CHAPTER II

REVIEW OF LITERATURE

Review of literature is an important part of any research. The reasons for review of literature are to gain a background knowledge of the research topic, to identify the concepts relating to it, to categorize potential relationships between them, to formulate researchable hypotheses, to identify appropriate methodology, research design, methods of measuring concepts and techniques of analysis, to identify data sources used by other researchers and to learn how others structured their reports. The scholar has reviewed some of the literatures related to the topic District Police with the above objectives in mind.

Adwani, Nirmala, H., in her work titled “Perspectives on Adult Crime and Corruption” has pointed out that with an understanding of the culture and behavioural patterns of the people around, the Police will enable the people to maintain law and order situation more efficiently. This is according to the sociological theory, which maintains that crime is the result of various social elements operating in the social environment. These elements are culture, social control, primary and secondary groups, social process, socialization, social change, social disorganization, status, role and personality of the individual.¹

Ahmad, S.U., in his work “Police in a Welfare State” has opined that the prevention and control of crime is the basic duty of the Police. They are designed and established for this purpose. Hence Police, in the most common meaning of the term, is a body of trained men who are organized to maintain public order, preserve liberty and make life and property of the citizen secure against assault, burglary,

theft and the depredations. Here it is highly important to note the observation made by Joseph Lehmen about the Police officer as the symbol of the impartial authority of society while Ahmad, former DIG of Police of UP, has concluded his study on Police in a welfare state that the only way to control crime is to secure public co-operation. Thus, for the Police it is an art and a fine art to handle a Criminal sympathetically and properly. But in many cases the causes are unsympathetic and cruel treatment to a man by the Police, economic distress and lack of facility to find healthy employment and peaceful vocation.2

Amarjit Mahajan in his book “Indian Police Women” has offered a profile of Indian women who venture into a new role of Police force, once a male sanctuary. It explores the factors, which motivate women to seek employment in a non-feminine occupation and the consequences that follow. The author finds that women employed at lower levels of Police service are required to act as ‘dummies’. The Policewomen are put on certain types of duties to ward off Community criticism of male Police force. The training and working experience have made the Police women realize that they were required to play a feminine role within a masculine occupational framework. The study also reveals the existence of “informal work group” arrangements. The marginal position of women in male dominated Police force is attributed by the author to organizational apathy, opposition from male incumbents, lack of a congenial setting for role performance, absence of opportunities for women to occupy positions of authority and the negative reaction of society towards women’s employment in such occupations. The author opines that the prevailing ambiguity, status contradiction and dilemmas can only be resolved if Policewomen’s role is redefined. The redefinition of a new role for

women in policing has to be somewhere in between the ‘purely masculine’ and the purely effeminate positions. As the study pertains to the field of the sociology of occupations, it would be of general interest to sociologists. Since its subject matter pertains to the Police force, it has relevance for the students of Police science as well for the Police Administration. The main thrust of the book is on a typical sex role of women; as such it would also appeal to those who would like to see women entering into fields dominated by men.3

Pattanaik in an article titled “Rape in India, A Multidimensional Perspective” has analyzed the incidence of rape along with estimated year population in different States and Union Territories of India. He showed that Madhya Pradesh had 3518 incidents of rape as against 760.1 lakhs population, which was considered as the highest in the year 1997; followed by Bihar and Uttarpradesh 1457 incidents each, Rajasthan 1255, and Maharastra 1246. But so far as the reported cases are concerned, Mizoram is highest with 6.0 cases followed by Madhya Pradesh, 4.6 and Delhi, 3.5. He observed that maximum number of rape victims belonged to the age group of 16-30 years. Secondly, the rape against children was increasing very fast. Thirdly the maximum number of arrested persons in rape cases belonged to the age group of 16-30 years. Fourthly it was interesting to observe that the victims and offenders belonged to the same age group in 16-30 years. Fifthly the rate of conviction was very low in comparison to the cases reported and taking into consideration the violent nature of the crime.4

Barnes, Harry Lemer and Teeters K. Negley in their work “New Horizons in Criminology” have said that the Criminal justice

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3 Amarjit Mahajan, Police Women, New Delhi, 1982.
system recognizes that the efficiency of the legal machinery depends basically on the quality of the initial work done by the Police.\textsuperscript{5}

Bent, Alan E. and Rossum, Ralph A., in their work "Police, Criminal Justice and the Community" have pointed out that the Police roles are primarily determined by three factors; societal norms; mores and influences; the individual Policeman’s discretion; and the level of urbanization of society. Society’s norms and mores are consequential for Police roles because a particular society or culture will incorporate into its legal structure what it views as proper Police jurisdiction. With regard to the extent of commitment of the Police to the community, the breadth of Police roles includes among Police responsibilities such things as the creation and maintenance of a felling of security in the community, the resolution of conflict, the protection of constitutional guarantees and the helping of those who cannot care for themselves.\textsuperscript{6}

Bharadwaj, K.K., in his book "Indian Police Administration" has analyzed in detail the relevance of Police Administration in India ranging from the Police Act of 1861 to the present. He has pointed out the evil of political interference in Police Administration and has suggested certain measures to check it.\textsuperscript{7}

Brocoy, Dorothy H., in her work "A Functional Approach to Police Corruption" has assigned eight explicit functions to the phenomenon of Police corruption. Three of these are intimately connected with the preservation of a Police sub-culture that is quite distinct from others in a society. The existence of a Police sub-culture is well documented. Its principal characteristics are usually described as intense peer-group feelings of solidarity, a cynical attitude towards

\begin{footnotesize}
\textsuperscript{7}Bharadwaj, K.K., Indian Police Administration, National Publishing House, New Delhi, 1978.
\end{footnotesize}
many of the laws which the members of the subculture are required to uphold and towards many of the people they are obliged to protect, and a feeling of alienation from the rest of the community. The subculture and the values and behaviour of its members are usually described in terms of the nature of the Police role in society and the defensive attitude of the Police towards the outside world. Bracey again analyses the functionality of corruption in order to explain how it helps to maintain those features of the sub-culture.  

Charles D. Hale in his book “The Fundamentals of Police Administration” has mentioned that few Police administrators have attempted to apply the principles developed in the social sciences to the problems of Police Administration, even in the face of ample proof of relevance and applicability. It explains the crucial issue of Police Administration and the democratic process and also the general principles of organization and the management function with particular relevance to the Police have been examined. The author identifies the principal weakness of the traditional Police organizational structure and talks of humanism in the Police organization. He examines the scope and nature of training in their wider perspective to ensure proficiency and community rapport. His suggestions include planning, research programme evaluation, productivity improvement and management by objectives. It certainly makes a significant contribution to the study of Police Administration in a scientific manner, based on theory and rooted in experience, which the author has successfully conceptualized.

Coffey, Alan, R., in his work “The Prevention of Crime and Delinquency” has opined that the increasing trend of urbanization, a characteristic of every modern society, has great

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influence on the conditions and on Police-community relations. Not only do the congestion and the poor living conditions found in some urban areas tend to breed crime, but the anonymity fostered by large cities often leads to citizen apathy. An indifferent public that fails to support law enforcement dooms the efforts of the Police successfully to prevent and control crime. Police-community relations have a direct bearing on the character of life in the cities and on the ability of the community to maintain stability and solve its problems. At the same time the ability of the Police Department to deal with crime depends in large part on its relation with the citizenry. The basic functions of the Police according to Alan R. Coffey are prevention of crime, detection of crimes that have been committed, identification of the person or persons responsible for crimes, apprehension of person or persons responsible for crimes, detection of the suspected offender or offenders for processing by the judiciary and presentation of evidence to the prosecutor.\(^\text{10}\)

Curray, J.C., in his work titled “Indian Police” has traced the growth of the Indian Police and furnishes a comprehensive overview of the organization at work in relation to various changes to law and order in those times. He has analyzed the organization and working of the District Police in the provinces ruled by the British Company. The author offers shrewd observations on the relationship between the District Police and the magistracy as typified by the interaction of the District Magistrate and the Superintendent of Police.\(^\text{11}\)

Das Gupta in a paper titled “Insurgents Involved in Drug Trafficking” has explained that in the Indian context, several investigators have mentioned that drug addiction has been spreading


\(^{11}\text{Curry, J.C., The Indian Police, Manu Publications, New Delhi, 1976.}\)
alarmingly because of its easy availability, due to India’s position as an important transit point for illicit drug traffickers.\textsuperscript{12}

Dutt in a paper titled \textit{“Intelligence Bureau: Government of India,”} has observed that juvenile delinquency was rapidly becoming a serious menace in India and with the progressive industrialization of many parts of country, which were essentially rural areas until a few years ago. This problem would soon assume the same proportion as in many of the western countries.\textsuperscript{13}

George B. Vold in his book titled \textit{“Theoretical Criminology”} has referred to group behaviour theories, which centre on crime as an aspect of group phenomena in which the particular characteristics of specific individuals may be quite incidental.\textsuperscript{14}

Ghosh, S.K., in his book, \textit{“Indian Police at Cross Roads”} has surveyed the dynamics of the current scene and discusses the impact of the changing society, of public prejudices and distresses, of judicial process of politics and of undisciplined behaviour in general on the working morale and future of the public force in the country.\textsuperscript{15}

Gupta in book titled \textit{“Measures Against Drug Trafficking”} has remarked that drug use has been increasing in India specially in Punjab due to the close relationship between drug smuggling and secessionist movement in Punjab as well as due to the emergence of India as the main transit point for international heroin trade. In a report published by Lokshaba secretariat in 1998, it is found that the excessive amount of non-medical drug smuggling has been increasing in India since the middle of the eighties.\textsuperscript{16}

Hendelang in an article titled \textit{“Race and Involvement in Common Law Personal Crimes,”} has compared the race of arrested

\textsuperscript{12}Das Gupta, Insurgents Involved in Drug Trafficking, Link, New Delhi, 1988.
\textsuperscript{13}Dutt, G.C., Intelligence Bureau: Government of India, Seminar on Social Defence, March 1965.
\textsuperscript{14}Vold, George B., Theoretical Criminology, Oxford University Press, New York, 1958.
\textsuperscript{16}Gupta, Measures Against Drug Trafficking, Yojana, May 1988.
robbery, rape and assault offenders derived from Uniform Crime Report (UCR) data with descriptive racial information about offenders derived from victims descriptions of offenders collected in the 1974 National Crime Survey (NCS). He found that the percentage of offenders classified as “White”, “Black” and “Other” were identical for robbery. For rape, aggravated assault and simple assault, black offenders were over-represented by about ten percentage points in the UCR arrest data compared with the NCS victimization survey. The study shows that for the offence of robbery, Police statistics can be used in the confident expectation that a large number of the patterns found in them will be the same as the patterns found in victimization data.\(^\text{17}\)

Horne Peter, in the book “\textit{Women in Law Enforcement}” has explained in detail the evolution and the role of Women Police in the United States of America.\(^\text{18}\)

Srivastava, S.S., conducted a study on 50 forsaken children in the city of Lucknow in India which was published as a book titled “\textit{Juvenile Vagrancy}”. He has found that out of 50 forsaken children between the age of 7 to 14 years, 36 were casual gamblers, 10 were habitual, and 4 were non gamblers. 19 waifs showed certain patterns of delinquency and were senior in age. Some of them resorted to drinking and indulged in other antisocial activities like stealing and quarrelling. Some of them had been caught while doing antisocial activities, but somehow they escaped from the grips of law. Thus, the first symptom for the waif to move towards delinquency was to start gambling and slowly and gradually to become a habitual gambler, a trait of delinquency.\(^\text{19}\)

\(^\text{19}\)Srivastava, S.S., Juvenile Vagrancy, Institute of Sociology and Human Rights, Lucknow University, 1950.
Ferdinand, T.N., in his book titled “The Criminal Patterns of Boston Since 1949” has analyzed the criminal statistics from Boston. Ferdinand argued that changes in both socio-economic structure and Police behaviour brought about the gradual, but steady, decline in major crime. He argued that the gradually rising standard of living experienced by people in Boston during the entire period reduced crime associated with economic distress and social disorganization. He observed that a decline in the wave of immigration from Europe to Boston corresponded with the decline in criminal arrests, and he attributed this correspondence to the social assimilation of immigrants. He also argued that the Police began to ignore common assault thereby greatly reducing known crimes recorded through arrest.20

Chandrasekar, in his book titled “Juvenile Delinquency in India” has stated that in India it was found that urchins were destroying public properties like street bulbs, buses, school property, and so on. Moreover theft was also prevalent among them. Sex offences of juveniles were practically absent in India. And clear-cut gang activities were not very common in our country.21

Seidman, D., and Couzens, M., in an article titled “Getting the Crime Rate Down: Political Pressure and Crime Reporting” have used an interrupted time-series design, analyzed the monthly reports for burglaries and larcenies in Washington D.C. for the period of five years i.e., from July 1967 to June 1971. They concluded that there was a significant decrease in the level of burglary and larceny. This could be traced due to modifications in crime-

recording practices, stemming from pressures imposed by a new Police chief on his subordinate to “get the crime rate down”.  

Mitra in his book titled “Juvenile Delinquency and Indian Justice System”, has conducted a study on juvenile delinquency in West Bergh at macro level in the year 1977. He has found that, 50% of delinquents belonged to the age group 18-21 yrs. Income-group composition revealed that out of 6617, juveniles, apprehended on various charges, were as many as 4965 persons. Most of the juveniles came from families having income of less than Rs.150 per month. Economically backward people had no other option but to send their children to odd jobs for earning their own livelihood. Generally 3650 persons of the juvenile delinquents had no formal education. And 5808 juveniles were new offenders. This research reveals that children are usually compelled to commit offenders due to subsistence.

Nikhil Jaiprakash Gupta in an article titled “Police – Community Collaboration for Solving Women’s Problem – Sindhudurg Model”, has reported that in Maharastra state, number of rape and kidnapping cases have remained around 1300 and 750 respectively per year. Number of cases under dowry death reduced from 471 in 1995 to 395 in 1999. Cases under cruelty by husbands and relatives also showed a slight decline over the years, while cases under Dowry Prohibition Act increased with exception in the year 1999. It was important to note that Maharastra contributed significantly higher so far as crime against women was concerned in India.

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23Mitra, Juvenile Delinquency and Indian Justice System, Deep and Deep Publications, Delhi, 1988,
Wilson, O.W., and Roy Clinton McLaren in their book titled “Police Administration” have discussed at length the various problems of Police Administration. The book is divided into five parts. Part I deals with Police responsibilities and the Police role in society, its relationship with the community, its place in the government and relationship with other agencies in Government. Part II deals with various aspects of administrative problems. There is an extensive discussion on interpersonal and behavioural aspects of management, which has a great hearing on the conduct of the Police vis-à-vis their colleagues, peers and superiors in the organization. Part III contains description of the various facets of the problems of Police operations such as patrolling, crime investigation, crime prevention and traffic. Part IV relates to various auxiliary technical services needed for an efficient and effective Police Administration. It has been shown how science and technology can be harnessed for purposes of establishing crime laboratories. Part V contains a lot of informative materials such as performa and guidelines dealing with a variety of Police subjects.25

O. Glenn Stahl and Richard A. Staufenberger, in their book titled “Police Personnel Administration” have provided a comprehensive treatment of the subject of Police Personnel Administration starting from a discussion of the organization for Police Personnel Management.

Pandurangan, K., in his book “Women Police in India” has traced the development of women policing in India prior to 1977. This book attempts to study some of the key problems involved in employing Women Police in the Police Department and the problems involved in recruitment, promotion, training and conditions of service of Women Police.26

26Pandurangan, K., Women Police in India, Centre for Rural and Urban Studies, Madurai, 1983.
Sir Edmund C. Cox in his book titled “Police and Crime” has dealt about the system of Police under the Hindu and the Muslim rulers and the efforts made by the British to bring in changes in the first flush of their rule. It also deals with the statutory changes made in the legal system, which brought in the famous Indian Penal Code and the Code of Criminal Procedure of the Police Act. The remaining chapters of the book deal with the crux of the Police task like tackling of bad characters, criminal tribes, the role played by village watchmen in assisting the Police, the crime detection and control functions of the Indian Police. An element of racial prejudice, however, is evident in the author’s admiration, verging on hyperbole, of the British whom he saw as saviours of the declining Indian local and legal systems in relation to crime and justice. This bias runs through the entire texture of the book.27

Pre-Independence literature on Police or Law and Order Administration is comparatively scanty. “The Bombay City Police 1672-1916 (1923),”28 “Crime in India (1924)” 29 by Edwards S.M., and “Crime in India (1930)” 30 by Cecil Walsh highlight the achievements and the failures of the Indian Police during the period with which they deal.

Raghavan in an article titled “Figures in Crime” has observed that crimes in the urban areas are quantitatively different from that of semi-urban and rural areas. Moreover, he also identifies crime prone cities in India. Out of 23 mega-cities, Delhi has the highest share of urban crime, followed by Mumbai and Bangalore. Interestingly, he focused in Tamil Nadu Coimbatore outstripped Chennai.31

29Edwards, S.M., Crime in India, Oxford University Press, 1924.
30Walsh Cecil, Crime in India, 1930.
Ram Ahuja’s book titled “Violence Against Women”, is the result of a study on spatial pattern of 94 rape cases – 56 from Rescue Homes and Women’s organization in three cities of Jaipur, Ajmer and Kota, 21 from court and Police records, and 17 from newspapers, between 1995 and 1997. The study has revealed that only 37% cases were committed in the victim’s neighbourhood and only 33% cases were committed in the area in close vicinity of the victim’s house. It was further found that in 23% cases, the assault was made in the victim’s own home, in 17% cases in the offender’s home, in 12% cases, in the offender’s friend’s/relative’s/acquaintance’s home, and in 48% cases, in some places away from the offender’s and the victim’s homes such as a hotel, office, temple, truck, dharmashala, school, Police station, jungle, etc. Moreover the study revealed that rape was intra-community bound but not a class bound offence.32

Singh, K.D., in his study on “Criminal Justice And Police” has stated that indifferent treatment and way of behaviour affect the real duties and ends desired from the Police officials. The absence of trained Police staff and popular co-operation in Criminal investigation makes the prosecution stories weak in cases involving the weaker sections of society. Whether it is weak vs. weak or weak vs. weaker, corrupt practices and political pressures in investigation can easily cause indifference in the administration of Criminal justice.33

Sutherlend, Edwin H., and Donald H. Cressey, in their work “Principles of Criminology” have considered that the role of the Police in modern society in preserving law and order in the community around which it functions, is extremely important. Their efficiency, behaviour, discipline, etc. affect a lot in the fulfilling of their duties, which are assigned to them by society. The term Police thus

refers primarily to agents of the state, whose function is the maintenance of law and order and especially the enforcement of the regular Criminal code. From the viewpoint of the community, it has been noted that nowadays the Police have found the public to be indifferent to Police problems. One of the reactions which the criticism and indifference have produced, is organized effort to develop friendly understanding with the public. In this effort the Police Department has established a public reaction division and had attempted to develop methods, which will reduce the amount of irritation provoked by existing procedures.34

Young, J., in his book titled “The Exclusive Society” has pointed out that in the 21st century, and indeed since 1991, transformation of criminality to new and particularly diffuse form of criminal violence has been observed. According to Young, crime has become problematic; aggressors are multiple, so the likelihood of becoming a victim has come to seem normal; the causes of crime are broad, and also function according to ‘rational choice’. Crime is part of the social normality, since its relationship with society is constitutive, the space for action is both public and private, and it occurs in social spaces – residences, neighbourhoods, plazas or streets – in dispute; the relationship between the aggressors and the victims is complex – they may be strangers or inmates, outsiders or members of the ingroup; social control over crime is spread over multiple government agencies and informal actions, including a strong presence of private security; the efficacy and efficiency of social control are problematic; and the public’s reaction is oriented by an irrational fear of crime and moral panic.35

A number of State Police Departments have published comprehensive histories, which include “A History of the Andhra

Pradesh Police”,36 “A History of the Madras Police”,37 “History of the Orissa Police”38 and “History of Madhya Pradesh Police”.39 They have provided a record of the development of the present system of administration of law and order.

Mandal in a “Survey Report” has found that the total number of heroin addicts in West-Bengal during 1988 were 1,92,626 persons, out of which 1,54,403 persons belonged to the urban areas, among them as many as 68,158 persons were residents of Calcutta. In fact, the City has gradually become a den of drug – peddlers.40

An important milestone in the administration of law and order has been the report of the “Indian Police Commission of 1902-1903”. This is a very valuable document in as much as it consolidated and improved upon the process, which had been initiated by the First Police Commission. The Second Commission’s findings, based upon exhaustive enquiries, have relevance to-day because of the distressing fact that the current sense of dissatisfaction with the maintenance of order and the poor image of the Police has much in common with the state of affairs which prevailed seventy years ago in an entirely different socio-political context. Clashes between District Magistrates and Superintendents of Police had already been frequent, but since it was necessary to retain the control of the former over the latter, the Commission rejected also the suggestions that were made to them for the amalgamation of the Indian Police with the Indian Civil Service for the purposes of the recruitment examination.41

40 Mandal, J., A Survey on the Incidence of Drug Addiction in the Rural and Urban Areas of West Bengal with Reference to Demographic Variables, Published by Social Welfare Department, Govt. of West Bengal, 1988.  
Federal Bureau of Investigation (FBI), in its reports titled “Crime in the United States”, have reported that crime in the United States since World War II has been upward. The rates for both violent and property offences have been rising rapidly. In the year 1960, there were approximately 161 violent crimes per 100,000 people. In the year 1980, the violent crime rate increased to 581 crimes per 100,000 people. Property crimes also have increased at a similar large rate. Thus the trend in crimes shows that, with increase in population, crime rate has increased.\textsuperscript{42}


National Crime Record Bureau in its report titled “Statistics of National Crime Record Bureau (NCRB)” has pointed out that Tamil Nadu in India continued to enforce effectively the Special and Local Laws (SLL) against juvenile offenders and reported highest number of cases (3,891) in the country. Of the total reported juvenile SLL cases in the country, 75.5 per cent were registered in Tamil Nadu.\textsuperscript{49}

\textsuperscript{44}Report of the Punjab Police Commission Chandigarh, 1962.
\textsuperscript{48}Fifth Report of the National Police Commission, Government of India, New Delhi, November 1980.
\textsuperscript{49}National Crime Record Bureau, Ministry of Home Affairs, Government of India, New Delhi, 2000.
“The Report of the Madras Torture Commission of 1855” has highlighted the serious ills, which bedeviled the Police organization and underlined not only the need for change, but also the nature of the changes required.50

“The Report of the Police Commission of 1860”, has provided an organization to the Police System of India. “The Police Act of 1861” gave statutory backing to the Police forces although it placed them at the disposal of the Magistrate of the District.51

The various literatures reviewed in the review of literature and appended in the bibliography have not analyzed in detail the District Police Administration with reference to Theni District. Therefore, the scholar has taken up this study for detailed analysis.