Chapter 3

Review of Literature

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Chapter 3

Review of Literature

3.1 Introduction

Review of literature relating to the field of study is essential to gain the background knowledge of the research topic and to identify the appropriate research design. The researcher has studied the literature which includes books, journals, magazines, research articles and newspaper articles. Research relating to police is a neglected area. It was found that few IPS officers have contributed to the various issues related to police culture, police welfare and problems of Maharashtra and particularly Mumbai police. Today there is little research in the subjects related to the police and policing. Analytical approach to the problems and difficulties that come in the way of better policing could prove to be extremely useful. There is a need to look into issues in rural as well as in major metropolitan cities, and thereby create a body of literature on all these vital subjects. The common man should go about his daily life with a sense of security. He should have faith in the policeman and the police station.\footnote{Daval Ajit, \textit{Manas Police and Security Yearbook}, Manas Prakashan, India, 2010, p. 23.}

This chapter studies literature under the following broad heads.

3.2 Review of literature relating to work culture.

3.3 Review of literature relating to areas of Human Resource Management: This reviews the literature regarding recruitment and selection, training, promotion, performance appraisal motivation and morale, authority, responsibility and accountability of police force.
3.4 Review of literature relating to work culture in the police department: This reviews the literature related to discipline, superior-subordinate relationship, leadership, organisation structure, corruption, values in the police department, police behaviour and attitude, stress among police employees, politics and police.

3.5 Review of literature relating to constables at police stations.

3.6 Review of literature relating to women police force.

3.7 Review of literature relating to challenges in the police department: This reviews the literature regarding the role of police, the public image of police, police public participation, police and technology, community policing, reforms in policing, police and crime.

3.8 Review of literature relating to the police department.

3.9 Review of literature relating to Maharashtra police.

3.10 Review of literature relating to Mumbai police.

3.11 Review of literature relating to International police departments.

3.2 Review of Literature Relating to Work Culture

Sawant, Sundaram and Rajput, have rightly described the work culture as one of the basic determinants of development in the country. There is a need to improve the work culture in India, and plenty of scope for it as well. Public Service Institutions have a crucial role to play in serving common people. It has a major influence on motivation, productivity and job satisfaction. Each organization has a unique culture. It is a key area in organization behaviour. It is important to understand the imperatives of work culture and its power influence on the behavior at work place. The culture endures in every workplace. We need them to justify and rationalize hours

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spent on our job. The work culture needs to be nurtured and shaped. The positive and cohesive work culture encourages employee loyalty and commitment.

The corporate sector has also stressed the importance of healthy work culture in its organizations. Zenstar\(^{46}\) corporate culture is based on 5 F frameworks, namely fast, friendly, flexible, fun and focused.

Bajaj\(^{47}\) believes that a good work culture enables to perform better through motivation. Even an ordinary employee can perform extraordinarily. The right kind of inspiration, excitement and motivation are the core values of work culture. It also believes that people shape the culture, that culture is negotiated and that culture is difficult to change. Culture is often interpreted differently by diverse employees. Work culture may be strong or weak. Ideally, organization culture supports a positive and productive environment. So every organization should create a winning work culture.

For Ogilvery and Agony\(^{48}\) the basic purpose is to create the kind of environment, where people enjoy coming every day to work, where there is a feeling of commandeered and good fellowship, where people attach work with alacrity and confidence, where they think themselves as partners instead of employees.

Talking about Indian work culture,\(^ {49}\) the challenge, here, is to meet global standards and be competitive, while at the same time retain the rich cultural heritage of the region. The work culture should incorporate the Indian way of life. The features of Indian work culture include conservation and rigidity, lack of time management and poor infrastructure, family structure, confusion with regard to the behaviour code between men and women.

\(^{46}\) [www.zenstar.com](http://www.zenstar.com).

\(^{47}\) [www.bajajelectricals.com](http://www.bajajelectricals.com).

\(^{48}\) [www.ogilvery and agony.com](http://www.ogilvery and agony.com).

\(^{49}\) [Org/work life/winning work culture.htm](http://Org/work life/winning work culture.htm)
Gandhian approach to work culture\(^5^0\) says that Gandhiji was greatly influenced by the ideas of Leo Tolstoy and Ruskin. Tolstoy’s emphasis on ‘Bread Labours’ had a tremendous impact on the approach to work culture. The management and higher level managers play a crucial role in creating and maintaining the culture. They provide a work ethic and a model.

Kelling\(^5^1\) believes that given all tools of control and socialization, police department should be able to shape a powerful, unified culture that would dominate their department and prevent corruption. He stated that instead, police department, NYPD included two separate cultures. They have two separate cultures, the cop culture and the management culture.

Sengupta\(^5^2\) has elaborated on work culture in police administration in North India covering Delhi, Bihar and Patna. She narrates that an organization has its boundaries, goals and objectives, technological, managerial practices, material and human resources as well as constraints. Its employees have skills, knowledge, needs and expectations. The two sets of factors, organizational and organism, interact, and over a period of time, establish roles, norms and values pertaining to work. It is a totality of various levels of interacting factors around focal concern for work which is labeled as work culture. Sengupta says that work culture may be examined at four levels. Firstly, as organisational goals and objectives and the way they are perceived and related to by the employees. Secondly, as physical facilities provided by an organization, its structure, work force and financial position etc. Thirdly, as social groups, norm, values, power structure, role, relations, etc. Lastly, as work behavior and other work related activities.

Agarwala,\(^5^3\) with her expertise in strategic human resource, says that one of the reasons that an organization change programme may fail to achieve its objectives

\(^{50}\) www/chillibreeze.com


is the culture of the firm. This culture is one that is characterized by a positive work climate, adaptable work practices and flexible, skilled and committed people. Culture change strategies are concerned with how the culture of the organization can be transformed from the present status to the future desired state. Culture reinforcement strategies are also based on the analysis of existing culture and the way in which it supports the achievement of organizational goals.

Umranikar\textsuperscript{54} has narrated the importance of healthy work culture at police station. He strongly feels that there is a need for a closer scrutiny of police culture. A culture may be based on occupation especially one that provides a total context of everyday life. There is a near consensus among social scientists that authoritarianism, suspicion, racism, hostility, insecurity, conservation and cynicism are the main characteristics of police culture. Policemen, from the beginning are taught not to talk about police work with anyone outside. Thus, police culture is supported by intensive training and socializing in the organization. Police socialization is a process whereby new police entrants learn the values, behaviour pattern, attitudes and action characteristics of their work group. Due to police culture, the police stations cause fear in the minds of the public. Policing in India has been defined in terms of the police station as a unit. The police hierarchy and powers have been defined in terms of officer in charge of a police station. Hence the examination of work structure and work culture at the police station assumes importance. To fulfill the challenging task, the police need to have adequate manpower, as well as technical and technological resources. The information and communication revolution has given modern criminals mobility, speed and universal network. Unless the police force has the necessary means to counter today’s criminal network, society is likely to grow more and more insecure. In order to break through the current no win situation, the police need to undertake reforms from within. The base for these reforms would naturally be a police station.

As stated in sociology index,\(^{55}\) police culture is an example of an occupational culture to which new recruits become socialized. It is thought that police culture is one of the several demand characteristics which shape routine decision making by the police. The term police culture can refer to several different aspects of policing. It can refer to attitude that is attributed to police forces almost everywhere. As per the research conducted by Eugene Paoline, University of Central Florida, on Shedding light on Police Culture: An examination of Officers’ Occupational Attitudes of policies same. The research reported the similarities and differences among contemporary police officer attitudes. Another research study in sociology included research by Tom Cockcroft, Canterbury Christ Church University on Using oral History to investigate police culture It investigated the culture of the Metropolitan Police Force between 1930 s and 1960s The research by Janet Chan on Changing Police Culture, reviews the concept of police culture and its utility for analyzing the impact of police reform. The persistence of police culture has been considered a serious obstacle to reform.

### 3.3 Review of Literature Relating to Human Resource Management in Police Organization

Umranikar\(^{56}\) has highlighted some of the studies undertaken in this area. The latest yardstick for the staffing pattern of the police station was evolved by the study report of Shree V.K. Saraf (Ex-DGP of Maharashtra) on “The Norms for Allocation of Manpower and Subsidiary Resources to Police stations in Maharashtra’’ The recommendations include dividing the police stations into chawkies. Chawkies should take down complaints and initiate actions, a special pool of investigating officers should be available at the police station and Station House Officer (SHO) should have the overall control and responsibility for all police tasks within his jurisdiction. He must give due importance to duty distribution and ensure that every policeman understands his responsibility. It also suggested that police officer in charge of the

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\(^{55}\)http://sociologindex.com/police_culture.htm

beat could be held directly responsible for a specific area. If every policeman/officer in a police station has a specific job and a specific jurisdiction assigned to him, it would ensure the efficiency of patrolling. It has suggested number of administrative posts at police station level like writer crime, duty distribution officer, court orderly etc. The Mumbai study conducted by Dr. Upadhyaya revealed that improving work infrastructure could increase the off duty period for the police personnel. Certain functions could be combined to release manpower. The study showed that the SHO has most of the work between 9 a.m. to 9 p.m. The night shift was found quieter. By multitasking, the officer in charge of the police station could release more men for weekly off. The constabulary could avail their weekly holidays and other leave entitlements. A study of police functioning was initiated at Pune. A committee was formed under the leadership of eminent educationist Dr S.B. Mujumdar which gave recommendations like performance improvement, resource mobilization, image building and systems improvement.

Raghavan\textsuperscript{57} mentions that perhaps the most glaring lacuna in the organization of the police in India is the absence of a specialized agency for carrying our personnel task. In a typical district police force, personnel functions are solely the responsibility of the Superintendent of Police (SP). The latter is assisted by a Personal Assistant or Manager who has a few of free superintendents in charge of several branches. They have no knowledge or training in personnel management. A similar situation exists at the state police headquarters. The absence of specialized trained personnel managers has a definite impact on the quality of internal management. A favorite subject for seminars of police officers is the case for a modern personnel cell in each force. Unfortunately, this has been pursued with vigor. As a result, police personnel management, especially at field level, remains in the hands of untrained non-professionals who have only a modest exposure to the modern human resource development concept. The 1967 commission clearly called for an upgradation of personnel standards. It pleaded for the recruitment of college graduates and laid down that the ultimate aim should be to insist on a college degree for the recruits.

Marwah,⁵⁸ in his article has commented on human resource practices in police. As per his expert observations, the biggest resource the police department has is the human resources. Subordinate ranks are the cutting edge in the police department. It is mostly they who interact with the people. Their seniors should not neglect them. They should look after them and listen to them. The growing distance between junior ranks need to be reduced. They are a storehouse of information and are gifted with shrewdness. A well knit team can do wonders. Some are good at investigations and others in law and order duties. It is important to discriminate and make use of them according to their capabilities. He has accepted the fact that he himself has learnt more from juniors than from seniors. He believes that if one earns their respect and trust, this can be an invaluable asset.

Khopde⁵⁹ states that every police station’s work is like disaster management. Many policemen are just sitting at the points. They don’t act as a fear for criminals. They do their job full day without any results. They are efficient but not effective. Human skills are limited. There is a crisis management. Every day, problems are solved on the spot. There is also an absence of decentralization and delegation.

### 3.3.1 Review of Literature Relating to Work Culture Relating to Recruitment and Selection

Rao,⁶⁰ focuses on the importance of recruitment. He states that recruitment is a cornerstone of any organization. Personnel police formulation and monitor implementation of policies, which will sharpen staffing practices in police.

Mumbai police website⁶¹ has given detailed and updated information on the recruitment and selection policy of Mumbai police force. It reads that those who join

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the police force through the constabulary exam enter the force at the lowest rungs of the force. Their starting rank is that of a Police constable. Those who join the Police force through the state examination Maharashtra state Public Service Commission (MPSC) hold a starting rank of Assistant Sub Inspector of Police. Those who join the police force through the civil service examination (UPSC) also known as the Indian Police Service (IPS) exam hold a starting rank of Deputy Commissioner of Police less than 10 years of service. Generally the IPS officers make it to the higher ranks of Joint Commissioner of Police or Commissioner of Police. The Commissioner of Police for Mumbai also holds the rank of Additional Director General of Police, Maharashtra.

Saha,62 has expressed the opinion that rapid expansion of the police force at the centre and at the state level after independence has hardly left any chance to screen and verify the character and antecedents of the recruits. In fact, large scale recruitment has indirectly helped many undeserving elements to enter the police force. Secondly, to cope with the large number of recruits, the existing inadequate training facilities and non-availability of capable instructors have added to the problem. As a result, the very foundation of the new generation in the police suffers from numerous infirmities. In fact, many candidates join with a feeling that they would get several undue concessions and enjoy an edge over others due to the power and authority that would be conferred upon them.

Subramanian,63 has criticized the recruitment procedure saying that unfortunately is as being tainted in most of the states. A constable who pays to be recruited can’t be expected to be honest. It is like poisoning the roots. The procedures need to be cleansed.

As observed by Lall64, The process of corruption commences with recruitment. Once the system is broken down and autocracy becomes the rule, money

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comes into play. Recommendations from MLAs influence recruitment. In state police forces, the promotion a scandal, particularly, where there is an element of selection. Wherever the promotion is by selection boards, money power and other devices also play their own role including the pressures from all sides, i.e. the politicians, the officers as also the departmental bosses. Perhaps promotion of a constable to a head constable is the toughest one as competition is the fiercest. The system of promotion needs to be made 100 percent objective without any element of selection at this stage. Only a written objective paper electronically evaluated should pave the way for the highest scorer to get a promotion.

The Mumbai police had come up with an initiative to enroll young members of staff families so that they could earn a living. The management initiated the move by saying that they can’t abandon the people who have dedicated their lives to the force. Today, fifteen year old Junaid is Mumbai’s youngest cop who juggles work and studies (DCP detection office) after his father died while on duty. There are examples of the human side of khaki (Nazia Sayed, Mumbai mirror, August, 27, 2011, p.5.)

As per the TOI bureau, during recruitment of out of which police, there was lack of planning, mismanagement which was responsible for the stampede, at Kalina. About 30,000 candidates were called 11 injured. There was death of Ramesh Ambre, a candidate from Ahmednagar which was unfortunate. According to Professor in Sociology Uddhav Kamble, highly educated youth don’t come for the recruitment. Most of the potential police recruits ate from poor, rural and needy background. In training what lessons are given to them so they become often sentimental? They have to do only VIP bandobast. How can he keep up moral values? Society should study the psychology of police.

As written by Umranikar, fifth Report of National Police Commission suggested that the recruitment of police should only be at two levels, constable and

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IPS. It also recommended that psychological tests should form an important part of selection procedure.

Gautam,⁶⁷ lays emphasis on the fact that a personality test should be conducted to determine the educational and cultural level of the candidates and their general suitability for the police service. He further says that no recruitment system can be said to be perfect or perfectly implemented. There may be deficiencies.

Joshi and Arora⁶⁸ believe that there should be a sound and effective recruitment policy. It must be cost effective. There should be no duplication of efforts and resources. It must be done in time. Every productive device available must be utilized to attract and select qualified manpower.

As per Mumbai Mirror Bureau,⁶⁹ present police commissioner believes in human resource audit. Mumbai police has withdrawn the security of former police commissioners. More than 100 men were deployed without official sanction, will return to active policing. 600 cops were involved in non-policing jobs. Rather than asking for more men, he would force an optimum utilization of his 50,000 strong force. The manpower audit seems to be a step in that direction.

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3.3.2 Review of Literature Relating to Training in the Police Department

Koshy\textsuperscript{70} believes that no civilian government organization puts its employee through as much training as the police forces in the country. An average fresh entrant to the police force irrespective of his rank, at which he or she initiates her careers, undergoes formal basic training for a period of up to one year in a training constitution. The logic and reason for such relatively large investment in training is that police job requires knowledge, skills and values, which are different from what the lactate would have received prior to this induction. Training is systematic and formal efforts on the part of management to impart the Knowledge, Skills, Attitude and Values (KSAV) are necessary for its employees to perform their jobs efficiently based on (a) A clear understanding of organization objective (b) Good knowledge of skills and values required to perform the job. After independence, unfortunately, our leadership failed to see the need and to undertake this exercise to prepare the police to serve a Democratic Sovereign Republic. It was not before 1971 that the Central government realized the need for a comprehensive review of training of police in the country. Gore committees report implementation remained half heard.

Sen\textsuperscript{71} elaborates that training has been described as a conscious effort to improve and increase knowledge, skill and aptitude on an individual in a desired direction. The objective of training is not only to develop the professional skills of an individual but also to improve his capacity for shouldering greater responsibility. Unfortunately, however though the crucial and transforming role of training in the police organization is acknowledged by one and all, there has hardly been any meaningful endeavor to expand and improve the scope and quality of police training. Police training has been neglected over the years. And training arrangements are unsatisfactory quantitatively and qualitatively except in some central organizations. There is lack of conviction about the value of training on the part of the


administration including the higher ranks of the police service. Recommendation of Gore Committee included that one month’s training should be replaced by a refresher course of at least four weeks who have completed more than 7 years of service. These courses should be utilized to identify bright and promising constables, who can do well in more important assignments and to post the constables for their practical training of medium sized police station under competent and well motivated PSI known for their efficiency and integrity. Training of the sub inspectors occupies a pivotal position in the police organization. As the officer in charge of the police station, he is the kingpin of all police action, preventive, detective and regulatory in his own jurisdiction. According to the Gore committee, training has become a ritual where unwilling and ill-equipped instructors are performing the rites of training and drilling to the unwilling trainees. No worthwhile improvement in the training of officers will be possible and the training will continue to be a ritual unless the capable and conscientious officers are brought in. In practical training, many young officers degenerate and gradually get sucked into the vortex of police sub-culture. Unfortunately, training is becoming a dumping ground of unwanted and unwilling officers due to inadequate special allowance, poor accommodation facilities, low value and prestige attached to the training posts as compared to the operational posts. Training in stress management is also essential in the police department. Officers, particularly those operating at the police station level, are not able to cope with the tremendous stress and strain and hectic pace of police work. This shatteringly affects the health and family lives of many officers and results in alcoholism among them. Officers in their forties suffer from cardiac and other nervous ailments. It is necessary to impart some sort of training to our officers to familiarize them with the problems of the job related stress and techniques the of stress management.

Daval and Lall\textsuperscript{72} have elaborated on training of directly recruited officers. They state that officers undergo 15 weeks Foundation Course training at the Lal Bahadur Shastri National Academy of Administration, Massorie. Thereafter they undergo 44 weeks basic / professional training at Sardar Vallabhbhai Patel National

Police Academy, Hyderabad. It is followed by practical training. Selected IPS officers are also given special training in different fields related to policing in institutions in India and abroad. Periodic compulsory training is also introduced with the linkage of promotion and functional requirements.

Lall\(^{73}\) also observed that the police training institutions are normally understaffed and even the existing staff is not fully qualified. Teachers in police training institutes are normally the people who are facing some enquiry or other disciplinary action, including the corruption cases. They cannot carry and convey correction to the trainees. As per the training Directorate of Maharashtra police, the primary objective of police training is to impart a thorough knowledge of police skills and provide an insight into the tasks of the police. It can also facilitate the devout of inspirit de corps which is very essential for a coherent functioning of the police organization.

As observed by Saha\(^{74}\), training programme for the policemen should be galvanized, broad based, and enriched by periodical refreshers training frequent talks by eminent personalities from various attainments. Social collation for the policemen should be gradually banished by friendly exposures. Wider contact, better understanding and rapport with the people should be systematically developed. Senior police officers have to take the ponderous load of educating the subordinates and single out the black sheep and penalize them. The police leaders have to set examples before the subordinates. If police displays commendable and taintless performance, people are bound to respond favourably (example of British police).

Umranikar\(^{75}\) has cited example of a Pune study that concluded that police have inadequate training. It is given by non - motivated staff to inappropriate trainees, who


are selected on adhoc basis. Developing a comprehensive training policy and implementing it thoughtfully is necessary. Besides the professional training courses, there should also be courses on motivation, service attitude, human rights and stress management.

As elaborated by Saxena,\textsuperscript{76} the National Police Academy will endeavor to inculcate in them the norms and values like integrity of the highest order, sensitivity to the aspirations of the people, respect for human rights, broad perspectives of law and justice, high standard of professional knowledge and ethics, physical fitness and mental alertness.

As per the research conducted by BPR\&D,\textsuperscript{77} human resources available with the police lacked capability and capacity building opportunities. Hence the need for upgrading training capabilities was strongly felt. In the age of Information Technology and cyber crime, there is a crying need to computerize the working of the police from the state to the PS level which calls for provision of appropriate and adequate software and hardware besides capacity building among the staff. The quality auditing carried out for the state police training institutes from 1998 to 2001 revealed deficiencies like inadequate land and outdoor facilities, inadequate classrooms, living accommodation, furniture, medical facilities, water supply, etc. It also showed concern over the lack of involvement of staff, trainers, and number of courses, motivation and qualification of trainers.

Lynch\textsuperscript{78} states that lack of morale, unnecessary grievances and such factors as negative relations with citizen groups and minority communities all reflect in the need of training. Officers who do not know how to handle situations are criticized by the police management, the press and the victims.

\textsuperscript{76} Saxena Anil Kumar, \textit{Decline in Professionalism in Indian Police and suggested Remedial action}, BPR\&D publications, 1995, p.118.


Yadav\textsuperscript{79} has described emotional intelligence as the ability to interpret, understand and manage one’s own and other’s emotions. As we spend more time with our co-workers than we do with our friends, spouse or children, feelings and opinions just do not go away because we walk to the workplace. At work, we can put on work attire but can’t take off our emotions at work. Police training should be Problem Based Learning (PBL). It should provide training on learning tactics to manage one’s mental state during stressful situations such as hazardous police chase. According to the author, PBL officers, instructors and trainers develop an entirely new way to help new officers learn the complicated business of police work. It also represents a dramatic shift in how instructions deliver training and education in the profession. PBL offers a dramatic step forward for traditional command and control teaching, mimetic learning and uniform performance expectations.

Chaudhary\textsuperscript{80} has expressed his observations on police training as follows: He states that the training of the policemen should be of utmost importance. It should include mock drills, surprise checks and inspections, both formal and informal. Self directed training or PBL can be done with the help of group exercises and other activities like debate within the context of training classroom. It can be extremely important for the police officers when they are relating to problem solving, conflict resolution, cultural, religious and social diversity at work. He is of the opinion that emotional intelligence has an enormous role in policing. The problems of real life issues that the police officers must deal with on the street and in the police station every day are created because police are unable to empathize with others, or they control their impulses and emotions. He also observed that NPC report, 1977-81, which says that as soon as a police officer reaches the police station, first of all, he has to unlearn what he had been taught in the training institution. Besides physical training, more inputs on personality development, describing and analyzing police misconduct, training on ethical standards may be useful. The training programme


should be used to herald a commitment to a new strategic thrust and to teach police department’s mission, vision and values. He concludes that training programme for the police should be reviewed and continuously improved to maintain their relevance and efficacy.

Bedi as an officer in charge of training center has many inputs to her credit. She modernized the training college to the extent that it could provide state of the art professional skills to the police personnel. Also, she provided certain common place, but essential, items without informing the home minister and the police commissioner. These items were needed for the trainees’ welfare and included a canteen, a well-stocked grocery store, a bank, a milk booth, regular and adequate water supply a proper bus transport for the faculty and a provision for making telephone calls. The quality of training was of prime importance. The practical aspects of police work were prioritized with the emphasis being on hands on training and putting theory into practice. Additional courses were provided on important topics such as gender sensitization, white collar crimes, cyber crimes and giving evidence in courts. Adventurous attitudes among the trainees were greatly encouraged. The staff members at the training college were not necessarily a motivated lot, as most of them were of the view that a posting at a training institution implied being put aside. Their mindsets had to be changed and they had to be convinced about their vital role. Kiran introduced the Vipassana meditation programme in the police training college. Many gave up addiction including tobacco and alcohol. The police training college was concise into a gurukul, a centre of learning and spiritual enlightenment. Feedback system was introduced. The trainees were giving a feedback on faculty and quality of training. Issues were attended to. Students were stress-free. But there was a clash between theory and practice. The insecurities arose due to their senior’s attitudes and the pressures exerted by influential and organized groups and individuals politicians, courts and so on. The fear of being punished even for bonafide errors while on duty was the major concern. Another issue was personnel policies. Moral and ethical training had instilled in many of them a sense of justice and fair play. But one

81 Bedi Kiran, I Dare! Hay House India, New Delhi, 2010, pp. 261-267.
wondered how long would such noble qualities last? Women constables were given practical training and were attached to police stations to observe and study practical aspects of policing. Officially, they were permitted to go home only on weekends. Kiran allowed going each day after training.

Khopde\textsuperscript{82} opines that training in police is inadequate. They are not enthusiastic for further training. More than 75 percent of police are from rural area. They come with a vision. Actual field work is less. They only have to sit in mobile vans. Their capacities are destroyed within five years. Many of them can’t even write a leave application. Police system today, according to the author converts the enthusiastic, believing in Indian values, objective oriented youth into unobjective, unethical, shortsighted and insecure policemen.

3.3.3 Review of Literature Relating to Performance Appraisal of Police Force

Chaudhary\textsuperscript{83} has covered all aspects of performance appraisal in police force to include assessment of existing system, suitable appraisal system for the police, benefits of an objective system of appraisal, performance evaluation of community policing and some useful suggestions. He rightly points out that performance appraisal is a vital component of a broader set of human resource practices. It is a mechanism for evaluating the extent to which each employee’s day-to-day performance is linked to the goals established by the organization. The existing system of assessment is subjective and in some cases, ventilated by influences, thus leaving no room for merit going organization. The features of present system is given by the author as it is an annual exercise, used merely as a disciplinary tool leaning on personal traits and absence of feedback and counseling. In the light of research findings and the present state of affairs, the Indian police need to evolve a system of assessing their performance (efficiency and effectiveness) objectively and analytically

\textsuperscript{82} Khopde Suresh, \textit{Mumbai Jalali, Bhivandi ka nahi?}, Sneha Prakashan, Pune, 2010, pp 142-149.

\textsuperscript{83} Ibid, pp.114-126.
instead of banking on limited personal knowledge, stray critical incidences, media and public opinion to gauge performance. The main goal of an appraisal system is to improve performance. A well designed, well communicated system helps achieve organisational objectives and motivates employee performance.

Saha\textsuperscript{84} provides the information that officers having good remark in the ACRs are generally selected for deputation to the Government of India (GOI). The merchy characters that have developed vested interest are disinterested to go out of state.

Kapse\textsuperscript{85} narrates the incidence of old times where superintendent of police introduced good and bad conduct books with details of work done by policemen, including the duties they perform in the offices of magistrates. He reported that the new system had worked well during the time. The police personnel were convinced that they could hope for the advancement in their careers on the basis of their recorded good work. This encouraged them to put in their best. It had produced a healthy effect on the general discipline and habits of the police.

3.3.4 Review of Literature Relating to Promotions and Transfers of Police Force

Sen,\textsuperscript{86} has expressed his view that there is a feeling among senior police administration that educated constables tend to inject an element of indiscipline in the hierarchical police set up because of inadequate promotional opportunities, they become frustrated and disgruntled. The remedy is however to revise the promotional structure. It is desirable to offer them opportunities to further improve their educational standards.

\textsuperscript{84} Saha B. P., \textit{The Police in Free India, its Facets and Drawbacks}, Konark Publications, New Delhi, 1990, p.151.


As observed by Lall\(^87\), posting is perhaps the most important and the most misused power. There is hardly any justice in the posting right from a constable to an IPS officer. Some constables never get a posting to police station except for watch and ward duties. Thus, they are never associated with any serious police work and in due course become useless. Many are not satisfied with higher jobs. Some of the officers make it a point to do so, expecting to please the master and get continuous choicest postings. The only consideration for the transferor is to how much the transferee would benefit him in achieving what he wants to.

Saha\(^88\) has elaborated in his book that posting and transfers of the officers in change of important police stations are not in the hands of the police chief. Of late, dishonest officers keep direct link with local political bosses or share ignominious collection. If the secret alliance is faithfully maintained they do not have to bank on merit and ability. Once, it is known that the real power of posting, transfer and punishment etc. lie in the hands of others the black sheep are emboldened to ignore the superiors and try to establish link with the personas that matter.

The findings of Sengupta’s\(^89\) research comprises the following: The work entrusted with the police seemed to be very tiring and irregular. The irregularity in the work seemed to be aggravated by frequent transfers either as a punishment or to satisfy the selfish needs of the politicians. This seems to create lots of problems because by the time one gets acquainted with the place, he is transferred. It makes life more stressful. But if there is a strong leader at the top of the force who can take the risk of ignoring the orders of the political bosses, then this would certainly increase the morale of the force.


As written by Umranikar,\textsuperscript{90} The Rebeiro Committee (1998) suggested in every state, the DGP and four senior officers would form a police establishment board to monitor transfers, promotions, rewards and punishments as well as other service related issues. It also suggested that the constable should have higher secondary school degree as a minimum qualification and that each state should have an independent police recruitment board. He also says that Padmanabhaiah committee suggested that International norms also indicate that appointments, transfer and promotion should be handled within police hierarchy and not by politicians.

According Loksatta Bureau,\textsuperscript{91} about 200 ACP posts were vacant of which only 98 officers were promoted. Because the lobby of senior inspectors is trying hard, they don’t want to give up the glamorous post of senior inspector.

### 3.3.5 Review of Literature Relating to Motivation and Morale in Police Force

Gautam,\textsuperscript{92} says that the most important of the motivation needs in any modern organization are the esteem needs. In the social sphere, the policeman is looked down upon. In government circle, he is given very low status. The jerk up from routine behaviour needs extra external help in the form of increase in pay rise is important that way. Promotion in time and due recognition of an employee contribution are of great motivational value.

National police Academy\textsuperscript{93} research paper concludes that one of the basic problems in administration is how to make the employees at all levels of the organisational hierarchy, work harder and better. The departmental leaders hold the

\textsuperscript{90} Umranikar J. Y., \textit{Police Reforms in India, A sisyphean saga}, Ameya Prakashan, Pune, 2009, pp. 61-89.

\textsuperscript{91} ‘200 polisanchgi pade rikta’, Loksatta, 11\textsuperscript{th} oct.2010, p.4

\textsuperscript{92} Gautam D. N., \textit{The Indian Police, A study in fundamentals}, Mittal publications, New Delhi, 1993, pp.138-141.

\textsuperscript{93} BPR&D publications, \textit{Need for motivational techniques in police services}, Paper presented at National Academy, Hyderabad, 1999.
keys to high motivation and morale. Besides setting examples of modern behaviour before the subordinates, the leaders should have human relations ability because it is through good human relations that the best motivating climate is created.

As written by Joshi, the level of stagnations in the constabulary is very high. The data relates to the difference in the promotion profile of those who were matriculate and less qualified. Maharashtra follows the seniority based system till promotion up to ASI.

Chaudhary elaborates the concept of intrinsic motivation. He brings out the fact that it is not true that financial incentives have the most powerful pull. They are the important hygiene factors but not motivators of lasting values. Researchers like Herzberg to Maslow have pointed out that other things are more important. In the police department today, there is an issue of lack of motivation due to lack of financial incentives. Other factors are service, values, sense of belonging, pride in service, recognition and challenges in the job, to energize the officers and the force.

Hollyforde has emphasized importance of motivation in each organization. Creating a motivating environment is must because motivation is something personal to each individual, organisations and managers cannot impose it on others. The drive or motivation to behave in a particular way comes from within. Superiors can create incentives for others to behave in a certain way. For example, the a superior who promises a pay rise is providing an incentive for those who wish for such things to perform to a particular standard. A superior who threatens staff within some punishments like a poor appraisal rating is providing an incentive for those who wish to avoid such situations to perform in a certain way. Intrinsic motivation is usually seen as more effective because the impetus to move is from within. People are acting

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because they feel satisfied or fulfilled by the activity they undertake. People want different things from job depending on where they are in a hierarchy. Extrinsic motivation is a part and parcel of working life. All organisations using pay, bonuses, performance management processes and so on to encourage a particular standard of performance. Motivation may also be of interest to an organisation because of its shared values. Although the organisations are unlikely to choose values detrimental to their objectives, an organisation that publicly states that it values and respects the people in it. Many feel that it is better to set up an environment more likely to result in intrinsic motivation than extrinsic. Extrinsic motivation through inducements and threatens may achieve results but is unlikely to be commensurate with a stated value of respecting views and opinions of others.

Sen\textsuperscript{97} believes that the police occupation is accorded low esteem. It is much lower than the importance of the functions discharged by the police (Self pity syndrome). There is often unfair criticism and degradation of the police by the press, political leaders and members of public. This has an unsettling impact on the police morale. Constant efforts are also being made from interested quarters to demoralize and deprofessionalise the police. There is a constant denunciation of police from the press and the public without properly understanding the professional and structural problems and the moral dilemmas of the police.

Padmanabhan\textsuperscript{98} has observed that the morale of the force has suffered serious erosion due to antiquated laws, an uncooperative public, an alert, overzealous and at times an irresponsible press, constantly interfering politicians, multiplicity of command and other factors. The result is that the organization is unable to cope with the demands of the system which expects maximum results. When the organization doesn’t provide institutional mechanisms for resolving such dilemmas, aberrations such as criminalization of police, stress related rebellion, suicides, decrease in work performance, politicization etc take place.

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\textsuperscript{97} Sen Sanker, \textit{Indian Police Today}, Ashish Publishing House, New Delhi, 1994, pp.5-6.
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\textsuperscript{98} Padmanabhan R. K., \textit{Changing concepts of policemen’s welfare in the 21st century}, Crime Prevention week, 18\textsuperscript{th} Dec -24\textsuperscript{th} Dec, 2000, Siddhi Prakashan, Mumbai, p. 58.
\end{flushright}
As reported by Inamdar,\textsuperscript{99} recently shameful incidence has happened in Mumbai, where women police have been molested by the people in morcha. It has reduced the morale of women constables to a great extent. He believes that the top level and middle level leadership is responsible for this. Constables should be given training as to how to handle mob and mob psychology. Women constables should be sent on road in a bigger group. Extensive training in self defense should be provided. He also suggested that women police should not look at the post as only a job. They should serve the force with full utilization of physical and mental capacity. Initiative should be taken by senior women police officers. No differentiation be made between male and female employees. As per Mumbai Mirror Bureau,\textsuperscript{100} good work done by police should be appreciated and rewarded by top management. Their work is dangerous. There are incidences like a woman constable catching a chain snatcher red handed besides the injury. Police commissioner encouraged and said every woman in Mumbai should take a leaf out of our officer’s book. Most often, cops have to pose as doctors to nab extortionists. During Kurla murder series, 27 teams of Nehru nagar police were given bandobast duty day and night.

\subsection*{3.3.6 Review of Literature Relating to Authority, Responsibility and Accountability of the Police Staff}

Study of search for Transparency and Accountability was conducted by Karnataka government. The purpose of the PAC study was to assist the Karnataka State Police Department (KSPD), initiate reforms and improvements based on both internal discussions and consensus building. The suggestions include setting up information boards at all police stations in order to assist public, new system of holding meetings on every third Sunday to inform the complainant about the progress,


\textsuperscript{100} ‘Schemes for women constables on paper’, Mumbai Mirror Bureau, Sept. 6\textsuperscript{th} 2010.
the investigation fund to reimburse the expenditure incurred on investigation of cases. The DGP instructed all officers that weekly off should be given to police constables, Head Constables and ASI. It was also suggested that the police should advertise in electronic and print media.

Cheung\textsuperscript{101} expressed his opinion that in a police organization, the question is who should be accountable? All police officers at their individual level are held accountable for all obligations and act while on duty. Accountability must be interpreted broadly with the wider environment. Police working in a public domain are accountable to various objects located both within and outside the bureaucracy. Accountability is conditioned by multifactor, media and public, government’s principle of governance, the profession conscience and ethics etc.

Umranikar\textsuperscript{102} narrates that the VIIIth report of NPC commented on police accountability. The police officers should be individually as well as collectively sensitized towards the issue of accountability towards citizens. It also suggested the replacement of the Police Act 1961 by a new act, improving the system of superintendence and control over the police. However their recommendations have remained unimplemented. There is a strong resistance to reform among politicians and bureaucrats, who have developed a vested interest in police. He also expresses the concern that Sorabji committee pointed out that a police free from political direction can easily degenerate into an unaccountable force with the potential to undermine the foundation of democracy. The coercive power of the police can easily extinguish liberty unless it is tempered by responsible political direction. At the same time, the various wings of police should have authority and recourses to fulfill their responsibilities. Each such wing should have functional and professional autonomy commensurate with its requirements. However, such autonomy and authority should be accompanied by clearly defined formal system of accountability. There should be separate crime police, local police and law and order police. The police have been

\footnotesize{\textsuperscript{101} Cheung Jocelym, \textit{Police Accountability}, The Police Journal, Volume 78, No.1. 2005, p.21.}

\footnotesize{\textsuperscript{102} Umranikar. J. Y., \textit{Police Reforms in India, A Sisyphian saga}, Ameya Prakashan, Pune, 2009, pp 162-181.}
used for narrow political interests to promote the party in power. Parliamentary Standing Committee on Home offers 88th report of Demand for Grants (2002-2003) of the MHA states that today we have a police which is highly politicized and politically polarized. For it has become a pawn in the hands of its masters. In return, the policemen get political patronages which have become necessary for its survival. The Bombay Police Act has failed to introduce public accountability. Functional independence should be encouraged. Police is answerable to law and law alone. Even in India, the Supreme Court has endorsed the idea of functional independence of police. The Supreme Court’s new directives recognize the need to achieve two basic tenants of policing in a democracy. They are functional and accountability in the law of the land. International norms also indicate that appointments, transfer and promotions should be handled within the police hierarchy and not by politicians. NPC’s 8th report also recommended that there should be continuous monitoring and performance evaluation of the public by the State Security Commission. The police officers should be individually and collectively sensitized to the issue of accountability towards citizens.

Marwah103 states that accountability of the police is not confined only to its own hierarchical structure. The police are directly accountable to the people for whom it provides the essential services of protection of life and poverty as it enforces the rule of law to the judiciary apex from their own superiors and political bosses. The media and the public leaders exercise indirect control over the functioning of the police. An effective and successful police officer keeps a close touch with all of them. The difficulty arises when there are conflicting demands. It is important to remember that the police have to function within the parameters of law. Discretion should be exercised in favour of weaker section and not in favour of men.

Saha104 is of the opinion that the power and the authority of the police chiefs have been badly undermined. The chief’s recommendation for posting and transfer of

103 Sen Sankar, Reflections and Remmiscences of police officers, Concept Publishing Co, New Delhi, 2006, p. 147.

officers in important and sensitive positions is hardly accepted. The chief’s recommendation for posting and transfer of officers in important and sensitive positions is hardly accepted. The “Yes men” who toe the line are welcomed and given important assignments.

LaFrance and Allen’s\textsuperscript{105} study focused on an arena of public administration in which balancing act between various accountability is given consideration. The author asks when faced with the pike between political and professional accountability, how do the police chief act? There are five factors that affect police administration like experience, formal training, community norms, external systemic action and peer influence.

Sen,\textsuperscript{106} alludes that in the U.S., some analytical studies on the attitudes, reflexes and outlook of the police personnel have been made by behavioural scientists. It was found that a small number of policemen were sadists. The police work attracts not only some tough and aggressive personalities but also men imbedded with idealism. Many policemen in different rank posses a high degree of motivation, which enable them to withstand the stress and strain of their thankless job.

Umranikar\textsuperscript{107} elaborates on the duties and responsibilities of police. He has narrated the duties and responsibilities of police under Bombay Police Act (BPA), section 66. The survey indicated that the common man is neither concerned with nor constrained by the legal framework governing the policing. He expects the police officer to be his crisis manager. Non Government Organisations (NGOs) and other professionals like doctors, businesspersons and industrialists are even more demanding. Over and above the expectations of the common person they want to have a public accountability mechanism to monitor the police performance. However no


\textsuperscript{107} Umranikar, J. Y., Police Reforms in India, A Sisyphean saga, Ameya Prakashan, Pune, 2009, p. 246.
one supported the idea of local or private funding of the police department for the fear that the police might turn into private army of their sponsorers. Thus, introducing new concepts like public-private partnership or private finance is difficult

3.3.7 Review of Literature of Related to Working Conditions in Police Stations

Sen\textsuperscript{108} expresses his views saying that in our country, an important factor responsible for episodic outbursts of police violence and brutality is the deplorable conditions under which police works. The hours of duties are long and irregular. Of all government agencies, the housing conditions are the worst.

Sarvankar\textsuperscript{109} has elaborated on the housing facilities for police in Mumbai city. He says that besides the demand made from time to time, there is no justice. More than 90 percent of the police are living in police quarters with poor conditions. There are no repairs before monsoon. Many police stations and houses are under water during flood situations. Now there is a provision of mega housing project in Panvel which will provide about 8000 houses for police employees. Out of 50,000 police force 30 percent do not have quarters. They have to stay far in their own flats or pay rent.

Patil,\textsuperscript{110} Minister of State for Home also admits that police stations need to be spurred up. They are shabby and do not provide an ideal environment for work. The initiatives will be taken to remove disparity in salary and attracting more educated candidates for police job. The department also intends to intensify training, encourage equal opportunities for both men and women and effectively implementing healthcare programmes.


Pradhan committee has commented on the working conditions of non IPS police force. It states that there is extremely long working hours stretching up to 14 to 16 hours a day round the year. Weekly offs and holidays are cancelled at the drop of hat. There is no time to spend with family, exercise or attending to physical fitness or mental well being. Majority are highly stressed out, have poor guidance and leadership at work, no guidelines for performing various duties day–to–day working smack of ad hoc decisions to suit the wishes of political masters are the factors that make up the work culture. They are treated in inhumane fashion which results in police behaving inhumanly with populace. Allowances are meager and many times these are not paid or if paid, then there are arbitrary deductions. This sorry state of police is not changed. On the contrary, it has become worst. It is a miracle that Mumbai police could or did respond at all to the terrorist attack or so many of them showed such an exemplary courage.

3.4 Review of Literature Related to Work Culture in the Police Department

Chaudhary strongly believes that the police department too has a very strong culture of people’s habit, routines, rituals, conventions and the stories in the department. The fundamental of politics, hierarchy, bureaucracy and monopoly give rise to the culture of police department. Some of the dominant gains of culture in the department are not to take responsibility of actions, do not innovate out of fear of making mistakes, accept mediocrity rather than reaching excellence etc. According to him, police strongly resist change rather than adopting it. It has an old, rigid and unique culture, which is difficult to change. In order to transform the organization, the police have to rig out the old culture and bring in the new culture of improving quality, preventing crime, ethical conduct, fair and encouraging environment and building strong relationship with community. He has also stressed the need to change


the work culture because according to him, the police service is highly visible
government department that has come under mounting pressure from different
stakeholders including successive governments and also an increasingly demanding
public in the recent years. Bureaucratic systems like the police are designed to be
stable, but today, the systems that are unable to change are deemed to failure.

Sengupta\textsuperscript{113} observed in her research that police as an organization and police
officers as individuals were being manipulated, used and abused most of the time.
Police still seems to be an instrument in the hands of a powerful lot which they used
to satisfy their needs. However the socio, politico-economic scenario had changed
from pre-independence to post independence era. She also concludes that work
culture is poor due to lack of professional ethics and weak leadership. In India,
privatization of police is not possible. The work culture was found to be replaced by
“Chalta hai” culture which may affect the organisational work negatively.

3.4.1 Review of Literature Related to Discipline in the Police Force

Raghavan\textsuperscript{114} feels that being a quasi military organization, the management of
police force throws up many issues of discipline – individual and collective. Right
from its inception, the Indian Police has its quota of internal management problems.
Chief of these is the need to make the lower levels of the force confirm to accepted
standards of conduct. The principal constraint in the initial days was the low literacy
of an over whelming majority of the force and their consequently lack of professional
interest and knowledge of the minimum requirements of public service. Matters of
discipline confined to internal management are handled by supervisory officer
themselves. Commonly known delinquencies falling in this category are desertion,
unauthorized temporary absence from duty failure to visit scenes of crime or report to
class for assistance and insubordination towards supervisors. The lowest level to


\textsuperscript{114} Raghavan R. K., \textit{Policing A Democracy-A comparative study of India and the U.S.}, Manahar
which such enquiries are entrusted in the inspectors. The Constitution of India (Article 311(1) protects a civil servant against capricious and arbitrary disciplinary action. It stipulates that no civil servant may be dismissed or removed by an authority subordinate to that by which he had been appointed. Another safeguard (Article 311(2)) is that, any dismissal removal or reduction in rank of a civil servant could be only after an inquiry in which he had been informed of the charges against him and given a reasonable opportunity of being heard in respect of the charges.

Gautam,\textsuperscript{115} explains that the concept of discipline in the context of police is different from that in the context of armed forces. It is more close to instructions or training a mode of life in accordance with rules. He says when we talk of discipline; it is a definite organisational and legal framework at a given point of time. Under a given set of circumstances, a certain conduct may be expected of a policeman, deviation from which would attract the provisions of discipline. The discipline philosophy of the police has its core for silent, unquestioned and faithful obedience of the orders of superiors by the subordinates. There is nothing like right or wrong or any appeal to revision once the orders are issued.

As per Mumbai Mirror Bureau\textsuperscript{116}, former Police Commissioner Sanjeev Dayala had given instructions to prepare a list of debatable officers to ACPs and DCPs. This has created a sense of fear among such defaulters. During the meeting with senior officials, Police commissioner has insisted on the justice to common man. The complaints should not reach to the commissioner’s office.

Sayed\textsuperscript{117} has reported that present commissioner Arup Patnaik has a policy that addicts of alcoholic will be given six months to kick the bottle if they want to resume active policing. He also declared that punishment posting for the cops who drink too much. This policy will help them get rid of this habit.

\textsuperscript{115}Gautam D. N., \textit{The Indian Police, A study in fundamentals}, Mittal publications, New Delhi, 1993, pp.28-33.101.


3.4.2 Review of Literature Relating to Superior-subordinate Relationship

Sengupta\textsuperscript{118} has stated that a strained relationship between superior and subordinate was found to be one of the reasons for the growing dissatisfaction among SI and ASI. There is a lack of cooperation and moral support from seniors at times when one needs it. They do not get fair and just treatment from the seniors. The superiors were reported to maintain distance from their subordinates and there was lack of adequate communication between the two.

Umranikar\textsuperscript{119} states that in spite of supervisory hierarchy, there was little on the job training or guidance given to junior investigating officers by superiors. There was no systematic effort at gathering criminal intelligence. As a result, the detection rate was low. Police stations do not register all criminal cases. A majority of citizens were more concerned with petty crimes, especially street crimes. Street patrolling is considered as unglamorous, low profile job. Thus the priority of citizens and police force was found to be different, leading to popular dissatisfaction with the police functioning. He also says that the process of delegation has to consider three parameters – the responsibility, authority and accountability, which involve assignment of duties /tasks to a subordinate, empowering the subordinate with authority to use necessary resources and give necessary orders, making the subordinate accept limited responsibility for the satisfactory performance of assigned task. The present police structure is highly authoritative, with the emphasis on regimentation and concentration of power. There is little delegation of authority as a result in turn, leading to lack of initiative at subordinate level. It is not uncommon to find failure apportioned to junior. The credit goes to superior officers. Subordinates will take such initiatives only if the system allows necessary action/decision.


As practiced by Julio Ribeiro,\textsuperscript{120} he had always advocated and practiced participative management where subordinates are not only asked for their opinions but made to feel that they are a part of decision making process. Every small cog in the wheel needs to feel that he has contributed to the success of jobs well done.

Verma\textsuperscript{121} feels that the morning parade and salute to the commanding officer, the armed sentry at the superintendent gate and armed escort on these tours were symbols that placed the officers on high pedestal. This style of governance created a cultural setting in which administration were ways above those being ruled and this distance was deliberately maintained. There was no way in which citizen could dare to approach the senior officer thereby leaving no avenue for complainant against the corrupt subordinate. The subordinate officers were encouraged to assert their authority and perhaps their extortions were seen as a way to subdue the people.

Bedi\textsuperscript{122} recollects that many of her superiors kept on denying her opportunities to express her creativity which could enable her to directly communicate with the people and to put in place much needed participative police initiatives and reforms. When such creativity was threatening to a static system, sincere police officers like Kiran Bedi were kept way. She gave preference with innovative ideas and practical solutions for getting rid of various deficiencies anger her destructions even more. She also did a good rile in last posting in BPR&D, which was being merely used as a back end office by the Ministry of Home Affairs.

Bedi\textsuperscript{123} would communicate with her staff on duty from the constables to the higher ranks and understand from them the areas where improvements were needed. She would share her observation. She constantly learnt from her ground staff and shared her acquired knowledge with all the others, keeping in mind, the larger growth


\textsuperscript{122} Bedi Kiran, *I Dare!*, Hay House India, New Delhi, 2010, pp. 300-302.

\textsuperscript{123} Ibid, pp. 35-65.
of the organization. She rewarded her staff liberally and punished them most sparingly. Due to her presence on the ground daily, the attendance and punctuality were cent per cent visible. She won the hearts of the rank and file by ensuring that all of them were served hot tea which on night patrolling duty during the cold winter months. She looked after their welfare. She stood by staff through thick and thin as also by people with a firm sense of justice.

Khopde\textsuperscript{124} has narrated his initiative in the police department. He introduced 54 points form. At every police station, 3 copies were prepared. One was kept in police station, one to ACP and another to DGP. It gave clear ideas as to absenteeism, nature, health, family, financial position, religious thinking, social status, job related work and values. Snehabhojan which means taking lunch together once in a month was another step. It encouraged employees and more communication among superiors and subordinates. He also introduced cricket matches, kabbadi and plays. Competitions like these between police stations will divert the attention from small ego problems, politics and internal conflicts. Team work was encouraged while doing patrolling. He says policemen wander alone without any direction. A team, if developed can fight against any riot, commotion. They will be together during such civic disturbance and can fight together. Some can take rest and will take care of each other.

Khopde\textsuperscript{125} also observed that Home department influences work culture in police force. Senior officers also play an important role in creating work culture. However it was found that the meetings are conducted for unnecessary discussions for hours together without any results. They threaten the subordinates to send them to naxalite areas like Gadchiroli if they don’t perform. There is no integrated approach to fight crime.

\textsuperscript{124} Khopde Suresh, \textit{Mumbai Jalali Bhivandi ka nahi?}, Sneha Prakashan, Pune, 2010, p.36.

\textsuperscript{125} Ibid, pp. 124-128.
Khopde\textsuperscript{126} expressed the fact that the behaviour of constables at lower level and their behavior is the reflection of work culture created by police department. Leadership often fails to create idealism. There is a generation gap. Often negative attitude of seniors lead to application of X theory which fails to motivate police force. According to him, the main hurdle in motivating is the senior officers. There should be natural trust between superiors and subordinates. Leadership makes use of only physical capacity of police force. There is seldom utilization of their mental intellectual, psychological and spiritual abilities. He also feels that According to Y theory there should be proper direction and control over subordinates. No subordinate is always lazy, enthusiasm or efficient. They have different behavior in different situation. Employees may not take initiative. So superiors and senior officers’ perception about subordinate decided work culture. If superiors are of good nature and acts as an effective leader; it is observed that 80 to 85 percent employees do the job on their own. Democratic style of leadership works, better to create desirable work culture. Leaders must have new thoughts, systematic knowledge of subject, and flexibility of decision, cleanliness and resourcefulness. They can’t get things done by authority and with hunter. The seniors should show sympathy, understanding and friendliness. Many times bad language is rude. The constables behave as the senior treats him. Memos should not be issued often. Instead, discussion will help. Open communication, respectful behavior, using words carefully, transparency, peaceful listening, remembering names of subordinates will help.

Zende\textsuperscript{127} agrees that good superior-subordinate relationship improves the work culture. As a good leader he says that always think about the subordinates. Do not spoil their records but maintain the discipline. Give them credit for their work. Whenever possible participate in their programmes and keep your image clean. During his tenure, he rejected the use of official vehicles for personal use. That increased the respect in the minds of his subordinates.

\textsuperscript{126}Ibid, pp152-159.

As per Mumbai Mirror Bureau,\textsuperscript{128} the subordinate claimed that his superior ignored all intelligence on 26/11 attacks on Mumbai. He also alleged superior for mental torture and highhandedness.

3.4.3 Review of Literature Relating to Leadership in Police

In the essay Police Leadership for better Community Relations, Ramachandran\textsuperscript{129} states that in the Indian context, the police community relations are bitter. The responsibility squarely lies on the police leadership. The role of police leadership is very important in creating good police community relationship. He has referred to four leaders According to him; the supervisory leaders are PSI, PI, API and APSI. The middle level leaders include SP and DIGP. The top level leaders include IGP, DGP and the political leaders include Chief Minister and home minister. He also agrees to the fact that in the parliamentary system of democracy, it is difficult to get police experts as the political leaders of police. Therefore, mostly these political leaders listen to the advice of the Home ministry and the state police chief. He also observed during his research that the police administration at all four levels are unable to give enlightened leadership. Police administrators are more of feudalistic lords than leaders of men. There are certain sensitive and sincere police officers who are painfully aware of the limitations of police administrators and organize training programmes for cultivating police leadership. But, unfortunately the organizers themselves as well as the participating police officers return to the field and slip into the same old rut of shouting, abusing and threatening their subordinates instead of leading, enthusing and influencing them. They resort more to the use of authority.

Sengupta\textsuperscript{130} believes that the demand for strong leadership in police force is required irrespective of the sample size of the research. The analysis shows that the


\textsuperscript{130} Sengupta Sunita, Work Culture in Police Administration, Ashish Publishing House, New Delhi, 1995, p. 23.
lower level police personnel seemed to lack proper and effective training to interact with the public in a democratic set up throughout the country. Today the police force is missing the effective leadership which can provide proper guidelines to his colleagues. There is a need to enhance the level of morale and motivation of the employees. Other suggestions include promoting professionalism to work ethics, direct and clear communication between superiors and constables, leading by example, maintenance of discipline, developing resources within and inside the organisation, creating healthy organisational context, motivating the force to work as a team, posting sincere, honest and intelligent officers for this purpose, use of modern weapons, ensuring the punishment to the offenders, avoiding frequent transfers, prosecution to the public, appropriate recording of the offences etc.

Umranikar\textsuperscript{131} has narrated that VIth Report of National Police Commission commented on police leadership. It said, the Indian Police Service had no future unless it earned respect and confidence of its men and citizens. The function of IPS officers have multiplied manifold and became complex and hazardous. They require higher professional and technical skills and so the government should ensure that the quality of recruitment emoluments and the carrier prospects of the IPS are at par with IAS. The fathers of the constitution seemed to have provided for a neutral and independent police leadership. Over the last several decades, political expediency and interference have compromised the constitutional independence provided to the IPS. The states have misused the powers of transfer, making a mockery of recommendations of many police commissions to provide a fixed tenure to police leadership. As a result, the police leadership today has become self centered and reactive. Consequently there has been diminution in the respect for authority, which has adversely affected the loyalty and discipline in the police force. Seeking political patronage and promoting self interest to the detriment of organization has become a norm of the day. Attitude towards reforms of Civil Bureaucracy in Maharashtra towards the police has been consistent, though not very encouraging.

\textsuperscript{131} Umranikar, J. Y., \textit{Police Reforms in India, A sisyphean saga}, Ameya Prakashan, Pune, 2009, pp.53-133.
Saha,\textsuperscript{132} believes that poor leadership of many senior officers is responsible for confusion and disorder in the rank and file. In fact, their failure to inspire and motivate the subordinates to serve the people with zeal and dedication is greatly responsible for the frustration in police force. They do not take any step to improve the efficiency and image. The present political climate and unhealthy interfered in police administration have got direct bearing on the discipline and purity of the police force.

Roberg and Kaykendall\textsuperscript{133} have elaborated on leadership styles in police department. They identified the fact that a limited amount of research has been done on police leadership styles. The trait research includes Price (1974) who studied the emergence of women in police leadership role. Her subjects—women supervisors and managers tended to be more emotionally independent, intellectually aggressive, flexible and self-confident than their male counterparts. She also found women leaders were more liberal and creative than men.

Ribeiro,\textsuperscript{134} strongly feels that it is difficult for police leaders to adopt good theories in practice. But it is a fact that if only the leaders feel elated, and not their followers, there is neither glory nor honour in the achievements of police department.

Chaudhary\textsuperscript{135} states that the empowerment of policemen without the sense of direction can lead to anarchy. While employees want the freedom of empowerment, they need the sense of direction also. The vision and leadership are like the light and edifice of the lighthouse that can guide the police department in the ocean of conflicting and ever changing currents from all the sides. Given this two, the police in India have demonstrated the capability to produce spectacular results. He has also


elaborated the essence of police leadership. He states that effective leadership at all levels is marked by the core philosophy (values) and vision of how department wishes to make it’s mark. He also believes that the best method is management by walking around. The best of the ideas have come from the leaders while moving about interacting with their officers. He has also narrated that Kouzes and Posner’s research for their book have strongly supported the benefits of having leaders who are competent, honest and inspiring. Research has established the fact that employees who work under such leaders feel a strong sense of teamwork, alignment with organizational values, positive work attitude and organizational commitment. Employees do not forgive the lapse of integrity in the conduct of their leaders. It emphasizes ethical leadership.

Lynch\textsuperscript{136} feels that proactive leaders anticipate day to day events. They do not wait for events to reach them. They plan for events; they form a team that is flexible enough to seek a wide variety of solutions to the everyday problems of police management. This entails a deep commitment to contingency planning.

Sen\textsuperscript{137} elaborates the fact that a successful police leader will be able to promote internal cohesion by emphasizing before his subordinates the goals of the organization and at the same time treating them as human beings by recognizing and fulfilling their individual needs. The police supervisors should facilitate the work. They should seek to develop a system for first obtaining and then supplying his subordinates with information and technical assistance needed to do the job easily. Another important task of the police supervisors is to ensure that within the organization, there is a greater flow of both horizontal and vertical communication. They should remember that discipline is not a negative force. Discipline must also be imposed in a far and open and consistent manner. He has a major responsibility towards personal development. Nothing contributes more towards job satisfaction and morale as a sincere interest in employee’s development. Increased professionalism should be the hallmark of police supervision. In the new style, supervisors will


become part of the work groups endeavoring to solve problems instead of resentful onlookers playing only their role of the critics. The police leaders must develop a wider vision and sense of direction to work out the strategy for meeting the somber challenges that lie ahead. There should be long term schemes and not adhoc short term responses.

Bedi\textsuperscript{138} suggests that the productivity and the ability to take decisions promptly and to ensure follow up action forthwith are needed. The aptitude for articulating concepts, strategies and tactics concisely and forcefully is also important. Enthusiasm for the accomplishment of the task at hand appears to be the driving force behind a sustainable leadership. It is with this trait that ensures performance to the best of one’s ability and inspires others almost contagiously. Taking the initiative appears as much the hallmark of the leader as is his or her ability to inspire subordinates to develop this quality. Integrity is an essential characteristic, which is non negotiable. Truth occupies a permanent position and its pursuit should encourage candid and uninhibited communication. The leader must be able to make sound judgments. Finally, the essence of a leadership appears to be in the display of a supreme degree of unselfishness. A leader never ever takes advantage of situations for personal pleasure, gain or safety at the cost of his or her subordinates of the institution on which he or she serves. A totally uncompromising commitment to one’s profession takes precedence over all other factors.

Khopde\textsuperscript{139} states that leadership plays an important role. ACPs are not used for their full potential. They should play visionary role, executor’s role and teacher’s role. Practically, the experience is more office police colleagues are demoralized. There is lack of team building. To become a police commissioner is an opportunity to improve work culture.

\textsuperscript{138} Bedi Kiran, \textit{I Dare!}, Hay House India, 2010, p. 200.

\textsuperscript{139} Khopde Sauresh, \textit{Mumbai Jalali, Bhivandi ka nahi?} Sneha Prakashan, Pune, 2010, p.152-159.
Verma\textsuperscript{140} believes that a legal framework determines the functions and responsibilities of the organization, while, the leadership influences culture and behavior.

Paul\textsuperscript{141} has elaborated on leadership style. According to situational leadership, there is no one best way to influence people. Leadership style is behaviour by the leader perceived by the followers. The leadership style a person should use with individuals or groups depends upon the performance readiness level of the people the leader is attempting to influence. Task behaviour is defined as the extent to which the leader engages in spelling out the duties and responsibilities of an individual or group. These behaviour include telling people what to do, how to do it, when to do it, where to do it and who is to do it. Relationship behaviour is defined as the extent to which the leader engages in two way or multiway communication. The behaviour include listening, facilitating and explaining the whys of something while offering supportive behaviour to others. Researchers such as Blake, Mouton and Mccance and McGregor have argued that there is one best style of leadership-a style that maximises productivity and satisfaction, growth and development, in all situations. However the research in the past several decades clearly supports the contention that there is no one best leadership style. Successful and effective leaders are able to adapt their style to fit the requirements of the situation.

Maxwell\textsuperscript{142} has elaborated on the innovative concept of 360 degree leadership. It is applicable to the leader in the middle of an organization He has given the myths of leading from the middle of the organization. They are like I can’t lead if I am not on the top or people will follow me only if I am on the top. He says it is an opportunity for helping yourself and your organization. There may not be as much as public recognition and appreciation as leaders on the top. So one need not get

\textsuperscript{140}Verma Arvind, \textit{The Indian Police-A critical Evaluation}, Regency Publications, New Delhi, 2005, p.17.


\textsuperscript{142}Maxwell John, \textit{The 360 leader, Developing your influence from anywhere in the organization}, Pearson Power (Education), 2008, pp.23-44.
frustrated, Leaders in the middle usually experience the multihat challenge on a daily basis.

As stated by Zende,\textsuperscript{143} a well known retired ACP with several achievements to his credit, the leader should win the confidence of local people and solve their problems to make life comfortable. During his tenure as senior inspectors at various police stations, he had improved the traffic system in Colaba, communal trouble at Dharavi etc by risking his life. He gained the confidence of people by catching the dangerous criminals. So he was proud to say that he gained unconditional support of public. In other words, for a police leader, action speaks louder than words. He has also appreciated the moral support and delegation of authority of his superiors, superb leaders like Arvind Patwardhan, Rebeiro, Saraf who played a major role in shaping his carrier. He also remembers Tyagi, former police commissioner who believed in doing work himself by visiting places like Bhendi Bazar at 12 a. m.

3.4.4 Review of Literature Relating to Police Organization Structure

Newstrom\textsuperscript{144} has narrated that classical organization theory is the process of starting with the all amount of work, clusters, jobs and assignments of responsibilities of people. Efficiency and integration of efforts are achieved by means of division of work. Creating levels of authority and functional units and delegation, assigning duties, authorities respectively to others. Classical organisation design has its strengths and weaknesses. Organization structure can support people as well as suppress them. Classical structure provides task support such as specialized assistance, appropriate resources to perform the job, security and fairly dependable conditions of work. However it is weak in psychological support. What is needed in organizational system is both task support and psychological support.

\textsuperscript{143} Zende Madhukar, Marmik, June 9th 1996, p.25.

Sen has given a brief history of the Indian police. He says that role of the police supervisor’s Indian police was created by the police act of 1861 and was modeled by Britishers on the pattern of the army. The police are a hierarchical organization with well defined ranks and with considerable emphasis on discipline. Insistence on discipline is necessary because the police very often have to act in difficult and fast changing situation where orders emanating from above are to be carried out without demur of rank and file. This doesn’t respond properly to the challenges and complexities of crime control and order maintenance in modern societies. It is necessary to give up the Para-military heritage of the police for humanistic, professional and service-oriented organization. The police supervisors have to play important role of change agents. Today, the police organization remains rigid, authoritarian and unsuitable for facing the challenges of law enforcement in the coming decades. The cancer of corruption is also eating the vitals of the organization.

Umranikar observes that historically, the police organization has always developed from the need for policing at local levels. The growth of law enforcement agencies has followed population growth and geographical expansion of the government. Although the Indian Union is federal in structure, the police is a state subject. The pattern of staffing and responsibilities are replicated at the state level and in Maharashtra, the hierarchy starts with the Director General and Inspector General of Police, Maharashtra State. Similar pyramid, but a small scale is repeated at the unit level e.g., District level and at the police station level. Generally, all police officials from the DGP to the police constable perform similar functions and discharge similar duties. Of course, responsibilities and job content, by way of technical skills, human relations skill and conceptual skills required for the operational performance differ from rank to rank. Traditional organization theory states that organizations are goal – seeking groups of people. Hence, effective management of an organization needs balanced structure adapted to basic operations and facilitating achievement of major objectives, above the level of the field operates i.e., police stations. The hierarchy is

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divided into three tiers. Supervisors, middle level managers and executives. The principles which provide useful guidelines in structuring a police organization like unity of command, exception principle, span of control, line of authority, departmentation and decentralization. The police organization needs administrative leadership, assignment of responsibilities and authority and grouping of related activities in any division of work.

Saha\textsuperscript{147} has provided information on the history of police. The structure of an organization indicates the philosophical principles underlying it and the administrative arrangement by which it is supposed evolve over a period of time. Administration in the ancient period at Kautilya period and Muslim period is given. The designations were Subedar / Faujdar / Kotwal / Thanedar etc were created. when British period was there, Warren Hastry’s model was introduced. He also states that the police stations are the hubs around which the entire criminal administration of the area within its jurisdiction revolves, and good or bad administration in a state depends on the good or bad management of the police stations of the state. Mohit Battacharya in his study of police stations in India states that the emphasis should be on prompt service. The officer in charge of a police station in a way is a miniature District superintendent of Police. He has all the responsibilities in relation to man-management, material management, records management, financial management and police operations management. In the police organization, the strength, expenditure and establishment are determined through traditional norms of population, area, and crime. The police organization in India is still governed by the Police Act of 1861 that was designed to serve the interest of British rulers of the period. The objective was keeping the people suppressed and distant from police. Even today the IPS continues to the tradition of British period remains concerned about maintaining order rather than providing service to the people. The second feature of the system is the tradition and growing emphasis on armed police within the system. Again instead of focusing upon service functions and investigation of criminal incidents, the present system remains geared towards maintaining law and order and for providing security to

\textsuperscript{147} Saha B. P., \textit{The Police in Free India, its Facets and Drawbacks}, Konark Publications, Delhi, 1990, p. 100.
significant people. The third feature is the system of dual controlled officer’s corporation (IPS) and other asserter through the office of District Magistrate and Home Ministry staffed by officers of IAS. A much junior ranking IAS officer has been elevated to the rank of home secretary, where he begins to dictate to the chief of police, the DGP, an officer who may be at least 10 years senior in rank. The last feature is the colonial cultural heritage that not only alienated the police from the citizens but also promoted the corruption and unaccountability.

Ribeiro\textsuperscript{148} claims that he does not know any police force in any part of the world that does not have a hierarchical structure with military ranks. There is not any police force which does not expect its members to enforce the laws but only maintain order on the streets. Unfortunately, police organization has been plagued by adverbial relationship between the organization and employees, the organization and the community and the employees and the community.

3.4.5 Review of Literature Relating to Corruption in Police Department

Senguta\textsuperscript{149} analyses the reasons for corruption in police department. She states that many cases were found during her research who have sold their land and property to get an appointment in police. In such a situation where there is a scope for the tenets of discipline to take firm roots in the minds of new entrants who initiated in the field of corruption right at the time of his entry into the service. She also points out that petty corruption has entered into police organization. The Knapp commission report in New York City summed it well which quite applicable in India too. Corruption, although widespread is by no means uniform in degree. Corrupt policemen have been described as falling into two basic categories namely meat eaters and grass eaters. The meat eaters are those policemen who aggrievedly misuse their


police powers for personal gains. The grass eaters simply accept the pay-offs that happen as police work is executed.

Verma's narrates that corruption is present at higher level police officers. IPS officers still enjoy constable as personal orderlies who serve as servants of the officers. Office vehicles, telephone and staff are used for personal purposes. Subordinate officers escort the children to school or the spouse for shopping and making several visits. Similarly subordinate officers are routinely utilized for making purchases, for making arrangements during private parties and functions. Such blatant misuse of office resources and other corrupt practices in the name of cultural traditions are rarely commended adversely or even considered deviant. The final outcome of these practices is a quite acceptance of corruption within the subordinate ranks. The IPS officers, who themselves misuse the public fund and demand services from the subordinates are unwilling and unable to provide any control over corruption. They have little legitimacy and moral strength to take a firm action the extortions indulged by their officers. Most actively share the booty while the minority remains at the best passive towards these corrupt practices. These cultural practices within the Indian police continue at present time and contribute in maintaining the distance between rulers and people. The cultural practices evolved from a style of functioning that was promoted by the colonial policies and administrative system of British rules. The culture within the organization of course was assiduously built to convey this impression and ensure that the subjects never dared to look into the eyes of these rulers. The imperative need was to develop a sense of fear of authority in the entire population and police department served this need. The organizational ethos, the style of administration, its purposeful alienation from the people all contributed to the corrupt practices within the police.

As stated by Raghavan, corruption is a definite matter for concern for the leadership. The NPC (1977) identified several areas of stages of investigation such as

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registration of complaint / arrest / non-arrest and release / non-release of accused on bail, recording of statements of witnesses, as visualized by corruption. It recommended a system of surprise cheats and inspectors and effective supervision by honest and well motivated officers at the different levels of command within the hierarchy itself. Corruption in the police department takes two forms. One is the misuse of official facilities such as manpower, vehicles and telephone. Over the years such misuse has become so wide spread and monodies in the entire bureaucracy that no serious note is taken of it any longer, although here are elaborate departmental rules which prohibit such practices. What still invites major attention of senior functionaries and the public is the gross abuse of police authority to collect money and other favours to be left an individual policemen or groups of policemen, non enforcement of drugs, liquor and prostitution, monthly pay offs – unauthorized detention of suspects, arbitrary arrest and bail decisions are a faster means of making money. The machinery that exists for combating corruption in the police is fragile and inadequate. The NPC made several suggestions to tackle police corruption. It recommended that broad guidelines should be laid down for the exercise of enormous discretionary powers to effect arrests at grass root level.

Cox\textsuperscript{152} has rightly mentioned that corruption manifested in every stage of police work. The whole process of investigation from start to finish was converted into an opportunity of extorting money from complainant, witnesses, suspected persons and everyone where crime has occurred.

Ghosh\textsuperscript{153} writes on the allegations of corruption and partiality brought against the police by the members of the public are numerous. Police having being entrusted the vast powers by the society people expect a very high standard of integrity from them and whenever they have reason to suspect corruption of any kind they are naturally very critical and quick to bring allegations. It is the relief of the common man that only the rich and privileged people can get quick relief from the police.


against anti social elements and that the police are not the protectors of the power against the onslaughts of the rich.

According to the findings of a report on the image of the police in India,\textsuperscript{154} corruption is being professionally dishonest. There is a misuse or excessive use of powers by the police. They show partiality towards the rich and influential people in cases involving them and reported by them. Protecting and shielding goondas or criminal elements in the community was one of the few glaring examples of misuse of power.

As observed in his research, Mathur\textsuperscript{155} said that corruption is an integral part of police culture all over the world though the degree of corruption varies from country to country and time to time. Some police organizations are reluctant to expose label or publically punish their own members for violations and this encourage corruption by indirect cover up tactics.

As per Mumbai Mirror Bureau,\textsuperscript{156} secret letter leveling serious allegation of corruption against some senior officers in the city police has been sent to department by former Mumbai Police Commissioner Julieo Rebeiro to Home Minister R.R. Patil. He writes that juniors found it difficult to function under them as they are disturbed by the demand made by them. Politicians should not interfere in the appointment of police officers and inspectors. The CP is not responsible for failures of the department if they appoint wrong people particularly on sensitive posts.

Nair\textsuperscript{157} mentions the finding that as far as existence of corruption is involved in the study. The study highlights that there is evidence of corruption that arise at the time of interaction of complainant with the police. Many ordinary citizens are likely

\textsuperscript{154} The Indian Institute of Public Opinion, New Delhi, 1979, p.163.


\textsuperscript{156} “Secret letter by former commissioner,” Mumbai Mirror Bureau, March 7th 2011, p. 4.

\textsuperscript{157} Nair Meena, A mirror to the police, Search for transparency and accountability in Karnataka, India, a paper for the 1st global conference on Transparency research university, 2010, p. 27.
to consider paying for investigation expenses not as a bribe but a legitimate expense by the public to which they should contribute.

Julio Ribeiro\textsuperscript{158}, former commissioner of police, believes that one reason for the inefficiency in the force is that the cop’s rapport with lower end of society has declined. In the past they used to get information and feedback from this section every time the crime was committed. The main cause is corruption. Today a policeman is not interested in building contacts. All he is interested in is to make money.

Narayan\textsuperscript{159} has stated that Maharashtra police has lost the reputation due to corruption. From 2006 to 2010, over 21,000 cases were registered against state policepersons, including ones of illegal detention and custodial deaths. The statistics by the National Crime Records Bureau, puts the state police fifth on the list.

On the other hand as per the Loksatta news,\textsuperscript{160} the persons who were trying bribe police officers were arrested by Anti Corruption Bureau following a complaint made by the investigation officer.

\textbf{3.4.6 Review of Literature Relating to Values in Police Organization}

Sengupta\textsuperscript{161} discusses the values in the police department. She states that the Britishers imposed the values of conformity, obedience and servility among the Indians in their reign. However, challenge to authority and demand for self respect became the cherished values of the people in a democratic India. Police is a disciplined force, but not away from the main stream of the society. Hence such values started developing among policemen too, especially who belonged to the lower ladder of the hierarchy and belonged to the deprived class in the organization.

\begin{itemize}
\item \textsuperscript{158}Ribeiro Julio, ‘\textit{Aropichya Magaivaji Police swatacha khisa bharyamage},’ Loksatta, July 29th 2011, p.1.
\item \textsuperscript{159}Narayan V., \textit{Maha Cops among most corrupt}, TNN, July 3, 2911, p.7.
\item \textsuperscript{160}‘\textit{Police nirikshakala lach denyacha prayatna karanarya dhoghana atak},’ Loksatta, 6 May, 2012, p.7.
\end{itemize}
However, police officers who are so much motivated and full of hope to improve the law and order situation of their respective state develop cynicism when they go to the field. More matured and more intelligent officers enter the force at an advanced stage who were found to have job experiences in other aspects of life. They therefore bring new values.

Lall\textsuperscript{162} motivates the police to lead and command the force with courage, uprightness, dedication and a strong sense of service to people. He insists on the endeavor to inculcate in the police forces under their command such values, norms as would help them serve the people better. Inculcate integrity, aspiration of people in a fast changing social and economic milieu respect for human rights, broad liberal prospective of law and justice and high standard of professionalism.

As experienced by Sen\textsuperscript{163}, the young officer had to be given lessons by one day after day so that he could become better and more efficient. He sometimes believes that police officer apparently needs no lesson in basic character, ethics and values which make human life worth living. These qualities are courage, sense of duty and loyalty. “It was my turn to learn lessons of life from my junior colleague. Obedience to duty at all costs and risks is the very essence of civilized life man doesn’t live for himself alone.” These were lines written by Samuel Smiles in 1980 are as valid today as then.

Sharma\textsuperscript{164} says that I have no pretensions that there were any extraordinary attributes in officers of earlier times except high moral values, integrity and self respect that pervaded the environment at the time. I have the highest admiration for the present day officers who are at the helm of affairs. The professional challenges and extraneous pressure, they are facing are much more onerous and complex, both


\textsuperscript{163} Sen Sankar, \textit{Reflections and Remmiscences of Police Officer}, Concept Publishing Co., New Delhi, 2006, p.139.

\textsuperscript{164} Ibid. p. 188.
qualitatively and quantitatively. Unfortunately for them, the environment in which they are placed is highly vitiated in terms of values standard and dignity.

While making an appeal to young officers in police, Arun\textsuperscript{165} says that they should remain scrupulously honest, be thorough professionals, perfect human beings and have compassion for the sufferers and bring name and fame to government.

In a foreword written by Rajesh Pilot,\textsuperscript{166} the police organization in India today are facing a crisis of obsolescence, old attitudes, inflexible rules and regulation and inbuilt resistance.

Nair\textsuperscript{167} states that among the police, positive finding was that there was the high degree of loyalty and trust of the police personnel in their department. This is an asset on which the department can build in order to achieve better performance and responsiveness of the public. That such a high level of loyalty and trust has been displayed and conveyed by the field office staff is commendable as their work related problems are significant.

Zende\textsuperscript{168} has narrated that the values come from family and the surroundings in which one is brought up. For him, presence of mind, self esteem, intolerance towards injustice and courage are the values which made him successful policeman. He says that no policeman should forget that he is a servant of the society.

Gupta,\textsuperscript{169} ACP, Northern Region, Mumbai, narrates the qualities of police officers. He states that the job in police service is performance orientated. Police officers should be honest and dedicated. They must put their heart and soul in the job


\textsuperscript{166}Sharu Rangnekar, \textit{Management concepts and effective police administration}, Sardar Vallabhbhai Patel National police Academy, Hyderabad, 1993. p. 4.

\textsuperscript{167}Nair Meena, \textit{A mirror to the police, Search for transparency and accountability in Karnataka, India}, a paper for the 1st global conference on Transparency Research University, 2010, p.29.

\textsuperscript{168}Zende Madhukar, Marmik, June 9th, 1996, p. 28.

and they should never lose the sight of favourable results. A great connect between the officer and the public is a pre-requisite. They should be courteous to the public but should strike fear among wrong doers.

Subramaniam, Additional Director General, Maharashtra, Anti-corruption Bureau, states that corruption today is a glaring reality and is all pervasive. The values like honesty and integrity can’t be compromised. According to him, the policemen should approach every task with a positive mindset and work with full commitment while being indifferent to the outcome. They should strive for perfection. They should motivate others who work with them and must be reinforced with the personal example.

Sardar Vallabhbhai Patel statue at training center, Hyderabad has a sentence which speaks about the most important value. It reads like this

‘I appeal to you to keep calm under off circumstances. One who looses calm, ceases to be a police.’

3.4.7 Review of Literature Relating to Police Behaviour and Attitude

Values are a part of attitudes. Values are more general and not related to object or situation. Attitudes are specific and related to distinct objects / people and ideas.

Bedi has rightly said that “Policing entails a power to do, a power to correct and a power to reform. The police can be the greatest protection of human rights, just as they could be the greatest violators. One of the strongest safeguards of democracy is a professional and human police service. She also said” Myself respect, my innate sense of justice and my beliefs and values in life propelled me to throw off the yokes that were already obstructing my growth and I now made up my mind to set myself free and be a master of my own time.”

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170 Subramaniam, Keep your value systems Intact, Protector, Vol. 2, Issue 3, Jan-Feb, 2111, pp. 54-55.

171 Bedi Kiran, I Dare!, Hay House India, 2010, p. 275.
Sengupta\textsuperscript{172} has concluded that consequently, the expectations of people from police too changed. Tragically, what still has not changed seemed to be the attitude of the politicians and of course, to some extent that of police too. The political leader still takes police to be their recourse and the police consider themselves to be more of a government servant than a public servant. It creates gulf between the police and the public. As observed by her policing is a work which seems to be very demanding and dangerous as the police have to deal directly with crime and criminals. Many respondents felt that offence is a better defense. Ruthless force is the only source of maintaining law and order.

Ghosh\textsuperscript{173} elaborates on the behaviour of police force. He says that police is often criticized for bad behavior. People are very critical about the behavior of police on all occasions and in most of the cases the complaint is that the police are not behaving with them properly and there is a lack of human understanding and approach in the discharge of police duties. When they go with complaints they are often kept waiting for long hours without anybody paying attention to them and whenever they protect against such harassment bad language is used against them. There are specific complaints of assault on accused persons. Illegal acts and excesses are also common. As police have been entrusted with the responsibility of the enforcement of laws all actions of the police should be strictly justifiable by law and that is what the police want. Having given wide powers to the police people are naturally anxious about the police. People are naturally anxious to see that the power is not abused to gain general advantage of others who are not entitled to such benefits people would like to insure that every action of the police is above board and is well with the limits prescribed by law. Many complaints are made in the court to seek legal remedy against the alleged illegal acts of the police. To inspire trust and confidence in the public which is the objective in view, a reappraisal of the police attitudes towards the public in their different functions seems necessary. A good deal of public criticism


can perhaps be overcome if police were only to imbibe a spirit of courtesy and helpful attitude in all their dealings with the public. He also says that a member of the public calling at the police station should be treated harshly or with contempt as he has gone there to seek help and remedy of his grievances and such behavior of the police will make him feel more distressed and unhappy. On the other hand if he gets a sympathetic hearing from the police and finds that police are taking interest in his affair his sense of pride and self importance is satisfied and he leaves the police station with an attitude favorable to the police. It is a duty of superior police officers to act a good example of courteous behavior towards the public for their subordinate to follow and maintain a close watch to correct easing subordination. A courteous telephone attendant in a police station is a valuable asset in the achievement of good police public relationship. Since our immediate objective is the reorientation of values and outlook of the police officers towards their duties and their attitude towards public all that is possible should be done immediately to improve the efficiency of the police to enable them to render better services to the people to inspire their confidence and achieve popularity. It is necessary for the police to maintain high standard of emotional integrity as in a country like India, where several emotional urges, caste urges and religious urges are at work, police will not function properly if anyone identifies himself with any such urges is swayed away from emotions. During outbreak of violence, internal trouble or communal disturbances or labour trouble police have to function impartially keeping the larger interest of the nation in view and they have to raise above all emotion, passions and narrowness. Though it may be difficult to maintain that attitude as police force is after all compared of human beings drawn from the masses, but a high standard of emotional integrity aimed at by all members of police force will make it possible to achieve objective to a larger act. The people who make up the minority community are ordinarily prejudiced against the police. Mistreatment by police has brought general feeling in many minority communities that police are agents of powerful and should not be trusted. The police should react quickly and take swift and decisive action.
Gautam elaborates on the attitude of the police force. He feels that the attitude of the police has to be compatible with and related to the democratic environment. The attitude of the police and its success and failure to the large extent determines the future of the society. He also believes it is often an accusation against the police is that it has not changed the attitude. They continue to function and behave in an authoritarian manner though they should have now become service oriented. There are sufficient reasons to believe that the policeman ordinarily do not have a healthy and responsive attitude towards the people and their problem. His analysis shows that there are three possibilities that result in such attitude. People with unsuitable attitude find entry in police service; they keep on changing to unsuitable attitude during the course of their stay in police. They change into persons of unsuitable attitude overnight after getting entry into the police service. It would be evident that in the ultimate analysis, the problem of the attitudes of policemen is the problem of overall management. He also claims that working conditions are the immediate surroundings which affect their approach and attitude. According to him, working conditions which fail to induce a proud sense of belongings to an organization are likely to be counterproductive and personal belonging to such an organization would be demoralized a lot.

Roberg and Kaykendall points out that a vital aspect of police management and one of the impacts of all other organisational processes is establishing and promoting ethical behaviour. This is particularly relevant given the historic and current problems police have with corruption, violations of procedural safeguards and excessive and questionable behaviour in other areas. A consideration of ethics involves both the discipline of what is good and bad behaviour and a set of principles involving moral duties, obligations and values. Some police officers do not have any difficulty believing they are special people who deserve special consideration. Accordingly they come to believe that they are above law. Organization change

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occurs when new ideas or behaviour s are adopted by an organization. Consequently, the ultimate success of any organisational change effort depends on how well an organization can alter the behavioral pattern of its employees. Employee behaviour is influenced by factors such as leadership styles, motivational techniques, informal relationships and organization and job design. It was also observed by the author that the most common characteristic of change is people’s resistance to it. Police departments frequently have two or more generations of officers, each group wedded to a particular philosophy. For instance, officers who were developed in a political watchman model, may have trouble adjusting to a legalistic-professional model and those who are crime fighters in the legalistic-professional model may have problem adapting to social service perspective required by the community–service approach. As far as police management is concerned, the types of decisions police officers make include whether or not to intervene with citizens, how to behave when interacting with citizens, when and how to change their behaviour if the citizens do not cooperate and the alternative to use to solve the problem.

As written in his paper, Philips 176 says police officers accept the use of some type of unnecessary force. The findings suggest that officers identify some types of behaviour as unacceptable and might believe that some officers’ behaviour warrants administrative involvement.

Saxena177 explains the fact that when the conduct of policemen is observed, many of facts shake our confidence in police and their role in the biggest democracy of the world. The image of the police is characterized by dominant attributes such as brutal, corrupt, immoral, insular, complacent, careerist, casteist, communal, fragmented, hierarchical, centralised absence of spirit de corps and devoid of ethical standards. Due to the predominance of such negative image, the possible attributes such as integrity, impartiality, adaptability are clouded. A Study conducted by Indian Institute of Public opinion, New Delhi 1987, concluded that political interference is


seen by the public as a major factor contributing to the poor image of police. He has also analyzed the factors for declining professionalism in police.

Naik\textsuperscript{178} feels that attitudes have great bearing on the work, productivity, relationship with public and success. Negative attitudes affect everything the constables perform in a negative form. It generates the problem low self image.

Vadackumchery\textsuperscript{179} has given opinion on human values and police behaviour. According to him group behaviour in police is an important aspect. Psychologists and sociologists think that group life and mutual interaction make the people what they are. They decide very much the basic attitudes, feelings and values which individual should have in their life. Group culture may change individual behaviour. A group teaches a lot about what is right and what is wrong.

As per the behavioural research study,\textsuperscript{180} the subordinates contributed ideas as to how the work can be done better. The factors were greater opportunities to meet their superiors, decentralization and delegation of authority, reduction in supervision and control and challenging job. The subordinates express themselves freely. It is observed that a fear of punishment that keeps them going. The superiors at police station are vested with vast powers. Public has a contact with individual policeman and opinion been formed. Most of the officers feel that their job does not matter at all to public and they have become insignificant.

Maleviya\textsuperscript{181} believes that it is not to say that each policeman behaves the same way. Every policeman joins the organization with his own unique personality, values, abilities, ideas, hopes and aspirations. Rank, place of posting, nature of assignment also makes a big difference in individual behaviour.


\textsuperscript{179}Vadackumchery James, \textit{Human values and police behaviour}, BPR&D Jounal, 1996, p.16.

\textsuperscript{180}Need for motivational techniques in police services, National Police Academy, Mount Abu.

Roy\textsuperscript{182} narrates that problem of police behaviour is more likely to be caused by the socialization process rather than the result from pre employment attitudes and values. If organisational and individual goals are to be accomplished, police managers will need to have a basic knowledge of human behaviour, motivation and job design. Problem oriented policy appears to include many of the enrichment practices, high level of job satisfaction and service oriented attitude.

Shivanandan,\textsuperscript{183} former DGP of Maharashtra police, has expressed that police should have neat and tidy uniform which should impress the public and their behaviour should be honest and transparent, according to law and affectionate. They should respect and trust students, women, minority and deprived part of the society.

Mathur\textsuperscript{184} has mentioned that the fault finding attitude remains as an integral and deep rooted part of the police subculture in India. In business and industry, managers are assessed on the basis of overall success, but in police, officers are tend to be judged by the failure leading to an increasing tendency among police officers to take refuge in unnecessary paper work, excessive monitoring and consultation. He also says that the present Indian police culture still possesses a set of values, standards and job goals which were built up in pre-independence days and have not brought any radical change or transformation in them after independence. There is a general conflict between soft and hard-line ideologies of police culture. Human approach, public service orientation and citizen’s police are the core areas for transformation of new police culture giving its own values of legality, integrity, responsibility, accountability and overall democratic ethos. Attitudinal change is necessary to build up a correct and democratic society, it is necessary to have a significant change in the philosophy of police culture so that police professionalism is built upon values of a democratic policy, secularism, social justice, human dignity and service to the


\textsuperscript{183}Mumbai Police Sawand, August, 2009, p.1.

\textsuperscript{184}Mathur K. M. Police in India problems and Perspectives, Gyan Publishing House, New Delhi, 1991, p. 280.
community with a deep human dimension. In the fourth report of NPC, GOI, June, 1980, it is mentioned that they are very anxious that the entire police philosophy culture and attitude should be such as to make a police station appear and function as a ready source of relief for any person in a distress situation more son in regard to the weaker section of the society. One of the suggestions included was that the Indian Police must stop the present culture of use of filthy language and third degree methods to get the break through. In India, the police force still functions in the colonial mode and we have failed to transform it to human rights culture. Guilty in the behavior pattern is missing. Only then will the Indian Police force present a friendly human face to the public.

3.4.8 Review of Literature Relating to Stress in Police Employees

Sen\(^{185}\) elaborates on the police stress in following manner. He says that according to a study carried out by the National Productivity Council; policemen have to work 9 to10 hours a day and seven days a week. One day off a week could not work due to shortage of staff and various other unpredictable commitments of the police. Working for long hours under continuous stress and strain builds up tension in the officers and men. At times, under provocation, tension breaks out in the form of aggression and violence. Killing of a policeman is accepted as an occupational hazard. Other countries like Japan and U.K. shows an outrage in this matter. Policemen have to display an unusually high degree of occupational solidarity. The policemen do not know beforehand the situations they have to handle and their aftermath. The fear of random hurt constantly keeps the policeman and his family under the stress and strain.

Umranikar\(^{186}\) has given example of Mumbai study, 2004 which concluded that Police officers and the other ranks in the commissionarate couldn’t avail holidays or leave due to them. For various reasons, police work in 12 hrs shift, while the labour law provides for an 8 hr shift. In view of shortage of manpower, heavy crime work, uncertain law and order duties, policemen have to work 16 hrs at a stretch. They also


do not avail themselves weekly holidays, casual leave, earned leave and other gazette holidays. On festive days, police force is on streets rather than celebrating festivals with relatives. As a result, overworked policemen suffer from stress related diseases like diabetes, high blood pressure, and ulcer, heart problems. A study conducted by Upadhay SP (Nagpur, Rural) revealed that the suicide rate in Maharashtra police force was 17 per 1 lakh, while the national average was 10.5 per 1 lakh population.

Channabavanna\textsuperscript{187} states that police work has been identified as a particularly stressful occupation in comparison with other occupations. As a consequence of the stress, a variety of symptoms and reactions are known to occur leading to deteriorating performance including negative psychological status such as emotional burnout, frustration, anxiety and depression besides psychosomatic and physical conditions like ulcer, headache and others. The reasons are work overload, lack of recognition, fear of service injury, inadequate equipment and lack of job satisfaction etc. He has given a recommendation that police hospitals need to assess mental health.

As written by Mathur\textsuperscript{188} according to study by Yadav (1994) also observed stress in a sample of police personnel in Rajasthan State. It was observed that police personnel under study were found to have lesser scores on the stress as well as various measures of emotional problems when seen in comparison with the group which has served for sufficient period of time. The person’s rank in the hierarchical power ladder was found to play an important role sub inspectors and inspector’s group was the most stressed on recording of highest scores on all the three level scales of the study.

\textsuperscript{187}Channabavanna S. M., \textit{Mental Health problems among police personnel, An Epidemiological study}, BPR&D Journal, p.68.

\textsuperscript{188}Mathur Pragya, \textit{Stress in police in India Recognition, Diagnosis and Coping Strategies}, Gyan Publishing House, New Delhi, 1999, pp. 73 – 82.
As elaborated by Mathur, police stresses are part of police culture and police stresses are usually divided into one of the four set of stresses. a) External b) internal c) task related d) individual. Police in India, including Maharashtra and Mumbai police are truly stressed a lot. Psychological services and trained police psychologist must be set up as in the other countries. Better selections and improved training would be useful measures in handling stress in police.

Nair in her research paper comments on work life balance. She concluded that there is a need to have better work life balance which to some extent can be improved by filling in the sanctioned posts and through better human resource management. Part of their dissatisfaction could be dealt with through better implementation of the norms regarding leave compensation. In a psychological sense, their performance could be improved also by creating more space for participation like by being more receptive to their ideas and insights for improving the functioning of their department. The study emphasizes the fact that there is a considerable scope for the department to improve service quality, responsiveness, productivity, information sharing, fairer treatment of the poorer segments of society. The department should implement the existing policies better and get additional resources.

As stated by Chaudhary, every criminal justice profession and association has a code of ethics, professional responsibility, values and principles of conduct. The police department in India should also own a set of core values that are aspirational, after developing them through a collective exercise within the police organization. Three main dimensions influence the process of ethical decision making and a culture of integrity within the police department. They are environment, the organization and the personal characteristics, values and behaviour of individuals involved in the process. Not only does police deviance hit the public who are already in distress and

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190 Nair Meena, *A mirror to the police, Search for transparency and accountability in Karnataka, India*, a paper for the 1st global conference on Transparency Research University, 2010, p. 28.

very often belong to disadvantaged section, but it is also very glaring. One ethical act in the public eye can wipe off all the good impression that the department may have formed by the hard work of a large number of officers.

3.4.9 Review of Relating to Politics and Policing

Bedi\textsuperscript{192} states that setting up the modal cell is not the solution for breaking the political criminal nexus. The root cause of the problem must be eliminated by restoring professionalism in law enforcing agencies and ensuring great independence of their functioning with accountability and transparency. The monopoly of politicians in appointments and transfers of senior police positions must go, only then will the nexus be broken

Sengupta\textsuperscript{193} expresses the concern over political influence on policing. She states that police can’t be completely separated from the government and for that matter cannot remain immune from the political influences. All the police commissioner’s reports have printed it out and showed their helplessness to cope up with it. Her observations are that political leaders either approach a senior inspector or an officer in charge directly, or pressurize him to comply with his wishes. He can put pressure by approaching the higher ups in the department. Once the police officers are obliged, they seem to help their political patrons so that they can maximize their own gains. Her observations showed that this nexus continues and works even at the cost of public welfare. Political patronage for subordinate officers causes complications in discipline.

Saha,\textsuperscript{194} says that political interference in the police administration hinders the police to function effectively. It is often said that reckless and blatant interference in

\textsuperscript{192} Bedi Kiran, \textit{I Dare!}, Hay House India, Delhi, 2010, p. 276.


\textsuperscript{194}Saha B. P., \textit{The Police in Free India, its Facets and Drawbacks}, Konark Publications, Delhi, 1990, p.118.
police administration is the root cause of its inefficiency, determination and loss of image.

Mawah\textsuperscript{195} shares his experience that success is possible even if one doesn’t sacrifice one’s principles and refuses to comply with the improper directions of the superior. Most of the political leaders want the police to deliver on crime control and maintenance of law and order. Even a most difficult political leader has little respect for an inefficient and corrupt police officer. And at times, a temporary setback can turn out to be blessing in the long run. Even in a current political system there is huge space available for professional and committed police officers. So called failures or successes in one’s career depend on many factors and most of them are not under one’s control.

Chandra\textsuperscript{196} has given justification of personnel department in police force. He says while work and social pressure on police personnel, since independence have registered a quantum jump in quantitative and qualitative terms due to growth in population, mass education, socio-economic legislations, industrialization, the size of the force, infrastructural facilities and management systems. The general level of motivation, morale and efficiency of the police personnel has been decreased due to bureaucratic culture.

Umranikar\textsuperscript{197} feels that it is a known fact that politicians have great impact on police work culture. The police have been used for narrow political interests to promote the party in power. Today, we have a police which is highly politicized politically polarized. For it has become a pawn in the hands of politicians. In return, the policemen get political patronages, which have become necessary for their survival. Criminalization of politics has added a new challenge to the police. The


\textsuperscript{197}Umranikar J. Y., \textit{Police reforms in India, A Sisyphean saga}, Functional Review of Indian Police, A step towards good governance, Ameya Prakashan, Pune, 2009, p. 123.
principle of innocent till proved guilty has been stretched to limits and politicians with
criminal records continue to occupy position of power with impunity. There is a sharp
rise in the corruption and criminality among politicians. There was a group nexus
between politicians and gangsters. Complaints against gangsters are not registered by
the police and complainants who enter to report are threatened by police and asked to
seek dress elsewhere. The police are prevented from taking action against the
gangsters.

3.5 Review of Literature Relating to Constables

Sen,\textsuperscript{198} expresses his views that constable, who constitute about 80 percent of
the total police force of the country are the most frequently visible police officers and
generally first to come in contact with the people. Unfortunately, in our country,
majority of the constables are illiterates. Role of constables is not just lathi wielding
robots. The Indian Criminal procedure code gives powers to a constable to effect
arrest without warrants. His other duties like beat duties, shadowing of the suspects
and collection of intelligence regarding crime and criminal require exercise of
judgment imagination, initiative exercise of discretion and interaction with people.

Umranikar,\textsuperscript{199} writes that IVth report of National Police Commission
recommended an amendment of section 154 Cr PC to make it a moral obligation for a
police station to register FIR whether or not the crime had taken place in its
jurisdiction and then transfer the FIR to concerned police station. It suggested surprise
visits by senior officers to police stations to detect persons in illegal custody and
prevent ill treatment, mandatory medical examination on the complaint of ill
treatment as well as judicial enquiry for death in police custody. He also stated that
after his appointment as the prime minister, Shri Manmohan Singh had addressed
“There is a need to acknowledge the link between police station and the development
work. The police have to play an important role to play in the economic resurgence of


47-71.
our country by ensuring the rule of law and preserving law and order. More than 80 percent police personnel belong to the category of constables. We have to provide adequate housing facility to constables and also train them to improve their psychological and mental makeup. They should imbibe the constitutional values of our republic, respect for diversity, inclusiveness and commitment to secularity. The Indian police service has to ensure that the police force is effective, caring just as well as responsive.” He has also illustrated the recommendations of Padmanabhaiah committee, The aim of this committee was to make yet another attempt to look into the organization and functions of police system suggested certain restrictions on the recruitment of constables to officers from 1:7 to 1:4. The existing constable should be retrained in order to imbibe a good work attitude and those who fail should be compulsorily retired. In addition to this, a constable should be classified as a skilled worker. Suggestions given by the said committee also included that the crux of efficient policing is amiable and effective street presence of a motivated and well trained constable. Long and arduous hours of work with no rest and recreation continuous deployment under extreme conditions of stress and strain, prolong stagnation in the same rank, inadequate pay structure etc. hamper the performance of constabulary. The hours of duty needs to be limited. Augmentation of manpower is a costly way out and not feasible beyond a point. However, outsourcing of some non-core police functions, introduction of video conferencing to reduce the workload of prisoner’s escort duty, can produce useful means to reduce workload. Entrusting the constables with more imp tasks like enquiries into complaints, investigations of minor offences will bring down workload on investigating officers, leading to an improvement in the quality of investigation and also enhancing the self esteem of constable. Periodic public opinion surveys, regular training of policemen at all levels is another important requirement.. The constable’s behavior determines the image of the police in the country. Hence the NPC recommended that the constable should be made a respectable functionary with due sense of values, discretion and judgment. He should be looked upon as a potential investigating officer and be able to rise to a higher rank by showing his worth in the performance of police tasks. It wanted constable to interact with public and secure their cooperation by persuasion and
appeal for maintaining public order. He has to apply his mind and exercise judgment while enforcing the law.

Cox\(^{200}\) has appreciated Indian police constables in his service. He salutes some of the good qualities of Indian police. Any unusual circumstances, such as famine, cholera, riots or other disturbances, instantly throws a heavy burden and strain upon the police and is invariably met with a splendid spirit of self sacrifice, loyalty and devotion to duty. He also observed that men are well dressed and steady on parade. They were ill paid, overworked, both by night and day, of little or no education, oppressed with the knowledge that public opinion is prejudiced against them. However, they were determined to preserve their self respect, perfectly disciplined, neat and clean. Thus, he found that Indian policemen are not bad.

As experienced by Raghavan,\(^{201}\) constables at lower level and their behavior is the reflection of work culture created by police department. Leadership often fails to create idealism. There is a generation gap. Often negative attitude of seniors lead to application of X theory which fails to motivate police force. According to author, the main hurdle in motivating is the senior officers. There should be natural trust between superiors and subordinates. Leadership makes use of only physical capacity of police force. There is seldom utilization of their mental intellectual, psychological and spiritual abilities.

Shah,\(^{202}\) elaborates that the constabulary work culture is also dominated by colonial cultural traditions i.e. under British rules, the culture was built to convey this impression and ensure that the subjects never dared to look into the eyes of rulers. The imperative need was to develop a sense of fear of authority in the entire population and the police department served the need. He observes that the new framework of police organization will have to be rested on the edifice of the constable, who is the


cornerstone of nation’s security. Unfortunately, he is the most neglected official and is often equated with the class IV employee or an army sepoy. His status needs to be enhanced.

Umranikar\textsuperscript{203} narrates that Training programmes present unrealistic goals before trainees and there is a noticeable gap in the real on the attitudes and values between what they are taught and what they are expected to do in the actual field. It is also observed that all new recruits undergo culture shock before they finally adopt and embrace the police culture. The process is slow, gradual and at times takes a few years. There is always a gestation period before final adaptation of police culture.

Shah\textsuperscript{204} believes that a majority of the police force consists of constabulary and they are the first one to bear the sense of challenge the rioting mob. They should be given adequate training periodically to deal with the problem impartially and firmly.

Khopde\textsuperscript{205} has expressed that according to many, lower level constables do not provide effective services. Research says that he is not personally responsible. 90 percent of the fault lies with an outdated system and 10 percent fault lies with people. Constable can’t be blamed. He is doing his work given by his superior. Patrolling is not effective unless constables and other police force know criminals. It will just lead to wastage of government expenditure on petrol and increase in air pollution. Nakabandi / slum combing is of no use to identify criminals. Criminals already know the methodology. To keep continuous watch on criminals is impracticable. They have to do small crimes for daily bread. Police on patrolling has no facility of sanitation, rest and lunch which affects their efficiency.
3.6 Review of Literature with Respect to Work Culture of Police Officers

Parik\textsuperscript{206} strongly believes that the police officers influence the culture in zones and police stations.

Mathur\textsuperscript{207} says that the police culture also brings occupational deviance which allows police officers to accept cultures such as mooching, challenging favoritism, extortion, bribery, shakedown and premediated crime (Stodard 1968). Mooching involves receiving of free gifts as a favour. Chiseling entails demand free admission to events and discount prices. Shakedown includes the appropriation of expensive items for personal uses and attributing to it to criminal activity when investigating riots, arson, looting break in burglary etc. Secrecy, lying, misuse of authority and power, deviance and other form of misconduct is a part of police culture at officer level.

Subramaniam\textsuperscript{208} feels that the ethical values are important ingredients in a well ordered administration till 25 years ago, in the police, this was assiduously cultivated and practical of least at higher levels. The senior police officers ensured that the younger ones did not stray from conventional approaches. Rarely was a senior officer accused of corrupt, improper practices. The march of politics has been instrumental in the weakening of the moral fiber of police force. With good officers, it was difficult for young officers to deviate from established values. It is necessary to restore these moral values in police administration without which the ultimate sufferers will be the public.


\textsuperscript{208}Subramanian C., \textit{Indian Police, A DGP Remembers}, B.R. Publishing Corporation Delhi, 2000, p. 325.
Khopde\textsuperscript{209} has the opinion that there is a cultural confusion with IPS officers. They are unable to adjust with traditional culture and advanced globalization. This is reflected in the raids on rave party. If pubs are involved with illegal activities and it is worsening law and order structure, then such raid is justified. The way they are done or publicity is given is not good for public image of the police. He believes that going to party is not an offence. There should not be defamation of everybody. What is affecting police culture is that police officers have Identity crisis. At one side, they have to execute Indian penal code and on the other hand, there are too many expectations of public which leads to frustration among officers. Mumbai is sitting on volcano with unfortunate incidences like bomb explosion, extortion, drugs, casteism and so on. Police management needs public police cooperation, reducing distance between superior and subordinate, motivating subordinates, reducing misuse and underutilization of manpower. He has suggested that there should be change in the attitude of IPS officers. This attitude is indifferent because only 2 percent of total officers wanted to IPS. Others are frustrated because they were interested in IAS. Many of them have long tenure in police but lack knowledge of sociology. Many IPS officers feel that they know everything. They are not prepared to learn new things. Police officers use only command and control policy. He has experienced that police officers become soldiers but not captains. They get personal success and not interested in organization’s interest. Increase in manpower and technology will be of no use unless there is a proper leadership. Now onwards there will be a separate exam for IPS. There is a hope that it will help to improve leadership in police.

\textbf{3.7 Review of Literature Relating to Women Police}

Rao\textsuperscript{210} in his the study of women police coincided with the entry of Kiran Bedi into the Indian Police service. To what extent can women be entrusted with the rough and tumble of police life in the rapidly degenerating law and order conditions is


even today, a matter of controversy. There is a need for creating and strengthening the
women police in all states at the district level to work with children, women and in
social service role.

Raghavan\textsuperscript{211} informs that the creation of a women’s wing in the Indian Police
in a formal manner was essentially a post Independence decision. Prior to this, there
was a sporadic recruitment of small number of women in just five centers like
Kanpur, Mumbai (1938-39). Elsewhere, women were no doubt being employed on a
casual basis to fulfill certain legal requirements, as in the case of search of women
prisoners in custody. But they were never a part of the force. The services of women
police are utilized in a variety of chores, especially for interacting with women
complaints victims. Apart from escorting women prisoners they were found useful for
tackling women participating in public demonstrations which disrupt vehicular traffic
and threaten public peace. To encourage women shed their inhibition in going to
police stations because of the latter’s essentially male compassion a few states have
established all women police stations. Tamil Nadu has been particularly active on this
front. There are 57 women police stations in the state with a total strength of 4712
personnel.

As stated in Bombay police manual,\textsuperscript{212} a woman’s branch of police consisting
necessary staff is created in Greater Bombay in some big districts, the main function
being to help in the recovery of abducted women, to attend to the convenience and
complaints of female passengers at important railway stations, to apprehend female
offenders and to help in the administration of telephone exchange, places of worship
or entertainment.

Ali\textsuperscript{213} narrates that by 1970, women had broken the legal and practical barriers
to enter into police department. Despite skepticism and hostility, they demonstrated that

\textsuperscript{211} Raghavan, R. K., Policing A Democracy-A comparative study of India and the U.S., Manahar
Prakashan, Delhi, 1999, pp.222-223.


\textsuperscript{213} Mohamad Ali A. P., Performance of Women police (Tamilnadu), Kalpaz publications, Delhi, 2006,
p.19.
they were as capable as men in handling routine police tasks. There are a different attitudes and values and perceptions that influence the way in which they do the work. Though the status of women in police has been considered indispensible, the use of their potentialities is yet inadequate, sidelined and stagnant.

Kulshreshtra\textsuperscript{214} strongly feels that women in policing need to groom themselves in many fronts. Physical, personal intellectual and academic, social and attitudinal changes take place. Women in particular face several biological and psychological changes with marriage and motherhood. Effective and successful performance would require skillful adaptation to such changes.

Raghavan\textsuperscript{215} has expressed his opinion that the creation of a women’s wing is essentially a post–independence decision. Prior to this, there was sporadic recruitment of small number of women in just a few centers. They were never a part of the force. The services of women police are utilized in a variety of chores especially for interacting with women complainants / victims. Apart from escorting women prisoners, they are found useful for talking women participating in public demonstration. National police commission in its fifth report said that the entire philosophy culture and attitude of police should be such as to make a police station appear and function as a ready source of relief for persons in distress. In their view, the presence of policewomen in police station would help to a greater extent in achieving the objective. It was also suggested in the report that women police force should be strengthened and assigned to investigation in a greater measure that at present. Women should be recruited in a larger number particularly as Assistant Sub Inspector (ASI) and Sub Inspectors (SI) of Police.


Patil\textsuperscript{216}, Minister of state, Home Affairs said that with a 30 percent reservation for women to provide amenities for women police at police stations such as separate washrooms, changing rooms is must. The minister is trying to remove disparity in salary structure, making the police jobs more attractive and prestigious for women.

As written in Loksatta,\textsuperscript{217} in every district of Maharashtra state, one senior inspector should be woman. This was a declaration by government on International Women’s Day. However they didn’t take up the post either because of lack of seniority or family problems. It was also observed that men in uniform dislike being told off especially by woman additional chief secretary (home department). It was unfortunate that there are only 7 percent women in the police department.

Another article in Loksatta\textsuperscript{218} states that on the eve of International Women’s Day, government announced that 100 women drivers will be appointed. However there is only one woman driver who is trained. Home Minister has announced that on international Women’s Day, women police will be given a holiday, and the department will arrange entertainment programme for them, which were never implemented.

Tyagi Sharma, DIG, CISF\textsuperscript{219} believes that authority carries with responsibility. Initially for women police, there was a lack of response. However she is grateful to her seniors like Kiran Bedi, Latika Sen and Meera Borwankar who have set precedent and proved their work. According to her, today women are easily acceptable in police services a male bastion.

\textsuperscript{216} Patil Satej, “\textit{Saying it with sweets to strengthening security}”, Protector, 2, issue 3, January-February 2011, pp. 34-35.


\textsuperscript{218} Mahila Pochanchya Yojanela Grahan, Loksatta, 7th March, 2011, p. 6.

\textsuperscript{219} Tyagi Sharma Archana, “\textit{Authority comes with Responsibility and Accountability}.” Protector, Vol 2, issue 3, Jan-Feb 2011, p. 72.
3.8 Review of Literature Relating to Challenges in Police Department

Future policing in all cities including Mumbai is definitely changing due to change in environment. Drastic changes in international, political, social, technological and economical environment has created number of challenges in policing work. Patil,\textsuperscript{220} Minister of State for Home has rightly expressed the challenges in Mumbai police department. Change of mindset has now come about and there is now availability of sufficient funds. He says that Maharashtra has a finest force in the country. The review of literature related to such challenges is narrated below.

3.8.1 Review of Literature Relating to the Role of the Police

Sen\textsuperscript{221} has rightly emphasized the role of police. According to him, Today India faces serious problems of crime control and order maintenance. Never after independence, the country has had to confront problems of the magnitude affecting internal security. Forces of disruption and destabilization are trying to tear apart the country’s unity and integrity. In this grim situation, the role of police has become more crucial. The police have to act as agent of stability in the society convulsed by disorder and lawlessness.

Umranikar\textsuperscript{222} has given example of second report of National Police Commission. The report examined the police role, duties, powers responsibilities with respect to prevention and control of crime. Basic role of police is to function as a law enforcement agency and render impartial service to law in complete independence. To satisfy public expectations, they recommended new police act with new duties. In the third millennium, the Indian police system has another opportunity to change itself to
meet the demands of the Third Wave Culture, the Information Revolution, Globalization, Economic Liberalization, which have transformed every aspects of our lives. The police may no more be considered as a mere law enforcing agent, but a service provider catering to the security, safety and well being of the society. According to him\textsuperscript{223}, the police act 1961 created the police force to save the interest of rulers and not people. Time has changed and there is a need today to have in police force a managerial philosophy, a value system and an ethos in tune with modern times. To ensure that policeman is seen as a friend of citizen, in whom, common man could response trust and faith. There is a need to ensure honesty and transparency, frequent and arbitrary transfers demoralize the administration. Excessive uncertainty of tenure can cause a great deal of mental anguish; there is a need to find out an effective and working solution to this problem. People must have confidence in our profession of police, its honesty, integrity and efficiency. The police service must regain the pride in uniform and earn the affection, respect and honour of our community.

As expressed by Verma,\textsuperscript{224} the responsibility of maintaining order in a lawless society, where legitimacy of government has been eroded deliberately by its elected representative, where criminal elements enjoy patronage, where politics, crime, corruption, brutality produce injustices of most horrendous kind, policing is never a comfortable vocation. Dedicated and professional officers dealt with the problem, helplessness left the service primarily because of politicization of the service and abominable working conditions. He has also rightly pointed out that the police touch the very life of people. As coercive arm of state, they are called upon to maintain order and play a role in ensuring rule of the law. By preventing the criminal activity and apprehending offenders, the police plays a significant role in providing security and dignity to the citizens. Undoubtedly, the role of police in India is extremely significant in view of democratic policy and multicultural and multiethnic and large

\textsuperscript{223} Ibid., p.67.

size diverse population of the country. The police are crucial factors in the existence and development of India.

As observed by Ghosh,\(^{225}\) the maintenance of law and order and detection and prosecution of offenders are primarily the responsibility and statutory duty of the police. In the performance of his duty, policemen take risk and face danger almost every moment, a fact which is little understood and least appreciated. The policeman moves round the clock in all weathers throughout the years risking his health. He has very little family life. Reports of policemen laying down their lives in the discharge of their duties are received from all parts of the country. Our constitution has confined fundamental rights on the citizen’s for the protection of these rights and the democratic way of life, powers of interference with the life, liberty and property of the citizens have been confined by the law within constitutional limits on policemen. So policemen should not be afraid and should not resent public criticism and judicial review of their actions. Police is a very important limb of the administration. If the limb is not healthy and efficient, the entire body and politics will become weak and paralyzed. Efficiency, honesty and impartiality will earn them the esteem of the people. According to him, the role of the police in the modern society is that of a community leader. All other agencies of will perhaps concede that no social education programme in the interior can be successfully created without active police help, for example, eve teasing, gambling, hoarding and proficiency, food adulteration, untouchability.

Subramanian\(^{226}\) feels that in a civilized society the policeman is the custodian of law and order at the local level. He represents the people’s desire for good civil behavior, peaceful conduct of activity in public places, freedom to the citizens for moving about safety and security in all parts of the city or rural areas and generally keeps peace in normal times. He should be respected by the society appear fair and impartial, is looked up for guidance and support of the citizen when some trouble befalls him. He is generally seen as a benevolent but tough guardian of the citizens.


As written in his paper by Soothill, he expresses that public should decide what kind of service they want. The traditional role is to use regulations for gambling, prostitution etc. The police should be considered as a last resort in regulating pleasures. Superior-subordinate relationship, empowerment does not mean the rule of consensus should prevail in police department, orders still come down from the top but they will be fewer. There would be need to ensure that the lower level officers are not hoarding power, just because the top officers want the power to flow down doesn’t mean that power has reached the frontline officers. Thus, employee empowerment is an important cornerstone for motivating the policemen. Only an empowered employee can be inspired to produce results beyond the routine call of duty. With the implementation of the Supreme Court order of 22nd September, 2006, on making the police independent, the police departments in India are expected to gain greater autonomy in their functioning. However, any functional autonomy that would come to the police departments in due course of time can translate into efficiency and effectiveness only when it is coupled with another shift of power-from top managers in the department to the frontline officers. To empower the frontline policemen would mean to give them authority that goes with their responsibility, allow them a say in the affairs of the police department and provide an environment where they can recognize, care about and tend to citizen needs.

Umranikar has given the example of modern policing. The following chart represents the policing in 21st century.

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This chart represents the model by Her Majesty's Inspectorate of Constabulary (U.K.) using the concept of outsourcing. It emphasizes on community engagement, operational effectiveness, accountability and modernization of police force.

As mentioned by Singh²³⁰, former CP, Mumbai, the logo of Mumbai police has been modified to read ‘Mumbai police and you-partners in crime prevention’. No crime prevention programme can succeed without the active and willing cooperation of public. The week aims at educating the public at large and creating an awareness among them about such issues and their remedies to secure for them a safe and secure living. Mumbai is a complex city for police. Its vastness, cosmopolitan character, a large floating population and the dominance of business activities over all other activities.

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activities has given rise to the growth of organized crime and underworld phenomenon. Policing in such an environment is the most challenging task.

As narrated by Shivanandan,\textsuperscript{231} ex–commissioner and DGP of Maharashtra, community policing is a need of today. Cop-connect, Mohalla committee, Slum Committee should be regular feature of policing in modern times. Inclusive policing requires active participation of youth, traders as well as media.

### 3.8.2 Review of Literature Relating to Public Image of Police in India

Sen,\textsuperscript{232} states that public image, of police in India. Unfortunately, due to variety of reasons, some of them historical, the police do not enjoy adequate support and confidence of community. The public view the police as the long arm of the state that harasses and no befriends them. Today the police are feared by a common man, misused by the rich and powerful for their selfish ends, piloted by the press and made a scapegoat by the party in power. Harmonious police community relationship in India still remains an unrealized dream. The people will not hesitate to come forward to help the police provided they are convinced that the latter want to befriend with them. Democratic and empathetic police responses can work as a catalyst to ascertain new and meaningful relationship between police and community. He also agrees that in India, for a variety of reasons, some of which are historical, the image of police is poor and sullied. The studies described police as inefficient, discourteous and partial towards rich and influential (A study conducted in 1978 by The Indian Institute of Public Opinion, New Delhi, GOI) and survey on the public image of the police carried out by Banaras Hindu University in 1972. A research study on the Attitude of Adolescents towards the police done by faculty members of Institute of Criminology and Forensic Science highlighted the fact that the attitude of adolescents towards the police is very amenable to changes in the negative direction. In this context, the press has a significant role to play in shaping the attitude of public towards the police. It is a

\textsuperscript{231} Shivanandan D., \textit{Sarvasamaveshak Policing have}, Maharashtra Times, July 17\textsuperscript{th}, 2012, p.12.

great responsibility on the press to ensure that the press and the police news and features are fair and accurate. The police morale will remain unsure and self respect brittle if the public attitude towards police influenced by the press constantly remains critical. Exemplary performance of basic and visible duties along with better communication with the people through the press will build up a fair, favorable and friendly image of police on lasting foundation. Unfortunately, even the educated people have an imprecise and hazy knowledge of the police and criminal justice system. The Indian police officers to its leaders, a readymade ground to serve the public especially the disadvantaged weaker section of society and an appropriate environment where servant leadership model can be of immense utility. The fault-finding attitude remains as an integral and deep rooted part of the police sub culture in India. In business and industry, managers are assessed on the basis of overall success, but in the police department, officers are tend to be judged by the failure leading to an increasing tendency among the police officers to take refuge in unnecessary paper work, excessive monitoring and consultation (National police Commission 1977-81). The following chart developed by Chaudhary provides the relationship between the performance and image of police in India.
Chart 3.2: Relationship between police performance and police image

Source: Policing by Rohit Chaudhary, chart 1.3.1, p.45.

The Chart 3.2 suggests that police need to develop good public image and high performance.

Sengupta\textsuperscript{233} concluded in her research that even the police officers had perceived that their image amongst people was not good. Public took police as sarkari goondas who always favoured the affluent ones. The study further highlighted that grievances of the police officers are not getting public support when they need it.

Verma,\textsuperscript{234} states that in modern, independent and democratic India, the same administrative system is still continuing. The police station remains pivotal and its


proper functioning is the responsibility of the supervisory officers. However, corruption, inefficiency, brutality and blatant exercise of power over hapless citizens continue to be exercised by station officers. Even today ordinary citizens fear going to police station and police remains symbol of oppression.

As observed by Ghosh\textsuperscript{235} the task before the police for the free India is complex and it has many handicaps to start with. Prior to independence, the alien government used the police as machinery for the repression of the national struggle for freedom. Even after independence, the police force is looked down and treated by the political party in opposition to the party in power and also by some section of the public as the agent of the party in power. The result of this attitude is that the policemen do not command the esteem and confidence of the public.

Saha,\textsuperscript{236} states that it is no use denying that the police in India is failing to come up to the desired standard and its image is not up to the mark. The police experts generally advocate that vast area under one police station, inadequate man power, obsolete methods of controlling crime, discrimination in the eye of law, past legacy frustration in rank and file, misuse of the police force unchanged attitude of the people are the root causes of the police inefficiency and bad image. He also analysed that people judge the police seeing conduct and performance of the field police officers and also their insolence and high handedness, indiscreet and irresponsible conduct, arrogance and egoism. When there is a gap between police and public, which ultimately, tarnish the image of the police.

Ribeiro,\textsuperscript{237} in the forward to Ramachandran’s book has discussed that unless the police are respected by people, there will be no cooperation and police performance will suffer. The people view police as an oppressor and enemy to be shunned at the best of times. Ramachandran feels that people at large do not think high of the police


in our country, NPC have in general pointed out that the Indian police are not very efficient, high handed, impolite, indifferent and at times behave like criminals in uniform. He has identified the points like the police culture which demoralizes the police personnel and induces them to be impolite with public. Job related stress, when unmanaged, creates perversions in their personality which leads to many omissions, dissatisfied clients and lack of effective system of public accountability.

As written in his paper, Kapoor\textsuperscript{238} comments that public is bothered about the fact that who will protect them when the policemen turn criminals. The beasts in uniform require the severest action. Policemen are supposed to be protector and saviors of law abiding innocent citizens. However the police criminal nexus has become unbearable menace. They sell their conscience for petty gains and allow the criminals to operate. According to him, reorientation courses may be held from time to time to improve the functioning of the police and its image. What is needed is that exemplary punishment which will rein in the wrong cops.

As per a report on the image of the police in India,\textsuperscript{239} 1979, the findings clearly show that a very large majority of police according to the public did not perform duty in a straightforward and impartial manner. So far the attitude and behaviour of the police towards the public is concerned, the lower ranks emerge unfavorably, whereas the senior officers are on the whole considered sympathetic in their dealings with public. There is often the criticism on the common lunch given by police commissioner which is given through police welfare fund (Loksatta, Mumbai vritant, 23 rd May, 2012.).

Nair\textsuperscript{240} concludes that press release of a bottom up assessment of police work culture, both, i.e., a PAC (Police Affaires Center) report, and the director general of police Dr. Ajai Kumar Singh, declared a mix of both positive and negative findings.


\textsuperscript{239} The Indian Institute of Public Opinion, New Delhi, 1979, p.163.

\textsuperscript{240} Nair Meena, \textit{A mirror to the police, Search for transparency and accountability in Karnataka, India}, a paper for the 1\textsuperscript{st} global conference on Transparency Research University, 2010, p.28.
The objective was to generate a better understanding of the problems and constraints being faced by the police personnel in their role as a service provider to the community. The findings revealed that non registration of the cases by the police remains a serious problem. The main problems faced by the complainants had to do with the efficiency and the responsiveness displayed by the police when the complaints being taken which is average of two and half hours for lodging complaint and four hours to get First Information Report (FIR) / acknowledgement copy. There was a significant proportion of the public not feeling at ease in dealing with the people. There is also a weak system of follow-up. The information is provided only after repeated visits but seldom at the initiative of the police personnel themselves. The study also highlights a major problem of limited awareness of the citizens about the procedures at the police station regarding registration. As far as performance of the police station is concerned, it was concluded that proactive steps have been taken to inform and educate the public about the steps involved in accessing a police station.

Khopde\textsuperscript{241} states that 100 percent satisfaction of public complaints is not possible. Making public comfortable, avoiding carelessness and indifferent attitude, will help creating good public image. If there is failure, it should be shared by all instead of blaming each other.

Gupta\textsuperscript{242} points out that image of the police being intimidating to the public is a perception largely of the people who have no interaction with the police.

Padmanabhan\textsuperscript{243} has rightly mentioned the image of police. He states that the police force is probably the only organization within the government which still has in a large measure, a traditional view of itself, a view which instills amongst its members a perception of themselves as belonging to a common exclusive entity distinctictly set apart from the other organs of the society in terms of form, rules functions, Image,

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\textsuperscript{241}Khopde Suresh, \textit{Mumbai Jalali Bhivandi ka nahi?}, Sneha Prakashan, Pune, 2010, p. 159.
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\textsuperscript{242}Gupta Amitabh, \textit{Be honest and dedicated, favourable results will follow}, Protector, Vol 2, Issue 3, Jan-Feb, 2111, pp.38-39.
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power, responsibilities etc. Police view themselves as a different entity set apart from the society.

3.8.3 Review of Literature Relating to Police Public Co-operation

Sengupta\textsuperscript{244} has stated her valuable suggestions towards police public cooperation. For police public cooperation, the strategies suggested are strengthening the communication with the public, seeking support from public, utilising local resource and educating the public, arranging police public meetings, to cultivate informers among public and rewarding them and install public call stations.

Ghosh\textsuperscript{245} narrates that police public co-operation which is the keynote of police success is essentially two way traffic. No amount of effort on the part of the police to win over support of the public can succeed to usher in a new era of PPC unless there are a comparable civic sense on the part of the people, the make their services ungrudgingly available to co-operate with police in all their efforts to discharge the responsibility they have as members of the society and lend service support to the law and order machinery set up for their well being. That the police are inefficient, the police are corrupt, or the police use questionable methods should not be put forward as excess uses to justify non-co-operation with this important organ of the society. While police has to set up the highest traditions of service to the society the later has the obligations to maintain conditions conducive to efficient working of the police and ensure that the minimum help the police to serve them better. There may be individuals amongst the police who by their conduct or character do not deserve co-operation of the people, but that shouldn’t be the controlling factor in determining the attitude of the public towards the police when vast majority of the policemen are honest and upright. How the public expect the police to follow the highest traditions of democratic attitude of they are dealt with in this undemocratic


manner for the lapses and shortcomings of some of the erring personnel when the public has free access to the machinery established to access the guilt or innocence of the police. It is necessary that the atmosphere of cordiality and co-operation should exist between the public and the police. The society gets the police it deserves in the old saying which holds good even today. The role of the police in the modern society is that of a community leader. All other agencies of will perhaps concede that no social education programme in the interior can be successfully created without active police help.

Baker\textsuperscript{246} stresses that it needs to be recognized that there are issues of policing culture. That are not matters of money and short term training can sort alone. Such items include station based policing that is reactive rather than proactive policing. There is also a lack of willingness to take initiative without authority from above leading to senior managers being overloaded with decisions that those below them should take.

Kohli\textsuperscript{247} states that, independence has brought a new stratum of the public is frequently in close relation with the police. In a socialistic pattern of society, the police and public are to a great degree identical. The police can’t discharge their duties to maintain law and order without the backing, goodwill and cooperation of public.

Zende\textsuperscript{248} has rightly said that the public has got more powers than the policemen. Common man faces the problem of procedural difficulties which can be amended to certain extent. He also observed that there is a full protection of law in case of crimes like rape and burglary. Still public is afraid of criminals. They do not have trust on police. Criminals increase their activities due to two reasons. One is an

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\item Zende Madhukar, Marmik, June 9\textsuperscript{th}, 1996, p .28.
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attitude and the other is opportunity. He believes that government and public should not give them such opportunity.

Malhotra,\textsuperscript{249} former DGP has stated that policing a democracy is not at all an easy task. Police cannot ignore the significant fact that the enforcement of law derives its legitimacy from the sanction it has of the community at large. This implies the need for the police to carry the public along with them while seeking to enforce law. Even since independence, there has been no systematic effort on the part of Indian police to build up healthy police community relationship. Whatever little efforts have been made, were all sporadic, initiated by some enlightened and enthusiastic policemen.

Pawar\textsuperscript{250} has narrated the importance of police–public cooperation. He states that the participation of people in normal course in implementing the law would go a long way. The people’s participation in improving law and order situation would be in various ways. Self discipline and self introspection has no substitute in the human life. If that takes place, people will stop looking for solving their problems. Police can only be a symbol of strength but its hands need to be strengthened by social support.

\subsection*{3.8.4 Review of Literature Relating to Technology in Policing}

Umranikar\textsuperscript{251} is of the opinion that an innovative way of reducing workload of the police department is the adoption of E-governance. The use of information and communication technologies which are cost effective and can help improve efficiency and effectiveness of the police. Use of Information Technology can reduce the burden of paper work, relieve the responsibility of maintaining voluminous records and save on main distribution duty deployment. Preparing reports for courts NHRC, CID is a

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\textsuperscript{249} Malhotra Subhash, Crime Prevention week, 18\textsuperscript{th} Dec -24\textsuperscript{th} Dec, 2000, Siddhi Prakashan, Mumbai, p. 8.

\textsuperscript{250}Pawar Y. C., Law and Order Scenario in Mumbai city, Crime Prevention week, 18\textsuperscript{th} Dec -24\textsuperscript{th} Dec, 2000, Siddhi Prakashan, Mumbai, p.40.

\textsuperscript{251} Umranikar. J. Y., Police Reforms in India, A sisyphean saga, Ameya Prakashan, 2009, Pune, p.162.
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time consuming work. According to him, there can be super net, dish net and Maha net which is an ideal structure. The Prime minister’s address at the DGP’s conference 2008 says that globalization has produced new infrastructure threats and risks blurring the distinction between external and internal threats. Today’s terrorists use modern communication and explore cyber space to carry out their disruptive activities. Resources at the disposal of the police are often inadequate. The strength of personnel in police stations clearly needs to be augmented. On November 23, 2008, the prime minister had recommended a police mission approach to create an image of the Indian police as a professionally and technologically advanced force.

Sathe\textsuperscript{252} expresses the concern that Mumbai police has made purchase post 26/11 which includes the backscatter X-ray van imported from the US, worth Rs. 8 crore, has developed a technical snag. They have concluded that the vehicle is not suited to Indian conditions and are planning to scrap. This suggests the wastage of resources.

Gupta\textsuperscript{253} observes that technology has fast been permeating into the functioning of the police forces. There is a paradigm shift in the advent of technology in the day today work of police.

Chandigarh police has adopted Quality Policing in 2007, for all its police stations. By 2008, it achieved major success by getting the ISO9001:2000 certification for 100 percent police stations. The important component they feel is it is a citizens’ feedback which determines the efficiency, feedback on ability of police to deal with crime incidents, situations, effectiveness in crime prevention, time response in providing services, reliability of police service, handling public complaints, grievances and suggestions, effectiveness of intelligence services, quality of security arrangements, attitude of police and professionalism. The benefits of obtaining such quality standards were enhancement in the image of the organization, system

\textsuperscript{252} Sathe Abhijit,, \textit{Police,s Rs 8 cr mobile bomb scanner goes bust.}, Mumbai Mirror, May 25, 2012, p.18.

orientation, improved work culture, improvement in productivity and quality and reduction in consumer complaints.

3.8.5 Review of Literature Relating to Community Policing

As given in his book, Umranikar\textsuperscript{254} states that the field survey in Mumbai study supports the hypothesis that the urban Maharashtra needs modern community policing. They also highlight the divergent perceptions of the public and police force. Recommendation of Muzumdar Committee on policing in Pune indicate society’s willingness to engage in a dialogue with the police on user friendly reforms but the same cannot be said for rural areas.

Umranikar\textsuperscript{255} also points out that the government of Maharashtra approved High Power Committee on police planning and management. The core agenda of HPC included a comprehensive examination of all the aspects of policing and their responsibility to the community. It highlighted that the law and order situations in the state was alarming and without urgent measures, the situation may go out of hand. Urban cities are likely to face the problem of urban overcrowding, slum formation, juvenile delinquency socio economic offences, and financial frauds. It suggested formation of liaison committee, citizens’ committees and use of young student volunteers called Lokmitras of police station level. The committee identified non–cognizable offences as the major reason for the feeling that the police station can’t provide relief to common person. The National Police Academy (NPA), Hyderabad has also published a compendium on good practices in community policing. The objectives are defined as problem identification, problem resolution, better partnership between police and public, taking due care of human rights, better management of community wisdom, knowledge etc. Strategies suggested are changing attitude of policemen, professional policing, change in management style

\textsuperscript{254} Umranikar J.Y. Police Reforms in India, A sisyphean saga, Ameya Prakashan, Pune, 2009, p.83 and 309.

\textsuperscript{255} Ibid, p.57.
and community policing initiatives. He also mentions that for the police to discharge their duties efficiently, enlisting public cooperation is very crucial. Unfortunately, alienation of people from the police is a major hardship today. Under the situation, initiatives have to be taken for greater community participation in policing, which would lead to better police performance on one hand, and more appropriate attitude and behavioural pattern on the other hand. Many traditional practices of Community policing have become defunct. There should be initiative by the officers and large scale awareness among constabulary.

Joshi and Bajpai\(^{256}\) have narrated the basic idea underlying the concept of community policing is the citizens’ involvement and participation in police work. The concept of community policing has three principles, the first being the basic mission for whom the police exist is to prevent crime and disorder. The ability of the police to perform duties is dependent upon the public approval of police actions and behaviour and the police must secure the willing and voluntary cooperation of the public in observance of the law. However he says there are risks like politicization and dangers of members of public taking law in their hands.

Chaudhary\(^{257}\) has narrated the evolution of the concept of community policing. He states that community policing principles have broadened the role of police officers from the law enforcers to problem solvers who address disorder in an effort to improve the quality of life in communities. Community policing realigns the traditional sharing of power over police and establish a new relationship in the social contract between the police and the society. The conservative police culture is a major obstacle in implementing community policing. The traditional crime fighting culture does not regard problems between people as real police work, but as a social work. Today the people in community want their own cops and there can be no doubting

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that police as a service has improved considerably at the delivery end, wherever community policing has been implemented with committed policemen. In concluding remarks, he insists that community policing is philosophy of policing and can’t be seen as a separate branch. The policemen should work as community officers a while working on streets.

Marpakwar\textsuperscript{258} has narrated a unique scheme devised by Mumbai police. Mumbai police commissioner, Arup Patnaik and BMC commissioner, Sitaram Kunte have embarked on separate missions with one common goal—to clean up Mumbai. The Commissioner aims to restore the citizens’ confidence in law enforcement agencies He spends two hours in a police housing colonies and police station.

Baxter\textsuperscript{259} has mentioned the state of community policing where Alderson refers to his solution as communal policing, in an attempt to mark it off from those community policing schemes which simply involve putting more officers onto the beat. For him, communal policing has little or nothing to do with the enforcement of law but is concerned in dealing with social disorganization leading to crime, thereby serving common good. According to him, police analyse crime and other social phenomena – housing, employment, planning, social services and probation-in order to discover local causes of crime. There is no single accepted strategy for policing. There is on the one hand, what has been called soft approach of community policing and, on the other hand, the hard approach of controlling the streets.

As mentioned by Saravde\textsuperscript{260}, Mumbai is a cosmopolitan city with a large influx of migrants from other states of the country. There are areas of extreme affluence like Malbar Hill, Colaba and Bandra in the city, coexisting with the middle class localities and poorer sections. About 49 percent of the city’s population is estimated to be living in slums. On the religious front, the traditional mistrust between

\textsuperscript{258} Marpakwar Praffula., \textit{BMC and police chiefs step out to clean city}, TOI, May 21, p. 2.


Hindus and Muslims keeps the city’s police on its toes. Thus, in order to evolve the best practices for effective policing in the city, it was felt that people should be engaged in a continuous dialogue with the police. As per her research, people expected a clean, corruption free and impartial police force in the city, which they could feel free to approach, when in distress. She felt that police should be first made approachable and people friendly. The community policing programmes like Senior citizen’s Safety programme, The Communal Harmony week, Schools and neighborhoods were encouraged to bring children to the police stations and interact with policemen. She also received written responses from all participating in programmes and the responses were positive and showed increased satisfaction level regarding transparency of police work in this locality. It was learnt that through these programmes, the community also understands the constraints of police work. Thus, greater sense of partnership develops between people and the police.

Other community policing related measures which are given publicity by Mumbai police include some of the programmes. It may be security lessons for dada–dadis at jogging park to reduce the crimes related to senior citizens. Senior inspectors have made it a new morning routine and educate them about safety. The police are trying to create a database of domestic servants but have been unsuccessful so associations like Juhu Citizens Welfare help them to collect the same. The police urged citizens to provide the same information about leave and license agreements. But it has remained just a formality. Sometimes false information is also submitted Citizen has to go to police station again for verification. To avoid this, citizens take help of agents and it encourages corruption (Loksatta, Mumbai VrItant, 16th May 2012). Pratap Dighvekar, DCP, has an initiative which is called one cop stop for housing societies where a dedicated constable will take care of security of these societies in the western suburbs. It will be constable’s responsibility to visit society allotted to him daily and keep vigil. The officials say that the initiative will help to restore police’s image in the eyes of a common man (Abidi Snnhka, DNA, July 9, 2011, p.18.).

Community policing also encourages setting up Eagles’ Patrol squads to tackle street crimes. They will be issued ID cards. Locals have been of a great help to the police as they
are aware of what is happening around them (Nazia Sayed. Mumbai Mirror, June 6, 2011, p.6).

3.8.6 Review of Related to Police and Crime

Yogesh Sadhwani\textsuperscript{261} has written that Prakash Jadhav, a history sheeter, is held in suspicion of murder, is notorious for using his knowledge of the legal system to harass cops in charge of his case. He sends a string of complaints to Human Rights Commission. It is frustrating. This type of criminals pose is a serious problem in handling investigations.

Sengupta\textsuperscript{262} calculates that the incidence of crime is directly related with the size of population, strength of police personnel which shows the density of the workload. She also holds responsible the media impression where police is most of the time inactive or involved in crime related cases. Crime fighting for any police is a primary concern. Today, robbery and theft have become marginal crimes. Now bank robbery, brutal murders, ransom, kidnapping are being observed frequently and there is an involvement of highly educated unemployed youth in the crime. Criminalization of politics has made the socio-politico administrative environment polluted. Now the police themselves feel not protected. Police criminal nexuses seemed to encourage and affect law and order situation especially criminal dominated areas.

\textsuperscript{261} Sadhwani Yogesh, \textit{The criminal no cop wants to mess with}, Mumbai Mirror, May 23, 2012, p.10.

Sen concludes that wherever there is an upsurge of crime, there is an outcry against the police to control the crime without realizing that the police alone cannot play a decisive role in reducing crime. The crime can only be reduced when there is prompt and decisive law enforcement, realistic punishment to criminals, harmony and co-ordination with other agencies. The task before the police administration today is to ensure that the police use the force and authority with utmost restraint and only in unavoidable circumstances. The police, whether they are recognized or not, are important social actors, who influence public attitude on law, government and use of force. He also says that the police are also handicapped in different ways and plagued by various constraints in their way against crime. The investigation load is too heavy to be borne with any reasonable degree of efficiency (122 case against 75 a year, which is a yardstick fixed in the conference of IGP and endorsed in the report of Delhi Police Commissioner). Again, because of odd duties and commitments, the police office of Thana area is not able to devote full attention to the investigations of cases. 37 percent in investigation (A sample survey done by the National Police carried in 6 states). Other duties (maintenance of public order, VIP bandobast, court attendance petition enquiries). The frames of new laws give little attention to the problems of law enforcement. Once the law is passed, they are dumped like unwanted pigs at the back door of police station with little or no enquiries as to their eventual health. But public criticism against the ineffectiveness of such legislation is directed against police without understanding the factors over police has no control. The problem of crime is complex and complicated one. Crime results from many factors intricately interwoven with one another as has been shown by the researchers of psychologists like William Healy and Sir Cyrit Burt. The efforts of police alone to control crime will meet with the limited success, unless there is a multi pronged attack on behalf of the society to irradiate the real causes of crime like poverty and unemployment, ignorance, disintegration of family etc. Thus improved police techniques, harmonious police community relationship, courtroom reforms will not alone are effective in reducing crime and delinquency unless socioeconomic conditions that give rise to crimes are also attacked with vigor.

Umranikar,\textsuperscript{264} says that the Malimath Committee looked into the criminal justice system as a whole and made some significant recommendations, which are yet to be implemented. Even amongst knowledgeable, there is a lack of understanding about the complexities of police working and criminal judiciary system. Gradual but certain erosion as an impartial enforcement agenda.

\textbf{3.8.7 Review of Literature Related to Reforms in Policing}

Verma\textsuperscript{265} believes that the system set up by British designed for order maintenance with no direct respect to the people. Reformation of the police is not a question of management and technology alone. Police are part of society and the study involves deep rooted questions of philosophy, history, methodology and ideology. We have to look beyond into the nature of society, its institutions, culture, beliefs and values. It talks about the organizational history and model of police that was established to serve colonial interest but which continues even today. The structure and culture of police is the frame that has to be broken in order to make police organization relevant to Indian society. Police reform is possible only by working with NGOs, who understand the grassroots of the problems, but utilizing the modern technology to professionalize the functions, by learning from successful experimentation in other countries and realizing the importance of research as a vehicle of change.

Umranikar\textsuperscript{266} points out that there have been several attempts to reform the police. NPC was appointed in 1977 and it brought out eight comprehensive reports. Two decades later the Rebeiro Committee was appointed followed by Padmanabhaiah Committee. Every effort has come to a naught because political executive irrespective of the party in power has always had apathy towards police reforms. Administrative Reforms Commission has put at rest the idea of operational freedom for the police by


strongly advocating that the police can’t be made free from political direction. Lord Keynes, the great economist said ‘It is not difficult to have new ideas; it is much more difficult to get rid of old ones.’

3.9 Review of Literature with Respect to Police Department

Sengupta\textsuperscript{267} has explained that the Arthashstra of Kautilya has given a detailed description of the organization of police in ancient India. Thus; the origin of police in India can be traced in Vedic periods. Historically speaking, we find the same kind of organization for watch and ward or bringing evil doors for justice was existence in one form or the other. It may be stated that the functions and duties of these organizations were very limited in scope in early times and they increased gradually within the increase in civilization, population and means of communications. Police as an independent unit in state administration, is however, a very recent development in the industry.

She has explained the police system in our country; we have three types of police.

a) The Central Police – This consists of a central bureau for collection of intelligence. A Central Reserve of Armed Police for protection of the International borders and for maintenance of law and order under emergency circumstances. A central college for training senior police officers hereby having coordination and uniformity in training and lastly, the national cadre of police officers in Indian Police Force.

b) The State Police - The jurisdiction of each of the states forming the Indian Union have been constituted into general police district. The SP of the police in the General Police/District rests in and is exercised by the state government.

c) The village or rural police – These are ill-trained, ill equipped and ill paid set of villagers under the District Magistrate utilized for local police force.

Umranikar\textsuperscript{268} has given the existing closed model of police system which needs to be changed to improve the work culture and thereby the performance of the police.

![Chart 3.3: Closed model of police force in India](chart)

Source: Police reforms in India, J.Y. Umranikar, fig 3.3, p.255.

He has elaborated that Indian police today is trying to move from the closed, colonial, conservative model towards the open, democratic model having greater involvement with the community. Modern policing requires transparent and professional sieves to citizens with close association with community.

3.10 Review of Literature Related to Maharashtra Police and Mumbai Police

Umranikar\textsuperscript{269} has narrated the nature of Maharashtra police. He states that 42 percent of the total population of Maharashtra resides in urban area, while 58 percent lives in rural area. There are about 40 cities with a population in excess of 1 lakh. The present police system in Maharashtra is based on Bombay Police Act, 1951, which was amended in 1987. The act is a unification of the Bombay District Police Act, 1989 and the city of Bombay Police Act of 1902. The state has 76 police units comprising of 10 commissionerates, 33 police districts, 13 Special Reserve Groups and 11 training institutes.

Mumbai police is a prestigious institution having international reputation. However, little literature is available specifically covering Mumbai city. The researcher has compiled the information based on the website of Mumbai police, the Protector and Mumbai Samwad, the publications by Mumbai police and guidance from Dr. Deepak Rao. The newspaper articles have also contributed to this chapter.

As edited by Rao\textsuperscript{270}, the history of Bombay City Police opens in 1669 with the Bhandari Militia, a modest force of about 50 men. One of their main jobs was the night watch that is to keep an eye for robbers, especially the gangs which are operational in woods caves in the islands. After hundred years of their establishment, the need for professional head of police was increasingly felt and Bombay got one on Feb. 17, 1779, James Todd was appointed as Police Chief on a salary of Rs. 4 a day. He was finally tried for corruption but was allowed by a sympathetic government to resign. He is remembered for his seminal contribution towards drafting the first Bombay Police Code, a set of 41 regulations for the management of police. His salary was unfairly low that it made his crime less contemptible. It is hardly strange that even today, less salary and lack of proper housing continued to be raised, when the


issue of corruption in constabulary is discussed. By 1812, the Superintendent of Police was assisted by Deputy Superintendent of Police, 10 Europeans and 86 Indians, of which two were inspectors of roads. The post of Commissioner of Police was created by Act XIII of 1856 on June 14, 1856. William Crawford was appointed first Commissioner of Police for the town and island of Bombay. In 1850’s the police performed many tasks, which extended beyond crime and law and order duties to civic ones. The Bombay Police Commissionarate was established in the year 1856. Paydthonie Police Station was the oldest police station started in Bombay in 1860. S.M. Edwards was the first and only member of the Indian Civil Service to be appointed as Commissioner of Police. He was responsible to introduce many new systems which are now police institution. The police Gazette was started in 1911, the forerunner to the police notice system. The police notice is like in-house police news paper printed on a daily basis is the first thing, be it a policeman, hawaldar and IPS officer. New police stations were planned and fitted out with modern systems and trained staff. He also introduced daily and night shifts and direct recruitment of Sub–Inspectors from the population rather relying only on the English speaking Jamadar and Hawaldar. The Bavla Orphanage today houses the office of Additional Commissioner of Police, central region and some wireless offices.

Mumbai police commissioners who brought reforms were E.S. Modak, J.F. Rebeiro who was known as the tough talking cop, respected by both the citizens and force, in whose welfare he took personal interest. Soman, V.K. Saraf, Arvind Inamdar, R.D. Tyagi who was a task master and workaholic. He expected his subordinates as efficient as he. He brought spirit and polish culture of armed forces to the police from olive to khaki. R.S. Sharma introduced the system of motorcycle borne Beat Marshals, which is serving the city well. These examples clearly indicate that the reforms are needed in Mumbai police to shape healthy work culture and leadership in the form of police commissionarate and Home minister can play a vital role in shaping such new culture.
3.11 Work Culture in Police Department of Other Countries

Police culture is bound to have variations and differences in different countries. It is only in the U.S. that scientific study has been carried out.

Chaudhary²⁷¹ has elaborated on the reforms in police department in other countries to improve work culture. He says that the policing model in India is an adaption of Ireland model. A commission was set up which published its report in 1999, making far reaching and radical recommendations for the reform of policing. The recommendation included that model of society where the demands of security were met by the participation of local community and agencies, both government and non-government, which would share the responsibility of crime and security. It recommended two levels of accountability and participation. The police system, which was given to India by British, is very much different than what they followed in their own country. The statutory duty of the police authority under the act in U.K. is to secure the maintenance of an efficient and effective police force for its area. The police arrangement is what is called the tripartite system of policing – the other two elements are the home office and police force itself. The major police organizations, their missions, programmes and culture can be summarized as follows.

1. **Japan**: Choudhary’s²⁷² study reveals that in Japan, there are four level centralized bureaucracies. The first level was the National Public Safety Commission. The second level contained seven regional bureaus which supervised the prefectural police. They are further divided into district police stations which constitutes the third layer. The bottom level consists of public boxes. In Japanese police, non specialized career paths are directly related to achieving ranks through nine tier promotional system. Management theory Z provides the consistency in structure and management process, which allows the national police force to be decentralized into semi-autonomous neighborhood centered system. Sergeants are directly accountable for


actions of their subordinates and middle managers frequently defer their authority to the patrol officer without losing respect over subordinates.

Mathur\textsuperscript{273} has given an example of Japanese Police Management System. It applies Z theory as propounded by Archambeault and Fenwick. It is popularly termed as Japanese National Police approach which produces highly efficient, flexible and cost effective organization which is characterized by team work, holistic concern of worker’s welfare, defined career paths, use of informal control mechanism and worker input in decision making.

2. \textbf{Singapore}: Choudhary\textsuperscript{274} has explained that Singapore Police Force (SPF) has realized the need empower their group officers to act decisively in the cause of their work. They equip the officers with the skills in leadership competency and allow the officers to gain easy access to procedures and distilled policy position. The commissioner carries a dream of empowering every officer with a decision making skills of a Commissioner of Police. It adopts a collective leadership model. It operates a rather flat hierarchy. In the vision of SPF, it is articulated that people are their most valued assets. To this end, they have put up a system and structure to continually sense the motivation and morale of their officers so as to ensure that officers remain passionate in their work. OHS Organisational Health Survey (OHS) is a unique programme. It is a regular staff feedback exercise in the SPF’s journey towards the organizational excellence. It deals the issue like job satisfaction, working relationship, rewards etc.

3. \textbf{BPAD}: As written by Choudhary,\textsuperscript{275} Broken Arrow Oklahoma Police Department (BAPD) has experienced with employee participation. Since 2003, the agency has had participative management in the form of a cross-functional steering committee called the leadership team. It has conceived as a way of incorporating


\textsuperscript{275}Ibid. p.71.
frontline personnel into important decision making processes of the department. The team created new policy on how the agency recruits, hires, evaluates, disciplines, rewards and promotes its people and how it uses force, drives its cars, trains its officers and protects their well beings. The team looks on nearly every issue that typically causes problems for police agencies. Additionally the team improved process, streamlined procedures and aided in problem resolution.

4. **South Africa:** Choudhary\(^{276}\) mentioned that Managing Change in South Africa is another classic example. By early 1990s, the police in South Africa acquired a reputation of brutality, corruption and ineptitude. South Africa Police was ruthless and notoriously effective against their political opponents. During 1991, the main police force in South Africa, embraced an internal reform initiative, a response to the changing political environment, the pressure of changing crime trends and international scrutiny. Its strategic plan highlighted five areas of change. They include depolitization of police force, increased community accountability, more visible policy, establishment of improved and effective management practices, reforms of police training system and restructuring of police force. South African Police arrangement can be described as multi-method and multi-trait techniques. Essentially, it is a series of individual and group exercises in which a number of candidates participate, while being observed. The competencies determined include strategic perspective, confidence as a leader, achievements, judgment, team building and maintenance, communication, negotiating and influencing information usage and technical and professional knowledge. The techniques used are Draft test, Written Appreciation, personality assessments, presentation, crisis management and role play.

6. **Hongkong:** Choudhary\(^{277}\) has given example that the Hongkong police strategy has adopted a holistic four pronged approach to address the issue of police integrity in 1996. The objectives are to promote a corruption free working environment, develop a culture of honesty and integrity identify and eliminate


\(^{277}\) Ibid, p.112.
elements that may influence susceptibility to corruption, coordinate and monitor police and initiatives, education and training and discipline.

7. **California:** As written by Choudhary, the California Police has adopted different model. The Nepa Valley Academy in California provides an example of how PBL is being used across the United States. The PBL model is the exact process that law enforcement officers use every day to solve problem. They are changing their instructional style to reflect current learning and teaching needs.

8. **Dutch:** Choudhary also narrates that Dutch Police has following features. The main components of the vision memorandum ‘The Police Evolution’ that gives the directions in which the Dutch Police service wants to develop in the next few years. Points on Horizon are to contribute to safety, subordination with authority, the community focuses, form an organisational entity, close collaboration with European police services as a self evident element of the joint Safety Policy. According to Choudhary, the policy plan of the Dutch police, the policy targets are set out in the form of results based agreements in the Dutch police National framework 2003-06. The agreements have also being made to reduce nationwide levels of sick leave among the police personnel to a maximum of 8 percent to improve police efficiency and to increase the strength of the police force.

9. **Belgium:** As Choudhary says, Belgium Police has a vision, is linked to the image of building a house, it provides in society and at standing police function, which is the vision for police. The police decide what they put inside and how they furnish it beyond the building plans and foundations, which means that police has the necessary local authority for carrying out their operations and functions. The vision of Excellent Police is based on four basic principles - societal security, community oriented police function, information led police function and optimal management.

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279 Ibid, p.140.

280 Ibid, p.163.
10. **Canada:** As written by Choudhry, the Royal Canadian Mounted Police (RCMP) is an agency that ensures public safety in Canada. It plays a role in fighting international terrorism. The strategic Architecture gave shape to the RCMP mission of safe homes, communities. Today, it leads Canada’s counter terrorism efforts, while demonstrating excellence at on the ground community based policing across Canada. The four elements include Strategy map, value positions, and Strategic pathways. The four elements is to identify and put in practice the process to improve the quality of RCMP human capital and enabling technology that are required to become an organization of excellence. Performance management processes linked by the balanced scorecards are used for implementing these measures in the organization.

11. **U.S.:** Choudhary elaborates the case of Aurora Police Department, U.S. which began developing a strategic plan for the department’s future. It emphasized providing a more efficient and effective delivery of police services through an enhanced problem solving approach. The new approach will concentrate on the main police mission areas, Crime, Quality of life and Traffic or CQT. Under new philosophy, the traditional pillars of law enforcement, random petrol, fast response and turning all cases over to the detective for follow ups are replaced with team work, problem solving and accountability. According to him, United States police have adopted Compstat model. The principles followed are timely and accurate information and intelligence, effective tactics, rapid deployment and relentless follow-up and assessment. The Washington State Patrol model is a comprehensive approach to public safety and general management is meant to address problems that lay outside a narrow understanding of law enforcement, such as the failure of some facilities like housing, children and senior citizens. The Lodi police, New Jersey, USA, used a survey instrument to measure resident satisfaction with the agency’s services. The agency measures satisfaction with several aspects of the police agency including respondent’s perception of officers’ demeanor, helpfulness and professionalism. It

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281 Ibid, p. 143.

receives the comments and suggestions which provide an idea about how the agency can improve its service and what other service the department should provide.

12. **Los Angeles**: Following the recommendations of the planning unit, the Los Angeles police responded to the task of handling 1,00,000 common drunks per year through their jail system by acquiring 588 acres to handle approximately 1500 prisoners in a new rehabilitation center. Such centers allowed the department to continue its efforts in rebuilding alcoholics physically, morally and mentally. Financially they offered a superior opportunity towards rebuilding alcoholics into useful citizens, eventually saving the cost on repeated imprisonment.

Mathur\(^{283}\) former DGP, Punjab has elaborated various programmes introduced by different countries to improve work culture and thereby overall efficiency and public image. Policing by Objectives (PBO) was developed by Val Lubans and James Edger following the review of the use of Management By Objectives (MBO) by police forces in the United States. It is the process built upon three basic management concepts planning; implementation and evaluation. The purpose is to allow a greater degree of decentralized decision making. James Auten has developed a new approach to management for productivity in public service organizations and particularly law enforcement organizations. Theory PBO asserts that if we are seriously seeking to motivate employees to higher productivity through the use of certain incentives, then there are alternatives which include improvement in work culture, recognizing employee achievements, standardizing, enlarging and enriching jobs and providing full opportunities for Human Resource Development within the organization.

As written by Raghavan\(^{284}\), one of the prominent features of the United States experiments is the endeavor to decentralize police operations. The belief is that every effort should be made to bring the police physically close to the community. In United States, every patrol officer has a car exclusively for himself. In India, the picture is


totally different. Patrolling by individual constable is still by foot or by bicycle or motor cycle. According to him, this provides the setting for a larger day to day interaction between the lowest rank of police and the citizen in India than in the United States. Raghavan also provides insight into the personnel management in United States Police. It highlights the wide prevalence of third degree in police dealing with the public thus bringing about the importance of inducting personnel with a balanced mind and set of values. It also aims at professionalization of the force, setting high personnel standards and strengthening officers who have attained positions of leadership. It is also important to know that in Unites States, several methods are adopted to reach potential applicants. There is a use of continuous examination announcements in local newspapers, posters in public place, spot announcements, and targeting college graduates.

Verma\(^{285}\) states that in the U.S., some analytical studies on the attitudes, reflexes and outlook of the police personnel have been made by behavioural scientists. It was found that a small number of policemen were sadists. The police work attracts not only some tough and aggressive personalities but also men imbedded with idealism. Many policemen in different rank posses a high degree of motivation, which enable them to withstand the stress and strain of their thankless job. In U.S., in many large departments, there is a district personnel bureau or division that takes care of all personnel matters including training. In U.S. the 1967 commission clearly called for an up gradation of personnel standards. It pleaded for the recruitment of college graduates. The police selection process in many departments usually comprises a combination of a written examination, background information and oral interview. The selection process has six phases, beginning with a primary interview and ending with a medical examination, drug testing and evaluation. A psychological stress evaluator is being increasingly used now. They include intelligence test, interest test, preference test, personality test and situation tests. A majority of states have local police training boards charged with the task of ensuring minimum training standards. Generally speaking, the style and emphasis of the police

training have changed since 1980, the shift from its original quasi-military stress character has been marked. Training is now less traditional and focuses attention on issues such as use of discretion, police ethics, community relations and crisis management in live situation. There is also a quantitative change in the mode of administrating on the job training programmes.

13. U.K.: As given by Choudhary, United Kingdom Citizen Focused Policing is another example. The United Kingdom police have adopted the concept of citizen focused policing. It is a new way of policing in which the needs and expectations of individuals and local communities are always reflected in police decision making and service. It focuses on improving the experience of those who have contact with police, public understanding and local accountability of policing and organizational and cultural change to bring about increasingly responsive services, where feedback from frontline staff and the public is used continuously. The National Intelligence Model (NIM) in United Kingdom provide the framework for gathering and using intelligence and driving strategy in all areas from road safety to organized crime targeting active criminals and tackling problems on the basis of intelligence. The NIM is quite simply a system for managing intelligence that will ensure uniform practices across the country. It is structured to impact three levels of activity. They are local issues, cross-border issues and serious and organized crime at national and international levels. In United Kingdom, consultative committees offer a formal way for the community to raise concerns about policing in their area and to offer their views on what police priorities should be. These committees are made up of local councilors, police authority members, representatives of police and people from voluntary, statutory and community groups. Procurement is becoming increasingly popular means of acquisition in policing. This is the use of electronic methods in every stage of the purchasing process from identification of requirements through to payment and potentially to contract management. There is also a government agency called Police Information Technology Organization which coordinates collective procurement arrangement for the United Kingdom agencies.

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The police service in England and Wales introduced its quality of Service Initiative in 1990. Forces ask local people for their views on police priorities in their area. The Police Science and Technology strategy group remains a main driver of the science and technology in United Kingdom. The head office at Glasgow set up a unit in 1994 to begin the process of professionalizing the forces of media relations. This exercise was for integrating the media into operational strategy and enhancing corporate image but an adaptation to the demands of changing society

Sen and Saxena\(^{287}\) have stated that unlike the job of trainers in police training institutions in the United Kingdom is a prestigious one and in every force, there is a long list of officer willing to serve in the training institutions.

14. **Netherlands police**: Chaudhary\(^{288}\) has also studied the case of Netherlands police. The regular police officers receive support from two groups in the exercise of their duties that is the town watchers and volunteers. Town watchers carry out their duties on the basis of municipal safety and security programmes. The presence of uniformed town watchers makes people safer and help to prevent antisocial behavior.

15. **Germany**: Chaudhary\(^{289}\) also informs that the Germany police have the Federal Intelligence Service, the Military counter-intelligence Service and the Federal Prosecutor General. They work together as Joint Internet Center. They analyse, monitor the websites of individuals, organizations, newsgroups and forums in order to detect extremists and terrorist activities.

16. **China**: Chaudhary\(^{290}\) also narrates the case of China, where efforts are taken to combat the current rise in crime, the government advocates overall strategy that is referred to as “Comprehensive Management”. The strategy calls for mobilizing


\(^{289}\) Ibid, p.173.

\(^{290}\) Ibid, p.167.
all possible social forces to strengthen public security and prevent crime. Choudhary has rightly said that for countries seeking to move ahead in the global marketplace, innovation in public sector will be as important as in the private sector. Today’s environment necessitates that public institutions including the police be more flexible and adaptable in their functioning, deliver high quality services, be sensitive to the needs of their customers, give their employees a sense of meaning, control and purpose and empower citizens, while providing them with world class services that they have increasingly begun to expect.

Umranikar\textsuperscript{291} has cited the example of successful reforms in British, Japanese and Singapore police are possible due to firm political will, commitment, committed and visionary leadership which is able to visualize the future, preparing roadmap for change and implement the changes with determination. According to him, no reform is possible without the ownership of the vision by entire force commitment and acceptance of middle management and cutting edge level. Reforms are also possible with respect and support of the public. With persistent and visible good conduct of the police; citizen would develop a vested interest.

3.12 Review of Newspaper Articles Related to Police Work Culture

The researcher has given the summary of reports in newspapers like Tines of India, Mumbai Mirror, DNA, Loksatta and Maharashtra Times.

It was analysed from the news reports that policemen should be treated as human beings. Encouragement should be given to the talents of police. Policemen are good artists. One of them has done a nice painting of our president. They are actors and won the prizes in the competition. There are policemen who actively participate in preparing Ganesh idol. Some are environment friendly and create beautiful gardens in the vicinity of police stations. Some like social workers have actively involved in community policing programmes. Some of them have acquired educational

qualifications like L.L.B. and Ph.D. Many have won trophies for the department in sports events. Police officers like Sanjay Govilkar has written books to develop good eating and exercise habits among policemen whereas policeman like Rohidas Dusar has written history of Mumbai Police.

Police should be guided properly about sensitive issues. There are sensitive issues like encounters of criminals. Majority of the policemen do not take risk in case of criminals under Human Rights Commission. They are not willing to follow the orders of superiors for encounter as they feel that any problem in future, superiors shirk the responsibility and the subordinates have to face the consequences. There are also allegations that IPS officers insult senior officers and do not speak respectfully. There are constables who are confused as to how to behave with couples creating public nuisance, lesbians in the society, youngster going to the pub or rave parties. These incidences are morale policing issues and there is always a criticism from different sides of the society. This brings dissatisfaction among subordinates. Many times they have to deal with criminals who are notorious for using their knowledge of the legal system to harass cops who are in-charge of the case. As far as public is concerned, there is no cooperation in implementing security programmes like giving details of servants and drivers. There is also less response to giving information about people staying in society on leave and license basis. The new initiatives include one cop stop for housing societies in suburban area by Pratap Dighavkar. There is a relaunching of Eagle Patrol Squads. However the selection of members of the squad should be reliable.

The problems of constables are multidimensional which are highlighted by media. Our men in khaki get five minutes of water daily. This is a plight of housing colonies of police buildings are in a bad shape and open tank on the terrace leads to lizards, bugs blotting in the water. It is good to learn that their grievances are taken care of personally by CP, Arup Patnaik. He visited colonies and instructed cleanliness and maintenance. There is an ambitious plan to build air-conditioned study rooms in 20 police colonies in Mumbai in association with Lodha Foundation. Also the land which was owned by the police is free from encroachment which can be used for future housing projects.
There are incidences of careless behaviour of policemen. Once a police station in Mumbai was vacant where all want for a farewell party of the senior inspector. High court has criticized policemen that criminals in the custody of police run away and police do not do anything.

Training to Mumbai police is also under scanner. It was found that to become a policeman, actual training given was only five and half months. Twice in this year, the trainers were found to be involved in sexual harassment of women trainees. In the area of filling up the vacancies, P. Chidambaram, Union Home Minister had ordered to fill up vacancies in the state police forces at the earliest (Economic Times, August 18, 2009. p.1). The Maharashtra Police has an alarming number of vacancies. The anti-terrorism squad has three out of five posts vacant. Also, one-third of the posts of senior inspectors are also vacant (Kulshetra swapnasaurabh, Loksatta, 23rd August, 2011). File on police promotion gather dust for 4 months (Loksatta, Feb. 9, 2009) (Feb. 11, 2009, Times of India). Policemen who saved 175 lives were waiting for promotion. The government has Promotions – It is a sad state that files on police promotions gather dust for four months. Ignored the only city cop to get an appreciation letter from the NSG (TOI, Friday, November 6, 2009). – Three years after declaration of police awards, they are distributed now (Loksatta, 25th Jan. 2009). After election, government officers were given special allowance except police (Loksatta 25th Oct.2009). Home Minister R.R. Patil appointed men of his choice to head Gadchiroli police, initially it appeared that following Patil’s efforts there is a marked improvement in law and order. Police were called from leaves due to threat. However the senior cops were allowed to go on long leave (Loksatta, 26th Dec. 2010). Government has neglected the health problems of police who are doing 24 X 7 duty. They live stressful life, any time duty, inadequate wages, allowances, political pressure and interference. If he does his duty and come back home, he may be called by the control room. They don’t get leave in time which doesn’t allow them to spend free time with their family. Continuous stress, sleepless nights, irregular food, pressure from seniors compels him to use alcoholism. Government should see that they reduce the duty and organize health workshop in very three months (Lokmat 20th July, 2010).
Mumbai is always on the hit list of terrorists. Still police has less salary as compared to other state. Home Minister R.R. Patil said that the delegation will be sent to government to request to implement 6th pay to police. He also recommended a separate college for medical and engineering for the children of the police force (Loksatta, Jan. 3rd, 2010). He also always display a soft corner for the police department and openly supports the demands of the Maharashtra police regarding the pay scale, discrepancies that the 7th pay commission had offset. Maharashtra police are contributing more than their regular duty. It stands to reason that they must be paid extra for it.

Media also discussed the issues related to police uniform. After introducing Khaki uniform to their security in J.J. Hospital the mischief in the hospital campus has gone down considerable. That is why Mumbai police should stick to their khaki uniform. Former D.G. of Police Arvind Inamdar agreed that khaki has become the colour of Police force (Mumbai mirror, Jan 3rd 2011). For more than 25 years Mumbai police has been wearing the khaki uniform which was created its place in popular culture. Khaki has gained a certain status in our society. It implies confidence among citizens and strikes fear in the heart of the criminals. However, D.G. Raj Khilani said that police need a new look and new colour. Khaki has become an identity of police force but everyone should welcome changing instead of clinging to the post (Mumbai Mirror Nov., 10, 2010). Police Department ropes in fashion designer Manish Malhotra to create new uniform, it is proposed to be in blue similar to American police. There is a recommendation to remove unwanted elements like woolen coat, button patti, hand cloth unit. Efforts are made to make it practical for operational purpose and convenient (Mumbai mirror, 29th June, 2010).

Other news cover direct incentives from the office of commissioner. It is unique method to appreciate the efforts of police constables when they solve the cases; they are personally called at the commissioner’s office and are rewarded. Police commissioner declared Rs. 30,000 reward for constable who dived into water and dragged 23 year old housewife to safety (Mhaske Pandurang, Mumbai Mirror, May, 20, 2012, p.4). Even if there are news that court slapped the police on many matters like removal of hawkers, dance and liquor bars it also provides solace For
example, High court fined four complainants for wasting cop’s time by filing cases only to arm twist their rivals in dispute (Sathe Abhijit, Mumbai Mirror, July 10, 2011).

Newspaper reports also support the fact that Mumbai police is not at the backseats when there is a question of new technology. There are 180 bunkers provided for the security of citizens. There is new firepower in the arsenal of city cops. There is a device to prevent thefts. They were given training by Navy for the security of ports. They were given a panel of legal experts. Training for IPS probationers is getting tougher. For them, scuba diving is must. City police will have their own chopper. They will use helicopter to keep a watch on the city’s vast coastline and interpret suspicious boats and fishing trawlers in the sea. Mumbai Police were provided two more bullet proof boats. Out of the 8 boats two (Koyna and Kaveri) will help to keep Mumbai safe. Two new indigenously built bullet proof boats can travel at a maximum speed of 80 miles. Other features include a GPS system, air conditioning on the toilet and a completely bullet proof exterior. So far 450 policemen have been transferred by coast guard officers (Loksatta / Mumbai Mirror, Sept. 30, 2009). To check the rise in motor vehicle thefts, the Mumbai police have come up with an innovative idea of car periling. All relevant information about the car and car owner will be converted into a CD and connected to a centralized server. Each policeman has been given 20 vehicles a day. Once the details are complied they will assign about 100 police man who will get in touch with them regularly. The policeman will be the face of police force, which the residents can connect any time (DNA August 28, 2010). After terrorist attack, Mumbai police is paying more attention to technological up gradation. Home Minister R.R. Patil proudly gave away five sophisticated speed boats to the coastal police in Mumbai, Thane and Raigad. Mumbai already has 15 police boats but only 10 of those are being used. However, the tragedy is that besides the hi-tech speed boats, there aren’t enough skilled people to drive them. There are only few who are licensed and trained to drive a speed boat and each boat requires three technicians on the boat, a driver and an engine operator and an assistant without whom a speedboat can’t be taken out. In all probability, those
Discipline is a major priority by present CP. It is reflected in newspaper reports. It is a good initiative and if properly implemented will improve the performance and image of policemen. In the beginning he conducted surprise visits to police stations especially at night to ensure the orderly working. The complaints regarding police officers were directly handled by CP and those police stations came under the scanner to avoid malpractices. ACPs were given specific instructions to solve problems of their respective police stations. Mobile ringtones of Hindi vulgar songs were strictly prohibited. Those employees with habit of alcohol were given ultimate warning and demotion. He also took bold steps against two thousand inefficient police employees who were not behaving properly with public, had drinking habits besides warning, aggressive attitude and indecent behaviour with women. They were transferred in armed section where minimum public interaction is needed. He also feels that at every police station, there are 10 to 20 percent employees who are useless as far as work is concerned. This attitude creates pressure on other employees which affects their morale adversely (Nishant Sarvankar, Losatta, Mumbai, July 1st, 2012).

These news articles highlight the positive and negative developments in police work culture.

3.13 Conclusion

Review of literature enables the researcher to know the availability of related literature in the context to the present study. For the convenience of the study, the literature is organized in various chapters. The picture that emerges from the literature review is that the research on the study of work culture in public sector undertakings is few. The application of new human resource management techniques to police department is a neglected area. The recommendations of NPC are very good but are rarely accepted due to absence of political willpower. The issues like stress in police personnel, training, recruitment and promotion are some of the aspects which are
being taken as research problems by the prestigious institutions like BPR&D. Some of the IPS officers have also made sincere efforts to bring out the problems in police department. However there is a gap that needs to be filled up. The present research is an attempt to fill up the gaps by studying the core values and principles, which are expected to be followed in general in the police department and Mumbai police in particular. Thus, the researcher has made a consistent and sincere attempt to cover the hindrances and limitations that are responsible for the limited or non application of the core values in Mumbai police personnel.