Chapter III

THE POLICE SYSTEM IN TAMILNADU - A Review

III.1. INTRODUCTION

Even though the Police systems could be traced from the Vedic times onwards,¹ it is of considerable interest as also a matter of parochial pride that the Madras Act XXIV of 1859 attracted the attention of all other provincial governments in India prompting them to reform their police forces on the Madras Model.

It will be of interest² not only to trace the lines of development during the last hundred years but also to examine the indigenous systems of police which existed in India at different periods - starting from the Vedic days we go to the days of Kautilya and Thiruvalluvar and during the resplendent regime of the Cheras, Cholas and Pandyas in the south, Vijayanagar Kingdom and the Moghul Emperors and the Viceroy's in the south to rise of the British administration in India which first struck deep roots in Calcutta, Surat and Madras. The beginnings of the Madras city police could be seen as early in 1659 when the East India company had no political designs but only a profit-making motive. The genesis of the mofussil police starts where the history of the Madras city police in the nineteenth century ends and became a model for other police Forces in India in 1859 and it continued to


2. Ibid., preface of S. Balakrishna Shetty, Inspector General of Police, Madras, (who was the Head of the Police Department then).
grow in strength till the end of 18th century. The Madras city police and mofussil police were amalgamated at the beginning of 19th century.

III.2. BRIEF HISTORY OF THE TAMILNADU POLICE

The history of police in Tamilnadu is a story of the growth of civil power.

“In no country, perhaps, the whole fabric of government depends to a greater degree than in India growth administration”.

The vedic age witnessed the law-abiding sectors of the tribes acting as police men and Judges to bring delinquents to justice. Scanning through the puramic age of the Ramanayana, we come across the spies who were the eyes and ears of the king. The age of the Mauryas could be seen through Kautilya’s ‘Arthasastra,’ which has to be seen along with Tamil immortal poet Thiruvalluvar’s Thirukkural dealing with ancient Indian polity. eg. organisation of spies forming the bedrock of the modern C.I.D. and passport system; the city constable was called “Nayaka”. Thirukkural, chronicled to be of seventh century, talks. interalia, about protection for person and property and Administration

“Silappadikaram”, another Tamil classic speaks about the period of Chera king Chæran Senguttuvan’s illustrious administration. (9th century)

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4. Ibid., p.9.

5. Ibid., pp.21,22.

6. Ibid., p.25.
and it speaks of civil life without thieves and robbers; it also speaks of the town watch and village watch systems being there; "Manimekalai", another Tamil classic, refers to Highway patrolmen; "Purananuru", ancient poetic fancy, refers to crocodiles in the moats as guards.

In the Chola period trial by ordeal was in existence; tax was recovered to pay watchmen, “Kavalkaran” “Padi-kappar” of whole “Nadu” (area), “Perumbadi kaval” and “mer-PADI-KAVAL”, indicating wide sphere of police duties.

Middle ages witnessed the adventurous Malik kabur Capturing Madurai and “cadis” performing police duties and "Muhtasib" performing omnibus services, including police with "Kotwal", a minor luminary under him; Kotwal used spies, patrolled, maintained registers of strangers and acted as Committing Magistrate. With Krishnadevarya coming to power, in big town kotwal and watchers were employed; “Hindoo police” or “Kaveli system” of police governing came into existence. Policemen were deified when they fell in battles with robbers. (eg Temple built for two Reddy Brothers).7 Police administration of the capital had 12,000 policemen.

The Moghuls entered the field with Baber in 1526, succeeded by Akbar in whose period police organisation was streamlined8; and dispensation of justice was summary9; village officials and “kotwals” attended to police duties. During Aurangazeb days the Army officer supervised the police.

8. Ibid., p.42.
9. Ibid., p.43.
Mahrattas administering Tanjavur adopted the same village Administration of the Tamils "KAVAL" system and inflicted rigorous imprisonment for theft.

In the beginning of the 19th century the British had made themselves the masters of the Andhra districts which formed part of Madras State prior to reorganisation of states in 1953.

III.3. ORGANISATION OF THE MADRAS CITY POLICE

The birth of the Madras city police began with the British acquiring "chenna pattanam (the present Madras city) from the locals; the chief official of this 'settlement' was initially gentleman which was redesignated as Governor. Pedda Naik with a posse of Talliers or watch men was the earliest police officer in the city and he was allowed collection of his allowances from the traders and merchants; police was called "Peons".

In 1701, there was a change of peddnaiks, the last-incumbent having died leaving an infant son; there was the right of succession; rule of law was slowly emerging; cock-fighting was fined and for the offence of counterfeiting "banishing" was ordered.

In 1693 a native convicted of murder was ordered to be executed.

In 1777 Governor Stratton appointed one Vera Perumal to be the kotwal or overseer of markets to control the price of commodities and make the traders behave. In 1780, the post of superintendent of police was

established and Mr. William Web joined that post. Police official was also “Industrial Tribunal” and “Wage commissioner” in modern parlance. Police was to be paid from out of levies of “Quit rent” and Scavenger’s duty. The police were wearing a sort of uniform. European adventurers were corrupt; so also the police.

Regulation XXXV of 1802 which was to serve as a model for the organisation of police forces, gave the superintendence to the zilla Judges and cut off the association of hereditary village watchers in the maintenance of order and prevention of crime. The mutiny at Vellore in 1806 which resulted in the death of a few British officers and soldiers and on the Indian side 350 sepoys dead had a direct bearing on the organization and strengthening of police forces in Madras and in the Districts. In 1808 the Collector of Madras became the Superintendent of police and the first quarter of 19th century was me one of trial and error and it became the indispensable limb of the civil power.

George Norton’s reforms led to first Indian Police Officers and Magistrates being appointed (1834); Intelligence Department slowly came up in the forties of nineteenth century Mr. Elliot, who was a chief Magistrate and Superindentent of Police for two decades, preferred the denomination of superintendent of police to Commissioner of Police. The City police Act XIII of 1856 was passed by the Legislative Council of Governor General. After 3 years, the District Police Act came into existence.
The administration of the police was vested in the Inspector General of Police of the Presidency of Madras. Under Act VIII of 1867, the Commissioner of Police was appointed as the Justice of peace. This was followed by the appointments of Deputy and Assistant Commissioners and Inspectors. Inspectors were put in charge of Divisions; Inspectors were Europeans or Eurasians, so also Sergeants; Sub Inspectors were all Indians. There were 3 Head Constables, one being particularly responsible for one Beat; To each station 21 constables were allowed for beat duty; Detective force and Marine Police came into being; so also Reserve constables and Mounted police; European staff, as a rule, began as Sergeants.

In 1887 a Bill was introduced in Legislative Council for forming City police as a separate force and Madras Act III of 1888 came into being.

The genesis of the mofussil police:

The Pay of police differed from District to District. By 1827 the attention paid by Collectors and Tashildars to police work was not much. The Torture Commission Report was submitted to Government in 1855: the revenue and police functions were recommended to be separated. 1856 witnessed the management of the police in each district being taken out of the hands of the Magistrate and an European officer being appointed for the entire Presidency. They wanted a common plan for the whole of India; 1857 saw the reorganisation of the police advocated by the Madras Government; village police was formed.
Madras Act XXIV of 1859 was the model for all states in India. In 1902 All India Police Commission was appointed. The report of the Police Commission is a very valuable document and its recommendations formed the foundations for the system of Police that exists in Madras in 1959. The status of a constable was equated to an unskilled labourer. Inspectors were to be promoted from Sub-inspectors who were to be directly appointed (75% Direct; 25% by promotions from Head Constables); direct requirement of Inspector was also recommended by the Commission. Assistant Superintendent of Police was of European service, while provincial Police service was to be filled up by Indians called Deputy Superintendents of police. The Commission added that though the Superintendent must carry out the lawful orders of the District Magistrate he is not his assistant in the sense in which an Assistant Collector is. The Government of India ordered that the District Magistrate is the Chief Executive authority of the District and his interference in police matters should refer to the maintenance of law and order and the detection and suppression of crime.

The Police Commission Report of 1902 left a blaze of discussions in its trail and it exerted a powerful influence on the working of the police.

The most important event of the year 1905 was to put the Police training schools on a sound and a solid basis to train a new cadre of Sub - Inspectors who were to replace the old Station House Officers.

12. Ibid., p.324.
The essence of the Police Commission's reforms was to tone up the investigating agency. The Madras Government readily agreed that this was of supreme importance and created the rank of sub-Inspector; the system of awarding stripes to constables for good conduct was discontinued.

Mr. D.G. Cowie14, the Inspector General of police, suggested a retrograde step of including a fair proportion of men who were illiterate so that a better stamp of men with good physique could be obtained and also direct recruitment of some Head constables, who would be Sub Inspectors in the coming years. Reviewing the reforms effected in the police department as a result of the Police Commission's Report, the government noted that the reforms introduced in the State were of a radical character. The Madras police organisation formerly differed from the those of the rest of India in two important features; the first was the larger number of police stations, the second, the abolition of the rank of Sub Inspectors with the consequence that all police stations were in charge of head constables who conducted investigation of offences under the supervision of a relatively large body of Inspectors on comparatively low pay.

The Imperial Police, a Service Association, in Madras,15 Bombay and Punjab submitted a memorandum to the Commission explaining their grievances.

15. Ibid., p.338.
The report of the Islington commission, which went into these, was signed in Aug 1915, when war had been in progress for a year and consequently the proposals were shelved till 1917.

Royal commission of 1923 recommended that out of every 100 recruits for this service, 50 Europeans and thirty Indians should be directly recruited and the remaining twenty obtained by promotion for the provincial services.

The year 1916 is conspicuous for the introduction of the experimental scheme of abolishing the post of circle Inspectors in Tiruchirapalli and Kurnool districts. Three additional deputy Superintendents were appointed in the former and two in the latter.

1918 witnessed the failure of the system which abolished circle Inspectors post. The real position was that a circle Inspector was as which responsible for the criminal administration of the circle as the Superintendent was for that of his district. The function of the circle Inspector was overlooked to such an extent that at one time he was thought in some quarters to be a superfluity and it was this opinion that hatched the experimental schemes. The Inspector General of Police asserted that the scheme had failed and the necessity of circle Inspector has been proved. The Inspector was a necessary link in the chain and was therefore allowed to remain.

The Researcher wants to draw attention here that he is studying the Human Resources Development scenario focussing on Inspectors of police and the observations made supra are indeed valid till to date and this

vouchsafes the need for the present study.

1929 brought in a Crime Dept. under a Deputy Commissioner of police, assisted by an Assistant Commissioner and Central Crime Station; sectional work with responsibility on Head constables was fixed at law and order stations. A Traffic Deputy Commissioner of Police post also was created.

Finger Print Section, Dog Squad, Railway police, Criminal Investigation Department and other units became adjuncts from time to time. Malabar Special Police was formed in 1801, and Special Armed Police was formed in 1947.

Police Training school at Vellore was established in 1896. (made permanent in 1905 to train Sub Inspectors) Constable's recruitment school was opened at Vellore in 1908.

Born in 1859, nursed and brought up by a foster mother, Madras police has in the course of hundred years grown to strength and stature. It is now an efficient instrument of tempered steel, unbreakable in its resolve to serve the the government and the people. To strive to To strive to serve\textsuperscript{17} will continue to be the motto in the days to come. And in so striving and serving it will seek the hand of friendship of the public and fortified with such support, will march fearlessly on into the future.

G.B. Panth\textsuperscript{18} Union Home Minister had commended the Tamilnadu police (Madras police) stating “The Madras police have earned a good

\textsuperscript{17} The History of Madras Police (Centenary 1859 to 1959), published under the authority of Inspector General of Police, Madras, 1959. p.542.

\textsuperscript{18} Ibid.,
TAMIL NADU POLICE AS ON 1.8.1996

Traffic
Armed Reserve
Armed Police
Intelligence
C.I.D.
Prohibition

Law and Order

S.S.G.
Police Radio Branch
Technical Services
All Women Police Stations
Railway Police
Deputation with Other Organisations

Crime

Devised by Researcher

Fig.No. 3.1
The Tamilnadu police is now headed by a Director General of Police who is assisted by a number of Additional Directors General, Inspectors General, Deputy Inspectors General and Superintendents of Police. There are various sub departments/sub systems like the Criminal Investigation Department, Railway police, Armed Police Intelligence, Prohibition, Special Security Group Forest Cell etc. Food Cell, Special Security Group and Forest Cell were abolished; The personnel management function is attended by the Director General Police, Additional Directors General Police personnel and Assistant Inspector General of Police, administration at the state level and at the district level by the Superintendent of police and his Personnel Assistant. There are functional ADG/IGP in charge of Coastal Guards Armed police, Railway police, Crime Branch, Special Branch, 'Q' Branch, Home guards, Training etc. There are Commissioners of police at Madras, Coimbatore, Tanjore and Madurai. Ranges consisting of Districts are at Vellore, Villupuram, Thanjavur, Tanjore, Madurai, Coimbatore, Ramnad and Tirunelveli as described in the organisational chart.

Figure 3.1 describes the various wings of the Tamil Nadu Police as on 1.8.96.

As regards Madras city police, now called as Great Metropolitan Police, it has recently acquired more Jurisdiction by addition of some of the stations from the Chengai MGR District.
The Jurisdictional Deputy Commissioners attend to both Law and order and crime work and this has been arranged recently; previously it was functional Deputy Commissioners of Police. The figure 3.2 presents the organisational chart of Madras City Police. Appendix.V presents the Stations Chart of Madras city. Appendix.VI Habits of Tamil Nadu and Appendix .VI’ shows the district war distribution.

The present system\textsuperscript{19} derived its force from the Police Act 1861, as a result of the revolt of 1857 because the British Government. had to protect and promote the interest of those Europeans who had invested their capital, skill and enterprise in India

The British police officers,\textsuperscript{20} at least some of them, were able to contribute much to the growth and rationalisation of Indian police, including Tamil Nadu police. Charles cunningham completely reorganised the Madras City police by introducing the functional division of the work in the city police in 1931. Bailey reorganized Tirunelveli Police District which was and continues to be most difficult district of the State and his report on the criminal tribes problem of that district is a classic document.

The civil services\textsuperscript{21} had their origin from the “Doctrine of pleasure” of the English Common Law: Civil servants held office during the pleasure of the crown.


\textsuperscript{20} F.V. Arul “Interview with Thiru F.V. Arul IP”, \textit{Tamil Nadu Police Journal}, 1978.

\textsuperscript{21} Transactions of the Central Police Training College, Mount Abu, 1965.
## Greater Karas = Metropolitan Policing System

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- **Phone:** 8565466

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### AC Issues

- **Issue:** 1. AC Ravender
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- **Issue:** 3. AC Ravender

### AC Problems

- **Problem:** 1. AC Ravender
- **Problem:** 2. AC Ravender
- **Problem:** 3. AC Ravender

### AC Solutions

- **Solution:** 1. AC Ravender
- **Solution:** 2. AC Ravender
- **Solution:** 3. AC Ravender

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**Notes:**

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- Additional Commissioner of Police, Greater Karas
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In 1814\textsuperscript{22} police functions were transferred to the Revenue Dept. (this is the Madras Regulation XI of 1816 and the Bombay Regulation VII of 1827).

A new police force\textsuperscript{23} was created in kind by Charles Wapier in 1843, a semi-military police modelled on Irish constabulary.

In 1855,\textsuperscript{24} the Governor of Madras adopted the system of appointing a Superintendent of police for every district and commissioner of police for the whole of presidency. In 1857 judicial duties were divested; constabulary were drawn from the Revenue Dept. only. The Police Force was not conceived as a service but as a Force to be used against the community and at the same time so constituted and controlled as not to overwhelm its creator. The senior officers of the police were largely drawn from the Commissioned ranks of the Army. In 1893 Recruitment was started by competition in England for superior police service as well as promotion of officers already in service.

The 1902 Police Commission\textsuperscript{25} recommended certain remedies but they were more or less by way of tinkering here and there. The basic structure and material of the police remained the same.

Estimating of the system\textsuperscript{26} left by the British, Mr. Llloyd remarks. "No force in the empire stands higher than the Indian Police". D.C. Curry would say: "The Indian Police is one of the great organisations".

\textsuperscript{22} Transactions of the Central Police Training College, Mount Abu, 1965.
\textsuperscript{23} Ibid
\textsuperscript{24} Ibid.,
\textsuperscript{25} Ibid.,
\textsuperscript{26} Ibid.,
The formation of the Indian Police service27 helped to solve the vacuum posed by the depletion of superior cadre of Indian Police and the Central Police Training college was started in 1948. In 1960 Advanced courses for Indian Police Service officers with 6 to 8 years of service was started. The Intelligence Bureau and Criminal Bureau of Investigation have been helping to improve the professional competence of the police. The Border Security Force has been started to guard the sensitive Border under unified National Command.

Since Independence28 the history of the police has been a long record of trial and turmoil. They have weathered many storms and won many laurels for themselves.

Prime Minister Indira Gandhi29 said that the "Police have handled the different problems well". Every year on 21st Oct. we honour a long list of policemen killed in discharge of duties. The list ran to 203 names in 1965. Out of 2710 officers injured in 1964, 1730 had received their injuries while facing the mobs. Their courage, their bravery, their gallantry and their endurance have been no less at any time than that displayed by the military forces.

Prime Minister Lal Bahadur Shastri30 said "At many places they (police) had to stand shoulder to shoulder with our Armed forces to fight the

28. Ibid.,
29. Ibid.,
invaders. In this task many of them laid their lives. But they have succeeded in adding a glorious chapter to the history of Indian Police”.

Emergency of 1975\(^{31}\) witnessed the Supremacy of the politicians over seasoned bureaucrats and the police chiefs. Having lost their battle of neutrality the police chiefs made peace with the politicians of the day. Thus, Mid seventies witnessed two pernicious developments namely, criminalisation of politics and politicisation of the police. The police chiefs were appointed on considerations other than merit; and nexus began to exist between to politicians, the police and the criminals.

The Infamous trio\(^{32}\) in India “Khaki-Khadi-Khavi” sound more like Ku Klux Klan or the ominous 666. Khaki is certainly amenable for a change and now it is time to change the colour too.

The present police of the country is broadly modelled on the police Act of 1868.\(^{33}\)

What is required is a ‘Forward looking’ police administration. at the top and enlightened leadership at the district level dedicated and devoted to the ideal of bringing above such a transformation.

Appendix VIII shows the graph indicating the true cases, Appendix IX shows Detection of grave crimes , Appendix X shows the percentage of convictions and Appendix XI shows the station of Madras city Police.

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33. Transactions of the Senior Officers course, Police Academy, Mount Abu, 1965.
III.4. ISSUES IN HUMAN RESOURCES DEVELOPMENT OF THE MIDDLE LEVEL SUPERVISORS OF TAMIL NADU

The middle level supervisors i.e. Inspectors of police being the important and vital link in the police organisation has to be Proactive.

a. to play effective proactive role to motive lower level supervision like sub Inspectors and head constables, and in the case of armed police and Armed reserve to motivate the above said two ranks and Naiks and Lance Naiks and get increased productivity,

b. to communicate effectively with the subordinates and superiors and get feedback so as to increase the efficiency.

c. to direct and supervise the Sub Inspectors and the constabulary.

d. to make use of Human Resources Development processes so as to live upto the desired levels in the changing environments.

e. look after the welfare of the lower subordinates and to initiate steps for sanction of rewards etc to the constabulary.

f. Inspector himself to do original work like investigation of cases, court attendance, beat check, night rounds, bandobust work etc.

g. to ensure good relationships with the public Press, superiors and subordinates.

h. to supervise drill, muketry, physical efficiency and personality building

i. to assess the work of subordinates and maintain Performance Appraisal

j. to redress grievances of the Sub Inspectors and men.

k. to ensure records-maintenance, station administration, punctuality, discipline and morale Keeping.

l. to have contact with various Departments, Public Prosecutor, Assistant Public Prosecutors, Judiciary, Revenue and Politicians.

m. attend to public relations work.
n. to set a model for his subordinates regarding upkeep, personality, integrity, health, efficiency hard work, selfless service, sacrifice, boldness and leadership.

o. on the whole, take care of anything and everything so as to build up a good morale for men and good image for the police.

The Inspector’s role is such that he can be and really is the bridge between the superior police officers like Deputy Superintendents of Police/ Assistant Commissioners of Police, Superintendents of Police/Deputy Commissioners of Police, DIGS/Joint Commissioners of Police Cops and Director General Police/ Additional Directors General of Police on the one hand, and the subordinates like sub-Inspectors Head constables, male constables, Senior I and II and women Head constables and women constables grade I on the other.

III.5. NEED FOR HUMAN RESOURCE DEVELOPMENT AMONG THE MIDDLE LEVEL POLICE SUPERVISORS OF TAMIL NADU

The Police system suffers from (1) poor image (2) subordinates perform monotonous and onerous duties (3) reward and ‘Feedback’ remains to be better-oriented; (4) rewards should be given Promptly (5) indiscipline, corruption, absenteeism, and lethargy on the part of lower subordinates are to be controlled (6) Proactive measures as visualised by Human Resource Management are to be initiated. (7) The overall productivity, initiative, interest, turnover, service, commitment, Vision-Mission of the organisation as well as individuals have to be good and to be made better.

With a view to correct and bring forth a wholesome face-lift to the Police Department, the top executive will have to motivate, provoke, and activate Inspectors who in turn will take the message of the top Management to the
logical end. With his position as a lower-level leader, the Inspector can influence his subordinates for better performance. He can also counsel his subordinates, look into their welfare, remove their stress, and build up the morale.

The present day 'Human Resource Development' thrust is not on the workers, but on the supervisors who can motivate and get better results. The Inspector with a few of his dedicated staff can act voluntarily as "Q.C" (Quality controllers) to set right things. He can encourage his subordinates formally and informally, and he can be the informal leader who can influence his subordinates; he can work "with" them and he can plead for them.

Therefore, what is wanted is exposure of the Inspector to Human Resource Development processes, ideas and philosophies so as to permeate the message in his mind and through him to all the ranks.

III.6. CONCLUSION

Police is a vital link in society, general Administration and Criminal Justice system. Police work for the public and the public service is the 'sine qua non' of the police. It can be achieved only if the Human Resource Development exposure and focus is given to police personnel. Inspector being vital link in the police system, he has to be made proactive, positive and powerful so as to get overall results.