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An MHRD Project under its National Mission on Education through ICT (NME-ICT)



Subject: **Criminology**

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Paper : **Police Science and Law Enforcement**

Module : **Types of Police Organization-Structure of State Police, District Police, City Police, Metropolitan Police and Rural Policing**





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DESCRIPTION OF MODULE

Items	Description of Module
Subject Name	Criminology
Paper Name	Police Science and Law Enforcement
Module Name/Title	Types of Police Organization-Structure of State Police, District Police, City Police, Metropolitan Police and Rural Policing
Module Id	Crim/PSLE/IX
Objectives	Learning Outcome: <ul style="list-style-type: none">• To make the learners understand the types of Police Organisation in India;• To make the learners understand various organizational set up of police in India• To acquaint the learners with the process relating to Police.• To make the learners understand the different aspects of the policing such are district police, city police, metropolitan police and rural policing
Prerequisites	General understanding of the Types of Police Organization-Structure of State Police, District Police, City Police, Metropolitan Police and Rural Policing



Key words	Police, Rank, Power, SHO, Inspector, staff
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Types of Police Organization-Structure of State Police, District Police, City Police, Metropolitan Police and Rural Policing

1. Introduction: The police organisation in Indian states is primarily governed by the Police Act of 1861, which was based on the recommendations of the Police Commission of 1860. Section 4 of this statute lays down the principles, on which the organisation of the police force rests till today. Under this act the police were 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. The police is a state subject and its organisation and working are governed by rules and regulations framed by the state governments. These rules and regulations are outlined in the Police Manuals of the state police forces. Each State/Union Territory has its separate police force. Despite the diversity of police forces, there is a good deal that is common amongst them. This is due to four main reasons:

- i. The structure and working of the State Police Forces are governed by the Police Act of 1861, which is applicable in most parts of the country, or by the State Police Acts modeled mostly on the 1861 legislation.
- ii. Major criminal laws, like the Indian Penal Code, the Code of Criminal Procedure, the Indian Evidence Act etc are uniformly applicable to almost all parts of the country.
- iii. The Indian Police Service (IPS) is an All India Service, which is recruited, trained and managed by the Central Government and which provides the bulk of senior officers to the State Police Forces.
- iv. The quasi-federal character of the Indian polity, with specific provisions in the Constitution, allows a coordinating and counseling role for the Centre in police matters and even authorizes it to set up certain central police organizations.

2. The Organization Structure at State Level: Superintendence over the police force in the state is exercised by the State Government. The head of the police force in the state is the Director General of Police (DGP), who is responsible to the state government for the administration of the police force in the state and for advising the government on police matters.

2.1. Field Establishment: States are divided territorially into administrative units known as districts. An officer of the rank of Superintendent of Police heads the district police force. A group of districts form a range, which is looked after by an officer of the rank of Deputy Inspector General of Police. Some states have zones comprising two or more ranges, under the charge of an officer of the rank of an Inspector General of Police. Every district is divided into sub-divisions. A sub-division is under the charge of an officer of the rank of Additional Superintendent of Police/ Deputy Superintendent of Police.

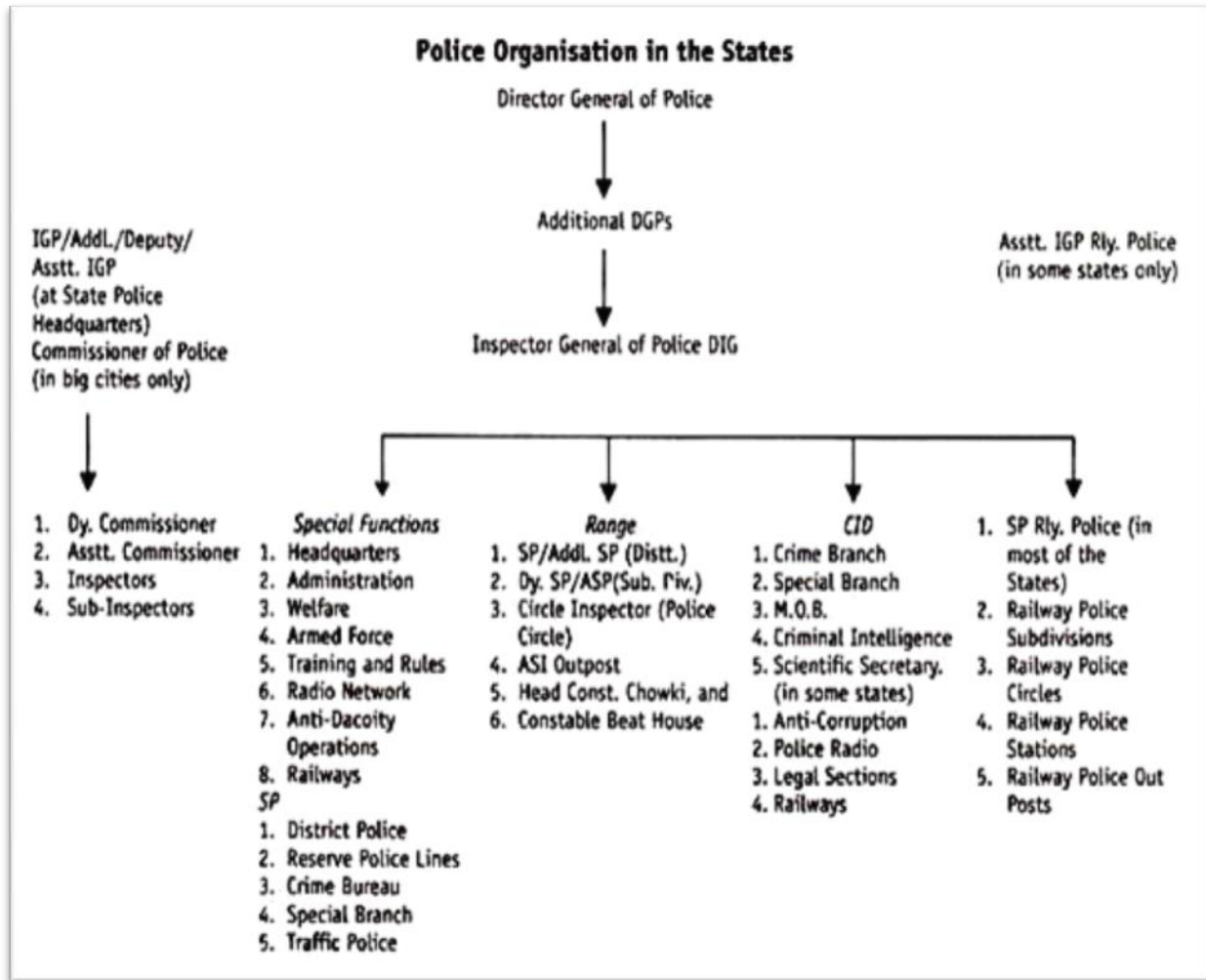


Every sub-division is further divided into a number of police stations, depending on its area, population and volume of crime. Between the police station and the subdivision, there are police circles in some states - each circle headed generally by an Inspector of Police.

The police station is the basic unit of police administration in a district. Under the Criminal Procedure Code, all crime has to be recorded at the police station and all preventive, investigative and law and order work is done from there. A police station is divided into a number of beats, which are assigned to constables for patrolling, surveillance, collection of intelligence etc. The officer in charge of a police station is an Inspector of Police, particularly in cities and metropolitan areas. Even in other places, the bigger police stations, in terms of area, population, crime or law and order problems, are placed under the charge of an Inspector of Police. In rural areas or smaller police stations, the officer in charge is usually a Sub-Inspector of Police.

2.2. The Section Inter Alia States: The administration of the police throughout a general police district (now called states) done by the Inspector General of Police and in such Deputy Inspectors General and Assistant Inspectors General as the State government shall deem fit.

The Organization police system in India represents a queer amalgam of the Hindu, Mughal and British traditions and institutions. Conventionally, the field formations were typically mediaeval, over which the Englishmen grafted a quasi-sophisticated system of district police. As the district was the hub of revenue activity in rural India, the district police gradually became a significant organization during the British period. As national movement accelerated for freedom along with the expense of Indian sub- continent, and due to absence of communication network, police organization at the grass root level got localized. . At present the structure of the police in the states of India can be understood in better way by examining the following diagram:



At the state level, the police largely performs staff functions and some marginal exceptions apart, has a remarkably uniform and standardized patterns of organisation and working. As a line agency, it is primarily district-based and district-oriented. The state level officials are too far from the scene of activity to matter and be effective as line officers in the police department.

At the state level, the role of the police officers even in the line hierarchy gets transformed in staff functions, which they have to perform at three distinct levels as follows:

- i. Staff functions in the Union government and its auxiliary agencies;
- ii. Staff functions in relation to home department of the state government; and
- iii. Staff-cum-line functions in relation to the line officials in the districts.

The police administration is built around police districts. Each police range comprises of four or more police districts, which coincide with the boundaries of the revenue districts. Organizationally, the district is further subdivided into police circles and police stations. The police circles are placed under the control of circle inspectors while the police stations are administratively managed by the Sis of police, which are known by several names in vernacular language in different states.

Some police stations also have their police outposts or chowkis within their territorial jurisdiction, which are usually under the charge of head constables or assistant Sis of police depending on the importance of the place where an outpost is located.



For organisational purposes, a police station is the smallest field unit of police administration. Several states have abolished police inspectors in the wake of administrative re-organisation. The SP who heads the district police office, also coordinates the functions of the heads of the district police lines, district crime bureau, district special branch, district traffic branch and the district prosecution branch.

The volume of work which depends upon the size and special demographic characteristics of the district, generally determines the size of police network and the functions of the SP. As a police chief, he has to work in close liaison and collaboration with his administrative seniors at the range and state headquarters. The organisational chart given on the next page depicts the chain of command as it obtains in the police organisation of a typical district.

3. District Headquarters and the Office of the SP: The district police organisation constitutes the hub of the Indian police system. On an average, an Indian district covers about 3,600 sq. miles and a population of over a million and a quarter people. In addition to providing administrative services, the district headquarters have a large jail and store-houses for clothing equipment, arms and ammunition.

Constables for the district are recruited and partly trained here. Armed police and sometimes, mounted police also have their reserve lines or barracks there.

The CID organisation operates from its headquarters. Adequate discretion has been vested in the police authorities at this level and this facilitates a happy mediation between general directives and adjustment to specific circumstances.

The SP at the district level is always a member of the IPS and wields a great amount of power and prestige in his area. Working under the overall supervision of the DM, he looks after the problems of law and order and that of the administration of crime and vices in the district.

As the chief intelligence officer of the district, he collects information from the lower levels and sends his assessment report to his superiors of the district police personnel system. He also looks after the service conditions of the junior police employees working under his charge. He is directly responsible for their efficiency, morale and discipline as policemen. In districts which territorially include big cities, the SPs have additional and special responsibilities such as regulation and control of traffic, collection of special intelligence and handling of political and communal conflicts of violent nature.

The district or the state police organisation controls the network of police stations spread all over the country. The superintendent of police, who presides over this organisation, is the key functionary through whom the state government operates and the police stations look at him for command, guidance and action. Hierarchically speaking, the district police in most of the states stand organised into police subdivisions and police circles, which comprise a cluster of police stations.

The additional or deputy superintendents of police look after the work of police subdivisions, while the circle inspectors deal with the supervisory work of police stations falling within their respective circles. A number of staff agencies such as crime bureau, special branch and special investigating agency, etc., stand converged into the office of the district SP. The SP thus operates through a network of line units, such as police stations, special squads, prosecuting branch, traffic police and reserve police.

The SP is empowered to take all sorts of preventive measures in situations of apprehension of breach of peace. To avoid untoward situations, he may advise the collector of his district to issue prohibitory orders, and clamp curfew if the situation becomes very tense. In the event of actual breach of peace, he is expected to make adequate police arrangements to cope with the situation.

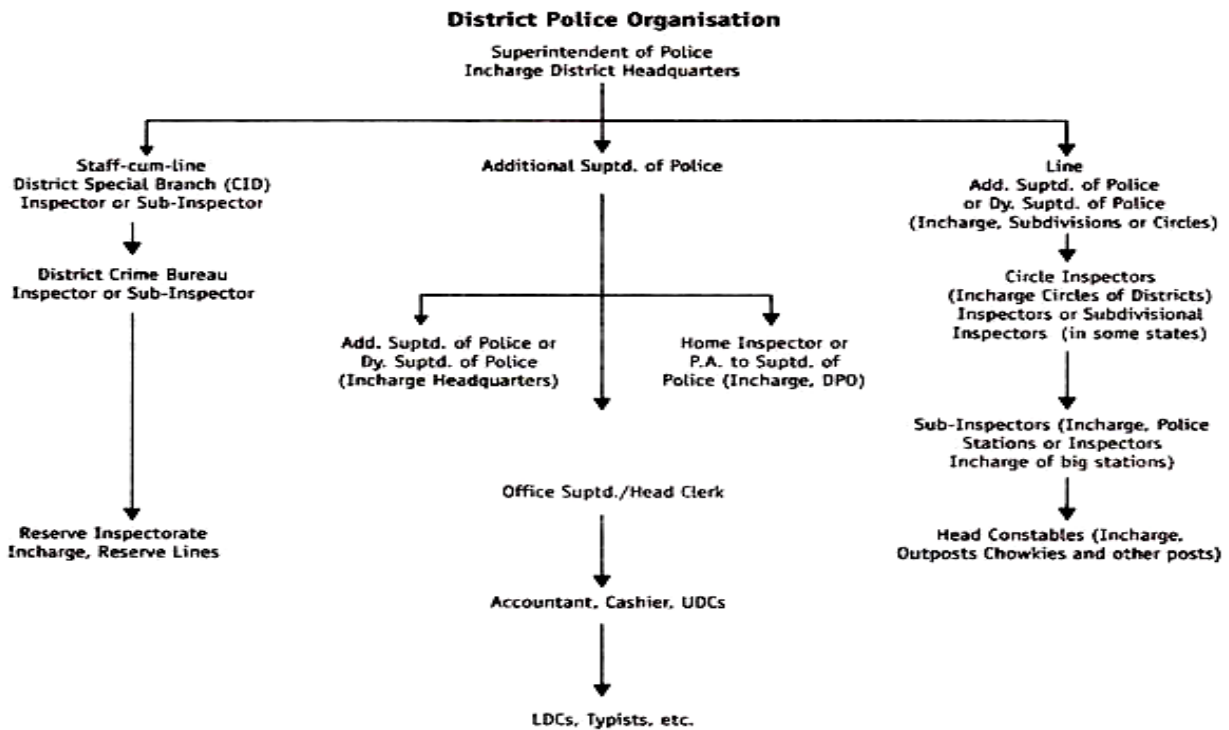
Crowd-control during fairs and religious festivals are his special concerns. If agitations are launched by political parties or other militant groups, the SP is required to take special precautions consistent with the susceptibilities of special groups. Holi, Diwali, Bakra-Id, VIP visits, election campaigns and political meetings, etc., are some of the special occasions when mass congregations threaten to violate public order and as such their management constitutes special responsibilities of the SP.

Deliberate violation of laws is a crime and even where it does not disturb public peace or security in an immediate sense, it has to be detected and plugged in time in the larger public interests. The SP of a district has special responsibility in this regard.

- i. He controls the incidence of crime in his district through:
- ii. Effective patrol by his fleet;
- iii. Investigation of grave crimes and making and receiving special reports about these cases; and
- iv. Administrative supervision over his subordinates who keep constant vigilance, take preventive measures, and maintain up-to-date records of criminals in the district.

The function entails a number of subsidiary duties. The SP has to call for reports, supervise in person and visit the scenes of crime soon after their occurrence. This is a major traditional function and the victims involved in these crimes can go to the SP as aggrieved parties in appeal.

The SP also supervises the operations of crime and special branches of his CID. He sends periodic information to the DIG (Intelligence) at regular intervals. He also acts as a line agency on behalf of the state organisation of the CID, which, in turn, may ask him to undertake certain special kinds of intelligence operations on the request of Union agencies like CBI or CIB or SPE. The civil, the political and the senior police officials of the government have to be kept constantly informed about the incriminating activities of the saboteurs of peace and enemies of the state.



The functions of the SP further include various other organisational and personnel responsibilities at the district level. He has to maintain an adequate supply of vehicles, arms, communications, equipment's and other accessories like uniforms, etc., in a good shape. He inspects police stations within his jurisdictional and provides for necessary physical conditions to keep his men working in a satisfactory state of morale and motivation.

As a captain of his team, the SP has a critical say in the policies pertaining to recruitment, promotion, training programmes and disciplinary matters. He evaluates the performance of his administrative subordinates and takes disciplinary actions as and where needed. To bring discipline in the force he attends parades, gives personal interviews and recommends cases for promotion, punishment and transfers to his seniors.

He organizes sports tournaments, annual get-togethers and special meets to keep his district force in high spirits. He undertakes police welfare projects and provides incentives to his juniors for better



performance. As head of the office, he is personally responsible for the correctness of cash and store accounts of his department.

4. At the Police Station Level-The Office of the Sub-Inspector of Police: The office of the sub-inspector of police is one of the living anomalies of the Indian administration. Originating in the Daroga system of mediaeval India, the office of the sub-inspector represents a queer and ingenious grafting of the law and order machinery on the district-based and district-based revenue administration of the country, evolved by the colonial rulers of India.

It was the office around which Sir Charles Napier reorganized his Sindh Constabulary under the district police superintendents in 1853. The later Torture Commission, (1855) and the Police Act, (1861) concentrated their reform zeal primarily on the office of the superintendent and the sub-inspector continued to be a petty functionary with enormous powers and Herculean responsibilities.

The Police Commission of 1902 also lamented a great deal about the organisational contradictions and personnel policy loose-ends at all the levels below the superintendent of police. However, very little concrete or reformatory action could emerge in the background of the history of the national movement. This one potent factor has kept the Indian police insulated and relatively stagnant for almost the entire 20th century.

It has contributed a great deal to the omnipotence and omnipresence of the sub-inspector in the realm of the law and order administration. Being the lowest responsible functionary on the spot, he has been handling the sociology of crime and the politics of mass violence and quasi non-violence with a lot of discretion in the absence of a communication revolution.

Although independence has radically altered the politics, the economics and the social dimension of the country, the fact remains that, notwithstanding a few ritualistic exhortations in the periodic reports of the State Police Commissions, nothing basic or serious has been attempted or even conceived of to rationalise his position, powers, duties and relationships in the emerging pattern of administration in the states and at the Centre.

Mass education, adult suffrage, parliamentary system of government, Panchayati Raj, urban patterns of living, liberation of women, labour unionism, communal tensions and increasing youth violence have all added to his predicate meats, but still very much like a Casablanca instinctively trained to obey his seniors, he stands on the burning docks of social upheaval with literally very little mental and professional equipment to combat with all these tense situations.

His recruitment and training have rendered him into a pathetic state of physical and mental insecurity. He is efficient but he does not care what about the social and economic costs involved. Having nothing but crude and blatant power to exhibit and constantly surrounded by all sorts of criminals, delinquents, neurotics and abnormal, he becomes mentally and intellectually fragile to withstand any kind of strain.

He thus develops arrogance and tendency to flatter his seniors. He becomes an escapist and develops apathetic approach towards his surroundings.

The recruitment and training of sub-inspectors and the constabulary are not only out of tune with the present times, they are but are also irrelevant and unpurposefully linked with the purpose of the organization. Only skills are being imparted and in the absence of norms and attitude they are working the other way round.

The incentive driven and follow-up programs at the training centers do not bring desired results in the absence of performance evaluation. The trainers bring in the problem of generation gap, and require retraining themselves.

The training also breeds professional casteism and generates low morale among those who are yet to launch upon their lifetime careers. Obviously, an ill-equipped recruit militarily trained and brain-washed into the professional skills and physical discipline of the profession by his hierarchical seniors can hardly grow into a dynamic police officer whom the changing police scene in India so sadly needs and so badly demands.



4.1. The Police Station: ‘A police station’, by definition, “is a place or post generally or specially declared as such by the state government and includes local area specified by the state government on this behalf”. It is a primary administrative unit of police investigation where information and complaints about cognizable offenses are registered..

The jurisdiction of a police station is often changed or recognized by the state government on the recommendations of the DGP, DIG range and the district collector. The average area of a police station in India is about 200 sq miles, covering about one hundred villages or so and with a population of approximately 1,00,000 persons.

However, the jurisdiction of a police station in northern states tends to be larger than what it is in the southern states. The density of population also makes a difference, so much so that while in West Bengal an average police station stretches to 122.4 sq miles of territory inhabiting 106,000 people, in the State of Rajasthan the corresponding figures about a 3 police station are 27 sq miles of territory and 4,210 people only. Normally the personnel of a police station consists of one SI, one head constable and fifteen constables.

Functionally speaking, the police stations in Indian states are generally of five types:

- i. The Rural Police Station
- ii. The Town Police Station
- iii. The Sub-urban Police Station
- iv. The Metropolitan Police Station
- v. The Railway Police Station

A police station under law is a unit of police activity in terms of total police functions. Its three-tier hierarchy is headed by a SI, who along with a team of ASIs, head constables and constables looks after police jobs in the area. He is also called as SHO or the officer-in-charge of police station. He has numerous duties and immense responsibilities in the field of police administration.

In fact, he is a multipurpose man and the police laws require demanding services from him. His duties and functions are prescribed and enumerated in the police acts and other statutes but additionally he has a number of other informal and discretionary jobs to perform besides his assigned duties.

5. The System of Rural Policing: The Indian Police Commission 1902 recommended a system of village police which continued for the rest of the period of British regime in India. The village police in a district has two distinct parts, namely, the village watchman and the village voluntary organisations.

The commissions appointed by different state governments in India have strongly condemned the structure and working of village watchmen. However, the Indian Police Commission of 1902 found it relevant and useful in a particular given context of history and rural sociology.

The principle of village responsibility for policing which the commission advanced and advocated would yield the following characteristics of the chowkidari system:

- i. The village, recognised as a unit for revenue and general administration should have a police watchman for the village.
- ii. The village police officer, i.e., the SHO, should not be the master or superior of the headman.
- iii. The village headman should be a multi-purpose person and must concentrate on one village only.
- iv. The district police may control his failures of duty in a limited manner and for all practical purposes he should be answerable to the civilian head of the district or to his subordinates.
- v. The post of the village headman should be stipendiary and may be, as far as possible, hereditary and he should only be a part-time government servant.

Thus, the police organisation at the district level has wide and complex, mixed duties pertaining to the registration and investigation of crimes, patrolling, surveillance, services of processes, collection of intelligence, arrest of criminals, searches and seizures of property and other detective and preventive measures that are undertaken by the police stations located in the field.

The big city police stations are called ‘kotwalis’ and are generally put under the charge of inspectors. Normally, a sub-inspector heads the administration of an urban as well as rural police station. He is



assigned a varying number of sub-inspectors, assistant sub-inspectors, head constables and constables to do the job of policing.

The actual number of these functionaries depends upon the size of the police station and the nature of work or crime a police station has to handle. The character and organisation of urban and rural police stations are almost identical and they follow similar procedures of police work in all the states of the Union.

As a repository of information about the area, the police stations maintain daily diaries, cases diaries, FIR registers, crime registers, cashbooks, malkhana registers and history sheet records. Together they present the profile of crime and criminals, which obviously differ from state to state, area to area and station to station.

Panchayati Raj, as a developmental mechanism has unleashed all kind of new variables and tensions in the politico-economic system of rural India. It has thrown up new leadership and new threats of public disorder and crimes which the old police-machine finds increasingly difficult to cope with. Thirdly, the pace of social change and gradual modernisation of traditional ways of living are not only eroding the structure of social values but have also introduced quasi rural patterns of community living in medium-class towns.

The mixed situation, marking transition from rural to pen-urban community living, devolves special responsibilities upon the guardians of law and order who find the police organisation in the district too ill-equipped and stagnant to deal with pressures of change.

The changing socio-political context presents a bewildering picture of the district police organisation in which an SP is too high and too far away from the actual scene of police operations and an SI is too inadequately qualified and ill-trained to handle growing complex situations of changing India.

The illiterate policeman at the lowest rung of the organisational ladder is fast becoming an anachronism even for the rural police and if the democratic system continues to move with speed, the organisation and officials of the police station will be too frail and too inadequate to live up to their minimal duties.

6. Conclusion: In sum, it can be stated that the structure and mechanism of district police administration has been too static to face the dynamism. The officials at the recruited at the lower rungs of the hierarchy are neither qualified, nor are they capable of working according to the changing needs of the community.

There is over-centralisation in organization. The entire organisation is saddled with multitudinous and multipurpose functions. The old structures have yielded little room for specialisation and stratification and are not open to innovation and reform. The organisational functioning of the police has been adversely affected by compulsions of political awakening and new socio-cultural ethos of the post-independence era.

The need for decentralisation and autonomous flat structures at state and district level police administration is increasingly being realized. The entire police machinery requires overhauling and re-organization at all levels of hierarchy, especially at the district is more than overdue.