after attaining Statehood, Government of Goa sanctioned the second phase of 112 posts in July 1988.¹⁴ These posts included: 1 PI, 3 PSIs, 9 HCs, and 34 PCs for traffic, 1 PSI, 5 HCs and 32 PCs for security, 17 drivers, 1 DySP and 9 staff like mechanics, electricians etc. for Motor Transport Section.

The interim sanctions mentioned above left the progress of the proposals truncated. The work undertaken by the BPR&D remained incomplete and the Government of Goa also was silent for

quite some time. The constant and steady increase in the workload in various spheres added tremendous pressure on the department. Therefore, the Police Department consistently pursued the earlier proposals and also meanwhile added a number of others with adequate justification for creation of additional posts. As an outcome of these efforts, Government of Goa, deputed a team from the Department of Administrative Reforms to examine all the proposals vis-a-vis the needs of the police department. The team's report was discussed by a high powered committee consisting of Chief-secretary Shri D.C.Misra, IGP Shri A.K.Singh and others on 14.9.1994. The Inspector General of Police did not concur with the recommendations as the study was only superficial and adequate attention was not paid to all the proposals sent by the police department. At the suggestion of the Chief Secretary, it was finally agreed that pending a thorough examination of all the proposals of the department, as an interim measure, 215 posts recommended by the ARD team would be accepted by the police department.

Thus, after a long gap, in September 1995, Government of Goa created¹⁵ an additional strength of 2 DySPs, 7 PIs, 1 PSI, 1 Physical Training Instructor, 14 ASIs, 90 HCs, 20 PCs (drivers), 28 PCs, 1 Sr.steno, 14 UDCs, 22 LDCs, 6 Peons and 8 Sweepers, and 1 attendant. It has been decided to distribute them as under: 2 DySPs for GRP D & E Companies, 7 PIs for the PSs of Goa Velha, Pernem, Valpoi, Collem, Porvorim, Colva and Canacona, 1 PSI for Curchorem PS, 1 PT Instructor for Police Training School, 1 steno for IGP, 14 ASIs in PSs, traffic cells and security unit, 90 HCs

in all PSs, security, traffic and other units, and 28 PCs in various Police Stations.

The total police force as of May 1995,¹⁶ was 1 IGP, 1 DIG, 4 SPs, 3 Additional SPs, 18 DySPs, 35 PIs, 119 PSIs, 3 LPSIs, 107 ASIs, 1 LASI, 490 HCs, 6 LHCs, 1818 PCs, 157 LPCs, 141 drivers, 43 M/T staff, 51 followers, 3 medical staff, and 87 ministerial staff. Thus Goa Police had a total of 3326 sanctioned posts. By October 1995, with the addition of 215 posts, the total strength has risen to 3541. This strength includes the sanction of 1 PSI and 11 PCs each for the upgradation of 4 outposts into police stations by the Central Government. Thus total sanction was 4 PSIs and 44 PCs in 1989.

Police Administration

The department was headed by an Inspector General of Police in the initial 5 months after liberation, when most of the senior officers were deputationists. Once the administration was placed on a proper keel, a Sr. Superintendent of Police took over as the Chief of Goa Police. Subsequently from April 1968 the post was designated as Inspector General of Police, though the incumbent was of the rank of Sr. Supdt. of Police. Later on from 1980 onwards officers of the rank of DIGs were posted as the IGP, as the status of the post was elevated and the pay scale of IGP Goa, Daman and Diu was fixed as that of DIG. It was declared by Government of India that this post was equivalent in status and responsibility to the post of Addl. Commissioner of Police (Range) in the Delhi Police.¹⁷ In the year 1988, Government of Goa

created a post of IGP in the pay scale of a full-fledged IGP.¹⁸
 However, an officer of the rank of IGP occupied it only in 1991.
 The list of the Chiefs of Goa Police is as under:

1. Shri R.N. Nagu, IPS (I.G.P.)	21-12-61	03-05-62
2. Shri. N.S. Karkarey, IPS (S.S.P.)	03-05-62	10-02-63
3. Shri. S. S. Jog, IPS (S.S.P.)	10-02-63	15-06-63
4. Shri. C. G. Saldanha, IPS (S.S.P.)	15-06-63	03-04-68
5. Shri. S. Chandra Sekharan, IPS (S.S.P./I.G.P.)	03-04-68	24-07-69
6. Shri. Arun Bhagat, IPS (S.S.P./I.G.P.)	24-07-69	31-01-73
7. Shri. M. B. Kaushal, IPS (S.S.P./I.G.P.)	03-01-73	02-02-76
8. Shri. Prakash Singh, IPS (S.S.P./I.G.P.)	02-02-76	31-03-80
9. Shri. P. V. Sinari, IPS (S.P./Acting IGP)	31-03-80	29-09-80
10. Shri. G. S. Mander, IPS (DIG/IGP)	29-09-80	27-03-82
11. Shri. R. C. Sharma, IPS (DIG/IGP)	31-03-82	03-03-83
12. Shri. Rajendra Mohan, IPS (DIG/IGP)	03-03-83	17-08-84
13. Shri. P. S. Bawa, IPS (DIG/IGP)	17-08-84	09-07-87
14. Shri. R. K. Sharma, IPS (DIG/IGP)	09-07-87	22-07-91
15. Shri. Y. R. Dhuria, IPS (I.G.P.)	22-07-91	24-06-93
16. Shri. A. D'Souza, IPS (DIG/Officiating IGP)	24-06-93	24-06-94

- | | | |
|--|----------|----------|
| 17. Shri. A. K. Singh, IPS
(I.G.P.) | 24-06-94 | 14-03-95 |
| 18. Shri. P. R. S. Brar, IPS
(DIG/Acting IGP) | 25-10-95 | |

In the year 1990, a post of Dy. Inspector General of Police was created by the Government of Goa¹⁹ and was designated as Additional IGP, as the incumbent of the post of the Inspector General of Police at that time Shri R.K.Sharma was also substantively of the rank of DIG. However, the post was again designated as DIG,²⁰ as soon as a full-fledged IGP had taken over as IGP Goa in 1991. The incumbents of this office were:

- | | | | |
|------------------------------|----------|----|------------|
| 1. Shri P.V.Sinari, IPS | 4.4.1990 | to | 30.11.1990 |
| 2. Shri Anthony D'Souza, IPS | 5.8.1991 | to | 07.02.1995 |

While the IGP is the Head of the Department and is in overall command of all matters, the second-in-command, the Addl. IGP or DIG was entrusted in 1990 various functions like Crime control measures, including the working of CID, the functions of DIG(CID), Law and Order matters, training matters, reserve police, motor transport, wireless matters and certain powers of rewards and punishments were also delegated to him.²¹

Till 1968, there were 1 Sr.S.P. and Addl. S.P. in Goa. In the year 1968, the Sr. S.P. was designated as the I.G.P. of Goa, Daman and Diu, while the second-in-Command, was posted as Superintendent of Police(Goa). Subsequently, in the year 1987 more posts were added. The post of S.P.(Training) came into existence in 1976,²² while S.P.(CID)'s post was created in 1980.²³

Another post equivalent to S.P., Dy.C.G.(HG) and Dr. Director (C.D.), was also created in 1980.²⁴ Later on in 1987, the post of S.P.(South District) was created and the post of S.P.(G0a) was designated as S.P.(North District). By 1990 Goa had 5 posts of I.P.S. in the AGMU Cadre,²⁵ viz., IGP, S.P.(CID), S.P.(North), S.P.(South) and S.P.(Training). There were 2 ex-cadre posts of DIG and Dy.C.G., H.Gs and C.D.

As noted earlier the post of D.I.G. was created in ex-cadre in 1990. In the cadre review of I.P.S. in 1994²⁷, the overall cadre strength of Goa Segment was maintained at 5 but certain alterations were made. The ex-cadre post of DIG was converted into a cadre post of I.P.S. while the post of S.P.(Trg.) was removed from the I.P.S. Cadre. Thus, the position after 1994 is:

I.P.S. Cadre: I.G.P. -1, D.I.G. - 1, S.P.(N) - 1, S.P.(South) - 1, S.P.(CID) - 1.

ex-Cadre: S.P.(Trg.) - 1, DyCG(HGs) & DD(CD) - 1,

Meanwhile in the year 1986,²⁸ Govt. of Goa had re-designated 2 posts of Dy.S.P. (Selection Grade) of Goa Police, which were in the Gr.I Scale, as Additional S.Ps, in order to bring parity with the Goa Civil Service officers who were holding the posts with designations of Additional Collector, Director of Transport etc. One post of Dy.S.P.(Principal P.T.S.) was upgraded in 1990²⁹ to Gr. I Scale. By partial re-organisation of the Dept., the Additional S.Ps were posted as S.P.(HQ), S.P.(Security & Traffic) and Principal P.T.S.

As regards the other gazetted rank, i.e., the Dy.S.P. of Goa

Police Service, the department started with a strength of 6 posts - one in CID, five in Sub-Divisions (including Daman) in July 1966. The same year in September the post of Principal P.T.S. was created,³⁰ Subsequently, 2 Dy.S.Ps were added in 1968.³¹ The total posts, including deputation, leave and training reserves, and Dy.S.P(armed wing) by 1973 were 11.³²

Later in the year 1980, Govt. added 5 more posts of Dy.S.Ps,³³ 1 as staff officer to IGP, 3 in Armed Wing Companies, and 1 in the Foreigners' Branch. The post of JSO(C.D.) was also created in the same year.³⁴ Dy.S.P.(Airport)'s post was created in 1986³⁵ while the posts of Dy.S.P.(Traffic) and Dy.S.P.(Security) were added in 1987.³⁶ Dy.S.P.(M.T) came into existence in 1988. The posts of Dy.S.P(ANC) and Dy.S.P.(Tourism) came into existence in 1988³⁷ and 1990³⁸ respectively. One post of Dy.S.P.(W/L) created earlier had lapsed in the meantime. The post of Sub-Divisional Police Officer, Daman was shifted to Daman administration in 1987, when Goa attained statehood. Thus in all there were 18 posts of Dy.S.Ps and 3 posts of Addl. S.Ps of Goa Police in Goa in 1994.

In the year 1995, 2 more posts were created,³⁹ one -to substitute the post shifted from GRP to PTS in 1992, and one to substitute the post shifted from GRP to Ponda sub-division in 1993.

Thus the strength of Gazetted ranks in 1995 was:

IPS Cadre: 5.

IGP -1, DIG-1, SP(CID) -1, SP(N) - 1, SP(S) - 1.

Ex-Cadre (SPs)

Dy.CGHG & DDCD - 1, S.P.(Trg.) - 1.

Goa Police Service Cadre: (Total 23)

Addl. S.Ps - 3,
[S.P.(HQ) - 1, SP(Sec.& Trf.) - 1, Principal(PTS) - 1]
Dy.SP - 20.

Decentralisation of administration in the police department has started only after the formation of the South District in 1987. Government had sanctioned the posts of 1 SP, 1 PSI, 1 PSI(W/L), 2 HCs, 1 HC(W/L), 8 PCs, 1 Scientific Assistant, 1 Assistant Accounts Officer, 3 Head Clerks, 1 Accountant, 3 UDCs, 4 LDCs, 2 drivers, 2 messengers(W/L) and 1 sweeper for administrative purposes in the new district.⁴⁰ With this additional staff, certain financial and administrative powers were delegated to SP(South) and he was declared as Head of Office. Following this example the Department declared SP(North) also as Head of Office for some Units including North Goa Police Stations, and delegated financial and administrative powers. From its own resources, the Department posted 1 AAO, 1 Head Clerks, 3 UDCs, and 4 LDCs to North Goa Office in August 1991.⁴¹ Subsequently, Principal Police Training School was also delegated these powers. For the remaining units of Goa Police either SP(Training) or SP(HQs) functions as Head of Office. The Accounts Officer at Police Head Quarters coordinates the financial aspects on behalf of the IGP. All the Heads of Offices are virtually independent within the powers delegated to them in handling the accounts and establishment matters. Certain subjects like recruitment, promotions, transfers etc. which have

a common bearing on the entire police administration have however been retained with the Police Head Quarters.

Upto 1987, as a Union Territory, Goa was a part of the common Union Territories Cadre of IPS. After the Statehood was conferred on Mizoram, Arunachal Pradesh and Goa, the nomenclature of the Cadre has been changed and a Joint Cadre, namely, AGMU (Arunachal Pradesh, Goa, Mizoram, and UTs) was formed in 1990,⁴² under the control of the Union Ministry of Home Affairs. The selection, recruitment, and postings to various segments of the Cadre, of the IPS officers of this AGMU Cadre are controlled by the MHA as per the IPS(Cadre) Rules, as the MHA is the Cadre Controlling Authority.

As regards the posts of Goa Police Service, they are governed by the Goa Police Service Rules 1973,⁴³ which reserves 50 per cent of the posts for Direct Recruitment and the remaining half for promotion from the rank of PIs of Goa Police. Initially the Direct Recruitment was through UPSC, with the help of MHA. However, after Goa attained statehood the process has been undertaken by the GPSC and the selection would now be from within the State of Goa. It is observed that GPSC has not started the exercise so far. As a result many of the posts of Dy.SPs are filled by promotion on ad hoc basis. Such an arrangement, it is gathered has caused great damage to the morale of the officers, in view of the uncertainty in their services.

The remaining ranks are governed by the Goa Police Subordinate Service Rules and the Civil Service Rules. Their

discipline, appointments etc. are all specified and regulated in the Rules.

Ministerial assistance:

Initially the office was functioning directly under the IGP (Sr.SP). In course of time, there was decentralisation of work and powers and with increase in workload efforts were made to get additional ministerial staff sanctioned. By October 1995, the total strength sanctioned is 1 Accounts Officer, 2 AAOs, 1 Office Superintendent, 4 Accountants, 5 Head Clerks, 1 Statistical Assistant, 2 Translators, 1 Marathi Shorthand reporter, 7 Stenos, 33 UDCs, 58 LDCs, 8 Peons, and 1 gestetnor operator.⁴⁴ They are divided into Administrative Section under the office Superintendent and the Accounts Section under the Accounts Officer at Police Head Quarters to work under SP(HQ). The remaining staff are posted with SP(North), SP(South), Principal PTS, and various other units.

The Accounts Branch of Head Quarters has 1 AO, 2 Accountants, 5 UDCs, 15 LDCs and 3 peons and they prepare budgetary estimates of the department and control the expenditure, at the same time they help the department in procurements and prepare pay and other bills of staff for whom SP(HQ) is the Head Office. The Administrative Branch has 1 Office Superintendent, 2 Head Clerks, 1 Statistical Assistant, 10 UDCs, 16 LDCs, 3 peons and 1 gestetnor operator. This branch looks after the establishment matters like promotions, recruitment, disciplinary action, pension, proposals, leave, increments,

rewards etc. and miscellaneous matters like housing, records and others.

Organisational Chart:

The organisational structure of the department in 1995 is shown in the following Chart:

Planning. The budgetary provisions in the year 1962-63 were Rs. 35 lakhs and by 1995-96, the total budget has increased to Rs. 16.10 Crores. The details of the provisions for 1995-96 are as under:

	<u>Rs. in Lakhs.</u>
Direction and administration	32.00
Education and Training	11.40
Criminal Investigation and Vigilance	135.00
Special Police (For services borrowed from other Govts.)	5.00
District Police	13,24.10
Welfare of Police Personnel (Hospital Charges)	6.50
Modernisation of Police Force (vehicles, machinery, equipment, major works etc.)	96.00
Total - Police (Non - Plan)	----- 16,10.00 -----

In addition, Rs. 42 lakhs are provided for Home Guards and Civil Defence and Rs. 18.62 lakhs for construction works of Police Department under non-plan budget. Another Rs.5 lakhs has been provided under Plan budget for Road Safety Education and Training under the Budget Head of the Transport Department.

Modernisation of Goa Police:

Government of India introduced the non-plan Scheme for Modernisation of Police Forces in the States for the 10 year period 1969-70 to 1978-79. It was extended for 10 years in the

80s and later in the 90s⁴⁵. The scheme was basically for modernising the force to meet the needs in the troublesome, crime-prone areas, as well as in the backward rural areas. It was to gear the police up so that they have good communication and transport systems and have the availability of forensic science laboratories nearby, and also have adequate provisions for housing for policemen, to have good and effective policing to deal with particular problems arising there, more effectively. the pattern of Central financial assistance is 50 percent loan and 50 percent grant-in-aid. The State Governments have to contribute 50 percent of the expenditure.

The items covered under the scheme are wireless and communication equipment, vehicles, training equipment, equipment for crowd control and VVIP Security, as well as equipment for Forensic Science Laboratories and for other scientific aids to investigation, equipment for Finger Print Bureau and for examination of questioned documents, buildings for State FSLs, Data-processing machines for crime records, statistics and accounts.

As far as Goa is concerned the scheme has become applicable only after attainment of Statehood on 30-5-1987. So far the amounts sanctioned are: Rs. 10.40 lakhs in 1988-89; 18.48 lakhs in 1989-90; Nil in 1990-91 and 1991-92; Rs.58.96 lakhs in 1992-93; Rs.43.61 lakhs in 1993-94; and Rs. 29.48 in the 1994-95.

Goa Police Act and Manual:

Every Inspector General of Police since the time of the reorganisation of Goa Police set-up in 1966, has been attempting to bring out an Act and a Manual. Goa Government has also appointed various officers in the past to complete the task. However, no final shape has been given to it so far. In the meanwhile, Bombay Police Manual works as the guiding book for the Department. However, in the absence of regular Manual, the Standing Orders issued by the Department from time to time provide the guidelines to the functioning of various units. But they cannot serve with the force of a Manual and the policemen tend to gradually forget the contents of the standing orders in course of time and the seriousness is lost. As a result, the system goes astray very frequently.

There are instances where many officers and men are not even aware of the existence of the Standing Orders and instructions issued by the Department.

District Police

The Set-up:

Goa became a State on May 30, 1987. On this occasion Daman, and Diu which were hitherto a part of the same Union Territory, parted company with Goa. Till then, the territory of Goa, Daman and Diu had one police district which was divided into five subdivisions. The District Head Quarters was at Panaji, while the sub-divisional Head Quarters were Panaji, Mapuca, Margao, Vasco, and Daman. This set up was introduced as per the reorganisation introduced in October 1966. In the year 1966, Panaji sub-

division consisted of the Police Stations of Panaji Town, Panaji Rural and Ponda; Mapuca sub-division had the Police stations of Mapusa, Pernem, Bicholim and Valpoi; Margao sub-division comprised of Margao Town, Quepem, Margao Rural, Sanguem, Canacona and Curchorem Police Stations; while Vasco sub-division had the Police Stations of Vasco, Mormugao, Collem, and Vasco Railway. Daman sub-division had with it Daman and Diu Police Stations. Thus in all there were 19 police stations. There were 23 outposts under these police stations. ⁴⁶ By 1987, the number of Police Stations increased to 21 with the addition of Calangute under Mapuca sub-division and Cuncolim under Margao sub-division. Panaji Rural was renamed as Ribandar Police Station.

Statehood to Goa in 1987 brought further changes. Goa was divided into 2 districts. The North District with its Head Quarter at Panaji covers the jurisdiction over Mapuca and Panaji sub-divisions and the South District with its Head Quarters at Margao has control over Margao and Vasco sub-divisions. Subsequently, some more police stations and one more sub-division came into existence. Further, some of the police stations have been upgraded to have PIs as the officers-in-charge. As late as August 1995, 7 posts of PIs have been created to cover some of the remaining police stations which were headed by PSIs. The situation in 1994 was that:

Inspector General of Police is the Head of the Police Department; DIG is the second-in-command. There are 2 District SPs. SP(South) controls Margao and Vasco sub-divisions while

SP(North) has jurisdiction over Panaji, Ponda and Mapuca sub-divisions. The sub-division of Panaji has Panaji, Ribandar and Goa Velha P.Ss. Ponda, Valpoi and Collem PSs are placed under Ponda sub-division with its Headquarters at Ponda. Mapuca, Calangute, Porvorim, Pernem and Bicholim PSs are under Mapuca sub-division. Thus in all 11 police stations are covered by the North District. Of the remaining 12 Police Stations, four viz., Vasco, Verna, Vasco Railway and Mormugao Harbour are with the Vasco sub-division while Margao sub-division has jurisdiction over Margao, Colva, Maina-Curtorim, Cuncolim, Canacona, Quepem, Curchorem and Sanguem PSs. DySPs are in-charge of sub-divisions and Police Inspectors are in-charge of 11 police stations. Shortly 7 more PSs are likely to be taken over by PIs, leaving only 5 PSs namely, cuncolim, Quepem, Sanguem, Mormugao Harbour, and Vasco Railway PSs under the charge of PSIs.

All police stations and sub-divisions have been organised and duties and functions distributed to the Police Station staff as per the prevailing systems elsewhere in the country. Records and procedures adopted are mostly on the lines of Maharashtra Police.

Beat system and village police:

With the reorganisation of the set-up of Goa Police in 1966, the time-tested and time-honoured beat system was introduced in all Police Station areas. Staff were earmarked for each beat and their duties included collection of criminal and other relevant information, keeping close contacts with various informants in

different strata of society, developing personal knowledge about those living in the beat area, keeping a watch on various criminal activities and inform the officer-in-charge of the police station, keep a surveillance on ex-convicts, service of summons and warrants etc. Their information is expected to help the Police Station Officer to update his records. Night patrolling is also organised with their help particularly in cities and towns. An outpost covers the areas left out by the beats.

However, according to many officers, the arrangement of beats mostly remains on paper as the policemen earmarked are frequently drafted for other duties. It is only occasionally that one realises the importance of the beat-system and puts into serious operation for a short period before another compulsive deployment disturbs it. Thus it works in spells and bounds, but is not totally extinct.

No village police has however been introduced in Goa. In the last three and half decades Goa has become more and more urbanised and as things stand in 1995 the thought of village police seems totally abandoned. More so it is due to the fact that the concept of Commissionerate System is being debated in the recent past.

Crime Front:

The crime trend has not been steady. Though there is an overall increase and the figure has almost tripled over the 3

decades, the spurt in crime is always seen whenever there are agitations on a large scale. For instance the years 1966 and 1986 which were marked by the issues of merger with Maharashtra, language and statehood disclose the latent content of criminality which gets exposed on such occasions of protest. The figures shown under the Minor Acts indicate the special efforts made by the police from time to time, as they are not reported to police. In the table below the statistics of crime from 1962 to 1994 are incorporated.

CRIMES IN GOA SINCE 1962 TO 1994
(IPC Cases)

Sr. No.	H E A D S	1962	1966	1975	1986	1990	1994
1.	Murder.	19	10	11	27	30	38
2.	Attempt to murder.	7	4	-	11	6	8
3.	Culpable Homicide.	1	2	3	8	9	2
4.	Dacoity.	8	5	3	16	1	5
5.	Robbery.	50	28	38	59	18	19
6.	H.B.T. by day.	29	88	71	50	69	53
7.	H.B.T. by night.	264	316	426	595	445	435
8.	Thefts.	495	675	739	1218	1047	875
9.	Receiving of stolen property.	4	7	2	-	4	-
10.	Cheating.	-	22	32	54	68	57
11.	Cr.Br. of Trust.	58	69	51	50	78	46
12.	Counterfeiting.	-	-	-	12	15	18
13.	Mischief.	67	43	43	81	67	47
14.	Rioting.	17	35	73	450	137	133
15.	Unlawful assembly.	2	9	1	36	74	43
16.	Escape from legal custody.	-	9	5	7	5	6
17.	Adm. Stup. of drugs.	-	-	-	-	-	1
18.	Hurts.	232	188	222	373	347	267
19.	Kidnapping.	11	6	11	14	27	16
20.	Assault on public servant.	46	27	19	107	110	88
21.	Anti corruption.	-	5	4	2	-	-
22.	Other offences.	214	414	690			
23.	Fatal Accidents.				135	151	158
24.	Other Accidents.				462	563	370
25.	Other IPC cases.				875	457	437
26.	Rape				8	10	8

Year	Total
1962	1525
1966	1962
1975	2444
1986	4650
1990	3738
1994	3130

(Minor and Special Act Cases)

Sr. No.	H E A D S	1962	1966	1975	1986	1990	1994
1.	Arms Act.	20	8	7	-	5	10
2.	Gambling Act.	58	61	773	651	1217	1339
3.	Indian Police Act.				383	698	195
4.	Immoral Traffic(Pre.) Act.				47	81	15
5.	Essential Commdt. Act.	-	24	34	2	5	1
6.	Excise Act.				-	-	-
7.	N.D.P.S. Act.				119	53	20
8.	Beggars Act.				4	53	35
9.	Reg. of For. Order Act.				22	21	6
10.	Indian Passport Act.				13	2	-
11.	Expl. Act/Expl Subs Act.	8	3	1	1	9	6
12.	Indian Railway Act.				72	212	100
13.	Cinematograph/copyright Act.				12	20	2
14.	Protection of Civil Right Act.				-	4	1
15.	Dowry Prohibition Act 1961.				-	-	-
16.	Other Act.	13	36	391	32	93	80
17.	Dangerous drugs Act.	-	2	-			
18.	Cr.Law Ammdment Act 1932.	-	15	-			
19.	S.I.T.W. & G Act.	-	3	16			

Year	Total
1962	99
1966	152
1975	1222
1986	1358
1990	2473
1994	1810

The increase in occurrence of crime is countered by the Department by taking various measures, by improving the standard of investigation, preventive action and police performance in

general. A specialised crime investigation unit in the form of Crime Branch in CID was set up in 1966. It gets help from the scientific aids of finger prints etc. Similarly a dog squad is associated with the branch for tracking down criminals. Night patrolling, beat system, Nakabandi etc. were all added as some of the measures. Special crimes like Narcotics are tackled by the Anti-Narcotics Cell. For a study of crime a Research Unit and to help in planning, a Reader's Branch were set up. The problems of foreigners are looked after by the Foreigners' Branch. At the district and police station level, efforts are made to increase the day and night patrolling, nakabandhis, beat patrolling, form special squads for detection and improve the rate of conviction. The crime scene is constantly monitored by means of inspections, and regular meetings by senior police officers. Record system is very elaborate. To check the menace of corruption the Anti-Corruption Branch was started.

The historical truth is that the effectiveness of any organisation depends upon the quantum of toning-up by the Head of the Organisation, as well as the innovative ideas added to remove the old flak. Goa Police is no exception. Though various Standing Orders were issued by the IGP from time to time to improve the specific performance of each unit, those instructions only remain in hibernation in the files until someone points out.

Criminal Investigation Department

The set-up:

As a part of the process of reorganisation of Goa Police

recommended by Shri Balakrishna Shetty, Government of Goa created the CID wing in July 1966 with 1 DySP, 3 PIs, 20 PSIs, 1 PSI(photographer), 47 HCs, 30 PCs and 1 Scientific Assistant.⁴⁷ Simultaneously the strength was distributed in various units as under:

- a) 1 DySP was in-charge of all the CID units.
- b) 1 PI, 12 PSIs, 23 HCs, and 15 PCs in Special Branch.
- c) 1 PI, 3 PSIs, 10 HCs, and 4 PCs in Foreigners' Branch.
- d) 1 PI, 3 PSIs, 11 HCs, 7 PCs, and 1 Scientific Asst. in Crime Branch.
- e) 1 PSI, 3 HCs in enforcement.
- f) 1 PSI, 2 PCs in Daman.
- g) 1 PSI, 2 PCs in Diu.

Subsequently in February 1968 Government of Goa requested the Ministry of Home Affairs to depute a senior police officer to Goa to assist the administration in reorganising the CID wing and creating an Anti-Corruption Branch in Goa Police. As a result Shri Shanti Prasad, OSD(police) conducted a study and submitted his report on March 29, 1968.⁴⁸

Shri Prasad notes, " The Chief Minister was not happy with the functioning of the Special Branch. He felt that the Special Branch was not able to keep the Government posted with political and other developments in the State and that intelligence work, particularly of the activities of the Catholic Missions, was far from satisfactory. He also mentioned that it was necessary to create an organisation for anti-corruption work as nothing tangible had so far been done in this direction. He was also not happy with the state of training, particularly of the Old Goa Police, as they were not even able to salute properly".⁴⁹

Shri. Shanti Prasad made a number of suggestions for the improvement of Special Branch and the Foreigners' Branch. Further, he made suggestions to organise an ACB unit and recommended for the creation of a Dog Squad, as recommended earlier by Shri. Shetty. At the suggestion of the Chief Minister, Shri Prasad had gone into the aspect of training also. All these suggestions and recommendations of Shri. Prasad will be incorporated in the notes on respective units.

In order to implement his suggestions, he recommended an additional strength of 1 PI, 3 PSIs, 1 HC and 2 PCs for CID. Some of this staff had to be withdrawn from the Police Stations, as agreed by the Sr.SP and the remaining had to be created.

As a result of his recommendations the strength of the CID Units was further strengthened in April 1969. Subsequently, 1 post of PI from Vasco Police Station was transferred to ACB. After the reorganisation, the CID set-up was as under:-

- a) 1 Dy.S.P. was the supervisory officer for all the CID Units
- b) Special Branch: 2 PIs, 13 PSIs, 24 HCs, and 15 PCs.
- c) Crime Branch and : 2 PIs, 7 PSIs, 14 HCs, 13 PCs,
Anti-Corruption Branch: 1 photographer, and 1 Scientific
: Assistant.
(including Enforcement and that of Daman & Diu)
- d) Foreigners' Branch : 1 PI, 4 PSIs, 10 HCs, 4 PCs.

Thus in all there were 1 DYSP, 4 PIS, 23 PSIs, 46 HCS, 32 PCs, 1 Photographer and 1 Scientific Assistant in 1969.⁵⁰

The CID Wing has further grown over the years and by 1995, there is 1 SP(CID) as overall in charge of Special Branch, Crime

Branch, Foreigners' Branch, Anti-Narcotics Cell, and Airport Security. Security of VVIPs and VIPs is under a separate Unit, which is supervised by SP(Security and Traffic). The Anti-Narcotics Cell is for the time being under Principal of PTS. Details of the growth of various CID Units are discussed in the following pages.

Special Branch:

Special Branch of CID was created in 1966 with a strength of 2 PIs, 13 PSIs, 24 HCs and 15 PCs. Mr. Shanti Prasad in his report of March 1968⁵¹ notes that full sanctioned staff was not available, particularly of PSIs. Dossier maintenance was incomplete and lopsided in the absence of officers. Further, some officers were being used for VIP Security duties. Though Special Branch was organised on the pattern of Maharashtra and a Special Branch Manual was compiled on those lines, the performance was not upto the mark. The Special Branch staff and the Sr. SP were advised about creation of sources at proper level. It was observed that in 1968, out of the total 48 PSIs allocated for the State, 23 were local officers and 14 were deputationists. Another 15 were under training. Continuance of deputationists for some more time was recommended as essential as local officers had no training in Special Branch work.

Mr. Prasad had recommended that there should be a two pronged approach on the coverage of intelligence; one by the field staff posted at the various CID centres and the field staff specially allotted to the Foreigners' Branch and second by the Special

Intelligence staff posted at the Head Quarters of Special Branch directly controlled from it through 2 PIS posted there. It was recommended that in the Special Branch, both the PIs should be taken on deputation from outside and atleast 3 or 4 PSIs of Special Branch should also be deputationists. Two officers could be Christians. The Special Branch was reorganised later more or less on these lines.

Over the years, the strength has grown to 1 DYSP, 2 PIS, 15 PSIs, 34 HCS and 18 PCs. Though the growth is apparently slow, one may note that the responsibilities also have altered in course of time. One main task of VVIP Security has been taken away and entrusted to an independent Unit. Further, Daman and Diu were separated in 1987.

The Head Quarters of the Special Branch is located at Panaji. It has a political wing, labour wing, students and youth wing, administrative wing and miscellaneous wing. The administrative and political wings are with the PIs, while the rest are with the PSIs. One PI is in charge of each district to coordinate the working of the CID Centres located in important towns. They are responsible for collecting and collating intelligence from all the CID centres and Wings of Special Branch. The CID centres collect intelligence on aspects like political, students and youth, labour, communal, social, criminal, religious, commercial, educational, economical, Government Offices etc. within their jurisdictions and inform the Special Branch Head Quarters.

Foreigners' Branch:

Along with the other CID Units, the Foreigners Branch was also set up in 1966 under DySP(CID). It was sanctioned a strength of 1 PI, 3 PSIS, 10 HCS and 4 PCs.⁵³ For effective performance of this branch and to have an effective vigil on the foreigners Mr. Shanti Prasad⁵⁴ made some suggestions in 1968. He observed in his report that all types of foreigners, particularly 'Hippies' were wandering on the beaches of Goa. As such there was need for special emphasis on collection of intelligence in respect of movements and activities of the foreigners. It was recommended that staff provided for VIP Security could be utilised for collection of this intelligence when there were no VIPs visiting Goa, under the supervision of PI(FB).

The branch looks after the functions related to registration of foreigners, extension of their visas, Indian citizenship applications, enquiries into visas of Pakistan Nationals, enforcement of the provisions of Foreigners' Act, Foreigners' Order etc., deaths and missing reports of foreigners and various other matters pertaining to foreign nationals. Applications for Indian Passports which were also being handled by the Foreigners' Branch have recently been entrusted to the Special Branch for enquiries, as a process of redistribution of work.

In the year 1994, as many as 44 foreigners of various nationalities were arrested in Goa, out of which 13 were under the Narcotic Drugs and Psychotropic Substances Act 1985 and 100 for violation of provisions of Foreigners' Act. Government of Goa

on 9.1.1986⁵⁵ appointed the IGP, SP(CID) and DySP(CID)(FB) as the Registration Officers(FROs) for the purpose of Registration of Foreigners' Rules 1939, for the whole of the Territory, while PI(Immigration), who is in-charge of Mormugao Sea Port, for the Sea Port and PI(Immigration) in-charge of Immigration at Dabolim Airport for the Airport.

Over the years the strength was enhanced and as of October 1995, it was 1 DySP, 2 PIs, 4 PSIs, 4 ASIs, 18 HCs and 6 PCs. The work of Immigration at the airport and the seaport is also looked after by the Foreigners' Branch. For this purpose, earlier in 1971, Government of Goa had sanctioned the posts of 1 PI, 1 PSI, 4 ASIs, 8 HCs and 12 PCs for the Immigration branch as a part of the Foreigners' Branch of CID.⁵⁶

Crime Branch:

In order to entrust the investigation of important cases and to provide the help of scientific aid in the investigation of crimes at the Police Stations, a specialised Crime investigation unit in the form of Crime Branch in CID was set up in 1966. A scientific aids unit, dog squad and photographer are placed under its control. Similarly for a study of crime statistics a Research unit functions under DySP(CB). A reader is also attached to study and help in day-to-day crime matters. To check the menace of corruption an ACB Unit was started.

While setting up the CID wing in the process reorganisation in July 1966, Crime Branch was created as a part of CID with a⁵⁷

staff of 1 PI, 3 PSIs, 11 HCs, 7 PCs and 1 Scientific Assistant. Subsequently, in 1969, the combined strength of Crime Branch and ACB including the enforcement and the staff for Daman and Diu was notified as 2 PIs, 7 PSIs, 14 HCs, 13 PCs, a photographer and 1 Scientific Assistant.⁵⁸ As of 1984, the strength of the Crime Branch alone was 1 DySP, 2 PIs, 6 PSIs, 14 HCs and 15 PCs.⁵⁹ This unit was placed under SP(CID) alongwith other units like Foreigners' Branch, Special Branch etc.

The functions of the Crime Branch include the investigation of cases entrusted to them by the IGP or SP CID or those registered directly by the branch or source information or as a result of raids. Usually sensational and complicated cases, and those having inter-District or inter-State ramifications are entrusted to them. Emphasis is on investigation of property offences, cases of fraud, cheating, misappropriation, forgery, counterfeit currency notes etc. and unearthing of gangs indulging in any specific crime.

With the formation of the Crime Branch, records of Crime and Criminals have been systematised. Crime Registers, Modus Operandi Registers, Dossiers etc. are maintained, by exclusively earmarking staff for this purpose. A card index system was also introduced. Computerisation of Crime Records is in progress.

A Central crime record system for property offences was started with the maintenance of Registers for active burglars and thieves, both convicted and facing trial, as well as Registers for Criminals indulging in White Collar Crimes. These registers

are updated from time to time on the basis of information fed by the police stations. Photo-albums of criminals were also introduced for various kinds of offences.

Scientific Aids of investigation:

In the initial days after liberation senior Police Officers of Maharashtra and Karnataka who were on deputation in Goa were quite experienced in using Scientific aids to investigation. The collection and packing of various exhibits having evidentiary value was being done by them and they were being forwarded to FSL, Bombay for examination and results. The procedures were being followed as prescribed in the Bombay Police Manual. The work of examination of various types of exhibits, viscera, firearms, poisons etc. was undertaken by FSL Bombay on payment basis. As regards the examination of hand writings in cheating, misappropriation, forgery cases, they were being sent to the Government Examiner of Questioned Documents, Hyderabad (MHA, BPR&D), again on payment basis.

In 1966, one post of Scientific Assistant was created in Crime Branch to streamline and organise the work related to the use of forensic science and scientific aids to investigation. Shri M.D.Joshi, a qualified officer, who was working with FSL Bombay was appointed to this post in 1967. Since then this Unit became the nodal agency to route all exhibits, documents, Finger Prints, explosives etc. On an average 100 exhibits of various type, 225 viscera packs, 35 cases for document examination are sent every year to the relevant institutions.

Policemen have been trained and Police Stations are provided with investigation kits in order to collect various types of scientific clues from the scene of crime. The Scientific assistant also imparts training in scientific aids at Police Training School to recruit police constables and those attending refresher courses. Special drug detection kits are supplied to all police stations for conducting spot tests and identifying the seized or suspected narcotics.

As it is not viable to have a Laboratory or training facility in Goa, the PSIs, PIs and DySPs are deputed to undergo training in various branches of Forensic science at the Institute of Criminology and Forensic Science, New Delhi, CDTS, Hyderabad, Narcotics Control Bureau, Bombay, Currency Notes Press, Nasik, Bank Notes Press, Dewas, Government Examiner of Questioned Documents, Hyderabad.

One Head Constables of Crime Branch has been trained and designated as Police Chief Operator for Finger Prints. The FP slips for search and record are sent to Finger Prints Bureau CID, Pune and Central Finger Print Bureau New Delhi, for search. More policemen have been trained in lifting FPs by the police Chief Operator. On an average 5000 search and 200 record slips are sent to the FPB CID Pune every year from this tiny State.

The Scientific Cell of Crime Branch consists of 1 Scientific Assistant, 1 Chief Operator and 2 HCs. There is also a photographic unit in Crime Branch. Both the Scientific Cell and Photographic Unit function as a single unit for purposes of

visiting any crime spot. The assistance of Dog Squad of Crime Branch is invariably taken while visiting the scene of crime of heinous and property offences. All the three units form as Crime team for visiting such scenes of crime. According to the instructions issued by the Department, as and when any crime is reported from South and North Goa, the crime team has to move for spot inspection and the concerned officer has to accompany the crime team and assist the Scientific Assistant in spot inspection of the scene of crime. Presently from 1994 Central Laboratories are being utilised to the maximum.

Dog Squad:

Mr. Shanti Prasad in his report in 1968⁶⁰ observed that though Mr. Balakrishna Shetty had recommended creation of a dog squad with 3 dogs and 3 PC handlers and 1 HC as in-charge, the unit was not created. He had strongly recommended for creation quickly. He had noted that all the old dogs were useless and were destroyed. In fact they were used by the Portuguese Police for chasing people and patrolling rather than tracking down criminals. The unit was created under Crime Branch. The squad has been strengthened in 1993⁶¹ with the creation of additional posts of 1 ASI, 2 PCs, 1 PC(Sweeper) for North Goa and 1 ASI, 6 HCs and 1 PC(sweeper) for South Goa.

The ASI is the dog trainer and the HCs are dog handlers, other are followers. The dogs are used for tracing narcotics, explosives and tracking criminals. As of October 1995, there are 5 dogs by name Sanga, Tiger, Sheela, Swati and Laika. Sanga is a

specialist in narcotics, while Sheela and Laika are of explosives. Tiger and Swati have specialised the art of tracking criminals. Sanga and Swati are Doberman dogs and the rest of Alsatian breeds. Apart from performing the above duties successfully, these dogs give their performances in police functions and participate in parades.

Research Unit:

Crime record involves compilation of voluminous data from various police stations etc. and a full-time attention. Further, in order to analyse the crime trend and provide some clues to the field officers and also to feed information to various authorities in State and Central Governments, Research Unit was formed and staff of 1 PI, 1 PSI, 1 Statistical Assistant, 1 HC and 3 PCs was created on 24⁶² th August 1974, by the Government of Goa. By 1984 the strength was enhanced to 1 PI, 2 PSIs, 2 HCs, 3⁶³ PCs and 1 Statistical Assistant by the Department. The Unit was entrusted with the important job of compiling statistics of crime reported from the territory and to send periodical returns to BPR&D, CBI and other Agencies. (It functions under the Crime Branch).

Computer Unit:

The first Computer entered the Police Department in 1987. But this being a Personal Computer, it was used only for minor tasks. Subsequently, with the purchase of up-graded systems in 1993, the Department has started entering the data of the

foreigners and criminals in the Computer discs. In 1994, the National Crime Records Bureau, New Delhi has released three micro-computers to the Goa Police under the Crime Criminal Information System Project. One computer has been installed in each of the offices of the District SPs and third one in the CID Crime Branch for the purpose of maintenance of Crime Records as per the Integrated Police Forms designed by the National Crime Records Bureau. In order to have uniformity of data at All India Level, the NCRB constituted a working group with the participation of State Police Agencies to judge the volume of crime in different States vis-a-vis the yearly crime figure to formulate the staffing pattern. Efforts are being made to create the Computer Cell on a permanent basis. Meanwhile an arrangement is made by the Department by training some policemen in computer operation, and the Unit is functionally placed as a part of the Crime Branch.

Anti-Corruption Branch:

The Shanti Prasad Report on 1968 points out that there were no arrangements for the anti-corruption work. It notes, 'As the corruption was not rampant, the crime branch teams could look after this work also, to start with. But, for collection of corruption Intelligence, 1 PSI and 1 HC is recommended to be provided in Crime Branch. In due course, if the work load is heavy, 1 PI can be provided for ACB. DySP(CID) should be declared as the Vigilance Officer for the Goa State. He would automatically get the necessary legal powers under the Prevention of Corruption Act'.

Subsequently, in order to deal with vigilance matters, the ACB was set up by the Government on 18th April 1969.⁶⁴ It conducts confidential inquiries and keeps vigilance on officials allegedly involved in corruption cases. They have to conduct investigation in respect of cases involving moral turpitude, disproportionate assets and corrupt practices and cases of doubtful integrity of Government employees as well as those working in autonomous bodies under the jurisdiction of State Government. They are to conduct inquiries into public complaints, institute regular inquiries and prosecution, and undertake any other work relating to the vigilance.

An ACB Unit which was sanctioned under the IGP with a strength of 1 PI, 2 PSIs, 2 HCs and 1 PC was transferred in 1978 by the Government of Goa⁶⁵ to the Vigilance Division set up by the Government in the Department of Personnel and Administrative Reforms. Later a post of Dy. Director(Vigilance) has been created to function directly under the Chief Secretary.

Earlier the ACB was declared as a Police Station,⁶⁶ in March 1978, for the purpose of Sections of 161,165, and 165(A) of IPC and the Prevention of Corruption Act 1947 for the Union Territory of Goa, Daman & Diu. These were later incorporated in the comprehensive Act known as Prevention of Corruption Act, 1988. The ACB continues to be in CID, and SP(CID) supervises the work of the branch directly. SP(CID) is now the Vigilance Officer of the Department. DySP(CB) is also associated in the day-to-day working. The ACB has conducted 47 enquiries in 1978, 64 in 1979,

95 in 1980, 130 in 1981 and so on and 46 cases in 1991. They work in tandem with the Vigilance branch of the Government which now works under a Dy. Director.

Anti-Narcotics Cell:

The Hippie culture of seventies brought to Goa Narcotic Drugs. As this trade flourished, the local youth also started falling prey to the drugs. By the start of eighties it became a menace, particularly in the coastal villages like Candolim, Calangute, Baga, Anjuna, Harambol, Colva, etc. and in the major towns of Panaji, Mapuca, and Margao.

Police and Excise officials tried to tackle the problem under the prevailing Law of Excise Act and Dangerous Drugs Act. But the penal provisions were very weak and only ended in fines, and the offences were bailable. However, in 1985, a Special Act namely Narcotic Drugs and Psychotropic Substance Act was passed by the Government of India. This stringent Act provided punishment for offences varying from 6 months to 30 years and also fine upto 2 lakh rupees. Minimum penalty was prescribed.

In the years 1986-87, a special cell was formed by the then Sub-Divisional Police Officer of Mapuca under his personal care to fight this menace and large quantities of Narcotics were seized for the first time and many drug traffickers were nabbed. This cell became defunct after his departure.

Subsequently, in 1988 Government of Goa formed the Anti-Narcotics Cell at Panaji. ⁶⁷ the ANC was created with 1 DySP, 2

PIs, 5 PSIs, 7 HCs and 13 PCs. A Special Court was set up in 1992 under an Addl. Sessions Judge and the ANC was declared as a Police Station in April 1994⁶⁸ with jurisdiction all over Goa for the purposes of investigation of the offences under the NDPS Act.

Drug menace includes drug trafficking, peddling and consumption by the foreigners and local people. The ANC has booked a total of 340 cases and arrested 428 persons till the middle of 1995 from 1988, out of 228 Indians booked 65 were convicted and out of 199 foreigners 43 were convicted, while some cases are still under trial.

Inspite of the severe punishments, the trade has not vanished, though contained to some extent. It is one of the perils of tourism, as the low-class foreigners participate in it.

Airport Security:

Dabolim Airport was only a domestic one in the first two decades after liberation. The number of flights were also very few connecting Bombay and Bangalore on certain days. In the year 1978 there were only 3 departures of Boeing 737 on Mondays, Tuesdays, Thursdays and Saturdays and only one departure on Wednesdays, Fridays and Sundays. The first lot of police staff for anti-hijacking purpose was sanctioned by the Government in 1976.⁶⁹ The staff was 1 PI, 2 PSIs, 3 HCs, 2 HCs(female), 8 PCs and 2 PCs(female). They had to be deployed for frisking, surveillance, and armed guards at the aircraft at the

access points and gates as well.

The grand event of CHOG(M) Retreat in Goa in 1983 brought it on the international map. This year also connected Goa on international air route with the introduction of direct Air India flights. It was followed by the introduction of Chartered flights from other countries in 1985. Since then there has been a steady growth and the number of foreign/chartered flights have increased manifold. In 1992-93, as many as 528 flights were operated and about 81,000 tourists were handled. There is a steady upward trend in the growth. During 1993-94, 432 flights brought 80,004 (till 11.3.94) foreigners into Goa. During the turn of the Century, the figure is likely to be almost 6 lakhs, as per the estimates of National Airport Authority of India.⁷⁰

In order to handle the additional work load, Government of Goa had sanctioned some more manpower. In 1984, 1 PI, 3 PSIs, and 2 HCs were sanctioned for operating X Ray baggage inspection system and Door Frame Metal Detector.⁷¹ Further, through another order 1 PSI(female), 2 ASIs and 1 ASI(female) were added for airport security the same year.⁷² The airport security was further strengthened with 2PSIs, 5 HCs, 1 HC(female), and 8 PCs in 1985,⁷³ and in order to maintain a proper shift system and proper supervision Government of Goa provided 1 DySP , 1 PI, 8 PSIs, 1 PSI(female), 8 HCs, 1 HC(female) and 12 PCs in 1986.⁷⁴ Thus, the total sanction of staff is 1 DySP, 3 PIs, 15 PSIs, 2 PSIs(F), 2 ASIs, 1 ASI(F), 18 HCs, 4 HCs(F), 28 PCs, 2 PCs(F) in all.

With the privatisation of air space after 1991, in addition

to the Indian Airlines, the domestic circuit is also covered by private airliners like Damania, Modiluft, Jet Airways, East-West Airlines etc.

Plans are afoot to expand and strengthen the police security and regulatory arrangements. Training aspect is being given a priority in view of the hijacking problems elsewhere. The basic objectives are to meet the pressure of domestic and international air-traffic, including the immigration tasks.

Security Unit:

Security of the VIPs was a subject which was within the confines of Special Branch of CID from the time of Reorganisation in 1966. Until a separate cell was formed in 1986, the Special Branch was making all the security arrangements for the local VIPs and the VVIPs like President of India, the Prime Minister of India and also for the visiting dignitaries from outside the country. They were the coordinators of various arrangements for programmes of visiting dignitaries. After successful hosting of CHOG(M) Retreat in 1983, Goa has become a definite destination for many VVIPs for a holiday. As there were hardly any specialised staff available, manpower was pooled from various functional units of Goa Police for the task of providing security to the VVIPs and VIPs.

With the increasing security requirements becoming unmanageable for the Goa Police with its meagre strength, Government sanctioned a strength of 1 DySP, 1 PI, 4 PSIs, 17 HCs, and 72 PCs in 2 installments in 1987 and 1988. The manpower is

utilised for covering the security aspects at Raj Bhavan, residences of Chief Minister, Speaker, 4 Ministers, 2 High Court Judges, pilot and escort cover to the Governor, and CM, and guard and watch and ward duties at Secretariat. However, with the changing scene of terrorism etc. all over the country, and with the ever-increasing number of Ministers in the State Cabinet, Police are forced to increase the security arrangements by drawing manpower from various units. As of October 1995⁷⁶, the actual deployment of manpower for security functions was 1 DySP, 1 PI, 8 PSIs, 10 ASIs, 53 HCs, and 216 PCs as against the sanctioned strength of 1 DySP, 1 PI, 4 PSIs, 17 HCs and 72 PCs. Obviously, this arrangement is bound to affect the working of other units. Furthermore, the arrangement is a permanent one and in case of visiting dignitaries manpower is further drawn from other units. On an average more than 350 VVIPs including those who are in the 'Z' and 'Z+' category of Security risk visit Goa every year. Apart from manpower, even vehicles are being withdrawn from various units with increasing frequency, as VVIP security gets the highest priority in police working.

During the visits of VVIPs for undertaking specialised works, anti-sabotage check teams, bomb disposal and bomb detection teams are requested from the Army or the Intelligence Bureau, as the required equipment and trained staff are not yet available in Goa Police. Efforts are in progress to procure some such equipment and also train Goa Police personnel in Security aspects, as personal security officers and in other jobs connected with security.

As regards the security of Banks and Vital installations, and industrial estates, some staff has been sanctioned and attached to the local Police Stations. In 1986, 1 HC and 4 PCs were sanctioned for deployment at TV Relay Centre, Panaji. Similarly 6 HCs and 24 PCs were sanctioned in 1993 for guarding the currency chests of some banks. Earlier, for manning the police outposts in various Industrial Estates a staff of 1 PSI, 7 ASIs and 40 PCs was created by the Government in 1987.

Goa Armed Reserve Police Force and Related Units

Reserve Force:

Four Active Companies and one Head Quarters Company were sanctioned as a part of reorganisation in 1966, by the Government. The Goa Reserve Police has been generally utilised for various unsanctioned duties of VVIP Security, airport security, immigration duties at airport, traffic, various unsanctioned guards, escorts of prisoners to various courts, bandobast arrangements in the State, etc. leaving the department virtually without any striking force. In fact, over the years we have been depending on Police Forces from the neighbouring States and also Central Para-Military Forces for General Elections duties, tackling major law and order problems arising from issues like language, Konkan Railway issue etc.

By October 1995, there are 3 DySPs posted in various Companies of GRP and 1 DySP for Head Quarters. SP(Training) supervises the work of the Reserve Force alongwith that of other

units like Motor Transport, Wireless and Police Band, whereas SP(HQ) is in-charge of the HQs Company alongwith some other units.

Motor Transport:

The Motor Transport section looks after the maintenance and repairs of vehicles of Police department and some times those of the ministers. In the year 1965 as per Balakrishna Shetty's Report, the total number of vehicles were 56. They included one old-mobile, 8 Volks Wagons, 1 Vauxnall car, 2 Willys cars, 5 Toyota Jeeps, 15 Land Rover Jeeps, 9 Willys Jeeps, 1 Mercedes, 3 Dodge - Police Vans, 1 Bedford Prison Van etc. In 1969 the department had 42 light vehicles, 4 medium vehicles, 6 heavy vehicles and 18 motor cycles besides a trailer pump and a fire tender.⁸¹ By 1995 the number has increased to 1 bullet-proof car, 6 Ambassadors, 26 jeeps, 29 Gypsys, 6 tempos, 4 DCM Toyotas, 2 Cranes, 12 Tata buses, 2 mini buses, and 85 motor cycles of various makes.

In the year 1966 at the time of reorganisation of the Goa Police, 34 civilian staff were sanctioned for the motor transport office.⁸² This included fitters, electricians, upholsters, painters, welders, carpenters, blacksmiths, tinsmiths etc. By October 1995, the motor transport section has a manpower of 1 PI, 1 PSI, 1 ASI, 1 HC, 7 PCs, 24 ASIs(Driver), 30 HCs(Driver), 68 PCs(driver), and 38 civilian staff. It is noteworthy that only in the year 1990, the drivers have been designated as policemen and ranks of ASIs, HCs and PCs were given, in a proportion of 20 percent, 25

percent and 55 percent respectively. The shortage of drivers is normally met by utilising Home Guards.

There is a motor transport garage at PHQ where the maintenance and repairs are undertaken.

Communication and Wireless:

At the time of liberation there were a few wireless sets in Goa. In 1965 the position was ⁸³ 4 H.F. sets (Transreceivers battery operated) but not in good working condition. In the year 1972 there were 9 wireless stations in the territory. The strength of 1 PSI, 36 wireless operators, and 2 radio mechanics were available. ⁸⁴ Later, in 1974, Government of Goa added 1 PI(W/L), 1 PSI(W/L), 46 Wireless operators, 3 radio mechanics, one electrician(Jr.), 1 engine mechanic, 2 despatch riders and 25 messengers. ⁸⁵ This strength was supplemented by 1 DySP, 1 PI(R/M), 1 PSI(R/M), 1 PSI(Cipher), 2 PSIs(Operators), 2 ASI(R/M), 3 ASI(Cipher), 1 HC(Engine mech.), 3 HCs(radiotelephony operator), 3 HCs(Cipher), 1 HC(Carpenter), 1 PC(Store), 1 PC(mast-lusker), 1 steno and 1 LDC.

In October 1995, the Unit has 1 DySP(W/L), 1 PI(R/M), 1 PI(W/L), 1 PSI(R/M), 1 PSI(C), 4 PSI(W), 1 ASI(R/M), 48 ASI(Opr.), 49 HC RTOs, 1 ASI(C), 3 HCs(C), 1 HC(R/M), 1 HC(carp), 1 PC(M/L), 41 PCs(W/L), and 2 despatch riders.

Immediately after liberation Goa Police wireless organisation was run by SRPF of Maharashtra State who were on deputation. The complete network was HF system(telegraphy). In 1965, the SRPF

left Goa, handing over the system to Goa Police Wireless staff of 34 HCs of Portuguese regime, under the supervision of PI(HQ) which continued till 30th June 1967, in which year one post of PSI(W/L) was created and the same was filled on deputation from ISPW, for expanding the system. Also one post of Radio Mechanic was filled from civil side for maintaining and installing the wireless equipments.

The HF communication was provided at Panaji, Vasco, Margao, Pernem, Mollem, Canacona, Sanguem, Quepem, Curchorem, Ponda, Mapuca, and Dodamarg. At the same time 16 VHF Sets (old generation) were kept as reserve for mobile use during various Police bandobasts. All the wireless stations were operative only from 7.00 AM till 23.00 PM, except during emergencies when they functioned round-the-clock.

In 1970, in view of increasing law and order problems at major towns like Mapuca, Bicholim, Panaji, Margao, Vasco, the HF Stations were converted into VHF stations, for speedy action. In 1975, more VHF stations were opened with new generation of VHF equipment. Static, mobile and handheld sets were added. The HF net was continued between Panaji, Daman and Diu.

The top managers' vehicles were fitted with VHF sets for speedy communication while on move during law and order bandobast etc. By 1987, when Goa attained Statehood, two networks, one for North Goa District and the other for South Goa District were created. For effective long distance communication two repeaters were provided in 1992. A separate top-management net work has

been planned. Further, a wireless workshop manned by the technical staff was set up at Police Head Quarters. They undertake the work of repairs, installation of static and mobile sets etc. A small such unit has been set up at Margao also.

As regards the training aspects, refresher courses are conducted at Panaji, in radio-operation. Specialised training is given at CPRTI, DCPW, MHA, New Delhi. Similarly, basic radio-telegraphy courses are conducted at Maharashtra Police Wireless Training Centre, Pune. Furthermore, radio personnel have also been sent to various familiarisation courses at Webel, Calcutta, Meltron, Nagpur, and CPRTI, New Delhi.

As of October 1995, Goa Police Wireless organisation is in possession of 298 VHF static/mobile sets, 232 VHF handheld sets, 8 repeaters, 3 data-mod computer systems, and a number of ancillary equipment such as battery charges etc. All PSs and OPs are connected by the wireless network. Government non-plan modernisation scheme has come as a boon in modernising and expanding the wireless communication system of Goa Police.

A Police Control Room works round-the-clock at Panaji and is in contact with all wireless stations, as well as the police stations in Goa on wireless and telephone networks. There is a Digital Exchange of C-DOT with 80 telephone extensions connected to various officers stationed at Panaji. Telephone facility is provided at all Police Stations and out-posts and at the offices and residences of most of the officers. There is strength of 1 PSI, 4 ASIs, 2 HCs and 3 PCs working in the PCR, (from the

executive force). The PCR is the nerve centre of the department and is contact point to the public. A convenient telephone number 100 is given to it so that they can contact it easily in case of emergencies. The PCR officer immediately informs the concerned Units/officers for taking necessary action. Similarly it gathers and collects information from various places, especially when there is a law and order situation or VVIP bandobast, or Election arrangement etc. to keep the senior officer abreast of the latest developments. The PCR and wireless control room work together. A cipher room with strong arrangements for secrecy is also in the same premises.

The basic functions of the PCR is to provide assistance and help to public in case of need and distress by the quickest possible means within the shortest possible time and to collect and disseminate information for assisting the local police in prevention and detection of crimes and maintenance of law and order and to inspire public confidence in police.

Band Section:

Police Brass Band is a matter of pride not only for the department, but also for the people of Goa. They are constantly enamoured by its performance at various official and private functions. There is an arrangement to depute the band even for private celebrations on payment basis, depending on its availability. The bandmen playing different instruments are appointed as policemen and the unit has a strength of 1 ASI, 3 HCs, and 26 PCs. They are given an impressive uniform. The

amount collected as Band charges in case of private engagements is distributed as: 4 percent for Band Fund, 15 percent for the band-master and 45 percent for the bandsmen. The band platoon is used for law and order duties also at times.

Training aspect

Police Training School:

After liberation, Indian law and Procedure were adopted. In order to impart training in the new law and procedure, as well as in the basic physical training, to the absorbed employees and to the new recruits, a Police Training School was established in 1962 at Valpoi in the erstwhile military post of the Portuguese. Initially officers on deputation had managed the institution. Mr. R.K. Kalaswad, DySP, being the first Principal. The staff sanctioned for PTS as a result of 3 orders in September 1966, July 1968 and August 1968,⁸⁶ is as under: 1 Dy.SP., 1 Law Instructor, 1 PSI, 5 HCs, 5 PCs, 1 UDC, 1 LDC, 1 Language teacher, and followers like, cooks, tailor, dhobi, mochi etc. Subsequently,, in 1990, the post of Principal was up-graded as Addl. SP,⁸⁷ and later on one post of DySP was added to PTS in 1992 by shifting from the GRP strength.⁸⁸ The above staff being inadequate, usually more men are posted by drawing from various other police units.

Policemen are given training in law, investigation, police duties, physical training, unarmed combat, yoga, handling of arms, traffic, crowd control, human behaviour and rights etc.

Apart from training recruit constables, refresher reorientation and promotional courses are conducted for various ranks upto the ASIs.

Initially 2 batches of HCs, underwent their training at Valpoi. At the same time a training school was started at Altinho, Panaji also where the Companies of SRPF of other States were camping. The later was closed down shortly thereafter.

Mr. Shanti Prasad notes in his report of 1968, "He(Chief minister) was also not happy with the state of training, particularly of the old Goa Police, as they were not even able to salute properly..... The CM has mentioned to me the poor state of training particularly of the Old Goa Police Staff. In his reorganisation proposal Shri Balakrishna Shetty had recommended refresher courses for various ranks from PCs to DySPs. I believe all the Old PSIs have already gone through a refresher course at PTS. Some refresher courses have been started at PTS for HCs and ASIs. It is necessary that all the old staff of HCs and ASIs should be put through these refresher courses quickly. Simultaneously it is necessary that immediate steps should be taken to organise refresher courses of about 6 weeks to 2 months duration for all the PCs of the old Goa Police. Besides drill and discipline, the PCs should also be imparted an elementary knowledge of law and police procedure also."

PTS has come a long way now. The syllabus for various courses is presently framed on the lines of the Gore Committee Recommendations and on an average 100 to 150 recruits pass out

from this School every year. To its credit excise, forest, and jail guards are also trained here very frequently.

During the period 1992-94, the staff and recruits joined together to construct a parade arena, a multi-purpose hall and also some minor works like bakery, piggery etc. They could lay beautiful gardens, lawns and planted fruit-bearing trees extensively to convert the otherwise dull and dark premises into a new attractive institution. Shramdan, donation of labour, was the basic principle in the success story. A lift irrigation system installed by them provides water copiously from the Madei river.

Government of Goa provided a substantial incentive of 30 percent of pay for the instructional staff of PTS in 1986.⁹⁰ Though it was discontinued for a while from 1993, it was again revived in October 1995.⁹¹

Training of Gazetted Officers and Upper-subordinates:

While the constabulary are trained at PTS, the upper-subordinates and Gazetted officers are sent for basic training in Institutions of other States. The DySPs of Goa Police who were directly recruited underwent their training either at National Police Academy, Hyderabad or at Police Training College, (now Maharashtra Police Academy), Nasik. The directly recruited PSIs have so far been sent either to PTC, Nasik or to PTS, New Delhi.

Specialised training:

In order to modernise the force and to keep the men abreast of the latest developments in policing, officers and men of Goa Police are sent to various Institutions outside Goa for various courses. Over 125 officers and men attended the courses in bomb disposal, ranger commandos, and personal security officers at N.S.G., Manesar. Some have attended courses in weapons ;and tactics, VIP security, forged currencies, finger prints, passport and foreigners' matters, scientific investigation, unarmed combat, handling of explosives, crime detection, wireless systems, traffic control, vigilance, counter-intelligence, computers, anti-hijacking, anti-terrorism, document examination, narcotic drugs, laying traps, economic offences etc. Such an exposure to various courses constantly enlightens them and brings their knowledge on par with those in the rest of the Country. At least 30 percent of the force have attended some specialised course or other.

Other Units

Traffic Cell:

The volume of traffic in Goa at the time of liberation was insignificant. It was mainly in the eighties and nineties that it has grown manifold.

In 1986 there was a strength of 1 PI, 4 PSIs, 9 ASIs, 8 HCs and 36 PCs distributed over Panaji, Mapuca, Margao, and Vasco Traffic Cells.⁹² It was utilised for regulation duties only at points like, (i) manning of bus stands, and (ii) manning of

important junctions in a single shift. But the inadequacy was felt in dealing with the problem which consisted of road accidents and congestion on the roads. There was a steady increase in road accidents from 1055 in 1980 to 1557 in 1985. Similarly, the growing townships of Mapuca, Ponda, Margao, and Vasco were showing strains of parking problems. Police had to regulate traffic, enforce the traffic law, educate the public in road safety and at the same time study the problems and improvements and liaise with various agencies of the Government, i.e. engineering dept., KTC., transport dept., tourism department, municipalities, collectorate etc.

Traffic functions being those which cannot be ignored, were being managed by withdrawing manpower from GRP and police stations. Thus as many as 1 PI, 4 PSIs, 10 ASIs, 19 HCs and 90 PCs were deployed at Panaji, Margao, Mapuca and Vasco. In addition, about 20 Home Guards were also being deployed.

A detailed study report and proposal was therefore prepared by the then IGP Shri P.S.Bawa, for enhancement of staff in March 1986, which had finally culminated in the sanction of the posts of 1 DySP, 1 PI, 2 HCs and 20 PCs by Government of India in the first phase in 1987⁹³ and 1 PI, 3 PSIs, 9 HCs, and 34 PCs in the second phase by the Goa Government in 1988.⁹⁴ As of October 1995, the total strength of Traffic Unit in Goa was 1 DySP, 3 PIs, 8 PSIs, 19 HCs and 90 PCs. In addition about 50 Home Guards are deployed for traffic duties regularly.

The traffic cell has an education wing which works under a

Police Inspector. Lectures are organised in schools and public places to educate the public regarding traffic rules etc. Audio-visual and publicity aids are frequently put to use in promoting the ideas of road safety.

The Traffic Unit works under the control of S.P.(Security & Traffic).

Tourist Police:

Goa is the most popular tourist destination in the Country. In the eighties and nineties, especially after the CHOG(M) Retreat in Goa in 1983, this place has become extremely popular and the tourism industry has been growing by leaps and bounds. The growth of tourists has been recorded as under:

<u>Year</u>	<u>Indian</u>	<u>Foreign</u>	<u>Total</u>
1973	119387	8371	127758
1980	332534	34288	366822
1985	682545	62667	745212
1990	776993	104330	881323
1994	845404	210191	1059595

The above growth has also necessitated an extra attention from Police to control touts, pickpockets etc. and also to protect the tourists from the fraudulent activities of some travel agencies and others. Police presence is required at the beaches, temples, churches, ferry points, bus stands, railway stations, check posts, airports etc. They can also help the tourists by providing appropriate guidance within the State.

In 1987, from the available staff of various Police Stations, policemen were deputed to cover the above requirements as far as possible. They were given red arm-bands with the words 'Tourist Police' written on them. This was done particularly during the tourist season, from September to May.

These arrangements were formalised when Government of Goa created the Tourist Police Unit in 1990 in the Directorate of Tourism⁹⁵ for implementation of Goa Registration of Tourist Trade Act, 1982. The strength sanctioned was 1 DySP, 1 PI, 2 PSIs, 4 HCs, and 30 PCs. This strength was subsequently created in the Police Department in September 1990 with the arrangement that the expenditure will be adjusted by book adjustment by the Directorate of Tourism.⁹⁶ Though the posts were created under the Department of Tourism, the staff is drawn from the Police department and their performance is mentioned through SP(NORTH). Aspects of supervision of work, discipline and command and control are thus with the Police. This police assists the Tourism Department officials in prevention of unauthorised and illegal stalls on beaches, and in implementing the provisions of the Goa Registration of Tourist Trade Act, 1982.

Women Police:

the Women Police made their footing in Goa Police with the constitution of a Women Police Unit by reviving the 3 pre-liberation permanent posts of 1 PSI and 3 HCs by the order of Government of Goa in February 1974.⁹⁷ The posts were filled by women candidates. However, after their training instead of

constituting the Cell, the PSi was deputed for field duties and the Head Constables were deputed at the Airport which had pressing requirements, as till then one female clerk was performing the frisking duties at the Airport. Subsequently in 1980 Government of Goa permitted recruitment of 20 female constables,⁹⁸ by cutting into the strength of male PCs. Later, again another 55 posts of male PCs were converted into posts for female PCs in 1988⁹⁹ and so on. Thus by 1995, by including all creations and conversions the women contingent in the department has grown up to 1 PI, 7 PSIs, 1 ASI, 12 HCs, and 162 LPCs.

Women Officers perform all the duties on par with the men, including investigation, night patrolling, law and order matters, VVIP duties, traffic etc. Whereas the LAdy HCs and PCs are normally used for frisking work at the airport, escorting and guarding lady prisoners, office work at the police stations and other units, helping the investigating officers at the time to investigation and arresting ladies, in traffic control, wireless operation, and at the time of ,law and order and security arrangements. Their contribution in day and night patrolling etc. is negligible. The women police, due to their personal commitments like, family, pregnancy etc. normally scramble for white collar jobs in the department. This is particularly applicable to the PCS and HCs, who are generally reluctant to work for extended hours and holidays, and cannot take up field jobs.

Mounted Police:

Five horses were purchased by Goa Police from the holdings of Remount Training School and Depot, Saharanpur(UP) in Jan. 1990.¹⁰⁰ Their names are Samrat, Noorjahan, Toofan, Mumtaz and Check. The Mounted Police Squad started functioning from 12.1.1990¹⁰¹ with these horses and the department has spared the services of 1 HC and 7 PCs and trained them in this job. Syes were appointed on contract basis. Like in other forces, they are used in Goa also for ceremonial parades. But they were not found to be suitable for Law and Order and bandobast duties in Goa. Due to certain managerial problems, the squad was dismantled by the Government and the horses were handed over to the Amateur Riding Club. However, it was subsequently revived in Dec. 1994.

Home Guard & Civil Defence

In the context of the emergency which arose as a result of the Chinese aggression in October 1962, Government of India advised all States/U.Ts to emerge their existing voluntary organisations with the statutory voluntary organisation of Home Guards, as it was considered that this organisation could serve as a power instrument for strengthening the will of the people to stand up to hardship and danger in the Country's hour of need. Government of Goa also established the Goa Home Guards Organisation in 1967 and the same was functioning under GOa Police Dept. Upto June 1981, with a strength of 400 Home Guards. In 1981, however, a full-fledged office for Home Guards and Civil Defence was established.¹⁰²

A target of 400 Home Guards was allotted by the Union Government in 1968¹⁰³ which was later enhanced to 600 in 1985.¹⁰⁴ Subsequently 100 HGs were allotted to Daman and Diu after Goa became an Independent State in 1987, thus leaving a figure of 500 for Goa. There are 65 female Home Guards among 500 volunteers spread over various divisions in Goa. The figure are Panaji-110, Mapuca-110, Vasco-87, Margao-100, Bicholim-33, Valpoi-25, Ponda-20 and Pernem-15. These HGs are governed by the Bombay HGs Act, 1947, which has been applicable to the State.

The HGs are trained in drill, weapon training, fire discipline, crowd control, field craft, patrolling, map reading and Civil defence training including fire fighting, rescue, first aid, flood relief etc. The roles assigned to them include : a) to serve an auxiliary to the police and generally help in maintaining internal security, b) to help in any kind of emergency like air raids, fire, flood, epidemics etc. They also have to play a vital role in civil defence, like incident control, reconnaissance parties, rescue parties, trailer pump parties, mobile canteens etc.

In Goa they have been frequently deployed along with the local Police in maintenance of law and order, particularly during agitations and strikes, traffic duties, various bandobust arrangements, patrolling and crime prevention duties, and various miscellaneous functions.

The Civil Defence Unit which was being handled by the Collector of Goa was transferred to the combined organisation of

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HG and CD in 1981. A full-fledged post of Dy.CGHG and DDCD was created to head this organisation. Administratively IGP is the ex-officio CGHG and DCD.

The Civil Defence wing of the organisation has 1 Dy.Controlller Civil Defence, 2 CD instructors, 1 Steno, 3 LDCs, 1 driver, and 1 peon while the HGs wing has 1 Dist. Commandant who is also JSO CD, 1 Head clerk, 4 Platoon Commanders, 2 Hav-instructors, 1 UDC, 1 LDC, 1 driver, 1 steno, 3 peon and 1 sweeper. The organisation also has a medical officer. This staff forms the HQs.

At the Division and Police Station level, the SDPOs and Principal PTS are the ex-officio Div-Commandants for HGs, and the officers in-charge of Bicholim P.S., Pernem P.S. etc. are in charge of the HGs of their areas.

Civil Defence is an organisation of the people to minimise the effects of enemy action, to save life, to minimise damage to property, to maintain continuity of production and to maintain the morale of the people in times of war. It aims at restoring quick normalcy in essential services, Industrial Units and other walk of life after an attack. Panaji and Mormugao are classified as Category-I towns for the purpose of implementation of CD measures. The Civil Defence organisation is governed by the Civil Defence Act, 1968, which is a Central Act. There are in all 1613 CD volunteers in Mormugao and Panaji CD towns, on rolls.

Fire Brigade

It was only in the year 1984 that fire service has become an independent directorate. Until this time the police were undertaking this responsibility and a fire fighting unit was established at Police Head Quarters at Panaji. In addition to the equipment and fire appliances, a Mobile Fire Fighting Vehicle with its respective accessories was acquired by the Administration in Aug. 1969. ¹⁰⁶ As it was decided to have the Fire Fighting Unit organised and functioning under the Police Department and in view of the fact that the personnel were required to handle this equipments in the absence of trained staff, some of the men from the Goa Reserve Force were trained at the Andhra Pradesh Fire Service Training College, Hyderabad, in fire rescue work to form, in the meantime, the nucleus of the Fire Service Unit. ¹⁰⁷ Between Aug. 1974 to Feb. 1978, the unit was provided a staff of 5 sub-officers, 10 leading-firemen, 65 firemen and 10 driver-operators.

Welfare Measures

Welfare Cell:

In order to plan and execute various welfare measures for the policemen, a Police Welfare Cell has been set up which has a PSI and other staff working in it. It works under the supervision of SP(HQ). Apart from maintaining the Police Welfare Fund, the cell plans and coordinates various other welfare activities for the policemen.

Welfare Fund:

The Goa Police Welfare Fund was started as a welfare measure in 1966. The Fund has been raised by half yearly subscriptions from Police Officers and men, and performances of dramas, wrestling and football matches, premier shows besides other open-air competitions, with a view to providing amenities and comfort to police and their families and other low paid staff of the department. The subscription varied from 0.75 for a class IV employee to Rs.3.00 for a P.I. per month. Thus the total average annual contribution comes to Rs.3000. The total assets as of 31.8.95 were Rs.29,30,019.00, out of which Rs.5,05,000.00 were in fixed deposits in banks, while Rs.6,43,554.00 were in Saving Accounts in SBI for day-to-day transactions and the remaining amount of Rs.17,81,465.00 was in circulation in the forms of loans, advances etc.

The Fund is managed by a Committee headed by the IGP and is utilised for different purposes like ex-gratia payments, funeral expenses, spectacle aid, loans and advances in easy installments @ 6 per cent interest. Advances are given to set up Canteens and messes also. Tailoring classes etc. are organised. Cash awards are given to bright children of policemen on the basis of performance in schools. As per the Rules of the Fund, Rs.5,500/- is given to the family in the event of death of policemen while in service and Rs.10,500/- if the death occurs while on duty in any encounter with dacoits, criminals etc. The monthly contributions were increased with the range from Rs.5/- for the lowest paid to Rs.30/- for the IGP, on 27.1.1988. Subsequently

the Gazetted officers have been kept out of the Fund. Government of Goa provides a matching grant specially for the part of the Fund meant for Sports Activities.

Other activities:

The Police Consumers Cooperative Society at Panaji, was started with a capital of Rs.6010/- in 1969. It has a fair price shop also and sells various consumer items at reasonable prices.

In July 1993, the Goa Police Staff Cooperative Credit Society Ltd. was floated by the Department with the aim of granting loans to its members on low rate of interests. IGP is the ex-officio chairman of the Society.

As a welfare measure Police canteens are run at all major Police Stations and units. Similarly, recreation rooms and a library/reading room are provided at some places. A gymnasium has been started recently.

The Goa Police Football team was very popular sometime back, though presently it is lustless. Efforts are being made to recover the past glory. At the same time a Home Guards football team has also been floated recently.

Dispensary:

Another important welfare measure is looking after the health aspect of policemen and their families. There is one police Dispensary with a Police Medical Officer, who is on deputation from the Health Department of Goa Government, and a lady Doctor,

attached to the Civil Defence Unit, stationed at Police Head Quarters, Panaji. The doctor visits all PSs/Units into the State as per Schedule itinerary and attends to the medical needs of policemen and their families, and supplies them free medicines. As and when the treatment is not within the competence of the Police Dispensary the patients are referred to Government Hospital and the PMO follows up the case.

The Police Medical Officer is assisted by a male nurse, a compounder (Pharmacist) and a peon, sanctioned in 1968. He also has a clerk sanctioned later.

A separate budget sub-head is provided for the procurement of medicines and maintenance of the dispensary.

Montepio:

The Institution called 'Montepio da Policia do Estado da India' (in short Police Montepio) was established by the erstwhile Portuguese Government by Legislative Diploma No. 1771 dated 20th March 1958, for the welfare of such members of the police force who become its members and made contribution thereto with the fund collected out of the contribution by its members. The said ex-police Montepio acquired certain buildings at various places. This welfare Association also raised funds through various social and other activities organised in aid of the association. The 'Montepio' catered to the needs of the staff of this Department and their families to some extent by providing residential quarters constructed for the benefit of its members. It also provided other benefits and amenities to the staff of the

Department by way of loans, etc. As far as accommodation is concerned 209 residential quarters- 68 at Altinho, Panaji, 12 at Ponda 12 at Mapuca, 12 at Bicholim, 23 at Valpoi, 28 at Vasco, 12 at Sanguem, 42 at Margao had been distributed to the officers and men of this Department at very nominal rents, thereby alleviating to some extent the problem of accommodation.

However, after liberation, the then Military Governor by his order on 22-5-1962 repealed the said Diploma Legislative No. 1771 and directed that all the assets and liabilities of the said ex-Police Montepio be vested in the Liquidator, appointed by the Administrator of the Union Territory. It was found that apart from other assets, cash of Rs 58,829 was with the Montepio.¹⁰⁸

However, the member entered into a protracted litigation in various courts challenging the order, and finally on 10-8-1988, the Supreme Court of India upheld the order and directed payment of Rs.5000/- to each of its members. Thus, after paying the compensation, Government of Goa became the owner of the assets.

Police Housing

Apart from Montepio quarters, there was no Government accommodation available to the police personnel at the time of liberation. Once Government of India included Police Housing under the 5-year plan, Goa Police also took advantage of it and plans were made from time to time to construct houses at various places. The objective was to ensure that Policemen were available at short-notice in case of any emergencies in view of

the essential nature of their duties and at the same time as a welfare measure for the hard working and fully-occupied policemen and their families.

The aim of the Scheme is to provide family accommodation to all member of the force as far as possible within a reasonable period. With this aim in view, efforts are made to acquire land in the vicinity of Police Stations as far as possible.

The level of satisfaction achieved in respect of family accommodation by october 1994 was only 35.14 per cent, though much better than many other states. The strength of Goa Police is 3541 in 1995 and the number of police personnel provided with family accommodation is 1169. Up-to the rank of PIs, rent-free accommodation is provided.

As of 1995, the requirement of quarters of this department is 3541. From a zero level the department has so far reached some respectable figure. Yet, much is left to be done. The present position is 833 'A' type, 272 'B' type, 48 'C' type and 10 'D' type quarters are available. And 1 'E' type, 1 'D' type, 9 'C' type, 72 'B' type and 36 'A' type quarters and bachelors accommodation at GRP Camp, Altinho, Panaji are under construction. Physical targets proposed for 1994-95 are 36 'B' type, 12 'C' type type quarters and 1 barrack at the GRP Camp.

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C O N C L U S I O N

The foregoing Chapters provide an overview of the existence of policing systems from early times in Goa and the progressive growth of Police as an organisation in the 20th Century. Each period of history had a characteristic system of policing based on the regime and needs of the day. Goa had seen the light of organised police during the last four decades of Portuguese dictatorial rule and later on with its liberation was suddenly catapulted to experience the modern developments in police already prevalent in the rest of the Country. By 1995, there was a significant improvement in the system of policing and the organisation of police is put through a phase of modernisation with the objective of reaching the goal of a much-needed professional police.

Policing in a dictatorial regime is one thing and the task of policing in a democracy is entirely another. In a democratic set up one of the most stupendous tasks is enforcement of law. There is a resentment if it is applied in one's case and clamour for suspension of the enforcer if not applied in someone else's case. Police of yesteryears were not placed in a similar,

potentially volcanic scheme of things. The Society is witnessing increased crime rates, mounting traffic accidents, and a reduction of police powers as a result of various Court decisions. A force with increasing workload with increase in population, legislations etc. cannot meet the increasing demands and expectations of the public. Therefore, there is now an awakening to involve the community itself in policing the community, as the Criminal Justice is too important and too big a thing to be performed entirely by the police. It is nothing but a revival of the systems of the past.

Goa Police is on the throes of modernisation. Modernisation is generally understood as application of scientific gadgets and adoption of a rational approach. Transport and communication have certainly contributed in modernisation. Various modern systems of scientific aids like finger prints' studies, handwriting studies, lie detectors, DNA studies etc. have all confirmed their utility in detection of crime and in securing convictions. However, the scenes narrated by Mohan Ranade from the Portuguese period in the late 50's have not changed much. The new training methods introduced on the recommendations of Gore Committee have not significantly altered the scenario. All the inputs on Human Rights appreciation have not had any impact on the basic approach. "The Report to the Goan people on the state of Goa's Police 1975-1982" by Dr. Claude Alvares and Linken Fernandes indicts the Goa Police for blatant violation of Human Rights. This Report gave a detailed account of the miserable conditions in the lock-up as well as the inhuman treatment meted

out to the inmates by the police. Modernisation of police in Goa has not in any way reduced the distance between the police and the people.

Police are basically identified as an anti-people organisation committed to the use of force and secret methods. In their zeal to enforce the law and curb crime, police frequently ignore or trample the Fundamental Human Rights of citizens and deviate from the provisions of the Statute. When quick results are demanded and no questions asked regarding the means, police in their eagerness to achieve results, take law into their own hands. They are considered corrupt, barbarian, and vile and have always been the object of attack by the press and politician, bench and bar, citizen and criminal. The scenario in Goa, however, fortunately is a shade better compared to many other States in the Country.

Police are alleged to be corrupt. However, interestingly, this has been an allegation repeated through the ages. The village police in the early history was made to compensate for the value of stolen items only with the presumption that he had a hand in the operation. Kotwals were found to be thoroughly corrupt. The Daroga System was abolished partly because of the corrupt practices of the Darogas. Modern Police is no exception. The effectiveness of the checks and balances introduced to contain this problem will be judged only by the future.

Once the Freedom Fighters and other Nationalist-minded people take a back seat, it is the power-crazy politicians who

come to the fore and take charge of the administration. A dangerous trend in the Country at the moment is the police-politician nexus. Their interdependence creates a situation of quid pro quo. Though not sanctioned by Law, Police in the recent past have been given the Establishment Protection Role which makes public accountability non-existent. The problem becomes more acute when the State is small. There is no wonder that this scourge has been manifesting constantly in the tiny State of Goa as well for quite some time.

Unless well-reasoned reforms are worked out and implemented fairly speedily, policing in Goa is bound to degenerate further. The training, equipment, working conditions, status and quality of the police call for action on the lines clearly and lucidly set out by the National Police Commission and other bodies. What is required is only a political will.

The prime factor which needs to be corrected for better policing is the police-politician link. For this purpose appointments, postings, transfers, promotions etc. of police should be institutionalised away from the purview of political entities. Police must be professionals like Army, enforcing the Laws of the land impartially and diligently, and accountable only to an apolitical State Security Commission, as envisaged by the National Police Commission. It will reduce the incentive for politically motivated measures like harassment, foisting of unwarranted criminal cases and promote integrity among the officers. Further, there is an urgent need for creating a

greater respect for professionalism and autonomy. Therefore, the future of Goa Police lies in the political will to halt its deterioration and to have a highly-rated force.

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G L O S S A R Y

<u>Amaneus</u>	Ordarlies
<u>Ayuktas</u>	Village Police of Asoka's period
<u>Begarins</u>	Labourers
<u>Cabos</u>	Head Constables
<u>Choroddharanika</u>	Special Investigator
<u>Circunscricao de Norte</u>	North Circle
<u>Comarca</u>	A division of a District
<u>Commissar</u>	Commissioner
<u>Corpo de Policia e Fiscalizacao da India</u> :	Corps of Police and Inspection Services of India
<u>Corpo de Policia Rural e Florestal</u> :	Corps of Rural and Forest Police
<u>Crusado</u>	Portuguese Currency (6Crusados=1 Re.)
<u>Danda</u>	Fine of punishment, one of 10 crimes
<u>Dandanatha</u>	A low-ranking Police Officer
<u>Dandanayaka</u>	A General, rod-applier, a prefect of Police
<u>Dandaniti</u>	Science of punishment
<u>Dandapala</u>	One of the 18 great officers referred in Arthasastra, who had police functions
<u>Daroga</u>	Head Constable, British Period
<u>Degrado</u>	Punishment of exile
<u>Desembargador</u>	Judicial Officer
<u>Dosha</u>	Torts, one of 10 crimes
<u>Estado da India</u>	State of India
<u>Faujdar</u>	Army Officer i/c of a sarkar, also responsible for law and order, except in cities during Muslim period
<u>Feitor</u>	Factor
<u>Foral de Usos e Custums</u>	Record of usages and customs of Goans prepared by Albuquerque
<u>Fortalezes</u>	Fortresses

<u>Freguezias</u>	Parishes
<u>Galeos</u>	Galleys
<u>Gaulmika</u>	Head of a Gulma, which was a police-cum-military contingent
<u>Gramani</u>	Village headman, ancient period
<u>Gramik</u>	One who was given reporting functions at the village level
<u>Grannika</u>	Head of village, Mauryan period
<u>Julgado</u>	A division of a Comarca
<u>Kavalgars</u>	Watchmen in Vijayanagar Empire who were entrusted Padikaval
<u>Kotwal</u>	City Police official during Muslim period
<u>Lascarins</u>	Goans appointed in Portuguese Army
<u>Mahattaras</u>	Village elders
<u>Mahasandhivigrahika</u>	Minister in-charge of peace and war, Chalukya period
<u>Mentimento</u>	Subsistence allowances
<u>Munhiyan</u>	Secret Service Agents, Bahamani period
<u>Nigamasabhas</u>	Local Councils
<u>Novas Conquistas</u>	New Conquests
<u>Ordendo</u>	Pay of a Noble on appointment to Governorship, Captaincy etc.
<u>Ouvidor Geral</u>	Higher Judicial Officer
<u>Patil</u>	Village Police
<u>Padikaval</u>	Right of Policing which was being sold during Vijayanagar Empire period
<u>Pena Ultima</u>	Capital punishment
<u>Pes de Castelo</u>	Fortress garrison
<u>Policia do Estado da India</u>	Police of the State of India
<u>Poligar</u>	Hereditary official in Madras vested with police powers
<u>Primeiro-Comandante</u>	First Commandant

<u>Regedor</u>	Magistrate of a Parish
<u>Senado</u>	Municipality
<u>Soldo</u>	Basic pay of a rank
<u>Srenis</u>	Settlements of artisans etc.
<u>Talyaris</u>	Watchmen of the towns
<u>Taraf</u>	Province
<u>Tesoureiro</u>	Treasurer
<u>Thanadar</u>	Next in rank to Faujdar, i/c of Army posts, Mughal period
<u>Velhas Conquistas</u>	Old Conquests

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