CHAPTER-I

Introduction
The Latin root of the word 'police' is 'politia' which literally stands for the condition of a 'Polis' or 'State'. It further connotes a system of administration or regulation, although in modern parlance it is generally used to indicate an organized body of Civil Officers in a place, whose particular duties are the preservation of good order, the prevention and detection of crime and the enforcement of laws.

In India Police Administrative system is as old as its civilization. Reference to the Police organizations in the early centuries are available in almost all the classics of the country. Although the police system in the early centuries of the country was not so well organized as today, the rulers of the country established separate organizations to maintain law and order and also as agencies to obtain information of the internal situation and foreign conditions. Particularly with the establishment of magnificent and vast cities like Ayodhya, Mithila and Hastinapura, the problem of maintenance of internal order was given special importance and therefore, there was need for the establishment of separate organizations to maintain order and peace.

In later years, particularly during the Moghul Administration in India, the Police Administration slackened due to lack of loyalty to the rulers as they happened to be foreigners. The functions of the police were discharged by paid local people known as Kothwals and Muthalibs, as a result of which, with the downfall of the Moghul Empire, the country faced anarchy and there was a total breakdown in the law and order situation.

With the advent of the British rule, the Indian Police Administration was further reorganized with a separate officer at the district. The first experiment in this regard was in 1672-73 in Bombay, when the Police Administration was entrusted to a chief executive officer known as Superintendent of Police. In 1860, the Government of India appointed a All India Police Commission to reorganize the Police Administration. This Commission, while recommending several changes, emphasised the need to
build up the morale of the police service personnel. Keeping this in view this Commission suggested that the policies of recruitment, promotion, scales of pay, educational qualifications and training to the personnel should be revised. This Commission also recommended Indianisation of the Police Administration.

When India attained its Political Independence in 1947, the Police Administration was capable of facing several vicissitudes and new challenges and helping the new administration to maintain stability, particularly to control the political and social upheavals, due to the partition of the country. The Police Administration also deserves a share of credit to the economic and social advancement of the country during the last 59 years since this could not have been possible but for the internal peace and security.

1.1 The Concept of Police

Police Administration, like any other branch of Indian Administration, shares in common the national ethos and administrative culture that have developed through a process of continuity and change in Indian history. Like Revenue or Civil Administration, it is national in its coverage, its members enjoying both enormous powers and status which are part and parcel of the paternalistic and elitist character of Indian bureaucracy. Organizationally, it follows a paramilitary pattern, although operationally it runs parallel to civil administration of the country having its linkages at district, state and national levels. Variations in topography, legacies of history and rich diversities of culture have largely shaped its growth and designed its structures and procedures. The Police Administration is to play a key role to defend the basic values of the political system as envisaged in the constitution. Police officers like their counterparts in other departments of Indian Administration work under the overall supervision of the elected representatives of the people. The tradition expects them to be individually anonymous, politically neutral and administratively
down procedures of work and code of conduct for them. They have also to suffer the wrath and frustrations of the people. Like all other administrators, the cadres of Indian police officers stand classified as national and state cadres, which are, again, subdivided into gazetted and non-gazetted categories. The Financial Administration and common rules of accounting, auditing and budgeting characterise the operations or transactions of State Police Administration. The Indian Police Act and the basic Law Codes that determine the nature, scope and limits of police jobs present the Indian police organization as a line organization which should seek assistance of and render help to various administrative agencies in maintenance of law and order and prevention of crime and vice in society. Police organization thus gets linked up with several other departments and agencies like magistracy, jails, hospitals, courts, transport and communications (including the Indian railways) and the like. Finally, the Police Administration in its wider ramifications becomes a support administration for the defence services of the nation which, in turn, have to come to its rescue if the emergency problems of internal security render the police dysfunctional.

Uniformed like a soldier, the policeman is a visible embodiment of law, the enforcement of which is the basic tenet of administration in all civilized societies. Regulatory functions, of which Police Administration is the kingpin, are not only complementary but also supplementary to development functions. These would strengthen their Police Administration for their own survival. In spite of its age-old importance under all types of political systems, the policeman in uniform with a ‘lathi’ symbolizes brute force, evokes terror and understandable hatred of the community which it seeks to serve. This is all the more true of India where centuries of alien rule and misgovernment have identified him as a handy instrument of all sorts of injustice, excesses, terror, repression and exploitation of the rulers who, more often than not, would systematically use the police as a sacrificial scapegoat. 
who, more often than not, would systematically use the police as a sacrificial scapegoat.

1.2 Review of Literature

An attempt is made to review a few important studies on Police Administration in India and their contributions to the subject. In order to substantiate and provide a logistic base in research, the studies, on history provide fairly good background. A study of the genesis and growth of any organization is essential and it is a significant factor for further research studies.

A valuable work on The History of the Andhra Pradesh Police (1961) was undertaken by the State Police Department to mark the centenary of Police Commission.

K. Krishnamurthy in his work on Police Powers and Duties (1965) dealt with Police Powers and Duties in State and District level supervision at sub-divisional, police station level.

Hardwari Raj (1967) in his article "Dual Control of Law and Order Administration in India" has stressed the supremacy of both the S.P. and the Magistracy at the district level.

S.C. Misra in his work on Police Administration in India (1970) traced the development of Police in India. He extensively discussed the constraints of the organizational set-up along with corruption among police.

Prabhu Dutta Sharma’s work on Police Administration is highly valuable. His several works always give in-depth and thought-provoking analysis. In his article on "Law and Order Administration in India, Administrative Challenges of the 1970's". Sharma, poses questions like what should be the government’s response on the knowledge that the opposition is gearing up for violence. How can the police machinery be revitalised? He emphasises the fact if violence is regarded as an index of
deterioration of law and order, is confrontation a reply of the police? It is possible to re-orient, use more scientific methods of combating violence within the framework of the constitution/legislation. He stressed that the image of police needed to be drastically changed.

The growing population, increase in unemployment, rising crime, corruption and urbanisation vis-a-vis the planning of Police Administration have been systematically discussed by Venugopal Rao in his study on The Present Status and Organizational Future of the Police in India(1972).

The Report of Anandram Committee is a yardstick for District Police Office in Andhra Pradesh (1975). It has made a few suggestions to improve the infrastructure, and provide for certain extra posts and personnel for a better District Police Administration.


Shriram Maheswari (1978) explored the police grievances like lesser pay, long duty hours, lack of adequate housing, insecurity of life, and inadequate promotions and how the police frustration is leading towards indiscipline, definance of authority and formation of unions. He warns of unforeseen revolt and suggests of constant inquiry into police hardships and take remedial measures.

Thrilok Nath in his work Indian Police Administration A guide for Police Officers (1983) dealt with the powers and functions of police in state, district, sub-division and police station level.

Rajender Prashar in his study on Police Administration (1986) observed that the police suffered from structural and functional weakness, which hampered its efficiency and capacity. Hence, Professional expertise, wide social support and attractive rehabilitation programmes were recommended.
Rural Policing in India (1988) by S.K. Chaturvedi is a detailed work of police powers and duties of district level Police Administration.

Further, Mathur in his study "Law and Order Administration with Special Reference to Terrorism (1989)" observed that the poor constabulary functions, low morale, last minute verbal orders made the police handicap, hence terrorism could not be curbed. He insisted that the people should be educated about the importance of police and restructure the Police Administration.

H.L. Kapoor in his work Police Administration (1989) dealt with essentials of efficient Police Administration at State and District level, Supervision at sub-divisional, Police Station level.

M.S. Parmar in his book Problems of Police Administration (1992) dealt with the problems of powers and functions of police improving the State and District level Police Administration.

In Police and Community (1993) R.C. Dikshit, Dr. Giri Raj Shah and Surendra Agarwal dealt with Police Public relations in the society, District Police Administration, low police morale the role of public crime control.

Natarajan Mangai in her book Women Police Units in India: A New Direction (1996) dealt with the working women police and faced the problems in the police administration. A new direction of state and district level women police functions.

Swetamishra, Changing pattern of District Administration (1996) dealt with the relations between District Collector and Superintendent of Police in District Administration.

V.P. Srivastav in his work Indian Police Law and Reality (1997) dealt with India's contemporary Police Culture, Communication. An effective source for improving the Police image in state and district level Police Administration.
Aparna Srivastava in her work *Role of Police in Changing Society* (1999)\(^2\). She has dealt with Police Functions and Police Public Relations in the State and District Police Administration.

The *Andhra Pradesh Police Manual* (2002) has extensively covered all the rules pertaining to police orders. It has dealt with powers and functions of the police officers and all other related matters on district crime bureau\(^3\).


1.3 Importance of the Study

A study of the Andhra Pradesh Police system has been taken up for several reasons. No such analytical study has been made of this system, particularly by one who has been part of it, so far. A professional analysis of the Police Administration of Chittoor District, as part of the Andhra Pradesh General Administration as well as a sub-system of the criminal justice system, is the need of the day, in view of the current changing social scene and the demand of the people for a reoriented Police force.

1.4 Need for the Study

It is desirable to find out to what extent the Police Administration has really come up to the expectations of the people. Though there are a few studies on Police Administration from time to time, much work on District Police Administration has not been done. Further, there is no study relating to the Police Administration in Chittoor District which is part
of Rayalaseema Region of Andhra Pradesh. Hence, the present study aims at making an assessment of the effectiveness of Police Administration in Chittoor District of Andhra Pradesh.

1.5 Hypothesis

In the post-Independent India, the police has been construed, by and large, as a friend, guide and philosopher and not as agency of oppression and suppression as in the alien rule. But over the years, Police Administration has been criticised rather than praised, feared rather than respected and interferred with rather than kept aloof in its operations. Consequently, the image of the police is at the low ebb. The position of the police in Andhra Pradesh in general and the Chittoor District in particular is more or less the same. These assumptions have to be tested and verified in the study undertaken by the researcher and appropriate suggestions have to be given for streamlining Police Administration.

1.6 Objectives of the Study

1. To study the evolution of Police Administration in Andhra Pradesh.
2. To study the evolution of Police Administration in Chittoor District.
3. To study the structure and functions of Police Administration in Andhra Pradesh.
4. To study the organization of Police Administration in Chittoor District.
5. To analyse the Crime Scenario and the Police in Chittoor District.
6. To analyse the Police-Public Relations in Chittoor District.
7. To suggest measures for the improvement of Police Administration in Chittoor District.

1.7 Scope of the Study

The study examines the organization and administration of the police in Chittoor District, in particular, within the overall framework of the State
of Andhra Pradesh with a view to pinpoint the deficiencies and suggests
remedial measures to strengthen, streamline and stabilize and police force
with a view to enable it to face the challenging tasks in the modern society.

1.8 Limitations of the Study

Though this study relates to the Police Administration in Chittoor
District of Andhra Pradesh, certain aspects like financial administration,
infrastructural facilities available at each police station, strength of each
police station, jurisdiction area, facilities and amenities, concessions,
remunerations, trade unionism, welfare measures to police families, service
conditions and pension benefits have been excluded by the researcher. The
main focus of the study is only on the problems faced by Civil Police and not
armed police. However a few recommendations, affecting the armed reserve
police and other wings of Police Administration are made in the Personnel
Administration and concluding chapter of the study.

1.9 Chittoor District Profile

An attempt is made in the following pages to present a brief profile
of Andhra Pradesh in general and Chittoor District in particular, which acts
as a backdrop to understand the subject in a better way.

Andhra Pradesh is the fifth largest state both in area and in
population in the Indian Union. It was the outcome of a prolonged struggle
by the Telugu-speaking people. Subsequently, Andhra Pradesh was formed
on 1st November 1956. It consists of three distinct but homogeneous
geographical regions where the Coastal Andhra, the Rayalaseema and
Telangana. The Coastal Andhra includes24, districts and comprises 36 per
cent of the state’s population. The four districts of Chittoor, Kadapa,
Kurnool and Anantapur form the Rayalaseema. The region comprises 25
per cent of the state’s population. The Telangana consists of 10 districts25,
comprising 39 per cent of the state’s population. These three regions of the
state are characterized by asymmetric development due to geographical
factors such as soil, fertility, rainfall, cropping pattern, and infrastructure facilities. These three regions differ in their levels of literacy\textsuperscript{26}. According to the 2001 century of nearly 4,85,40,586 the people live in rural areas and 1,77,64,226 people in urban areas. About 46.71 per cent of the people are literates as against the all India average of 52.11 per cent. The economy of the state is primarily agriculture about 70 per cent of population lives in rural areas and most of them depend upon agriculture\textsuperscript{27}. Of the three regions the Coastal Andhra is a fairly well developed region.

**CHITTOOR DISTRICT**

**Area and Population**

The total geographical area of Chittoor District is 15.152 sq. km. comprising 5.5 per cent of the total area of the state. In this District, the total forest area is 11.16 lakh acres and constitutes about 30 per cent of the total geographical area. The Chittoor District has a population of 37,35202 as per 2001 census data.

It accounts for nearly 5 per cent of the total population of the state. The census figures show that there has been an increase of population by about 4.74 lakhs recording a growth rate of 14.54 per cent during the ten-year period since 1991. However, this growth rate was lower than the earlier growth rates of preceding decades, in which the growth rate was around 19 per cent. Still the density of population increased from 215 to 247 between 1991 and 2001.

Out of the total population of 37,35,202 persons in the district the males constitute 18,83,345 while the females 18,51,748, their percentages being 50.40 and 49.60 respectively.

As per 2001 census, of the total population in the district under the study, the rural population consists of 29,25,187 constituting 88.31 per cent. The urban population comprises 8,10,015 representing 21.69 per cent. The urban population increased from 19.81 per cent to 21.69 per cent between 1991 and 2001.
Literacy

According to the 2001 census, the total literacy rate in Chittoor District is 67.46 per cent. The literacy rates for males and females are 78.29 and 56.48 per cent respectively. There has been significant increase in literacy rates in both males and females. The overall literacy rate of the district increased from 49.75 per cent in 1991 to 67.46 per cent in 2001. The literacy rate among males increased from 62.61 to 78.29 per cent during the same period. The literacy rate in the rural areas increased from 44.30 per cent to 63.67 per cent during 1991 and 2001 and in the urban areas it increased from 71.40 per cent to 80.94 per cent during the same period.\(^9\)

Topography and Land Utilization

Chittoor District is divided into two natural divisions. The mountainous plateau on the west comprises Vayalpadu, Kuppam, Palamaner, Bangarupalem, Punganur, Madanapalli and Tamballapalli former taluks. The plain on the East comprises Chandragiri, Nagari, Tottambedu, Sri Kalahasti, Puttur and Satyavedu former taluks. The former Chittoor taluk is the dividing line between two natural divisions of the district.

The district is divided into three revenue divisions - Chittoor, Tirupati and Madanapalli. The three divisions consist of sixty-six mandals.

Agriculture

Agriculture provides the necessary raw materials for the industries, apart from supplying food to the millions of people in the district. It is estimated that nearly 80 per cent of the people living in Chittoor District depend upon agriculture for their livelihood. The gross value of agricultural produce raised in the district is estimated at Rs. 94.43 crores. In Chittoor District a variety of crops like paddy, jawar, sugar cane, bajara, cereals, millets, groundnuts, sesameum, coconut are grown.
Industries

Chittoor District is one of the industrially backward districts in the country as identified by the Union Government. In the absence of mineral wealth in the district there is scope only for development of agro-based industries like fruit processing units, oil extracting units and silk reeling industries. There are three well functioning industrial estates in Chittoor, Tirupati, and Srikalahasti. Since the district happens to be in the backward area, a number of incentives are offered to the entrepreneurs for stepping up the pace of industrialization. The district has 61 industries with 26,857 employees.

Transport

The Chittoor District is connected by road, with almost all the principal commercial, administrative and industrial centers of the country. There are about 104 kms broad gauge 228 kms meter gauge railway lines connected to Katpadi, Bangalore, Madras, Pakala and Renigunta. There are two important railway junctions in the district. Both meter gauge and broad gauge railway lines are there in the district covering 360 kms having 47 railway stations. Tirupati has an aerodrome connecting with the main centers of Chennai, Bangalore and Hyderabad.

The total road mileage of the district is 5,770 kms consisting of 1,421 kms of black topped roads, 1,090 kms metalloid roads and 2,250 kms of unrelated roads. National highways also pass through this district for about 84 kms. The district and other headquarters in Chittoor District are well connected by roads. Very unfortunate to note that main roads connect only 34 per cent of the villages in the district. The total number of vehicles operated daily in the district is estimated nearly 5,000 (to be more exact 4,985).

Chittoor District can also boast of a fairly good system of communication network. There are about 898 post offices, 459 telegraph
offices, 132 telephone exchanges and 253 public call offices in the district covering all major and mandal headquarters besides, two television relay stations, one at Tirupati and the other at Chittoor and frequency medium wave Radio station at Tirupati. The Andhra Pradesh State Road Transport Corporation operates buses with six depots at Tirupati-I, Tirupati-II, Chittoor, Madanapalli, Palmaner & Kuppam. It operates on an average 420 buses a day.

Institutions

Educational Institutions

Educationally, Chittoor is one of the forward districts in the state. Four of 13 Universities in the state are located in the district that too at Tirupati alone. In terms of colleges for general education also the district is well placed when compared to the state average. Almost one-sixth of the Degree Colleges are established in the district and accounts for 57 in the district as against 398 for the state as a whole. Since there are number of Educational Institutions and Universities in the district, the literacy rate is also high when compared to the state’s average. In fact, Tirupati occupies an important place in educational institutions. It has all types of educational institutions viz., Arts and Science Colleges, Medical, Dental, Engineering, Agricultural and Veterinary, Ayurvedic, Law and other related institutions. In fact, Tirupati is patronized by Tirumala Tirupati Devasthanams, which has established a string of institutions by providing all required infrastructure facilities.

1.10 Methodology

(a) Data Base

The data of the thesis is based on both primary and secondary sources.
The primary source material relates to documents such as Legislative Debates, the data compiled by the District Police Authorities on administration which include nature of Crime, Crimes detected and disposed and finally the Survey conducted through structured questionnaire, for general public in Chittoor District on the basis of stratified random sampling.

The secondary source material includes the reports of the police commissions and committees, annual administration reports of the police, books from various libraries such as Sardar Vallababhai Patel National Police Academy, Hyderabad; Office Library of the Superintendent of Police, District Police Office, Chittoor; State Central Library, Hyderabad and other important Libraries. Journals such as Journal of the Indian Institute of Public Administration. The Police Journals, the Indian Police Journals, Andhra Pradesh Police Academy Journals and various working papers on Police Administration and lastly leading news papers.

(b) Sampling Design

The sampling selection was based on the resource limitation. In order to make the study sample statistically representative, what was followed was stratified random sampling. The public for convenience was stratified into ten sub-groups viz., 1) Intelligentsia, 2) Government employees, 3) Advocates, 4) Doctors, 5) Journalists, 6) Public Representatives, 7) Social workers, 8) Businessmen, 9) students and 10) others. Care was taken to select at random the respondents in each sub-group which had a certain knowledge, interest or he/she had the experience of coming in touch with police affairs and those who had acted as witnesses or has reported any crime or offence to the police at some point of time. In all, hundred people both at urban and rural areas have been selected to represent the sampling respondents carefully chosen at random. The primary data is collected by separate questionnaire for the public.
(c) Tools of Analysis

Though the study is descriptive in nature, certain charts and graphs are presented for analytical purposes. Percentages were calculated. Later on different tables prepared analysis and interpretation were given. This was based on the respondents' structured multiple choice replies during the survey.

Chapterization

The thesis is organized into Eight Chapters.

Chapter-I : Introduction

It deals with the philosophical framework of the police, the review of literature, the methodology and plan of the study.

Chapter-II : Evolution of Police Administration in Andhra Pradesh.

This chapter has focussed on the genesis and growth of Police Administration in India and Andhra Pradesh. Since the advent of the British. It is divided into two sections viz., India and Andhra Pradesh respectively.

Chapter-III : Evolution of Police Administration in Chittoor District.

This chapter is based on the origin and development of Police Administration in Chittoor District since the advent of the British.

Chapter-IV : Structure and functions of Police Administration in Andhra Pradesh.

It deals with the structure and functions of Police Administration at the State, District, sub-division, circle and police stations level.
Chapter-V : Organization of Police Administration in Chittoor District

This chapter deals with the organization of Police Administration in Chittoor District. The structure and functions of Police personnel, assisting departments and special branches of police department are discussed.

Chapter-VI : Crime Scenario and the Police in Chittoor District.

This chapter was written on the basis of the secondary data collected from the police department. The crime statistics for a period of three years have been collected and analysed. The annual reports submitted by the Superintendent of police have clearly exhibited the level of Crime Scenario and the Police in Chittoor District.

Chapter-VII: Police-Public Relations in Chittoor District.

This chapter deals with the Police-Public Relations in Chittoor District. On the basis of primary data collected, interpreted and analysed in the form of structured questionnaire, meant for the public in general.

Chapter-VIII: Summary and Conclusions

This chapter includes a brief summary of observations and suggestions made for streamlining Police Administration in Chittoor district of Andhra Pradesh.
References


25. These include Mahaboobnagar, Hyderabad and Ranga Reddy, Medak, Nizamabad, Adilabad, Karimnagar, Warangal, Khammam and Nalgonda.

26. The literacy rate of Andhra regions is -, while the literacy rate of Rayalaseema and Telangana regions are respectively.

27. Agriculture yields 48.8 per cent of the total income.