



**B.A. Part-I (Police Administration)
(SEMESTER-I)**

PAPER-I

SECTION- B

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Lesson No. :

Section-B

- 2.1 : Central Armed Police Forces.
- 2.2 : State, District and Commissionerate system of Policing

LESSON NO. 2.1

**ORIGIN, STRUCTURE AND WORKING OF CENTRAL ARMED FORCES
(BSF, CRPF, ITBP, CISF)**

The core value of any nation state is to defend and protect territory virtually at any cost. The issue becomes more complex when a country has outstanding border disputes. With neighbouring countries or faces a variety of internal security problems due to porous borders. In that case, effective border management not only influences a state's external behaviour but is also seen as a solution to many internal problems.

There are many factors to be taken into account while talking about border security. They are: threat perceptions from neighbouring countries, populations living in border areas, the physical features of borders and the level of infrastructural development in border areas. After independence, India inherited border disputes with China, and the partition brought with it the complex problem of Kashmir which made the borders with Pakistan tension-ridden. India's border dispute with China resulted in a war in 1962. As a result of the war, India had to surrender some territory to China. Though tensions have subsided and the two countries are moving closer through various confidence building measures, the outstanding dispute remains. China still figures as a long term strategic threat to India. With Pakistan, India has a territorial dispute over Kashmir. After the 1948 war over Kashmir, a portion of this mountain state went to Pakistan, with a 704 km long Line of control (LOC) dividing Kashmir. The Kashmir problem has not been resolved to the satisfaction of both countries. Since the 1980s, the problem with Pakistan has intensified because of growing transborder terrorism and :Insurgency on the Indian side with support from Pakistan.² This new strategy of Pakistan, to wage a proxy war with India through support to :Insurgent and terrorist groups, has made the entire border with Pakistan militarised.

The borders of India are not uniform either in terms of physical features or in terms of threat perception. The physical features are marked with snow-covered high peaks, deep forests in the mountains, sprawling deserts, and marshy lands and plains. As far as threat perception is concerned, India has open borders, demarcated borders, undemarcated borders, disputed border and Lines of Control (LOG).

As a result, India has various security regimes along the border.

India has three paramilitary forces guarding its international borders. While the Border Security Force (BSF) guards the border with Pakistan and Bangladesh, the Indo-Tibetan Border Police (ITBP) and the Assam Rifle (AR) guard the borders with China and Myanmar respectively. The army is deployed along the Line of Control in Jammu and Kashmir and along the borders with China, and the local police of the respective State governments are deployed along the border with Nepal.

BORDER SECURITY FORCE

The BSF was created in 1965 as a paramilitary force under the Ministry of Home Affairs to replace the Armed Police Forces of various States guarding the international border with Pakistan. After 1947, the security of well-demarcated international borders was not a matter of much debate in India's security establishment. The predominant view among security planners was that there was a military threat in only those sectors of border where there was a dispute.⁶ Border security was not a vital component in overall national security planning. Under the prevailing thinking on national security, the disputed borders with China and the borders with Pakistan in Jammu and Kashmir received special attention and were put under the army. Along the rest of the borders with Pakistan, India continued with the system of border policing it inherited in 1947. Under this system, the Armed Police forces of bordering states guarded borders to prevent petty crimes like smuggling, illegal infiltration and so on. The system of border security across the borders in Pakistan was along the same lines. Thus, while central Gujarat remained unattended, there were some Gujarat Police checkpoints in the Rann of Kutch, the Rajasthan Armed Constabulary Force and the Punjab Armed Police were deployed along the borders with Pakistan in Rajasthan and Punjab, respectively.

This system continued till the early 1960s, because there were no significant changes either in India's security perspective or in the pattern of crimes along the borders. The war with China in 1962, however, brought about important changes in India's overall defence policy. The Indian defeat in 1962 war convinced the government of the need for a fresh assessment of threat perception vis-a-vis the neighbouring countries and to develop suitable policy frameworks accordingly. The border with China received immediate attention and the Indo-Tibetan Border Police (ITBP) was raised to guard the border with Tibet. The border with Pakistan was also causing trouble on account of the insurgency in the north-eastern States of India and the tacit support the secessionist movements were getting from across the border. The increasing quantum of migrants from the then East Pakistan compounded the problem.

The creation of the BSF followed exhaustive and elaborate deliberations at various levels in the government. The deliberations centered around three issues: the nature of the proposed force, its role, and its relationship with the army. Three individuals played significant role in the entire process. They were Lal Bahadur Shastri, the then Chief of the Army Staff (COAS), General J.N. Chaudhary, and K.F. Rustamji, an IPS officer, who later became the first Director General of the BSF.

"Border protection duties under normal circumstances deal with such matters as smuggling, dacoity, minor intrusions by civilians both intentional and unintentional, the exacting of dues, the guarding of officials, the protection of installations such as railcars and bridges and the establishment of counter - espionage measures. All these duties do not require very sophisticated arms but do require a great deal of dispersion. Therefore, the armed police to whose lot these duties normally fall, work in small groups spread over a wide areas. These duties do not require a very high standard of military training and leadership."

He was, therefore, in the favour of a cost – effective border police force without any sophisticated weaponry like the army because, in his opinion, the presence an over-equipped border police :might escalate a minor conflict into a bigger one. Also, it would put an additional financial burden on the exchequer. On the role of the proposed border police, General Chaudhary suggested the "the role of any such police force should be two fold. First, to undertake normal police duties along a border including antismuggling patrols, the checking of illegal infiltration, antidacoity measures and investigation of border crimes.

Secondly, the force must be able to deal with minor armed intrusions until such times as it is relieved by the .Army. After it has been relieved, it should be able, either under command or in conjunction with the .Army, to continue patrolling quiet sectors and to guard certain vulnerable areas and vulnerable points against sabotage & similar troubles."

General Chaudhary provided the framework for the creation of the BSF, armed, organised, led, trained, paid, equipped on an integrated. pattern. According to him., the nucleus of the Force could be had from the State police battalions then deployed on the borders, as these could be spared by the States. Besides, the manpower and the officers could be drawn from the army to give it initial stability. He even offered the idea that, at the early stages tra.1ning could be undertaken by the army.

The Study Group also recommended the creation of a police force controlled by the Central government for border security. The ultimate responsibility of guarding the borders, the Study Group felt, should lie with the army and all suitable measures should be taken to ensure proper coordination with the army at every level.

The essential features of what later became the BSF emerged during a discussion the then Home Secretary, L.P. Singh had with General Chaudhary on 17 May 1965. K.F. Rustamji was chosen to head the Force. His immediate

task was to ensure the proper integration of Armed Police forces of various States into a compact and disciplined paramilitary organisation. Rustamji later wrote "I was of the opinion that if a separate Force for border security and border defence is required, it would be such as would shoulder the responsibility of guarding the border effectively and fully. At the beginning, it was suggested that all the Armed Police battalions that were stationed on the borders would be absorbed in the BSF. These battalions were on the borders from different States and I was apprehensive whether the concerned State governments would agree to this proposal or not. I also attended the meeting called by the then Prime Minister Lal Bahadur Shastri in the month of June 1966. The deliberations in the meeting convinced me of the ultimate outcome because I found that Lal Bahadur Shastri was fully determined to found the BSF on solid foundation."

Thus came into existence the BSF on 1 December 1965 as an armed force of the Union under item II, List I of schedule VII of the Constitution. The constitutional position of the BSF was based on Article 355 of the Constitution which reads "It shall be the duty of the Union to protect every state against external aggression and internal disturbance." Entry I of the Union List relates to the defence of India which is the exclusive responsibility of the Union. A close examination of the circumstances that led to the birth of the BSF gives the impression that short term tactical considerations were the main influencing factors. It was thought that a Centrally-controlled police would be more useful for the army in a war situation. The army favoured the creation of a force which could look after its peripheral obligations like patrolling, policing and other complimentary tasks. It never supported the idea of a heavily armed sophisticated Force in the forward area which would have meant the existence of two parallel units on the borders and would have given sufficient room for mutual distrust and rivalry. On the other hand, the growing unwillingness of the State governments to devote additional resources and manpower to border policing resulted in the increasing involvement of the Central government in border policing which led to the creation of the BSF. The BSF was created out of immediate compulsion not as a result of long term strategic planning.

The absence of a proper framework within which the border security and border-guarding force could be related to the overall strategic goals of the country left the BSF with a very limited space to operate. For all practical purposes, it was neither a police force nor an armed force and vacillated from one role to another depending on the requirements of the Central government. As the Force grew in size, it started encroaching on the jurisdiction of both the army and the State law and order apparatus. In fact, it never developed a comfortable relationship either with the army or with the local police.

The Central government kept the profile and the role of the force rather flexible and used it for various other purposes as well.

The BSF was created under the Central Reserve Police Force Act 1948. Later in 1968, a separate Act was passed by parliament to give the Force proper shape. The then Home Minister, Y.B. Chavan, presented the B.S.F. Bill in the Lok Sabha on 23 July 1968 as "a Bill to provide for the institution and regulation of an armed force of the Union for ensuring the security of the borders of India and matters connected therewith."²⁴ The statement of the objects of the proposed Bill said "the BSF is charged with the responsibility of ensuring the security of the India-Pakistan international border, instilling a sense of security among the people living in border areas and preventing trans-border crimes, smuggling and unauthorized entry into or exit from Indian territory.

The debate on this Bill centred around two core areas. The first was related to the exact nature of the Force: would it be treated like a police or an armed force; and second, would this force would be used exclusively for border security or would it be used in other parts of the country for the maintenance of law and order also? Raising the first issue, George Fernandes said "The government conceived of this Force as a paramilitary body with the status and proficiency required by the personnel of the BSF being somewhere between the armed police of various States and the army. Therefore, while the structure of discipline was kept akin to that of the army the other benefits and perks were at par with police organisations. Also, the government decided that the Force could be headed by an IPS officer, but, at the same time, training and orientation would be comparable to an infantry battalion of the army.

The second issue was related to the use of the BSF for law and order and other internal security duties in different States.

Jyoti Basu's apprehension was that the Force would be used as a weapon of the Congress-run Central government to interfere in the internal affairs of the States because the Centre did not trust the police force under the control of the State government, especially where the Congress was out of power. He recalled an incident where the BSF battalions were sent to Calcutta, given independent charge and refused to carry out the orders of State police officials. Echoing these apprehensions, Indrajit Gupta pointed out that the proposed Bill and the Annual Report of the Ministry of Home Affairs for 1967-68 held contradictory positions as far as the use of the BSF for the maintenance of law and order was concerned. He said "Everywhere in this Bill, it is explicitly laid down that this Force is meant for security of international border between India and Pakistan and is not meant for maintenance of internal law and order. However, in the Home Ministry's Report in 1967-68 it is stated that on a number of occasions these Border Security Forces units were made available for the maintenance of law and order and they did commendable work.¹³⁰ In 1966, when trade union agitations and food agitations were on in West Bengal, the BSF units were deployed extensively. He warned that "If the BSF is used for these purposes, the type of morale and efficiency you need for border security can never be instilled in these units. "

The Bill did not have safeguards against these kind of "abuses". As the BSF was raised under Article 355 of the constitution, it was just like any other Armed Forces at the disposal of the Central government. All the minister said in reply was to assure the House that the deployment of Central forces on law and order duties was done only in extreme conditions and with the consent of the concerned State governments.

The BSF was created to ensure the security of international borders with Pakistan and for matters connected therewith. The main role of the BSF, therefore, is to be performed during peacetime. It is the duty of the army to defend the borders during war time. The BSF has a very limited role during wartime, that is, to assist the army. Thus, the BSF was conceived of as a peacetime apparatus. The recommendations of the study Group as well as the BSF Act, 1968, and the BSF Rules make this point clear. Over the years, however, Ministry of Home Affairs, Annual Report, 1967-68, the Force has come to play diversified roles, such as, counterinsurgency and anti-terrorist operations, maintenance of law and order, and other internal security duties. These are not the roles for which the BSF was originally created.

The role of the BSF can better be analysed by putting it under three categories: Peacetime roles, war time roles and other roles.

Peacetime Roles

The peacetime roles of the BSF are five-fold: first, to instill a sense of security amongst populations living in the border area, second, to prevent transborder crimes; third, to prevent unauthorised entry into and exit from India; fourth, to prevent the activities of smugglers, and lastly to collect trans-border intelligence.

These peacetime roles evidently envisage the deployment of the Force in the form of small Border Out Posts (BOPs). These BOPs are normally in most forward areas and are entrusted with the responsibility of guarding the border within a specified area : In the form of the length of the demarcated border from pillar to pillar. These BOPs discharge their duties through static deployment, patrolling, laying of ambushes and other preventive measures. Most of their tasks are preventive in nature. During such deployments, certain police and custom powers have been conferred on the BSF. In Manipur, Tripura, Meghalaya, Mizoram and Nagaland, within an eighty kilometre belt from the international border, in Rajasthan a fifty kilometer belt and in Punjab, West Bengal and Assam a fifteen kilometer belt, the BSF is entitled to make use of the following sections of the Criminal Procedure Code (Cr. P.O.) : 41(10), 47(1), (2), (3), 51(1), 52, 149, 150, 151, 41(2), 109, 100 and 131.34 By virtue of the powers conferred by sub section (1) of the section 139 of the BSF Act, 1968, any member of the Force may within the local limits of the area specified in the Act, exercise and discharge duties under section 47, 48, 51, 53, 54, 149, 150, 151 and 152 of the Cr. P.C.36.

The custom powers given to the BSF relate to search of suspected persons entering and leaving India, power to screen with X-rays, power to arrest, power to stop and search conveyance, seizure of goods, documents and other things. The sections of the Custom Act, 1962 which apply to the BSF also are sections 100, 101, 102, 34, 36, 103, 104, 105, 106, 107, 108 and 110.36 Similarly, powers under the Dangerous Drugs Act, 1938, Opium Act 1878, Passport (Entry into India) Act 1920, Passport Act 1967 and the Registration of Foreigners Act are conferred on the BSF.

Though the peacetime roles of the BSF are well defined, a closer examination reveals that the BSF performs these duties under several limitations. The operational procedures necessary to perform these roles are not well-defined and there is an overlapping of jurisdictions with other agencies. For example, the first important role of the BSF is to provide a sense of security amongst people living in border areas, but it is not clear how the BSF will do this. Mere presence of a well-equipped Force is not sufficed to provide a sense of security especially when the BSF is perceived as an outside Force. The level of interaction with border populations is not very friendly and a sense of mutual distrust prevails. The State governments have a very important role to play in this regard yet there is no institutional arrangement between the BSF and the State governments to achieve this goal.

CENTRAL RESERVE POLICE FORCE

The origin of the Central Reserve Police Force can be traced back to the creation of the Crown Representative's Police in 1939. The original CRP was a specialized force raised by the colonial state to assist various Princely States in the maintenance of law and order.

This was a period when strong currents of nationalism were spreading to different parts of the country. In the Princely States, too, the opposition to the rulers was mounting. These rulers were puppets in the hands of the colonial rulers for all practical purposes.

The All India Congress Committee (AICC) which was leading the national movement in various parts of the country provided ideological and material support to the movements in the Princely states. The Madras Resolution of the All India Congress Committee (1927) gave impetus to the Prajamandal movement in the Princely States which was emerging as the most organized opposition to colonial rule in an indirect way. In 1927, the establishment of All India States People Conference brought on surface the popular demand for responsible government and civil liberties in Indian States. Under the Subsidiary Alliance System the British government was honour bound to help the Princely States, where it exercised control through a Crown Representative. The British government could not afford to take internal disturbances lightly because for them serious crime was an implicit defiance of state authority and a possible prelude to rebellion. Political resistance was either a crime or the likely

occasion for it. Use of force was an internal instrument of British policy to deal with opposition. In the earlier days of British rule, the regular armed forces were used to curb internal disturbances. After the mutiny of 1857, however, the British government realized the dangers involved in heavy reliance on the army for internal policing. Thus, a system of unified civil police was created in India, and through the police the British government countered successive challenges to colonial control. Thus, the evolution and development of the police force was in response to growing challenge to colonial rule. As opposition to British rule grew in strength and diversity, so were the police developed to counter it.

The creation of the Crown Representative Police was amongst the responses of the colonial state to growing challenges to its authority. A specialized, self-sufficient police force organized and trained on military lines was first raised on 27 October 1939.

Initially, a battalion strength was sanctioned with one Commandant, seven superior officers, thirty subordinate officers, one hundred head constables and 870 constables. Most of the initial recruitment to the force was from the ranks of ex-servicemen from the British Infantry Machine Gun Company, the disbanded personnel from 4th Punjab Regiment, 2nd Mina Corps from Erinpura and Deoli areas and from the open market in Punjab. The battalion had four service companies besides the headquarter elements for training and administration and two tear-smoke platoons.

In 1941, the CRPF guarded the German and Italian detenus at Deoli and provided detachments to Charkhan State, Mhow and Indore. In 1942, three companies of the CRPF were sent to Khairpur State and Sind to control the fanatic Hurs who had killed its police chief and challenged the authority of the State. In 1943, a contingent of the Force was sent to Baroda to control dacoity. In 1945, the CRPF was sent to Kishangarh on an anti-dacoity campaign in Rajputana. The force was also deployed in Rew, Pataudi, Dujana, Datia, Charkhori and Koti States in 1946 and Lohara Ratlam and Vivari in 1947. In 1946-47, the CRPF was deployed in as many as 15 States.

The strength of the Force also increased during this period. At the time of independence, the sanctioned strength of the Force was 1 7 46 with headquarters at Neemuch (Madhya Pradesh).

Detachments were functioning at various places in Rajasthan, Vindhy Pradesh, Madhyabharat, Kutch, Saurashtra, mount Abu. The Force was Retained after Independence As a part of the political settlement of the transfer of power, the Force was passed on to the central government. With independence came partition, and the worst kind of communal Violence in different parts of the country. Consequently, the demand on this force increased heavily. Since its strength was not sufficient to meet the growing demand, its size was further augmented.

Since the CRP was seen as the coercive apparatus of the repressive colonial state, it had no place in the new political set up. However, several factors

influenced the policy makers of newly independent India to continue with this Force. First, it so happened that the CRPF furnished a handpicked guard at the Viceregal lodge.

This was sufficiently smart and reliable to attract the attention of Lord Louis Mountbatten. He advised Sardar Patel to retain the Force. Secondly, the CRPF played an important role during the amalgamation of the Princely States into the Indian Union during the early days of independence. It was used to discipline the rebellious Princely States of Junagarh and the small principality of Kathiawad which had resisted joining the Indian Union. It was also entrusted with the task of capturing small States like Bantwa, Sardargarh and Mangrol, thus serving as an important instrument of carrying out the great task of the integration of small States. Thirdly, the compelling need of centripetal force convinced the Constitution makers to concede the idea of a strong state. The Constitution, though federal in its nature, gave more powers to the Centre which was considered necessary keeping in view the political turmoil in different parts of the country and given the idea of centralized development. A fourth reason for keeping the CRP after independence was that Sardar Patel was personally convinced of the utility of the Force and visualized an important role for it in independent India. Sardar Patel, the then Minister of Home Affairs, justified the need to have a reserve force at the disposal of the central government while introducing the Bill in the Constituent Assembly to convert the Crown Representative's Police into the Central Reserve Police Force. The Central Reserve Police Force as one of the armed forces of the Union under the Constitution came into being in 1949 with the passing of the Central Reserve Police Force Act by the Parliament. The Governor General gave his assent to the Bill on 28 December 1949. The Act was made applicable with retrospective effect from 15 August 1947. The Force was presented colours on behalf of the President of India on 19 March 1950. It was placed under the Inspector General Police, Delhi for administration and superintendence.

Role

The CRPF is an armed reserve of the Central government which comes under Union list under Schedule VII, entry 2 of list 1 of Article 246 of the Constitution. Though the organization is called Central Reserve Police Force, a member of the Force is appointed under the CRPF Act, 1949, not under the Police Act, 1861. The latter Act invests the persons who on appointment are issued a certificate under Section 8 of the Act with all powers, functions and privileges of a police officer. Therefore, the CRPF is not a police force within the meaning of entry 2 of list 1. It is an armed force of the Union meant to be deployed in States or Union Territories, only in aid of civil power for the purpose of restoring and preserving public order.

Section 16 (1) of the CRP Act, 1949 provides that "the Central government may, by general or special order confer or impose upon any member of the force,

powers or duties conferred or imposed on a police officer of any class or grade by any law for the time being in force."

CRP Rules, 1955 framed under Section 18 of the CRP Act 1949, regulate inter alia the powers and duties of members of the Force. The primary role of the CRPF is to assist the civil administration of the State or Union Territories in the task of restoration of peace and maintenance of law and order. Civil authorities in any State or Union Territory can ask for Central assistance, if they are convinced that a situation exists where the local law and order enforcement machinery is not properly equipped to handle the situation. On getting such a request, the Government of India, in the Ministry- of Home Affairs, issues appropriate orders for the deployment of the CRPF in the concerned State/Union territory. The CRPF can also be deployed as a preventive measure. Rule 25 of the CRPF Rules says, "A member of the CRPF may be employed in any part of the country for the restoration and maintenance of law and order or any other purpose as directed by the Central government."

Active duty for such a member means the duty to restore and preserve order in any local area in the event of any disturbance there. It is the duty of every such member to obey and execute the orders and warrants lawfully issued to him by any competent authority to detect and bring offences to justice and apprehend all persons whom he is legally authorized to apprehend.

It is important to note that a member of the CRPF has only those powers which are necessary to assist the State police and not other powers, for example, the power to conduct investigations of a crime, summon a person for that purpose and forward a report on the investigation to a magistrate. Although the duty to detect and bring offenders to justice applies to both police officers and members of the CRPF, the powers of the latter are much fewer and are more restricted than those of a police officer. The commander of a CRPF unit, during the period of its deployment in a State, functions under the general control and direction of the State civil authorities concerned. He is controlled informed by them of specific tasks to be performed by the Force under his charge. But once the task has been allotted, the commander of the CRPF unit is responsible for determining the manner in which the task will be performed and for the distribution and deployment of the men under his command. He continues to be accountable to his superiors in the CRPF for the due completion of tasks assigned to him. The CRPF obtains information about local intelligence from the State police. In the locality or the area where the CRPF unit is deployed and carrying out its assigned task, it does not in any way infringe on the jurisdiction of the local civil authorities including that of the State police. The CRPF personnel may arrest or hand over the offenders to the State police. It is not responsible for the registration of offences or investigation of cases.

The CRPF can also be used for protection of Public Sector undertakings or government companies under the Companies Act and private industries connected with defence production. The CRPF played this role before the

creation of the Central Industrial Security Force (CISF), which was created specifically for this purpose.

Another role of the CRPF is to be deployed under the operational control of the army for counterinsurgency and antiterrorist operations. In such a situation, the command structure is normally headed by the army but in some cases where the area or sphere of operations is different, the two forces operate under different commands under the civilian authority.

The CRPF units are also frequently called upon to aid the public and civil authorities in dealing with natural calamities such as floods, earthquakes, fires, droughts, accidents, and so on. The CRPF was also used for border security before the creation of the Border Security Force (BSF) and Indo-Tibetan Border Police (ITBP). It is also utilized for guarding prisoners of war and sometimes other prisons also. CRPF personnel have been used escort arms, ammunition and explosives. Finally, during the general elections the CRPF is invariably used as a strike reserve force.

INDO TIBETAN BORDER POLICE FORCE

ITBPF was raised on 24 Oct, 1962. Presently, ITBP is deployed on border guarding duties from Karakoram Pass in Ladakh to Jachep La in Arunachal Pradesh covering 3488 km of Indo-China Border and manning Border Outposts on altitudes ranging from 9000' to 18700' in the Western, Middle and Eastern sectors of the Indo-China Border.

ITBPF is a specialized mountain force and most of the officers and men are professionally trained mountaineers and skiers. Being the first responder for natural disaster, ITBPF has been carrying out numerous rescue and relief operations across the country.

Indo-Tibetan Border Police was raised on October 24, 1962 for reorganizing the frontier intelligence and security set up along the Indo-Tibetan border. Only four Battalions were sanctioned to begin with. ITBP was initially raised under the CRPF Act. However, in 1992, parliament enacted the ITBPF Act and the rules there under were framed in 1994.

With additional tasks entrusted to ITBP from time to time on border guarding, counter insurgency and internal security roles, the number of ITBP Battalions increased gradually and ITBP presently has 56 service Battalions, 4 Specialist Battalions, 17 Training Centres and 07 logistics establishments with a total strength of approx. 90,000 personnel.

In the year 2004, in pursuance of GoM recommendations on "One Border One Force", the entire stretch of India-China Border comprising 3488 Kms was

assigned to the ITBP for Border Guarding duty and, accordingly, ITBP, replaced Assam Rifles in Sikkim and Arunachal Pradesh in 2004.

The motto of the Force is “Shaurya-Dridhata-Karma Nishtha” (Valour – Determination – Devotion to Duty). All ranks of ITBP are dedicated to guard the borders with valour, determination and devotion to duty. The Force has earned number of decorations like Padmashree-7, Kirti Chakra-2 Shaurya Chakra-6, Sena Medal-1, President’s Police Medal for Gallantry-19, Police Medal for Gallantry -91, Parakram Padak-79, President’s Police and Fire Service Medals for Gallantry-2, Prime Minister’s Life Saving Medal-86, Jeewan Raksha Padak -06, Sarvottam Jeewan Raksha Padak -02, Uttam Jeewan Raksha Padak -13, Tenzing Norgay Adventure Award -12 etc. for its numerous achievements in the past.

Family welfare centers are functioning in ITBP Bns and Trg. centers where multifarious welfare activities are being undertaken with the active participation of families of ITBP personnel. In these centers the families undertake knitting of woollen items, hosiery items, preparation of jams/juices and fabrication of uniform items of ITBP jawans. These activities not only help in supplementing the income of families of ITBP personnel but also develop cohesiveness amongst the members of the force of all ranks and their families. For More Detail about family welfare scheme, kindly visit:- [HWWA website](#)

ITB police is deployed in remote hilly areas in the state of HP, Uttaranchal, Jammu & Kashmir, Sikkim and Arunachal. Most of the areas of deployment of the force being remote and isolated, there is a scarcity of basic amenities and Government facilities. The ITBP officers and personnel are required to stay within or near the premises of ITBP battalions due to operational and other factors. So in order to cater to the need of Education & schooling of children of ITBP personnel, the organization runs Primary/Middle level schools at various ITBP battalions. At present 17 such schools are being run in various ITB Police battalions. In addition, 08 Kendriya Vidyalayas are also located in ITBP premises.

House is one of the basic needs of the human being. To cater to it, an ITBP Co-Operative housing society for the gazetted officers of the force has been established in Greater Noida (U.P.). It is registered by the registrar of Co-Operative housing society, Lucknow (U.P.). Under the society, 105 flats have been prepared and recently handed over to the allottees by the said society.

CENTRAL INDUSTRIAL SECURITY FORCE

The CISF came into existence in 1969 with a modest beginning, having three battalions, to provide integrated security cover to the Public Sector Undertakings (PSUs) which, in those years, occupied the “commanding heights” of the economy. In a span of four decades, the Force has grown several folds to reach one lakh forty one thousand seven hundred and thirty five personnel today. With globalization and liberalization of the economy, CISF is no longer a PSU-centric organization. Instead, it has become a premier multi-skilled security agency of the country, mandated to provide security to major critical infrastructure installations of the country in diverse areas. CISF is currently providing security cover to nuclear installations, space establishments, airports, seaports, power plants, sensitive Government buildings and ever heritage monuments. Among the important responsibilities recently entrusted to the CISF are the Delhi Metro Rail Corporation, VIP Security, Disaster Management and establishment of a Formed Police Unit (FPU) of the UN at Haiti.

It is a testimony to the level of professional competence and standing acquired by the Force over the decades that its services are being sought for consultancy by the private sector also. Over the years, the CISF has provided Consultancy Services to more than 140 different organizations, including those in the private sector. After the Mumbai terrorist attack on November 2008, the mandate of the force has been broadened to provide direct security cover to private sector also. The CISF Act has been amended, heralding a new chapter in the glorious history of the Force.

Adaptability and use of cutting edge technology have been the hallmark of the Force which has always confronted new security challenges successfully. In view of the prevailing security environment in the country and threat from trans-national terrorism, the Force continuously strives towards technological modernization and skills upgradation to build an edifice of dedicated service to the Nation. The CISF is being continuously modernized, both in terms of equipment and training. Having set very high professional standards with an impressive track record, the Force looks forward to a brighter tomorrow with pride and confidence.

MAIN FEATURES

- CISF is an Armed Force of the Union raised under an Act of Parliament namely Central Industrial Security Force Act, 1968 (50 of 1968).
- Force was raised with a strength of 3129 in the year 1969 which has increased to a strength of 1,43,431 as on January 2019.
- CISF has 12 Reserve Battalions, 08 Training Institute and 74 other formations.
- As per mandate CISF provides security to the property & installations as well as protection to their employees with the premises .
- CISF is providing security to strategic establishment including those of Department of Space, Department of Atomic Energy, Airports, Delhi Metro, Ports, Historical Monuments and core Sectors of Indian economy like Petroleum & Natural Gas, Power, Coal, Steel & Mining.
- CISF is also providing security to some Private Sector units and important Govt. buildings in Delhi.
- Presently CISF is also providing protection to protected person categorized as Z+, Z, X and Y.
- CISF is the only force having a customized and dedicated Fire Wing.
- CISF is cost re-imbursement force .

VISION

“PREMIER FORCE SECURING THE NATION’S CRITICAL INFRASTRUCTURE AND ASSETS”

MISSION

“TO CONSISTENTLY UPGRADE SKILLS AND DEVELOP CORE COMPETENCIES TO PROTECT AND SECURE THE NATION’S CRITICAL INFRASTRUCTURE AND ASSETS THROUGH OPTIMAL UTILIZATION OF HUMAN RESOURCES AND MODERN TECHNOLOGY”

LESSON NO. 2.2

STATE , DISTRICT AND COMMISSIONERATE SYSTEM OF POLICING**Study Material****Introduction**

In the field of administration, police have an important role to play. In India, Police is the coercive arm of the State, which is entrusted to perform the basic duty of the State that is maintenance of law and order. Therefore, law and order administration has acquired significance at the Central, State, Range, District and Sub-District level in rural and urban areas. Rapid growth of population, industrialisation, urbanisation, growing political consciousness led to law and order problems. Agrarian and tribal revolts, political caste and communal violence, labour and student unrest and terrorism are indications of law and order problems. In all societies, particularly in developing societies, these conflicts and tensions are inevitable and many manifest in different forms. Freedom and independence will not have meaning unless these basic issues are properly attended. In this Unit, an attempt will be made to study the organisation of police at various levels; and critical issues that confront the Police Administration.

Historical Background

In all societies, organisations were established to protect the life and liberties of people since the dawn of civilisation. With the passage of time, complexities in the nature of societies have led to the creation of modern police. In the European context the term 'police' refers to a 'force for the city' and the police officer was known as Nagarpal, which means protector of the city and governance based on Dharma and Danda. Dandaneeti was an important ingredient of Statecraft. Manu talked about the prevention and detection of crime and also a system of collecting intelligence during the vedic period. Vedas refer to different kinds of crimes and punishments for the criminals. During the Mauryan and Gupta periods, policing was undertaken systematically. Kautilya's Arthashastra gives a vivid picture of the nature of police organisation and their functions. During Mughal period, law and order administration was under the charge of Fauzdars. They were assisted by Thanedars who were in charge of Police Stations. He was also responsible for revenue functions. The office of the Kotwal was fairly important, as he was the chief of city police. His functions included patrolling the city at night, collection of intelligence, prevention of crime and social abuses and regulation of jails. During the British period, the police system that existed under the Mughals was allowed to continue with certain reforms to meet the changing needs.

The present Indian police system is based on the Police Act of 1861. Under this act, the police was made subordinate to the Executive Government. Later, several changes were brought about in the structure as well as functioning of the police system. But the basic structure and characteristics as enshrined in the police act of 1861 continued to dominate over the police system in the country. By the time India attained Independence in 1947, the Police Administration had developed into one of the best systems. After independence, the Government of India felt that the system was capable of facing new challenges and was also well developed to help the new Government to maintain stability.

Role and Functions of the Police

Prevention of crime and maintenance of public order are the major functions of the police. According to 1861 Act, Police functions are to prevent commission of offences and public nuisances; bring offenders to justice; collect information affecting public peace; and keep order in all public places, keeping in view the changing political and social scenario. U.N. Congress prevention of crime, held in 1970 identified urbanisation, industrialisation, population growth, internal migration, social mobility, technological changes etc. as the criminogenic factors. Communal tension and other social tensions are also the causes of crime due to which public order gets disturbed and violence breaks out. The main task of police is to enforce law and order, protect the citizens and safeguard their property. The police have to play a positive role in the scheme of social defence. It can no longer take a restrictive view of their role. In a democratic society the role of police is linked to social service. It is an important area where police has been assigned a positive role in relation of social legislation. These legislations touch upon the lives of the people at countless number of places. This provides various opportunities to serve the people and proves to be a challenge as well. In the changing political context, the police have to function as officers of law rather than as officers of the Government or Party in power.

According to the National Police Commission set up by the Government of India in 1977, the duties and responsibilities of the police are to:

- i) Promote and preserve public order;
- ii) Investigate crime;
- iii) Identify problems and situations that are likely to result ; omission of crimes;
- iv) Reduce the opportunities for the commission of crimes through preventive patrol and other appropriate police measures;
- v) Aid and co-operate with other relevant agencies in implementing; appropriate measures for prevention of crimes;
- vi) Aid individuals who are in danger of physical harm;
- vii) Create and maintain a feeling of security in the community;
- viii) Facilitate orderly movement of people and vehicles;

- ix) Counsel and resolve conflicts and promote amity;
- x) Provide other appropriate services and afford relief to people in distress situations; and
- xi) Collect intelligence relating to matters affecting public peace and crime including social and economic offences, and national integrity and security. As civilisation advances, and democracy takes roots, the laws of the land also change. Instead of individual fancies, the people or their chosen representatives base law making on participation. Personalised laws are replaced by public laws. It's inter-dependence with other wings of criminal justice system such as judiciary and prosecution, and its interface with various sections and groups in the society have far reaching implication for its functionary.

Organisation at the Central and State Level:

Article 246 (entry 2, List 11, Seventh Schedule) of the Indian Constitution enumerates police as a State subject. Police Administration, therefore, is a State responsibility. This does not, however, minimise the role of Central Government in Police Administration. The Constitution itself enumerates a long list of subjects like All India Services, preventive detention, arms, ammunition, passports etc. in the union list. The Central Government's role in Police Administration is related to making laws on subjects included in Union and Concurrent lists and making amendments to the basic police laws like Indian Penal Code, the Code of Criminal Procedure, Evidence Act, etc. Administration of the States, policing the Union Territories, management of Indian Police Service, matters relating to arms and ammunition are also the responsibility of the Central Government. The Ministry of Home Affairs and the Department of Personnel plays the administrative and coordinating role. In maintenance of law and order, whenever required, the Central Government provides aid and assistance to the States. To discharge this function, the Central Government maintains a network of line and staff units all over the country. The Central Reserve Police Force, Border Security Force, Railway Protection Force, Central Industrial Security Force are some of the reserve units.

Similarly Central Forensic Institutes, Police Wireless and Sardar Vallabhbhai Patel Police Academy are the staff units at the Central level. These apart, there are Central Bureau of Investigation (CBI) and Central Intelligence Bureau (CIB) also to aid the Central Government. These agencies, under the control of the Central Government provide assistance to the State Police Organisation in the fields of law - and order, security and administration of justice in the country. Rules and regulations have been formulated for the operation of these agencies in the States.

There are occasions when these rules are violated leading to tensions between the Central and State Governments.

At the State level, the Police Administration is more or less uniform throughout the country. The Chief Minister or Home Minister is largely responsible for policy and supervisory functions. The Home Department coordinates and supervises the Police Administration in the State. It acts as a link between Central and State Governments. But the Inspector General of Police (IGP) or the Director General of Police (DGP) who is the Head of the State Police undertakes the real work. His office is called the Office of the IGP/DGP popularly called Chief Office. This office collects information and feeds it to the Government; advises political decision-makers like the cabinet and the ministers; supervises and controls line agencies. It organises training and acts as a clearinghouse of special police services. The IGP/DGP aids and advises the Government and exercises general supervision and control over the police department. He exercises administrative, personnel, and financial power. He provides leadership to the Police Administration in the State. He is assisted in his duties of IGP by the Deputy Inspector General of Police (DIGS) and Superintendents of Police (SPs) and other staff. They Head the specialised branches like intelligence department, crime branch, transport department, training, armed forces, general administration, law and order etc. The organisation of police will become more evident by the following chart.

Rank Structure In A State Police Force

Home Minister

Home Secretary

Director General of Police

Or the **Inspector General of Police** (in a union territory)

(Head of the State/office or the Chief (office))

Deputy Inspector General

(Head of the range office)

Superintendent of Police .

(Head of the district police office)

Deputy Superintendent of Police

(Generally called the **Sub-Divisional Police Officer** (SDO))

(Head of the sub-divisional office)

Inspector of Police

(Head of the circle office)

Sub-Inspector

(Head of the Police Station, generally called the **Station House Officer**)

Asst. Sub-Inspectors

Head Constable

Police Constables

The real police work takes place in the districts and below.

Organisation at the Range Level

Many States are too big to be administered effectively and efficiently from a central point. It is not possible for the Head of the police that is the police chief

or the DGPIIGP to keep in touch with the functioning of the entire organisation. Therefore, the police organisation in a State is divided into ranges for operational convenience. This is above the district and below the State level. This broadly corresponds to the divisional set up about which we have studied in Unit 17. Deputy Inspector General of Police Heads each range. Each police range comprises a few districts.

The number of districts in each range varies from 2 to 8 depending upon the size of the district, population, and importance of the district.

The DIG functions as a staff officer to the State police chief and as a line officer to the district police. His functions include periodic inspections, receiving and processing reports and returns from districts, and issuing instructions to the district police functionaries. A major function of the range DIG is to coordinate the activities of district police and also take measures for inter-district co-operation. He is personally responsible for the enforcement of discipline among the police personnel under his charge. He exercises power of transfer and discipline over certain categories of personnel. He keeps a watch on the crime situation in the district particularly over grave offences like dacoity, murder etc. He also exercises control, over police funds. The range of DIG'S functions, thus, includes personnel management, budgetary control and coordination. He is responsible for the maintenance of efficiency and discipline of his staff. He ensures uniformity of procedure and securing co-operation between the police functions in the districts within his range. He has to ensure harmonious relations between the police and the **Administration** executive magistracy.

There are some criticisms about a range becoming a mere post office. It is criticised to be functionally superfluous. Some feel that inspite of range offices the workload of the State level offices has not been reduced and in fact it has been on the increase. The National Police Commission recommended that DIG of the range should play a positive role in functioning of the districts under his control. He should act as coordinating authority between districts in his range and with those of the adjacent ranges. It also recommended that he/she should be a sensitive judge of public opinion and play an important role in planning and modernisation of the force. The commission felt that to be effective, the range of DIG should not have more than five districts under his control. It also recommended that for adequate supervision, territorial Inspector General of Police should be appointed in large States. They should not have more than 15 to 20 districts or 4-5 ranges under his charge. The Armed Battalions of the range should also be placed under the operational charge of the territorial IGP. They should be delegated administrative, financial, disciplinary and other power. This will reduce the workload on the DGP and enable him to co-concentrate on higher matters of policy and administration.

Organisation at District and Sub – District Level

Almost all the State Government offices are located in the district. In Police Administration also district plays a pivotal role. All the laws and rules passed by the police are transformed into action at this level.

District Police Organisation is responsible for the effective maintenance of law and order and control of crime. Police Administration at the district level is carried out by the chief of the district police, called Superintendent of Police, who is responsible for the maintenance of law and order, and other law enforcement activities. Technically, Superintendent of Police functions under the overall control of the Collector. He and his subordinate officers, in practice, enjoy operational autonomy in the discharge of their functions. The Collector as a District Magistrate is broadly responsible for preventive aspects; and the police is responsible for the control of crime, maintenance of law and order, etc. Police Administration below the district level is organised into divisions; divisions into circles; and circle into Police Stations. The organisation and working of Police Stations, marginally, varies between urban and rural areas.

District Police work under the Superintendent of Police. He is always a member of the Indian Police Service and wields a great amount of power and prestige in the district. He is accountable to the Head of the range police that is Deputy Inspector General of Police for the maintenance of law and order in his district. He is also responsible to the Director General of Police at the State Headquarters. The Superintendent of Police (S.P) is responsible for the efficiency, morale and discipline of the police force in the district. He collects information about various aspects from the entire district and communicates the same to the State Government along with his own assessment.

The Superintendent of Police is primarily responsible for the maintenance of law and order, and prevention of crime. He is empowered to take preventive measures to ensure peace in the district. He has to make adequate police arrangements during fairs and festivals as well as elections and agitations. If he apprehends untoward situations, he can advise the Collector to promulgate prohibitory orders and even to clamp curfew. He controls crime by patrolling, investigating and taking preventive measures. He also supervises the operations of crime and special branches working under him. He has many personnel and organisational responsibilities like adequate SUDDIY of arms, vehicles, uniform etc. He also has responsibilities regarding matters of training, promotion and discipline of the staff, maintaining financial property etc. He is the link between police organisation and people's representatives at the district level. He maintains cordial and friendly relations with people. In the district where important urban centers are located, he has responsibilities of regulating traffic and receiving VIPs. Thus, the SP occupies a pivotal and a powerful position not only in the district police organisation but also in the District Administration itself. The Additional Superintendent of Police assists him. The later helps him in his day-today general administration. Deputy superintendents of Police,

Circle Inspectors of Police, Sub-Inspectors of Police, Head Constables and Police Constables assist him in the enforcement of law and order at various levels. To assist him in undertaking, his functions, professionals and technical units are also placed at his disposal.

The organisation at the district level broadly consists of two wings namely the District Police Office (DPO) and the Field Organisation. The general administration of the entire police in the district is carried by the DPO. It works under the SP or ASP, who is in-charge of the office administration and also exercises general control and supervision. The office administration is carried out by several sections like crime and statistics, crime bureau, audit and accounts, equipments and stores, etc. The DPO can be considered as the secretariat of the police and the nerve centre of the Police Administration in the district. Generally, the accommodation and facilities at the DPO are not adequate. One find ill-equipped and overstaffed office; insufficient accommodation; and inadequate lighting and ventilation in these offices.

To provide special assistance to the police, a number of field units function at the district level. The district armed reserve, the home guards, the women police, crime bureau, special branch finger print unit, dog squad, transport unit are some of the field units supporting the district Police Administration.

Sub-division

For operational convenience, the district police organisation is divided into a number of sub-divisions. Police sub-division is a unit where police work is coordinated and controlled. It is an intermediary link between police circles, Police Stations and the district police office. The police sub-division is under the charge of a Deputy Superintendent of Police or Additional Superintendent of Police. They are generally called Sub-Divisional Police Officers. The main work of the sub-division is to look into law and order matters, and discipline among the police force and other related matters at the sub-divisional level. A number of reports and registers relating to crime, security and other administrative aspects are maintained in the Sub-divisional office. The Sub-Divisional Officers are responsible primarily for the maintenance of law and order and crime control; collection and communication of intelligence; submission of periodic reports to the Superintendent of Police, Inspection of Police Stations and Circle Offices. They also have an important public relations role to perform. They act as a link between the Superintendent of Police and the Sub-Inspectors and Inspectors.

Circles

Sub-Divisions are further divided into police circles, which is a link between Police Stations and sub-division. This is the third tier in the district police organisation.

Sometimes, the police circles are coterminous with taluka; sometimes with blocks; and sometimes they may not be in conformity with either of them. As there are no rules governing the formation of police circles, they vary in size

from State to State and even in the State from circle to circle. The number of Police Stations in each police circle is determined on the basis of crime, population, area, topography, etc.

- Each circle may have **3** to 10 Police Stations. The Circle office facilitates smooth administration at the field level. Inspector of Police is the Head of police circle. He is responsible for the maintenance of law and order, and control of crime. He has to promote discipline among the policemen. He guides, advises, and supervises the work of Police Stations and the men working there. He also investigates grave crimes with the assistance of supporting staff. As is the case with the divisional office, several registers and records are maintained at the circle level. They include communication register, case diary, circle information book, annual review of crime, crime charts, criminal intelligence file, etc.

The Police Station is the lowest tier in the police organisation. It is here that the actual work of the police is undertaken. It is the basic and primary unit, which is responsible for the maintenance of Law and order, prevention and control of crime and protection of life and property of the community.

Rural Police Station

Police Stations are established for a group of villages. There are wide variations from state to state, and station to station within the State regarding area and population required to set up a Police Station. A Police Station to be more effective should be a compact unit. The area should not be too large, as it would defeat the very purpose of policing. It should not be too small also as it would cause heavy expenditure. The second Indian Police Commission (1902-03) recommended that the Police Station must be established for every 150 sq. km. area. This was endorsed by the National Police Commission also. It also recommended that once in every 10 years a review of the area and jurisdiction of the Police Station must be undertaken. This would enable proper deployment of police personnel.

Normally, the Police Stations are located in taluka or block Headquarters or in important villages in the area of its jurisdiction. The Police Station is Headed by a Station House Officer (S.H.O). To assist him, there are Assistant Sub-Inspectors, Head Constable and Police Constables. The number of these officers varies from station to station depending upon the population size and the volume of crime. The S.H.O. seeks the assistance of the village officers in the discharge of his work. He works under the overall supervision of the Circle Inspector.

Maintenance of law and order, prevention, investigation and control of crime, collection of intelligence, police prosecution, and traffic control are some of the functions of the Police Stations. Unlike the urban areas, traffic crime and law and order functions are also entrusted to the rural Police Stations.

There are a number of problems in the working of the Police Stations viz. lack of proper buildings, absence of essential minimum needs and facilities for the staff, absence of proper equipment, inadequate residential accommodation of

the staff, absence of quicker modes of transportation and communication. The National Police Commission as well as several State Police Commissions have made recommendations to strengthen the Police Stations to make them effective in rural and urban areas.

Village Policing

Maintenance of peace and tranquility is essential not only for the development of villages but also for national development. Village policing has been in existence for over centuries. In some form or other it consisted of Village Patel, Village Headman and the Village Chowkidar. In most of the states, they are hereditary functionaries.

The responsibility for drawing the attention of police to any matter of importance in the villages vests in these functionaries. They are also responsible for preventing crime in the village. The 1902 Police Commission emphasised that they should function as servants of the village community rather than as subordinates to the regular police. The British Government recognized the need and importance of these hereditary village police officials. The same system, therefore, was allowed to continue. The same system continued even in independent India because of its historical roots, acceptability of the system to the community and its role in policing the village. Thus the system of Village Headman and Watchman prevailed in India before, during and after the British rule. These hereditary functionaries were given land as remuneration. They were also given some proportion of land revenue, collected at the village level. The village Headman was responsible to keep a watch on crime and criminals and report to the Police Station regularly. After independence, due to the emergence of democratic institutions at the grassroots level, the village functionaries moved increasingly towards development work. In some of the States, they are either wholly or partially brought under the Panchayats.

But the system in actual working was found to be deficient in several respects. The National Police Commission identified some of these deficiencies as lack of attention, absence of perception of their responsibilities for collecting information or for reporting, low pay, and excessive control of police.

To overcome some of these problems and deficiencies alternatives to the hereditary system were introduced in some States. In Orissa, for example, the hereditary offices were abolished in 1963-64. They were replaced by a system of Beat- Constable who had to frequently visit the villages and maintain a regular liaison. As this system failed, it was abolished soon after and a Gram Rakhi System was introduced. They discharge more or less similar functions as that of a traditional village chowkidar. In Karnataka under the Karnataka Village Defence Parties Act of 1964, a system of village Dalpathis and Village Defence Parties was introduced.

Dalpathi who Heads the Village Defence Party is expected to be in regular touch with the nearest Magistrate or Police Station. But the performance of the

system does not seem to be to the desired level in all the villages. In some districts they are very active and in others they do not seem to have a proper perception of the scheme.

The National Police Commission recommended that the existing Chowkidari system in the country should be retained with some changes to make it more effective. The suggested reforms include prescription of age limits and educational qualifications, proper pay, etc. The Commission also recommended constitution of village defence parties with one of the members being designated as Dalapathi. Thus, the National Police Commission envisaged that the Dalapathi, village defence party and the former chowkidar should constitute the village police set-up. The commission also suggested that there was a need for provision of a telephone and a cycle to enable them to have regular contact with the police.

Urban Police

In recent years India's urban population is on the increase and also the number of towns. It creates numerous and complicated problems to the Police Administration. Heterogeneous population, sensitive public, slums, frequent breakdown of law and order, high incidence of crime etc. compound the problems of police in these cities and towns. Linguistic groups, labour population, student community etc. also add up to the complicated urban situation. Therefore, the urban areas need a different type of policing than the rural areas. In India, two different patterns of urban policing have emerged over the years. Firstly, all metropolitan towns with more than a million population have Commissionerate system. In this system the responsibility and accountability for performance for all aspects of policing vests with the Commissioner. He is vested with power of regulation, control, licensing etc. in addition to usual police power. The system is commended by all as it leads to a prompt and coordinated police action in dealing with matters of crime and disorders.

The National Police Commission, therefore, recommended the introduction of this system @ all cities with 5 lakhs population or in places, which are experiencing urbanisation, industrialisation etc. A major question that is often raised is, should the Commissioner of Police be under the State Police Chief or directly accountable to State Government? In Kolkata, the Commissioner of Police is independent of the State Police Chief. While in other cities like Mumbai and Chennai they are under the State chief. Several commissions and committees including the National Police Commission suggested that the Commissioner of Police must be brought under the Chief of State Police with operational autonomy and independence.

Secondly, major urban centers work under the Superintendent of Police. However, in some States like Andhra Pradesh major urban centres, which do not merit Commissionerate system are cawed as urban districts for purposes of

policing and Superintendents of Police are appointed exclusively for the urban police districts. In the later case, they enjoy more power in comparison to the Superintendent of Police of a district. Several Police Commissions at the State level, which examined this problem recommended commissionerate system for all major cities and towns conferring executive magisterial power on the Head of police of such towns and cities. The National Police Commission and the Andhra Pradesh Police Commission suggested a separate City Police Organisation with senior police officers heading the city to deal with multifarious and difficult problems. The urban police require control rooms, staff for investigation to deal with difficulties. In fact, they should be provided with more facilities to deal with different urban problems.

In urban areas, the Police Station is also the primary unit for police work. There are variations from State to State about the area and population of urban Police Stations. The average area of Police Stations in urban area in Assam is 7.9 sq. kms, in Gujarat 38.1 sq. kms. and in Tamil Nadu 22.2 sq. kms. The Police Stations in the rural and urban areas have different organisational structure, as the volume and character of work are different. In important urban areas like Headquarters of the district, town is divided into a number of Police Stations like Law and Order Police Stations, traffic Police Stations, Central Crime Stations and Police Control Room. The Police Station is responsible for the maintenance of peace and protection to life and property in the town. They investigate all cases relating to property offences, riots, faction fights etc. The persons in the police Station are allotted to different detachments called general detachment, beat detachment and standby detachment, each undertaking specific function. The Traffic Police Station is responsible for the regulation of the traffic in the town. Central crime stations are established in big urban areas to review the law and order position. They are responsible for effective control of crime. They investigate property offences like robbery, thefts, house breaking etc. They keep a constant check over criminals and bad characters. Police control rooms have been established to assist the Police Station. They are equipped with high frequency wireless sets. Their function is to dispatch striking forces to place where there is trouble as a primary measure as soon as they receive messages. Later, they pass on the information to Police Stations for further actions.

Various Challenges

The Police Administration in its present form was established long back. Through the decades the system has not undergone any significant change. The Indian Police Act of 1861 continues to be the basis for police system in India. There are several suggestions for its replacement by new legislation. But they have remained only suggestions. There are several issues, which affect the organisation and working of the police in the country. In recent years one finds a proliferation of the posts of Inspector General of Police, and Deputy Inspector General of Police. Though expansion of any organisation including police is

inevitable, Critics argue that the expansion cannot be to the extent as it has taken to. The Police Administration is accused of being a top-heavy administration. Similarly frequent changes of the DGPs or IGPs whenever there is a change of political leadership has created a serious credibility gap in this police leadership. This problem has been aggravated with emergence of regional parties in some States. The police coming in for criticism and praise by different political parties has led to the politicisation of the police.

Constitutionally, law and order is a State subject. But over the years the central police organisations like Central Reserve Police Force and Border Security Force have increased. Deployment of the police force in the States on occasions without informing them has created tensions in Centre-State relations. Similar is the case with the use of Central Bureau of Investigation. A few States even barred investigations by the CBI in their States leading to acrimony between the Centre and the States.

Several studies on the image of police have revealed that the public has greater dissatisfaction and disenchantment with the working of the police. Apathy of the police, inefficiency and incapacity of the police has given a poor image to it. As long as police image does not improve, it is difficult for the police to create confidence among the public. In such situation, it is not possible for the public to approach the Police Stations confidently and expect justice from them.

Another issue is the accountability of police. The National Police Commission has suggested constitution of State Security Boards to make them more accountable and responsible. These institutions unfortunately have not been constituted and wherever they exist, their working is not upto the mark.

Facilities at the Police Station level are important to make them effective. Accommodation, facilities and modernisation are important areas, which need critical evaluation as well as reform. In all these areas the facilities are inadequate. As a result some Police Stations are not in a position to establish regular contacts with the community. Similarly they are not in a position to take prompt action. The relation between Superintendent of Police and Collector is an important area of concern. There appears to be a tendency on the part of Superintendents of Police to ignore or undermine the Collector and his authority. This has its implications not only on the police but also on the entire district administration. In recent years terrorism and violence in different parts of the country are on the increase. The community expects the police to take steps to control the problem. Their failure to do this is not only leading to worsening law and order situation but also giving a bad name to the police. This has also shattered the confidence of the people in the police.

Recruitment and training are important in any organisation; police organisation is no exception to this. Unfortunately several criticisms are levelled against the practices and methods of recruitment of police personnel. People feel that the best and meritorious are not recruited in the police. There are allegations of partisanship in selections. The recruiting authorities are alleged to be corrupt.

Training, that is imparted, is also considered to be inadequate. Training is not able to motivate the police. The committee on Police Training, which was set up by the Government of India in 1973 made several recommendations to improve the training of police officials. Though efforts are being made to rationalise the recruitment and training practices of the personnel.

Police Commissions at the National and State levels have made several suggestions to make the police efficient, responsive and responsible. But unfortunately on one consideration or the other they have not been seriously considered. This indicates that police reform is a low priority area in the country. Whatever reforms were implemented they were done half-heartedly without understanding the socio-political milieu within which the police has to operate. Because of the adhoc and piecemeal nature of the reforms they did not have the intended effect. The reforms are required not only in organisation, personnel procedures but also in the attitudes of the people and the police officials. Still colonial attitude pervades the minds of the police personnel. Reform should be continuous because no adhoc approach will give the intended results.

The police behaviour like rudeness, non-registration of FIR, maltreatment in lockups and so on, are forbidden in the Police Regulations. Mohit Bhattacharya explained the problem areas in the field of human rights. In his words "(a) General feeling that the ground realities - how crime and criminals have actually to be dealt with - are not appreciated by "human rights" protagonists, (b) the balance seems to be tilting towards criminals, leading to police discomfiture; (c) human rights are, no doubt, of great value; at the same time, police discretion is necessary to deal with the ground situation". The major problems faced by police functionaries and Police Stations are intra-organisational issues related to human resource like insufficient manpower, low motivation, lack of promotion opportunities, lack of proper training etc. Infrastructure related problems such as shortage of vehicles and fuel, poor maintenance and limited space to work and lack of communication facilities affect the efficiency. In addition, ill lighted unhealthy place; difficulties in supply of food for lock-up inmates, short supply of stationary items; lack of elementary investigation kit, inordinately long time in post mortem reports; pending cases and low priority to investigation also affect the services. In the context of finance, Police Station has no system of keeping fund, travelling allowance bills are hard to get and remain pending for months. Strict discipline becomes an artificial barrier to genuine inter-personal understanding of work, which affect inter-personal relations as well as dealing with public. In certain cases, police extorts money, nothing moves without greasing palms. In rural areas, payments are generally made in kind.

Human Rights are promised on two important aspects, that is dignity and equality for a human being. The incorporation of the rights on the paper or in the Constitution does not ensure their fulfillment. Constitutional guarantees

and legal stipulations are of no use unless these are put into practice by the enforcement agencies. Since police is the first step on the ladder of the criminal justice system as an agency that investigates and detects crime. Human rights can be imperative and effective if the functional level is fair, just and reasonable in its dealings with suspects and others. It largely depends upon the law enforcement officers. Hence, the contribution of police is crucial for the successful implementation of law and order; and in building-up of an institution for justice. For this, senior leader must internalise the concept of human rights. He has to undergo a change in his style of thinking and functioning with the conviction that human rights are inevitable and a technique for better governance.

The above mentioned issues need to be examined critically. There is no dearth of suggestions but what is important is the political will. One has to examine the police reforms in the total context of social change, and political dynamics. Reform in the police cannot be viewed in isolation. Structural and institutional changes can only bring marginal improvements in the working of the police system. What is important is attitudinal change, both on the part of the police personnel and also the community. Neither police can take law into its hand and curtail the liberties of the people nor people can expect peace and order unless they themselves co-operate with the police in discharge of its functions.

Conclusion

In India police system has a long history, though in its present form it came into existence during the British rule. In a developing society, police has an important and a positive role. Its functions are many and varied ranging from maintenance of law and order to social defence. It is considered as an instrument of change in a modern society. Policing in India is a State subject. However, the Central Government has some role to play in the areas of legislation and also in the provision of police force in the States. In this Unit, we have discussed the background and structure of Police Administration at the Central, State, Range, District and Sub-District level. This discussion was followed by an analysis of the role of police and conditions of Police Stations in rural and urban areas. Finally, we have discussed a few important and critical issues confronting the Police Administration. This, organisation has been a highly centralised one and it has not been able to imbibe the spirit of democracy as a way of institutional life. The organisational accountability via higher-level supervision is no substitute for public accountability. There is a need to reorganise the police organisation. In the next Unit, we will concentrate on the Municipal Administration in India.

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