CHAPTER I

INTRODUCTION
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It has been the fate of all vanished societies that the realization of the principal reason for their collapse has been invariably posthumous. Internal stability through appropriate and acceptable mechanisms was neglected by reliance on over-powering military over-lordship that radiated from a central power. This was more so and worked for some time in the ancient states which, assured of general obedience to the authority of the State, left judicial and executive administration to village-based functionaries. It worked reasonably satisfactorily, for unsophisticated communities could be administered without any refined apparatus. They rose and fell as the central military strength waxed and waned. From the days of the invasion of Alexander to the mughal dynasties and even during the East India Company’s rule the story has been the same. A different result at the battle of Plassey, for instance would have changed the social and political contour of our country. Not merely a change of rulers but the turmoil, of war would have wrought havoc on regular day-to-day life since there was no cohesive arrangement to hold the people together. The true enigma of social disintegration was the absence of a Police set-up properly organised to ensure delivery of criminal justice.

Compared to other countries, in India, we had some sort of rudimentary policing from very early days, and in the simple conditions of the period, it did serve its purpose. As societies progressed, problems of complexity demanded greater attention. It called for firm arrangements that balanced justice with security needs and taking into account sensitivity to people’s requirements advanced, civilizations rested for their survival on progressive administrative craft. Military force or authoritarian
measures could achieve maintenance of order for sometime but purely transitory. There was no modern answerability to the law and as the state apparatus resorted to repressive measures, the people rebelled and it was only a question of time when the system collapsed. We don't have to go far in history to learn this lesson. Frightfulness as a remedy was practised in ancient political pharmacopoeia. A brief study of the history of development of internal policing is worth a look.

Police, the agency for law-enforcement is one of the four main components of criminal justice system which aims basically at detecting and correcting errant conduct of the citizen and preserving society's security by maintaining law and order. The legislature, judiciary and correctional administration form the other arms of criminal justice system which deal with the processes of defining crime, prevention and detection of crime, process of determination of guilt and quantum of punishment and rehabilitation of citizens punished for crimes so that they may once again become useful members of the society.

Police roles are primarily determined by societal norms, mores and influences; the individual policeman's discretion and the level of development and urbanisation of society. Society's norms and mores are consequential for police roles because a particular society or culture will incorporate into its legal structure what it views as proper police function. There is no inflexible standard for all time.

In the 18th and 19th centuries, the term police was used more generally to denote the internal civil administration of a state or town including regulation of such matters as taxes, bounties, monopolies and privileges of corporations. In India right from the vedic period, political
philosophers, writers of dharma sutras and sastras expressed the need for the maintenance of an institution for the preservation of peace and order and for protection of the weak against the rapacity of the strong.

In ancient days, policing was a collective and collaborative affair. While the king looked after external threat by providing leadership for the society, ancient police system in India rested on the principle of local responsibility and mutual cooperation.

Kautilya mentions 18 officers of the state of whom Dandapala, Durgapala and Antapala were the military officers, discharging a good deal of police functions, and in-charge of peace and order. The Dhandapala, in later times was known as Dandapasika when he became a full fledged police officer. Similar was the case of Durgapala, who in later times became Kotapala and subsequently, Katual or Kotwal. The Antapala was not only the warden of the frontier but also the guardian for the safe upkeep of the roads and responsible for making the roads free of robbers.

The Mauryan system of administration was based on rigorous police and espionage organisations. Inscriptions of later Gupta period refer to police officers like Chatas and Bhatas, who were also probably doubling as soldiers during times of war.

During the Moghul days, the administration of justice and maintenance of order was rather weak. Though the Faujdar was responsible for law and order in his territory, actual policing was shifted to the Zamindars and Thanedars as the jurisdiction was too large to allow the faujdar to attempt any close supervision of the provincial or village
police. Rural policing was for all practical purposes in the hands of the local chowkidars. The Ain-in-Akbari gives a very detailed description of the duties of the kotwal. Under the moghuls, the kotwali system took care of the cities and their principal towns and the faujdars maintained law and order and what we now perceive as proper police functions in far-flung rural areas. It was the beginning of separating military duties from pure policing. The Marathas followed the moghuls. East India Company tried the traditional systems with some pragmatic measures of their own to suit their special needs. A system of assistance by paid Darogars and Thanedars established under 1802 regulations was recommended for abolition by a Committee set up in 1814. Soon a Police Commissionerate was established in 1856 in Madras. Subsequently such commissionerates sprung up in Bombay and Calcutta.

Sir Charles Napier's force in Sind modelled on the Irish constabulary a para-military out-fit was the basis of the Indian police under the British. It was successful for a time till it started developing cracks as it became increasingly out of touch with the people and was identified virtually as an 'occupation force'. The main weakness was that the goals of the rulers and the needs of the people were at loggerheads. The administration did not even pretend to a sense of popular participation or meeting with public aspirations. As a noted American criminologist put it: "the nineteenth century and even late twentieth century were concerned often with very different kinds of 'crime' and in neither period was or is there a consensus on morality or priorities. Soon riots and mob violence became the precipitating cause for the creation of a strong Police". It has been a knee-jerk reaction to developing conflicts in
society between wielders of power and the have-nots. I am putting it in rather simplistic terms for the sake of brevity.

Sir Charles Napier's experiment in Sind was followed by Sir George Clerk in a chain reaction in Bombay. While police was organised in Madras Presidency on the basis of the recommendations of the Torture Commission of 1854, a district Superintendent of Police (SP) was appointed in each district and they were placed under the control of the District Magistrate (DM). The village police was strengthened. While the overall control of the police activities was placed in the hands of DM the SP handled the day-to-day work of the police force. It was a dyarchy. Indian Police Commission 1860 came out with some specific proposals to reorganise the police system in the country. They were:

i. The disparate units of the police forces in each province should be consolidated into one police force under an Inspector general of police for each province.

ii. Police force should be entirely civil and divorced from military functions.

iii. Each district should have a European Superintendent of Police, departmentally subordinate to the Inspector general but bound to obey the orders of the district officer in matters relating to the prevention and detection of crime and preservation of peace.

iv. The pay of all ranks of police should be adequate to attract the best talents available.
v. The police should be trained in the use of arms but should normally carry only a truncheon or baton.

vi. The police should not take any confession.

vii. Village police should be reorganised to revive the functions of crime reporting, prevention and aid to the regular police.

The two significant measures were recognition of the civilian complexion of police and a valid distrust of entrusting unbridled power. These were incorporated in the Police Act 1861 which came into operation throughout India. Another landmark in the Indian police history was the findings of 1902 Police Commission which threw up some startling facts.

1. Unsatisfactory recruitment and training of superior officers of the department 2. undue interference with the police by the district magistrates and commissioners 3. inadequate staff both superior and subordinate 4. insufficient remuneration for all ranks from inspectors downwards and the consequent employment of ill-educated and unsuitable men and 5. failure to make enough use of the village police. The Commission went on to suggest steps to remove these deficiencies and also observed that “The Police force was far from efficient, it was defective in training and organisation, inadequately supervised; it was generally regarded as corrupt and oppressive and it had utterly failed to secure the confidence and cordial cooperation of the people”.

Even during the brief period, when provinces were given limited autonomy under the Government of India Act of 1935, the popular
governments were more concerned with ushering in social legislations and paid scant attention to the state of the police organisation.

With the advent of Independence in 1947 emphasis was placed on wiping out the decades of neglect in economic and social spheres with massive five year plans. Police was left out of the plan. Law and order was brought under the state list in the Indian constitution. Leaders like Pandit Nehru and Sardar Patel realised the need for building up a police organisation for national unity. Attempts were made to improve professional efficiency of police.

National Police Commission appointed in 1977, came out with a number of recommendations which unfortunately remained on paper only.

Jumping decades of growth, in a democracy, people's representation in the administration and especially police could not be ignored except at our period. Once stability is accepted as the most important sine qua non of social progress, an effective and sensitive police system was the solution, not aggressive military or strong-arm methods. As Kissinger once wrote “the Central moral problem of governments has always been to strike a just balance between freedom and authority. When freedom degenerates into anarchy, the human personality becomes subject to arbitrary, brutal and capricious forces. Yet when the demand for order over-rides all other considerations, man becomes a tool of impersonal machinery. Human rights are the very essence of meaningful life and human dignity is the ultimate purpose of civil government. Respect for man is written into the founding documents of almost every nation of the world”. The reason police exist is that there is conflict between the interest of the many and the interest of the individual. An unsatisfactory
resolution or unwillingness to resolve leads to turmoil and violence. Therefore, the functions of the police are to protect society at large from violent individuals or those who have scant respect for the rights of others, both their persons and their properties and equally important to protect the individual from the violence at the hands of the many. When these functions are not justly performed, the police not merely fail as an institution but constitute a threat both to society and the individual.

R.K. Bharadwaj while discussing police administration in India felt that the notion regarding police effectiveness that "if you want to sleep peacefully see that the policeman does not sleep" has got to be further modified. Way must be found out to ensure a qualitative change in the outlook and attitude of the policeman so that he becomes a protector and friend of the law-abiding meek and the weak, no matter his special status or influence or wealth.

A well-structured police force accountable to the community and the law is the essential element in a well-ordered administration. Much study has been undertaken on the structuring of a police force, and whether it should retain any of its military complexion with which it started and how such 'power' should be conceded to it to function effectively. Whether what was historically a para-militia is still necessary is a question. Whether that should be shed to be replaced by a completely civilian body with none of its earlier insignias, to make it in appearance and in reality a civilian instrument has been some kind of a compromise. And like all compromises it is good in parts. We should remember police represents the collective interest of the community. It sustains our civilization and at the same time promotes the freedom and the rule of
law without which civilization is worthless. Police, in truth, is the child of centuries of conflict and experiment. These expectations have been summed up by the National Police Commission in their report in 1979. They are defined as

i. Promote and preserve public order;

ii. Investigate crime and, where appropriate, apprehend the offenders and participate in subsequent legal proceedings connected therewith.

iii. Identify problems and situations that are likely to result in commission of crime.

iv. Reduce the opportunities for the commission of crime through preventive patrol and other appropriate police measures.

v. Aid and cooperate with other relevant agencies in implementing other appropriate measures for preventing crimes.

vi. Create and maintain a feeling of security in the community.

vii. Aid individuals who are in danger of physical harm.

viii. Facilitate movement of public and vehicles.

ix. Counsel and resolve conflicts and promote amity.

x. Provide other appropriate services in an emergency and afford relief to people in a distress situation.

xi. Collect intelligence relating to matters affecting public peace and crimes in general including social and economic offences national integrity and security. and
xii. Perform such other duties as may be enjoined on them by law for the time being in force.

Research has also been directed to devise strategies for a combination of an efficient out-fit that is subject to discipline and control and at the same time amenable to the demands of a free society.

A police force which from its inception is conceived as an organic part of the nation but not an instrument of state oppression, must mirror the people from whom it is recruited. Its character is their character, it is restrained to the extent that they are restrained, moderate as they are moderate, kind as they are kindly, stupid as they are stupid. The character of our present day police which was eventually set up after years of foreign rule is shaped by mellowing, not a primitive, national character.

Administrative Reforms Committee on police administration 1967 opined that certain fundamental changes regarding the police functions and duties have to be made if the police are to overcome the notoriety of inefficiency, repression and corruption. The old attitude of the police being a protective detective and repressive organisation must make way for the ideal of promotion of justice, liberty and equality in the society through answering service to law, without regard to expediency as the objectives of the organisation.

Tapan Chakraborty referred to police leadership and claimed that the persons who have the modern concepts of organisational values, based on ideals of humanism which replaces the depersonalised and mechanistic value system of bureaucracy, the new concepts of power,
participative leadership, motivation techniques and persuasion, the new concepts of man based on physiological knowledge of his complex and shifting needs which replaces an over simplified notion on rational individuals, can only be competent professional police leaders in modern society. Police leaders must know the effective use of communication and the art of decision-making on scientific lines. Effective leaders alone can bring organisational reforms, man power planning and development application of quantitative techniques and a sound management information system and thereby improve the police image.

S.H. Ram Anuj while elaborating a code of conduct to mean an established method or set of rules for dealing with and behaving in a particular situation claimed that the essential elements of a code of conduct can be described as:

i. Existence of a set of rules or patterns of behaviour.

ii. Rules of behaviour are established.

iii. These pre-dispose the behaviour pattern in a given situation.

Code of conduct can be categorised as under:

i. Code of conduct established by government.

ii. Code of conduct established by convention and consensus.

iii. Combination of (i) and (ii).

However, there can be rules of behaviour, which are evolved by the process of consensual agreements and conventions and are carried out through mutual understanding. Their transgression usually does not
entail legal action, as there may not be a powerful machinery to ensure its compliance. The general rules of behaviour in communities involving social obligations are such examples.

Dr. S. Subramaniam wondered whether we could come across policeman in India of such type, the type the citizen expects, who has the wisdom of Soloman, the courage of David, the strength of Samson, the patience of Job, the leadership of Moses, the kindness of Good Samaritan, the strategic training of Alexander, the faith of Daniel, the diplomacy of Lincoln, the tolerance of Carpenter of Nazareth and an intimate knowledge of all branches of Sciences. If he had all these, he might be a very good Policeman. He stressed that more than the professional expertise, the humane qualities of a policeman determines the quality of life in society. The policeman should have proper attitudes for public service and habits befitting a social worker in uniform. He advocated that the two most visible jobs in police are of the police constable and the station house officer.

Adequacy of power is a pre-requisite of efficiency. From power, Lord Acton said long ago, flows corruption. However efficient a police force, if it is corrupt, the very rationale for its existence vanishes. Various studies have been undertaken for studying police corruption. Police work involves transaction with members of the public and that in turn tends to subversion of their integrity, more so when the over-seeing element is absent or very distant. A major solution to the problem of police corruption was imposition of bureaucratic control as a form of rational administration. That is the genesis of a hierarchical system of command and control with supervision and discipline of individual officers to prevent
corruption. For a variety of reasons this has not been an unmixed blessing, though it has helped in minimizing corruption. On the other hand it brought in its wake all the evils of bureaucracy in the functioning of the police. Corruption is one aspect of power. But, abuse of power is another side of the coin, not necessarily for money alone. Public expectation of police performance extends not merely to corruption-free conduct but also to a relationship of mutual understanding, cordiality and cooperation without sacrificing firm enforcement of the law. It has to be admitted that there is a general feeling of hostility towards the police. This is a legacy of the past colonial administration though not wholly. There was a wide chasm dividing Indian society and the rulers. This is largely true of other countries too though they did not have an out-side power ruling over them. Even in England, the police were not easily accepted by the public. The 'golden age' of the police took some time to take roots. Various groups chaffed at the laws which they felt were designed to suppress them and felt the police, as the cutting-edge, were imposed on them to keep them in check.

Police represents the collective interests of the community. The police sustains our civilization and at the same time promotes the freedom and the rule of law without which civilization is worthless. Police is the child of centuries of conflict and experiment.

It follows that the police are the agents of the people they police; the laws that the police enforce are those of a democratic society in which the people being policed participate and consent; and the police do not favour one segment of society over another; and all are treated fairly and equally. Psychologists are quick to point out that resentment over a short period of time becomes mutual. That explains the rude
and hostile behaviour of the police. It is enhanced by the fact as Rustamji, a doyen of the Indian Police points out: "Rudeness is the badge of the petty official in every department, (Proud man dressed in brief authority) and more so among the police where prestige is usually established with talk of breaking the opponents’ legs". The policeman represents the ‘Raj’ - native or English. His professional contacts with the limpen elements in society-cheats, con-men and those who fatten on flesh trade, liquor barons who unload illicit brew on the unsuspecting poor and make millions and passing as the most respectable (and always quite powerful) sections of society harden policemen to a pitch of utter cynicism. The police are not better or worse than the rest of officialdom, but visibility and proximity to the people make them easy targets of distrust and dislike. This executive instrument is totally identified with the state and public expectation of police behaviour and performance of their duty is nothing short of the ideal.

Corruption is not a special disease of the police. It is part of the administrative machinery. The report of the Santhanam Committee 1964 would make policeman recall Lord Clive’s words “we stand astonished at our moderation. The refined forms, the sophisticated techniques, and often times the collusive nature make it difficult of detection in other departments of government”. On the other hand, people approach police for redressal of wrongs or protection against invasion of their lives and property. Any venal response is too hurtful to the over-looked and takes on the form of extortion. Not only that, the transaction is direct, personal and quite often lacks secrecy that detection is much easier. Moreover an agency that is to uphold the law, when it breaks the law, people rise in protest. Only such corruption that subsists between professional
criminals and policemen on their pay-rolls that is hard to uncover and bring out before Courts of law, though the local community may have well-founded suspicion. The damage is done in either case and policemen in general forfeit credibility.

Put differently, the police is the community's agent and delegate to defend itself against forces of disruption and depredations from inside and outside. In truth it is an organisation of the people, by the people and for the people. It is not a mechanical device but a collaborative and cooperative partnership for social defence. No society can long survive without a reliable police agency. It cannot be substituted by any other instrument of superior force to uphold and enforce the laws, for law enforcement is achieved by mere coercion. Over-doing physical duress or restraint is in the end, counter-productive. Policing is a participative process wherein insulation of the system from the members of the community is not possible. It may lead to Kangaroo justice and breed violent defiance. History is replete with instances of state terror provoking mass resistance. From the days of the French Revolution to the by and large non-violent freedom struggle in India and even local unrest in small pockets, police over-reaction to over-awe malcontents have finally extracted a very heavy price. Resentment, brooding and skulking to start with, gathers momentum and explodes into a veritable rebellion. The result is that the police naturally lose touch and sympathy of the community. No police organisation can function effectively in a hostile climate or grow in an alienated soil. There should be a bond of mutual respect and supportive assistance that acts as an umbilical cord between society and its accredited agent. As if to assert this kinship, the civil police do not bear arms. In understanding and designing police
strategies, this fundamental truth cannot be over-stressed.

The issue boils down to the men who man this service and how they are managed.

Personnel management is accepted as one of the most important functions of any organisation for the optimal utilisation of man power within the available resources. It deals with human beings having highly complex and diverse features. This is more true in the case of the police department which comes into contact with public at the cutting edge level on every occasion. Every policeman has to demonstrate a very high sense of devotion to duty besides maintaining absolute integrity in service as their cumulative effect is responsible for the maintenance of law and order and prevention and detection of crime. These are the individuals who while working together, build up an organisation which is understood to be a network of roles to achieve the said objectives, the role being taking care of public good by maintaining public peace and tranquility by effective law and order work besides prevention and detection of crime. The failure or success of an organisation is not entirely due to the efficiency or inefficiency of the human elements playing the role. There could be something wrong with the structure of the organisation. Many a time it is conveniently forgotten. The numerical strength of the man-power however large it may be, is seen as inadequate when the organisation starts growing. When the work pattern changes, the role has to change, when the role changes the organisational structure has to change.

In India the fact is that police administration had been very much a part of general administration from times immemorial. However, its
study as a science of management has to be regarded as a recent origin. In recent years, police administration has indeed attracted special attention of students and practitioners of administration besides academics. If India is to surge towards a just and stable social order, the role and functions of the police assume increasing significance. Even so, the subject of police administration has not received as much attention as it deserves in India. An attitude of ambivalence is discernible amongst various sections regarding the role and identity of the police in society. The need for setting up a National Police Commission in late seventies indicates the importance of the problems of police administration in India and the need for a fresh look at the various aspects of police functions and operations as also the attitudinal and behavioural problem arising out of and affecting the same.

A simple statement that personnel is the key element in any business or government organisation needs or deserves a more than formal and critical attention. When due consideration is given to the broad scope of police function, the number of persons who are actively employed in this public duty, the large expenditure in public funds to support the police efforts, and the direct impact of police services on the well-being of the community, the importance of this segment of public service cannot be denied. The police function embraces simultaneously many vital activities. The most critical focal point of administrative responsibility lies in the area of police personnel management. According to O.W. Wilson “Of all the knotty problems that confront the police executive, one transcends in complexity and importance the problems relating to the management of personnel. Personnel administration is important because the quality of police service is strongly influenced by
the manner in which policemen are selected for appointment and promotion, trained in effective performance of their duties, and otherwise managed. Police service is rendered by individual policemen on a person to person basis. Its quality, therefore, is determined by the individual men who provide it, and obviously cannot be raised above the quality of service rendered by the individual members in the aggregate. If police service is to be of a high calibre, the members must have suitable qualifications, and they must be directed and controlled."

Some police officials contend police work is so unique that the personnel problems require separate treatment. These very same officials however find it difficult to identify clearly the nature and extent of uniqueness. An objective analysis of the total personnel function will demonstrate that screen devices can be incorporated in the selection process that will permit measurement of individual qualities in so far as the characteristics submit to measurement. A total personnel program includes many procedures and techniques of a specialised nature which are not the normal experience of a police administrator. Therefore, the law enforcement administrator should study the personnel process and utilise the assistance of a central personnel agency to perform those functions that the agency is qualified to provide. The police administrator must make his personnel requirements known and insist that a high standard of selection is maintained.

Constabulary forms the bulk of the police force. The man on the 'beat' is the man the public daily do business with.

Tapan Chakraborty (1992) while discussing quantitative and
qualitative approach to improve police image in India suggested that malpractice in selection of constabulary should be checked and recruitment to police should be based upon attitudinal and psychological standing accurately assessed by specialists for the police. Quality of a policeman can only be improved if there are better recruitment standards and high level of training facilities.

This work is focussed on the constabulary although there are two other very important levels higher up in the police where direct lateral entry into the service is allowed. The constables form the overwhelming bulk of the Police force. In Tamilnadu, out of a total strength of 74751 as on 1/1/94, the constables and head constables number 58940. This is about 90.015%. They, by sheer bulk, form the solid mass of the police force. They are the most visible and are always in contact with the public. Their daily work is under constant public gaze. They are the persons who are the first to be approached by anyone in need of help. They are a sort of first-line of defence, if one may say so. They are also the most vulnerable in every sense of the term. A police force is often judged not by the behaviour of their leaders but that of the constabulary. Not that the sub-inspectors do not enter the picture. When the base is good and strong, the community feels reassured. Therefore an in-depth study of this material that forms the true cornerstone and edifice of the police is what is required but has been neglected. The sort of influences that play upon the constabulary, if known, can provide the key to the riddle of police behaviour. It is the constabulary who live among the local people. Constable is the force's ambassador as well as its ‘salesman’ and soldier. The old adage is equally valid in personnel management of a large organisation like the
police that depends primarily upon the behaviour and mental and moral processes of its members; "take care of the pennies the pounds will take care of themselves". If we have a closer understanding of the behavioural pattern of the constabulary, the police force can be shaped to provide the services the community expects. That is the premise of this study. This pioneering project is embarking on an uncharted area of considerable importance.

National Police Commission (1979) while tracing the history cited how the Indian Police system and structure as presently organised are based on the Police Act 1861 and how the Indian Police Commission of 1902-3 found the Police far from efficient, defective in training and organisation and one which was generally regarded as corrupt and oppressive and concluded that "the police force throughout the country is in a most unsatisfactory condition, that abuses are common everywhere, that this involves great injury to the people and discredit to the government and that radical reforms are urgently necessary. These reforms will cost much; because the department has hitherto been starved; but they must be effected". What the Police Commission said in 1903 appears more or less equally applicable to the conditions obtaining in the police force in the 1980s. Today to ignore the constabulary in any study is to play Hamlet without the Prince of Denmark.

Again the National Police commission (1979) while dealing with some important aspects of the living and working conditions of the constabulary observed that "the constable of the present day has moved far from the predominantly mechanical role assigned to him by the 1902
commission and has to interact with the public in large numbers in a variety of situations where he has to apply his mind, exercise his judgement, use his powers of persuasion and appeal and enforce law with public understanding and cooperation. It is the constabulary who form the cutting edge of police administration and face the public most during their visits to police stations and movement on roads. It is the constable's behaviour and response which create the first and foremost impact on the public mind. The police image in the country is largely determined by the staff who function at the police station level. The constabulary constitute a large majority of this staff and form the foundation and base for the entire police structure. Any attempt at a meaningful police reform has necessarily to start at their level only, since no restriction of the system will be practicable or enduring unless the mass base of the system is rendered healthy and efficient".

Reverting to Tamilnadu police force, it is seen that its chief, the Director General of Police (DGP) as the Head of the department, has a number of Inspectors General of Police each assigned a special task including law and order, crime, intelligence, enforcement of social legislations, home guards etc. The entire State is divided into several ranges with the specialised units like the special branch and crime branch of the Criminal Investigation Department (CID) functioning at the state level with detachments located in all the districts. The law and order ranges encompassed in themselves 3 to 4 districts. While police ranges are headed by Deputy Inspectors General of police (DIG), the SP heads the district police and works under the overall charge of the district collector, the latter being responsible for maintenance of law and order under the Indian Police Act. The districts have a number of local police
stations some headed by inspectors of police at the district headquarters and the bulk with sub-inspectors of police in rural areas. While in urban areas crime and law and order work is attended to by separate personnel, in the rural police station, the work is combined in the same set of police station staff which comprises of a sub-inspector as SHO and a few HCs and PCs. The system obtained for the police in metropolitan cities like Madras, Coimbatore, and Madurai is a little different. They have a Police Commissioner at the top and the entire policing within the city comes under the direct charge of the commissioner of police who is also the additional district magistrate. Among the commissionerates in India established during the British rule, Madras Commissionerate is the oldest having been set up in the year 1856. The entire Madras city is divided into three districts each with a separate deputy commissioner for law and order and two crime districts each again headed by a deputy commissioner (DC). A huge division of the city police is of the armed reserve personnel who provide the supportive teeth by way of reinforcement at times of critical situations of law and order where more man-power is required to be deployed on the field. Such armed reserve contingents are available with every district superintendent of police also. Such personnel further carry out static guard duties and escort duties. Law and order police station headed by inspectors of police have 2-3 sub-inspectors each in the police station. Madras City has 78 such law and order police stations and 67 crime police stations.

Besides this so called taluk police at the city and district who have for special law and order situation the armed reserve, the State has armed police units known as Tamil Nadu Special Police. They are
grouped as battalions on more or less similar lines to those of the army battalions and are headed by commandants of the rank of superintendents of police. They are the armed wing of the police and are called out for more serious law and order situations besides guarding essential and vital installations. Traffic wing of the city police and district police are entirely put in-charge of the duties of traffic regulation education and enforcement besides investigation of traffic accident cases.

While the Police Commissioner in Metropolitan City combines police powers of the superintendent of police and the magisterial powers of the district magistrate, the district police superintendent keeps the district magistrate informed of every important development as the latter is in-charge of law and order in some kind of dyarchy. The Commissionerate system is based on the recognition that urban police system should be treated separately from rural ones. At the same time it has been considered essential that there should be close cooperation between urban and rural forces. The urban and rural police have almost similar conditions of service and there is greater exchange of personnel and cooperation in handling state problems.
Tamilnadu Police has the following strength as on 1-1-94:

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<th>Rank</th>
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<td>Men</td>
<td>Women</td>
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<td>ix. S.I.</td>
<td>5015</td>
<td>119</td>
<td>5134</td>
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<td>x. HC</td>
<td>8245</td>
<td>103</td>
<td>8348</td>
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<tr>
<td>xi. PC</td>
<td>57888</td>
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73441 1310 74751 approx 100%

It could be seen from the above that the bulk of the police force consists of constabulary. The constabulary of the police station functions at the cutting edge level where the common man comes into contact with the police department. Over a period it has been admitted that police duty is arduous. At the same time it is also said that the way in which the police go about discharging their functions could not be said to be very satisfactory. Human rights violations etc. have been alleged in the past and such allegations keep pouring in even today. Third degree methods are reliably learnt, according to some, to be used by the police officials. If the qualitative improvement in police force is to be achieved in the background of all these criticisms, one has to go into the very basis of what the force consists of. The answer will be found in the fact that if only the quality of the new entrants to the police force is improved and such personnel are given a proper orientation and
training in handling matters strictly according to law, one would expect a much better performance by the police personnel who discharge police functions like maintenance of public peace and order, prevention and detection of crime, traffic regulation etc. While senior officers to the police force are selected from Indian Police Service and are recruited by the Union Public Service commission, at the state level, officers to man police sub-divisions are recruited at the level of deputy superintendents by the State Public Service Commission. The next strata of entry is at the level of sub-inspectors and police constables. Some of the sub-inspectors positions are reserved for head constables, who are promoted to fill up a percentage of such vacancies. Constabulary meaning police constables and head constables account for the bulk of the force. Constables were earlier being recruited by the superintendent of police at the district level. Presently, the Uniformed Services Recruitment Board is vested with the responsibility of recruiting police constables also. The constables after several years of service become head constables and the more competent and fortunate ones become sub-inspectors and inspectors in due course. In other words, the constables form a strong pillar of the police force.

To examine as to the type of personnel the police have at the constable’s level, it was decided to go through the different categories of policemen and compare their socio economic factors and behavioural traits. In view of the looming influence of the constabulary, one has to devise a fool-proof system based not only on physical endurance but also other suitable tests including psychological tests and should incorporate them into a comprehensive selection process so that the most suitable person would be enrolled as the police constable.
In as much as the output of the force to a great extent and quality of service rendered by police department as a whole depends on the calibre of constabulary, it is but deemed absolutely necessary that the police administrator gets to know what sort of quality of men he recruits or who are his men. Where do they come from? What caste predominates? What families repeatedly send their young ones to the police force. It is a distressing fact that not much is known about these matters. What is needed is a thorough search of personal records of the constables in order to determine precisely who the men of state police are? This could be done on a random sample through survey technique. In the State of Tamil Nadu men come from different castes including socially under-privileged ones and the backward communities. The constables receive training in police work extending over a period of 6 to 9 months. Tamil Nadu has a few police recruit schools where such policeman are sent for training after their initial recruitment process is completed. There is no uniform training syllabi for the police constable being recruited into the different state police forces and as such one would find variation in the content of training from state to state. The constable after his initial training at the police recruit school moves to armed reserve of the district police set-up from where he is sent on to local police to discharge law and order, traffic and crime duties. Experience has shown that one needs to study the behavioural aspects of these police constables, primarily falling under three categories. One has to identify the socio economic factors and the personality traits of such constabulary. In every force there are good and bad men. While the good category would be those who have not committed any misconduct and for having maintained clean record of
service, they have received medals of honour, the bad category would be divided into two: a) those who have come to repeated adverse notice for misconduct and b) those who have been punished for a charge of corrupt practice.

The researcher proposed to study the socio-economic factors and personality traits of these three categories of constabulary (i.e.) both police constables and head constables and see what is common or different among the group.

For the purpose of this study, the good group was picked up from 1474, a lot who received Chief Minister's Constabulary Medal for clean record of service in the year 1988. A sample of 55 were picked up based on sound principles of research methodology. Similarly, all the district superintendents of police were addressed to indicate police personnel of the rank of constabulary (PCs and HCs) who have come to repeated adverse notice in their districts. A detailed list containing 31 names was prepared. They became the second group. The third group consisted of those who have been dealt with for charges of corruption wherein specific allegations were found proved after initial investigation and detailed departmental enquiries. The list of such persons were also obtained from the district superintendents of police and 33 persons were taken up for study. Thus three groups of police personnel namely:

1) 55 PCs / HCs who have maintained clean record of service

2) 31 PCs / HCs who have come to repeated adverse notice for misconduct and
3) 33 PCs / HCs who have been punished for proven corruption charges, were taken up as subject for detailed study to ascertain their personality traits and socio-economic factors.

A detailed questionnaire was prepared and was administered to all these persons and answers obtained have been tabulated and analysed. To get at the personality trait, it was considered desirable to administer to each one of them, the 16 personality factor Form E and it was accordingly done with great care. The answers were marked and their replies were analysed through a computer. The results are found in Chapter V. This study is basically done with a view to identify the personality traits which are found in the three categories and to study what is common or different among such groups so that the force could introduce in the matter of recruitment process, tests which could identify such traits and would lead to elimination or selection as is deemed necessary with reference to each group of persons with such personality traits. Such identification would also be useful in the matter of training police personnel who have already entered service with not desirable traits / socio-economic factors. The syllabi would have to be appropriately devised so as to attempt correction of unwanted traits and to improve the over-all operational efficiency and image of the police force.

Police have made a lot of ground fitting into democratic system of the country and have exhibited work which have been appreciated but they are also criticised for their inefficiency or corrupt practices etc. Hence constant correctional steps would help in further improving the standards.
Some of the principal reasons why no compromise with excellence can be made in the police personnel selection could be enumerated as follows:

i. Complexity of our social setting demand police competence.

ii. The educational achievement level of the average citizen is rising steadily. The law enforcement officer who must work with and, for members of the community, will not command respect or perform his task satisfactorily unless his educational achievement is at least equal if not better than that of the average citizen with whom he will be in contact.

iii. Our society is governed by a growing multiplicity of laws and legal rulings. The police officer is called upon to act quickly and precisely under adverse circumstances. He is expected to know the law and act accordingly without fear or favour. This is an ideal that will be difficult to achieve. However, any hope for the attainment of this goal will rest upon the employment of law enforcement personnel who have qualifications that are equal or above those possessed by the average citizen.

iv. Police service is a highly personalised service. Of all services police function stands in sharp relief in view of its potential and actual impact on the life and convenience of the individual citizen.

v. The modern police duty covers a very broad scope of activity.
vi. Law enforcement services have shown persistent tendency to grow from within.

vii. The goal of law enforcement is to attain recognition as a profession.

viii. There is an imperative need to build up proper image of the police service. It may be many years before the public fully accept the police services as a positive element in the society. Acceptance of quality service dispensed by skilled practitioners who are dedicated to public service will result in a better status.

ix. Modern police service require high level of intra-agency cooperation and coordination.

x. There is an impelling need to find practical solution to the crime problem.

Earl Warren the then Chief Justice of the U.S. Supreme Court once said, “an individual policeman of the police department is basic to the system of law enforcement in use. The sound administration of criminal justice depends to a high degree, upon his courage, skill and intelligence besides self-restraint in the performance of his duties”.

There are also examples in our country where local police organisations that are well administered and well trained, perform their duties with intelligence and scrupulous regard to the rights of individuals as well as for the protection of the community. Such examples have to lead a way. People concerned with law enforcement agree that police selection is important. Unfortunately the top police administrator himself
with his vast practical experience is too often engrossed in day-to-day duties that he has no time to develop or explain his experience for the benefit of others.

Richard Blum, of the University of California at Burgle and a member of the faculty of the centre for training in community psychiatry of the California department of mental hygiene who was also a consultant to the sheriff department of San Mathew County and to Sanfrancisco and Sano-police departments, had also highlighted, after a lot of research in a variety of medical, university, military and industrial settings the need for proper police selection.

Einstein once observed that the most important step to new knowledge is knowing what question to ask. In fact, Edward Comber director of the school of criminology in the University of California has once mentioned that police service is fast changing and for the better. It is the wise man who sets his own scores rather than allowing himself to drift willy-nilly on the currents. Work done are general goals of police service and how can personnel policies, selection included, implement these goals? The obvious answer is one of professionalisation. According to Richard Blum, personnel selection is the key to future law enforcement services.

The police officer was, in the olden days, primarily in contact with the criminal element rather than with the orderly members of society. In sharp contrast, the modern law enforcement agency has many service responsibilities that promote a high rate of contact with the non-criminal segment of the community. This situation has been the natural outgrowth of the increasing number of regulatory measures that society has
enacted to promote its own safety and convenience. It is cruel commentary that the specific agency that society has created and charged with responsibility for the maintenance of security and public order is, in turn, subject to apathetic support and frequent irrational criticism. The reasons for this paradox are many and varied. Some factors can be readily identified, others are obscure and intangible.

The performance of law enforcement services in India has not been uniform nor of a consistently high order. Police conduct has merited criticism on a number of occasions.

The public is quick to identify any current defect of irregularity with corruption and misconduct that prevailed during prior periods of administrative failure. Law enforcement has the dubious distinction of being subject to public and official scrutiny more than any other service agency. The police officer lives literally in a ‘fish bowl’. This high visibility pertains to all segments of the service and extends into the private life of the individual member.

Many of the past failings of the police can be identified with ‘the system’ that prevailed when the irregularities occurred. Police power has always suffered as the step-child of local political power. When the local political power is used wisely and fosters sound police administration, the community is the fortunate beneficiary. On the other hand, when political manipulators prostitute the police service for selfish ends, the community must contend with confusion, uncertainty, and a double standard of enforcement. The Police agency that is compelled to operate in this environment cannot function effectively and lacks the fundamental basis upon which it may build or attain self-respect. It cannot portray
its own image but must live with and by the image drawn by the local political structure.

Fortunately, the modern police administrator has acquired an enlightened view of his responsibility and is concerned about the image of department. Not only is it a measure of public acceptance of the service, but it is also an indirect gauge of the public attitude towards the total government structure. The public's image of the police service is a prime factor in the attraction the service holds for potential candidates for recruitment. The police image is important because membership in a law enforcement agency presents some handicaps to those who seek participation. The semi-military character of police organisation, the discipline and the customary use of a uniform, set the officer apart from the public. Departmental rules regarding personal conduct follow the member on or off duty and restrict his personal freedom. The law enforcement officer is also subject to recall to duty at any time. The recall may only occur infrequently; however, because of this contingency the member is seldom completely at ease. When an officer is off-duty in the home setting he risks the possibility of getting involved in neighbourhood disputes just because he is known to be a "Cop" and is therefore subject to the entreaty of his neighbours. Modern police service is markedly different from that which prevailed a few generations ago. The change in standards reflects the trend in our culture as a whole during the intervening years. Each change has been an adjustment to meet growing police responsibility. As the nature and scope of law enforcement has expanded the demands upon the members of the service have been more exacting.
The present study has focussed attention on two major elements. They are socio-economic factors and personality traits of constables and head constables already in employment. If some reliable deductions can be made from such a study, it will prove useful in correcting aberrations in the existing personnel by in-service training and more importantly helping those in-charge of selections to look for the right material. This is an aspect which has been lost sight of over the years. Once the causative factors that lead to improvement of police working or what tends to diminish its usefulness are known, half the problem is solved. This was yet another reason for treading on an unfamiliar terrain. The following chapters unfold the work and the culminating findings.

These findings regarding what shapes a constable's responses, are not final or the end of research in this field. It is not even the beginning. It is just the end of the beginning. Other aspects have to be gone into so also similar study of the sub-inspectors who are the lynch-pin of the police force. Their roles and talents are different. These are mentioned to confess to a consciousness of the little done in this research study and the vast that remains undone.