CHAPTER - II

EVOLUTION OF POLICE ADMINISTRATION

Society, friendship and love, Divinely bestowed upon man.................. Man, essentially a social being dwells in society composed of heterogenous population, that, needless to say, varies in its culture, race, sex, caste, creed, religion and language. These elements of heterogeneity in society are bound to give rise to irresistible conflicts and difference of opinion that diffuse destabilization and chaotic situation endangering the safety and security of an individual in the society. Further, disparity and inequality in economic and social status of individuals provokes mutual hostility, breeds unrest and infighting between different sections of people in society, thereby jeopardizing its internal and external security. Both individual and social security and safety are essential pre conditions for the flourishing of civilization 1. Hence these expediently calls for and necessitates maintenance of peace, enforcement of law and order in the society through rules and regulations for the mankind. Hence, for a purposeful maintenance of a public order and enforcement of discipline and laws of the land that is vital, protection of persons and property from the hazards of public accidents and mob violence and also for thwarting commission of unlawful acts, the Indispensability of a police force is indisputable.

I

Therefore, starting from as early as the Vedic period down in the Harappan Civilization up to the present time, police forces in different forms have been in existence in India. And from Anglo Saxon, Roman, Grecian days and Babylonian civilization and all other ancient European civilization till the present day pattern in western countries, the police forces have been assiduously maintained though having under gone metamorphosis in the process of evolution.

Policing in different forms have existed for several thousand years with religious, political or military police wielding power as early as from the time of Babylon. There is also ample evidence of security organizations in the Harappan civilization. Security guards employed by the Indian merchants during the Harappan civilization to ensure smooth trading ventures in the colonies in the far flung party of the then known world, bear testimony to one of the early policing forms in vogue. Maintenance of internal security and saving the citizens from external aggression were considered sine-qua-non by the administration. An interesting Harappan seal shows the figure of a man holding a stick which has now been, interpreted as portraying 'Dandadhar'. It seems that this is the first pictorial representation of a policeman 2. In India, the police system which has been a part of administration starting from early Vedic age down through the age of Buddhism and Jainism, the Mauryan period and through the ages that follow till to day has been singularly responsible for maintaining law and order in the society, ensuring peace and tranquility, guaranting individual protection and social security by detecting crime and enforcing punishment.

Early police were usually either military or semi military organization that developed from the personal body guards of rulers and war lords or from community organization in which citizens bonded together for mutual protection 3.

3. OP. Cit, Jacob, E Safra & Ilan Yeshua, P.958.
The duties of a military type of police usually consisted of keeping the public order and enforcing the religious or political mandates of those in power. Rome, under the emperor Augustus had one of the earliest forms of Organized policing. In 7 B.C., Augustus divided Rome into 14 regions (wards), each divided into vici (Precinct) over seen by Vicomagistri responsible for fire protection amidst other administrative and religious duties. In 6 A.D., Augustus expanded the city's fire brigade into a corps of vigils, consisting of seven squads or cohorts, of 1000 freed men each. Each cohorts was responsible for the fire especially at night, police protection in two regions. To further impose order on the violent streets of his city of nearly one million, Augustus created three cohorts of police, part of the army of the state, who were placed under the command of the Urban prefect. These cohorts could, in turn call upon the emperor's own body guards (the praetorian guards) for assistance 4.

Military and semi military police forces developed independently in many countries of the world. For example, the shogun, ruler of 17th century feudal Japan, had devised an elaborate police system in which each castle town had a military samurai warrior who served as a town magistrate, judge and chief of police. He had appointed other sword carrying samurai (Yoriki and doshin) to serve as a patrolling police force.

In the early part of the 18th century the Russian Tsars also established a police system to enforce their laws. Tsar Nicholas- I later expanded the powers of this police force and turned it into an early form of state political police - the dreaded 'Okhranka'. After the Russian revolution, this force gave rise to VI Lenin powerful and highly organized 'Cheka' to the political police that, served as a model for Mussolini's 'OVRA' and Hitler's 'Gestapo'

4. Ibid- P-958.
The frankpledge system of early England was the best evidence of a system of early policing that consisted of citizens bonding tougher for mutual protection.

This beginning in the communal policing eventually led to the development of the Metropolitan Police Act and a British Police system that served as the model for most modern police forces.

The ubiquitous western police system has existed in its present organizational form only for the past 150 years. The earliest policing system in England predates the Norman conquest. The Saxon frankpledge was a private system of social obligation in which all adult males were responsible for the good conduct of all others. To formalize this social obligation, all males were grouped in to tithing headed by a tithing man. Each tithing in turn, was grouped into a hundred. The hundred was headed by a hundred man, who served as both administrator and judge. When crimes were observed, citizens are expected to raise an alarm, gather their countrymen, and pursue and capture the criminal. All citizens were obliged to peruse wrong doers and those who refused were subject to punishment. No Governmental agencies existed for the investigation and solution of crimes.

The frankpledge method of policing continued unchanged until the Norman Conquest in 1066 and the Norman added the office of the constable to this system. The office of the constable was originally a post in the royal court, but by the late 13th century the position had evolved in to a local office of the individual manors and parishes. In addition to their frankpledge obligations, constables were responsible for over seeing the watch and ward system (the night watch). The primary responsibility of the watch and ward was to guard the city gates at night. Later the duties of watchman were expanded to include lighting lamps, calling time, watching for fires and reporting other conditions. However the investigation and prosecutions of crimes remained a private matter to be handed by the Victims.
This system, thought in different form, continued in Anglo-Saxon Countries until 19th Century. Essentially it was an unpoliced system in which police function were fulfilled by the citizens who held rotating local offices. Constables and watchmen were supported by citizen posses victim who could not recover their property offered reward for their return.

The system of private reward grew until the payment of fees to the justices of peace and constables was firmly established. When communities began paying private citizens for the capture and conviction of thieves, a standard set of fees was established and a stipendiary police system evolved. Sources of fees for this system included public rewards, insurance companies commercial houses and funds raised by subscription. Any citizen not only constables and justices, could earn those fees and rewards by becoming a thief taker or "common informer".

The stipendiary system was supported by a legal system which was responsible to prevent crime of to-days standard. Capital punishments were prescribed for almost every conceivable crime.

Such harsh punishments were handed out for two reasons: (i) to deter wrong doers from committing crimes, (ii) And to provide an opportunity for the criminals to repent through punishment and save their souls.

Although the system of social obligation remained in place for more than 800 years and was transplanted to countries like Australia, Canada and the United States, the system had become corrupted, specially in the cities. The status of constables had deteriorated through the years and eventually the position became one of the subservience, to the justices of peace. As the office was degraded persons of high social status were not willing to serve as constables. As a consequence, laws were established allowing persons to hire replacements to

5. Ibid- P.959.
serve their terms as constables. While this did not create serious problems in small towns and agrarian areas, only the poor, the aged and the infirm were willing to be constables in cities such as London, Boston and New York.

Although riots were an established means of political protest in agrarian England, they were an intolerable disruption of economic life in the Urbanized England of the Industrial Revolution. The military and yeomanry (a cavalry force largely composed of land owners) were called upon to quell rioting with increasing regularity.

But the constable system ultimately failed, because it was inefficient. Serious crimes and disorder in cities had reached intolerable levels and the current system was under constant attack from political leaders and intelligentsia as well.

II

The police organization exists in different developed countries of the world like U.K, France, U.S.A., Italy etc. in different forms. In U.K. the creation of the Thames River Police was one of the significant police. It was the first regular professional police force in London. The Thames River Police was organized to curb the theft in the port areas. The west Indian Trading Company created these marine police in June 1798 and installed police reformer Patrick Colquhoun as a Director of a permanent staff of 80 men and an on-call staff of 1120. Two features of the marine police were unique. First, patrols were preventive; officers involved in this process were to prevent theft. Second, Officers were not stipendiary police. They were salaried and were prohibited from taking fees. The venture was a complete success and reported crime drop appreciable. In July, 1890, the House of Commons passed a bill making the marine police a publicly financed organization which ushered in a new era of policing.

Debate about the creation of a standing police in England raged during the early part of the 19th century. Confronted with political objection and fears of potential abuse Robert Peel (later Sir Robert Peel) sponsored the first successful bill creating a bureaucratic police force in England.

The metropolitan police Act was passed in 1829 as a political compromise. The jurisdiction of the bill was limited to the metropolitan London area, excluding the city of London and provinces. All police were to be uniformed. Crime and disorder were to be controlled by preventive patrols. Regular salaries were paid to the police. So no stipend was permitted for successful solutions of crime or the recovery of stolen property. But crime prevention was not the only business of the new police force. They inherited many functions of the watchman, such as lighting lamp lights, calling time, watching the fires and providing other public services. Most citizens viewed constables as an infringement on English social and political life and people often jeered the police.

The preventive tactics of the early metropolitan police were successful, and crime and disorder declined appreciably. Their pitched battle with the chartists in Birmingham and London proved the ability of the police to deal with major disorders and street riots. Despite the early success of the metropolitan police, the expansion of the police forces to rural areas was gradual. The Municipal Corporation Act of 1835 ordered all incorporated boroughs to set up police forces under the control of a watch committee, but it was not until 1856 that parliament mandated that police forces established in the provinces.

The Metropolitan police Act established the principles that shaped modern English policing.

In France, there are two national police forces: (i) there is a police National, with units in each department commanded by the Prefect of the Department, who in turn is responsible in police matters to the Director General of Police National. (ii) there is the Gendarmerie National. The police Nationale was formed in July 1966 by the amalgamation of the prefecture of police of Paris and Surete Nationale, which had been responsible for policing the provincial towns and for certain specialized work. The Director General’s head quarters include seven divisions covering general intelligence, judicial police, public safety, security, regulations, training and personnel. The National Police has a strength of some 91,000 and Gendarmerie 61,000. In the larger towns there are Gardiens-de-Lapaix who serve as Municipal Police responsible for preventive patrol and the control of traffic.
The Paris police have five sections, such as Municipal police, the police judiciaire (for criminal investigation), an intelligence unit, a technical unit, a unit for the economic, financial and commercial offence, and a section responsible for the safety of the president and of other important persons. Within Paris, there are 20,000 Gardiens-de-la-paix (Guardians of the peace) who serve as municipal police. They are responsible for preventive patrol and the control of traffic. In the provincial departments, while the commissaire de police is responsible to the Prefect, he is expected to co-operate with Mayor and the Municipal administration. For preventive work and the maintenance of order (traffics, Patrols, meetings and so on), the commissaire has at his disposal a corps urbain composed of uniformed gardiens de la paix and higher ranking officers, for criminal investigation and administrative work.

The police Nationale has also several specialized divisions. One is the provincial police judiciaire which is organized in 17 regional branches. Others include intelligence and counter-intelligence services, mobile, reserve or riot police, the republican security companies (CRS) etc.

The Gendarmerie Nationale is composed of soldiers formed in strictly disciplined units and quartered in barracks. The force includes the mobile Gendarmerie and the departmental Gendarmerie, a section of which covers each military area under the command of a General. The central head quarters for the Gendarmerie, under the direct control of the minister for the armed forces, is charged with planning, staff organization and administration. The Mayors of certain communes have communal or rural police men at their disposal 7. The Gendarmerie are also empowered to inquire into and deal with all types of crime including murder, kidnapping etc.

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7. Ibid., - P.964.
In U.S.A., since there is no Federal Government control to ensure uniform standard, every community is entitled to run its own police department. But they can not exclude federal or state officials from investigating offences over which they have jurisdiction. There are five major types of police agency. Such as, (1) the federal system consisting of police officer attached to the development of justice (the Federal Bureau of Investigation, together with 700 United States Marshals), the Bureau of Internal Revenue (Investigating tax evasion), the secret service division, the Narcotics Bureau, the post office and many others, (2) the police forces and criminal investigation agencies established by each of the 50 states of the union, (3) sheriffs and deputy sheriffs in over 3000 counties plus a few county police forces that either duplicate their police jurisdiction or displace them. (4) The police of about 15,000 villages and towns, To this list must be added some special categories of police, i.e. the police of the district of Columbia. Various forces are attached to the authorities governing bridges, tunnels, parks, the university or campus. The usual estimate is that there are about 40,000 separate, public police agencies in the U.S.A. and that the majority of them consists of units of one, two, or three men who are not employed full time. Many are not paid wages but are compensated by the payment of fees or duties undertaken.

The police forces are controlled in different ways. The federal bodies are responsible to the federal authorities and the state forces are responsible to the Governors of their states. At the local level there are variations. States are divided into counties and every county has its sheriff usually elected for a term of two or four years and with responsibilities for the prosecution of crime and supervision of the custody of prisoners. He may have deputies performing duties as uniformed policemen. In a major American city, like New York city, the administration, Government, disposition, and discipline of the police department are in the hands of a police commissioner. The Commissioner is appointed by the Mayor for a fixed term. There are Deputy Commissioners with responsibility for legal matters, policy, public relations, administration, licensing and juvenile aid.
American police officers have no national police union or federation to serve as a watchdog over such matters as wages, hours, working conditions, and grievances. Many belong to fraternal order of police and similar social organization. In about 45 of the major cities, bodies resembling unions have been formed that appeal to public opinion and use persuasion and arbitration to advance their members interests.

Italy, too has several national police forces. The public security guards (Guardian di publica sicurezza), which are part of the armed forces, is charged with the maintenance of internal public security and order. They are entrusted with the power of protection of life, property, preventing and checking crime as well as gathering evidence in criminal matters. Although the force is of semi military character, it performs all normal police functions and is responsible to the minister of interior. The corps of carabinieri is a military like body housed in barracks, responsible to the minister of defense in certain matters and to the interior ministry in regard to police duties. As an executive organization for the detection of crime, the corps carries out duties assigned to it by law under the direction of judicial authorities to whom it reports on investigated crimes. At every level, commanders of the Corps maintain liaison with the army political, judicial and police authorities. A Guardia di Finanza is charged principally with protecting the national frontiers from activities connected with smuggling, counterfeiting, illegal entry, and tax evasion. In addition to this the municipalities maintain their own police, the vigili urbani, which undertake municipal administration and traffic control.

III

In the socialistic country like Russia, police administration exists in a different form. The police force of the ministry of state security of Russia has been absorbed into the force of the ministry of internal affairs (MVD). This force is then divided. The organization dealing with state security is transferred to a committee of state security under the council of minister known as KGB. It is understood to be a counter intelligence agency. The body that carries out duties by the normal uniformed police is the militia.

8. Ibid., -P-964.
Secret police are a special category of police. Established by National Governments to maintain political and social orthodoxy, they are clandestine organizations that operate independently of regular civil police. Secret police not only have the traditional police authority to arrest and detain but in some cases they are given unsupervised control of the length of detention, assigned to mete out punishments independent of the judiciary, and allowed to administer those punishments without external review. Civil police or militia may continue their traditional common policing roles and may even, at times, restrain secret police but the tactics of investigation and intimidation permit secret police to accrue so much power that they usually operate with little practical restraint.

Russian communists, after a surprisingly successful political revolution, used secret police (then known as vecheka or cheka) to intimidate and eliminate political enemies. Later stalin used the force to eradicate all competing political forces and contenders of authority both inside and outside the communist party.9

IV

The police system is also existing in the Third world countries. However, greater focus is required for a scientific probe into the growth of police administration in India for the purpose of our study. As such the subsequent deliberations have been devoted to the aforesaid issue. Growth of police administration in India may be analysed in three important phases like: (1) Police Administration in Ancient India (2) Police Administration in Medieval India (3) Police Administration in modern India.

9. Ibid., P-965.
The Police Administrative structure in ancient India was a trifle different from that of the existing one, today. At the outset, the Mayuryan administrative system may be taken into consideration. The entire system was evidently divided into Pranta, now known as province, Pradesh known as Commissioner, Vishaya known as district, Nagar as cities and Gram as villages. The head of Vishaya (now known as district) used to be called Vishayapati. The Vishaya pati, apart from detecting and preventing crime in the district, was solely accountable for maintaining peace, harmony and discipline in his area.

The district further sub divided into ‘Sthaniya’ which generally consisted of 800 villages and functioned under the charge of an officer known as ‘Sthanik’. ‘Sthaniya’ was further divided into administrative units of Kharvatik, Dronomukh and Sangrahan. These administrative units were headed by an officer called ‘Gop’ who was responsible for maintaining law and order in his area of operation. The village head man known as ‘Gramini’ was responsible for police activities in the village. He used to discharge his duties with the help of village community. Thus in those days a collective policing was in operation at the grass root level. Each officer was accountable to his superior one and thus he used to report about the problems to his senior officers who were supposed to take proper, instant action. Apart from this general police structure, a special police system with a functional specialization also came into vogue at that time. For instance police officers considered to be experts in apprehending thieves were called chaur-Rajuka and Vivitadhyaksha in those days. These officers may be taken as predecessor of the C.I.D. Police functioning to day. Thus, this is a brief outline of the district police organization operating in ancient India. Further, it may be mentioned in this connection that a few towns were also functional which had a different police organization. Normally, the cities or towns used to be set up for strategic and economic reasons and they used to be called according to their nature and monumental back ground. For instance, if a city had a fort, it used to

be known as 'Durg Nagar'. Similarly a riperian (river) town had called 'pattan' suffix and a general town was called as 'Staniya'. The chief of the town police was known 'Nagardhyaksha' or Nagarik. He may be considered as the counter part of the Commissioner of police of the present days. The entire city used to be divided into four parts. Each part being headed by an officer known as 'Staniik' a counter part to the Superintendent of Police (S.P) as at present. On a unit of 10 to 40 houses there used to be an officer known as Gop whose duties lay in not only providing security to the residents but also keeping a close eye on their activities. Guards known as Rakshak used to patrol the lane and by lane of the city and stationed at Chatushakhas (Chaukies) and Gulm (Gumaties). Apart from this Vivitadhyaksha, Navadhyaksha and Mudradhyaksha used to patrol with their force in the forest, water ways and outskirts of the city to present the commissioning of crime and protect citizens from disorder. Besides these, Chaur Rajukas also used to operate. There was an intelligence force operating, though not at the district level. In a nut-shell this was the organizational structure of police at district level during Mayuryan times. The facts have been corroborated by great Manu in his epic Manusmruti. By and large, the police system remained in Vogue during Gupta, Vardhana, and Rajput periods though the designation of officers changed a bit. The prime characteristic of ancient police system was its community orientation, functional specialization, decentralization and expertization. The accountability of police force remained to a great extent to the masses. However, this scene changed with the advent of Moghul rule in India.

The medieval age witnessed great political instability in the country. War was common. The princes used to fight amongst themselves in a vain-bid to establish their primacy and superiority. This chaotic situation invited the barbaric clans of Central Asia to India. Right from the invasion of Mahammed of Ghazani to the exile of Bahadur Shah Zafar, India remained under the dominance of Turks or Moghuls. The object of alien ruler was to establish and cement their dominance in the country. Obviously, this could be made possible by defeating the native feudatories without disturbing the prevailing socio-economic and administrative structure except that they created strong and centralized military administration to create a sense of terror and fear in the minds of common man. In such circumstances there was hardly any need of police organization. However they maintained the policing activities with the help of military personnel.

Administratively, during the regime of Turks, the entire state system was divided in provinces known as Suba or Khalsa. The head of this unit was recognized as Naib- Sultan or Vali and he was considered to be responsible for the security of the area. The province was further sub-divided into parganas and Siqs. The officer in charge of the Siq was known as Siqdar. He was responsible for maintenance of security in Siq. Similarly fauzdar used to head the pargana and paragana further got divided into Kasba, Sadi (a group of 100 villages). From the policing point of view at district level, Fauzdar was the chief administrator. Yet except during emergency he used not to interfere in the affairs of rural or urban security system. At rural level, village chief known as Mukaddam or Sarpanch was the Chief Police Officer and used to maintain law and order with the help of village community. At this level the Government official Muhasil or Gumashta, representatives of Fauzdar, Khwaza and Musarif (representative of the state) used to help the community policing\textsuperscript{13}. The Fauzdar or Amil or Naib Sultan used to interfere in a bid to maintain peace by using military force\textsuperscript{14}.

\textsuperscript{13} Qureshi, I.H., \textit{The Administration of the Sultanate of Delhi}, Lahore, 1971, P-203.
\textsuperscript{14} Dey, U.N, \textit{Administrative system of Delhi Sultanate}, Allahabad, 1959, P-22.
Economy those days was completely agrarian. Hence the rate of migration was too low. That is why, the districts, those days, were village oriented. If, at all, there happened to be any city within the jurisdiction of the district, its policing structure used to be different from the general structure. In Hindu police Administration too, it may be noted here that city policing was different from that of village police administration. The Turks preferred not to change this presumably for the reason that they never wanted a system which may be against the popular will. In Urban police system also, they continued with Durg Pal, an officer of Hindu time. His designation was subsequently changed as Kotwal. He was the city chief performing all the duties including that of the police. In some respect he may be considered as the counter part of the police commissioner of present times\textsuperscript{15}. Generally the city used to be divided in Mohallas and the local nobles were asked to maintain peace in the area while keeping strict watch on the anti social elements. Thus at the lower level even in the cities, the policing activity was community oriented.

Kotwal used to deploy armed guards in the main streets and bazars of the cities round the clock to apprehend anti social elements and maintain peace and order. A highly centralized intelligence set up was also operative during the period referred to. The civic workers of lower rung like sweeper, washerman etc. were asked to keep watch on each and every house of the city and they used to appraise Kotwal twice a day about unusual incident if any. Based on such information Kotwal successfully nabbed down the criminals and forestalled their conspiratorial criminal activities\textsuperscript{16}.

\textsuperscript{15} Mohammad Aziz Ahmad, \textit{Political History of Institution of early Turkish Empire}, Delhi, 1972, P-361-364.
Apart from Kotwal, Muhatsib was another officer. He was supposed to keep vigil on the behaviour and character of local people. Kotwal was the General-in-charge of police force but not the head of central intelligence agency which is headed by Sultan and his deputy warid-e-Mumalik, whose agents known as Warid and Munhish were not only responsible for collecting information from the entire area but also to keep watch on the officers like Kotwal. To put it succinctly, a highly centralized police organization with functional specialization was in promulgation during those days. However, the nature of policing was considerably community oriented. It may be relevant to note here that the concept of keeping personal police and also of deploying criminal races for the policing activities was in vogue those days.

The police system of Vijayanagar speaks volumes about this. The police system enunciated by Turks continued with a little variation during Afghan and Mughal Empire.

The Great Afghan ruler, Sher Shah Suri renamed the district as Sarkar with Fauzdar having been placed as the Chief. Sarkar was further divided in to Paragana, presently known as Sub-Division under the officer known as Siqdar. Paragana was further divided in to Thanas (a persian term for Sanskrit word sthan) functioning under the leadership of Thanadar. Thana used to be organized on a group of twenty villages known as Koria. As usual, village remained under the control of Mukaddam. Similarly, the city police system remained unaltered. In cities of course, the streets were renamed as Kunchas and in

17. T.B.Mahalingam, *Administration and Social life under Vijaya Nagar*, University, Madras, 1940, PP-331-33.
each Kuncha a noble designated as Mir Mulla, was held responsible for the Maintenance of peace. The great Moughal Akbar did not change this police structure at district level. This is another reason why the intelligence organization became more complex and centralized during the regime of the Moughals.

The Marathas, contemporary of the Moughal, continued with a mixed administrative system having the good qualities of hindu and Moughal administrative structure like Vijaya Nagar, they held the criminal races responsible for policing. They kept police system as a community affair. The thread wares of this policing system can be located even in the colonial times.

The downfall of the Marathas power in south and weakening of the Moughal power in the north influenced all segments of social life. Seeing a shattered agrarian system and political situation local feudatories declared them selves free of central control. This provided an opportunity to the Britishers to entrench their rule by inciting dissension and creating factions amongst native rulers and later defeating them in the battle ground one by one. From the point of view of law and order and security, the period from the mid eighteenth to the mid nineteenth century may be considered as the most challenging as famines, anarchy, crime were common. A chaotic situation prevailed through out the country. The age old administrative structure was thrown out of gear. The police administration was hopelessly disorganized, mischievously corrupt and utterly inefficient. Armed gangs of free booters like the pindaries, Marathas,

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Afghans, and bandits roamed throughout the country. The villagers settled disputes over stolen property by means of surprise raids on one another at night.

After the grant of Diwani rights in Bengal in 1757, East India Company found itself in the role of collection of revenue and protection of their own interest which required policing functions of all sorts. They implemented a model in which the Zamindar was asked to perform policing work under the control of the Collector. This continued until 1792. However, when Lord Cornwallis took over, he did away with this system and separated the judiciary from the revenue and the executive. Later in 1838, pitfalls of the police system was analyzed and finally observed that "the system is inefficient, the magistrates are overwhelmed, the darogas and their subordinate officials are corrupt, the village watchmen are poor degraded and often worse than useless and the community at large oppressed and inconvenienced in various ways are not only disinclined to afford aid to the police, but in most cases had rather to submit quietly to be robbed than to apply to the police officers for assistance to apprehend the thieves or to recover the stolen property". Yet the Government did not accept and implement the suggestions for fear of financial implications. Perhaps, the colonial

regime never felt a genuine need of the police. Later, under the chairmanship of M.H. Court a commission was established which tried to provide a police according to the needs of British and therefore it remained hesitant in separating police from judiciary and kept it under the magisterial control. Its main objective was to create an economical and less dangerous police having military character. Yet the condition could not improve. Frevelyan in his comment wrote that the police system was weak and this was accepted by the Fraser Commission report (1902) which at the very outset mentioned that police force is corrupt and oppressive and has utterly failed in securing the confidence of people. However, the Britishers created a negative police which was coercive and ready to put down political uprising with heavy hand.

The police Act. Of 1861 made it clear in its preamble that "it is expedient to reorganize the police and to make it a more efficient instrument for the prevention and detection of crime". Accordingly, the earlier police organization created under Bengal presidency underwent a change. In those days, except Bomay, each district had its own police officer, Thanadar or daroga functioning within their own jurisdiction on a petty salary. Obviously, this introduced corrupt practices. To reform this, act fifth of 1861 was introduced and as such the entire police organization came to a grinding halt giving way to a new uniform structure. The new organizational system had one quality and that the military character of police was reduced at least in words and a civil police came into existence. Yet the work of superior police postings right from the Inspector General to assistant Superintendent of police were given to the military officials. Only in 1893, an Imperial Police service was introduced and the cadres like Inspector General of Police, Deputy Inspector General of Police, Superintendent of Police, Assistant Superintendent of Police included in it. The Superintendent of Police and Assistant Superintendent of Police used to be recruited through a competitive examination giving them a gazetted rank. The cadres were transferable throughout the country. The non gazetted officers from the rank of Inspector to constable used to be recruited from the provincial services. British ruler maintained a hierarchy strictly based on logical principle of accountability and performance of duties.

The highest police officer under each provincial Government was Inspector General of Police drawn from the Imperial Police Services. He was the head of the provincial police force, free to frame all rules and regulations for the force subject to the approval of the Governor of the province.

He was also responsible for general management of police with the help of his subordinates for preserving peace and preventing crime. He was assisted by Deputy Inspector General of Police in the job if required (there was no Deputy Inspector General in Bombay). Apart from assisting the Inspector General, the Deputy Inspector General was responsible for the maintenance of efficiency and discipline in the police force in the range. Besides, his duties were concerned with registration, prevention, investigation and detection of the crime within his jurisdiction.

The Superintendent of Police on the one hand is responsible to the district magistrate and on the other, accountable to the Deputy Inspector General of Police also. It is here that the dichotomy of relationship between Superintendent of Police and District Magistrate started and that is continuing till to-day. In the larger districts, the officer of the rank of Assistant Superintendent of Police also used to be appointed to share the heavy burden of the Superintendent of Police. The various categories in the Sub-ordinate police rank comprised, Inspector, Head constable, sergeant and constable. Besides, there is also a Chief Constable between head constable and Inspector. In the present context the Chief Constable may be considered as Sub-Inspector of Police. The Inspector is supposed to discharge detection and prosecution duties in his jurisdiction. The Chief Constable is to be appointed as station house in charge and the head constable is either asked to lead the police forces for detection purpose or posted as the head of the out post.

In a nutshell, this is the organizational structure recommended by the courts commission in 1861. Though it is beyond the ambit of present study, however, it may be relevant to note here that auxiliary police like armed police, mounted police, Military police, Municipal Police, Railway Police and presidency police were also organized under this act.

It is evident from the colonial police history that British people never wanted a police force in right perspective. Their main motive was to cement their own rule by applying suppressive methods and therefore, they created a police force with a military culture and not with a welfare approach. Organizationally, the S.P. was the police chief at district level and used to work under the control of District Magistrate and Collector. He had a Deputy Superintendent of Police to assist him. Generally the S.P., Collector and District Magistrate were British people and therefore, it was completely a colonial force with an oppressive objective. This system continued until India achieved independence. In post independence era we had accepted a democratic system which declared its motive to create a socialistic and secular society in which equality, liberty, and justice was guaranteed to all. Obviously, considerable change had accrued in the Indian society for which there was the need of a different type of bureaucratic set up including police. However, the police system remained colonial in essence and spirit. Obviously, this had created a gap between police and people which was the crux of the problem relating to police administration even to day.

India, with an area of 32,87,782 Sq. Kms. and a population of 1.02 billion, is a Union of '28' states and '7' Union territories. Art. 246 of the constitution of India places the police public order, courts, prisons, reformatories, borstal and other allied institutions in the state list. The police is a state subject and its organization and working are governed by rules and regulations framed by the State Governments. These rules and regulations are outlined in the police Manuals of the state police forces. Each State/Union territories has its separate
Despite the diversity of police forces, there is a good deal that is common amongst them. This is due to four main reasons 31.

I) The structure and working of the state police forces are governed by police Act of 1861, which is applicable in most parts of the country, or by the state police Acts, modelled mostly on the 1861 legislation.

II) Major criminal laws, like the Indian penal code, the code of criminal procedure, the Indian evidence act, etc. are uniformly applicable to almost all parts of the country.

III) The Indian Police Service (IPS) is an all India Service which is recruited, trained and managed by the Central Government and which provides the bulk of senior officers to the State Police Forces.

IV) The quasi-federal character of the Indian polity, with specific provisions in the constitution, allows a co-ordinating and counseling role for the Centre in police matters and even authorized it to set up certain central police organizations on 01.01.2002. There are 64 zones, 157 Ranges, 635- Districts, 1481 Sub-Divisions, 2452- Circles, 12248- Police Stations, 6980- Police Out-Posts in the Country 32. There are different branches of police organizations in the state under the Indian Police set up. They are criminal investigation Department, Armed Police, Women Police, Railway Police, and Forensic Science Laboratories

32. Data on police organization in India, Published by the Burean of Police research and development, Ministry of Home Affairs, Govt. of India, February, 2001.
etc. Though the constitution of India has mandated police and public order to be state subjects, there are certain provisions in the constitution which empower the Central Government to intervene in some situations or perform special functions in police matters. The Central Government established a number of police organizations known as Central Police organizations (CPOs). The CPOs, which function under the control of the Ministry of Home Affairs, Government of India can be broadly divided into two groups. One consists of armed police organizations, also known as Central Para Military Forces (CPMF), like Assam Rifles, Border Security Force, Central Industrial Security force, Central Reserve Police force, Indo Tibetan Border Police and National Security Guards. The other group includes, organisations like the Bureau of Police Research and Development, Central Bureau of Investigation (CBI), Director of Co-ordination of Police wireless (DCPW), Intelligence Bureau (IB), National Crime Records Bureau (NCRB), National Institute of Criminology and Forensic Science (NICFS), and the National Police Academy (NPA) etc. Through these above organizations the Central Government is to protect the states against internal disturbances and to ensure that the governance of every state is carried on in accordance with the provisions of the constitution (Art. 355)\textsuperscript{33}.

In Orissa, Bihar, & Bengal, the appointment of the first Superintendent of Police (S.P) under British rule was made in the year 1816. Subsequently the post of Superintendent of Police was abolished and a magistrate was appointed to look after the police. The vestige of a regular police station is to be found in this period. Special police arrangements were made for towns like Cuttack, Puri and Balasosre with the establishment of out posts for night patrolling, vigilance etc.

\textsuperscript{33} Ibid, PP-39-42.
Orissa became a separate province on 1st April, 1936. Here the police administration was arranged in a hierarchical manner. In the year 1936, the sanctioned strength of police Department was, 1- I.G.(Inspector General), 1- A.I.G, 8 Superintendents of Police (S.Ps), one for each district and one for Rly. and 1 for CID, 6- D.S.Ps, 4- Inspectors, 14-S.Is. 10-ASIs, 4- Havildars and 57 constables respectively. The Orissa Police Manual was first introduced on 1st January, 1937 with some modifications. Gradually the strength of the officials was increased due to rising trends of crimes and an ever increasing number of criminals.

The merger of princely states with the state of Orissa in 1948 necessitated further re-organization as there were no uniform system of police administration in the states. It is because in most of the places the police force being only partially trained or not trained at all. An extensive building programme was instituted at the police training college, Angul. During this year the police force was further increased by 1486 officers and men, as a result of expansion of the C.I.D., The Orissa Military police (1st battalion), the Wireless transport grid, the formation of O.M.P. (2nd battalion) and the reorganization of police driving staff. In 1948, two police ranges were created, namely the northern range and the southern range, with their head quarters at Sambalpur and Cuttack respectively. In 1962 the Government took a decision to abolish the village police system by appointing beat constables who would replace the chowkidars and Dafadars by stages. On 23rd November 1963 village police (abolition) ordinance was promulgated and some time, more would replace, before police constables could be recruited, trained and posted to the police stations. During 1965 the old Chowkidari system was completely abolished and beat constable system was introduced.

Yearly central grants known as Modernization Grants were made available to all states from 1969-70 onwards. Under this, scheme Orissa Police got funds to purchase wireless equipment, motor vehicles, scientific and Technical equipment etc. for modernization. A full fledged Forensic Laboratory was opened at Bhubaneswar under the control of D.I.G, C.I.D.(Investigation Department) providing serological, chemical and other expert examination facilities within the state. For better supervision and co-ordination over the vastly expanded signals
establishments of the state police, the post of the D.I.G.(Technical) was created with effect from 17th December, 1971.


In 1974, due to adoption of new criminal procedure code (Cr. P.C.) the prosecution of cases passed on from the court Sub-Inspectors to Assistant Public Prosecutors who were appointed from the local bar. It was due to the separation of judiciary from the Executive. In the same year, the sixth Battalion of Orissa Military Police (O.M.P) was created with its head quarter at Bhubanewar. A decision was also taken to create a new police district for Bhubaneswar by carving it out of Puri district to ensure better policing in the state capital. It started functioning with effect from 1st April, 1975.

In May, 1978, the post of D.I.G. TR and D. was sanctioned due to emphasis on the reform of police personnel and on bringing in attitudinal changes through training.

In March, 1982, according to the directions of Government of India, the post of the I.G. was upgraded to the rank of Director General. In December, 1982, a new post of Special Inspector General of Police (Crime) and in 1983 another post of Special Inspector General of Police (Administration) for up-gradation of the earlier post of Additional Inspector General of Police (Training) were created in view of the increased work load and suiting to the demands of the time 34.

In the process also Cuttack Sadar Police District in 1981 and Berhampur Police District in 1983 came into existence to deal with increasing lawlessness in these urban centres.

In 1985 four police ranges were created instead of two, such as the Eastern Range, the Southern Range, the Central Range and the Northern Range. This was done keeping in view of an efficient, smooth and prompt police administration in the state.

Under the up-gradation scheme the Government had provided one additional A.S.I. to most of the police stations. Similarly, a new yardstick has been approved for strengthening of police stations, out post etc. In the matter of pay and other facilities a lot of improvement has taken place, including giving a beat allowance to the Thana constables, rent free accommodation to officers of the rank of Inspector etc. The S.I. and Inspectors have been made specially Gazetted Officers. The post of D.I.G. State Police Academy has been upgraded to that of the I.G., D.I.G., C.I.D., to that of the I.G, CID, and crime, and D.I.G. Intelligence to I.G. cum- Director Intelligence at the end of 1987. The sanctioned strength of Orissa Police on December 1989 was 33,789. Orissa Police is the first police force in the country to have acquired a fourth generation computer.

35. Collected from the Office of the Orissa Police State Head Quarters, Cuttack.

Remarkable improvement of Fingerprint Bureau, Photo Bureau, Dog, Squad, etc. have reinforced the investigation units. The quality of investigation by the C.I.D. and the frequent demand of the public that the crime branch should take up investigation of important and complicated cases, confirm effectiveness of the special investigational units under the C.I.D.

To day, the Orissa Police is vastly improved, augmented and qualitatively turned out to be a different force from what it was fifty years ago. To day it occupies an important and proud place among the police forces of the country. It has done excellent job in controlling crime and maintaining internal peace, order and security in the state. It has also strengthened its links with the public.

SUMMARY

This chapter is divided into four parts. In the first part we have highlighted the evolution of early police system starting from the Vedic period down to the Harappan Civilization and the Anglo-Saxon, Roman, Gracian, Babylonian civilization and all other ancient European civilization.

The second part deals with the system of police administration in developed countries like U.K., France, U.S.A. Italy etc.

The third part highlights the police administration prevailing in socialistic country like Russia.

The fourth part deals with the police administration in the third world countries, particularly in India. Here, we have highlighted the system of police administration prevailing in ancient, medieval and modern period. We have also discussed in details about the police administration in Orissa.