CHAPTER-III

LITERATURE SURVEY

In the present chapter an attempt is made to review the existing literature on the subject of 'police administration'. The discussion is made under two broad sections. In the first section research conducted by the foreign scholars and researchers is dealt with whereas in the latter, the contribution made by Indian scholars and researchers is reviewed.

I. WORK DONE BY THE FOREIGN SCHOLARS

Caine (1973) in her work1 'Society and the Policeman's Role', seeks to examine what she calls 'the policeman's world view' with an enquiry into police behaviour in terms of role pressures and the community. The analysis is sharpened by a detailed exploration of the policeman's interdependence with his family, his seniors and his colleagues. She feels that an understanding of the policeman's world view will provide some light on police organisation and behaviour besides an explanation of behaviour in terms of role pressures.

With increasing social complexity and intra as well as inter-community conflict, society has to pause and take a close look at the role of the police. It is not merely a question of maintaining law and order, but as the author significantly suggests, the answer to the problem lies in understanding the sociology of police based on the expected contribution of the police to maintaining social order. The context of his task,
though complex, is known in terms of the role-defining groups which are today reasonably well identified.

In this context, the author has identified four role defining groups viz. colleagues, senior officers, wife and community or public. Each of these has a task. The quantitative evidence cited suggests that even these role-defining groups will perceive their tasks differently depending on the category of police i.e. country or city.

To Dopp (1974), police personnel administration—coordination and management of human resources—is an awesome responsibility that has taken on new significance lately because of the rise of two contemporary phenomena: the professionalisation movement, and the police labour movement. While admitting that it is doubtful if there will be a special field of police personnel administration in the foreseeable future and that it is nor justifiable considering the size of the personnel contingents of most of the law enforcement agencies, claims that human resource management is a continuous responsibility of all police departments regardless of their size.

The author has identified the recognised elements of public personnel administration and placed them in a police context. In addition, those conditions which are peculiar to law enforcement have been assigned an appropriate place in the work. There is an effort to include varying perspectives on issues especially on controversial matters such as unionisation, internal investigations, police role definition, civil service reforms etc.
Though the book is written in the context of the police organisation of America, it is quite useful in case of Indian police also in so far as a special section has been devoted to unionisation in police and collective bargaining.

Successful deployment of police forces for various purposes, better investigative techniques, improved public image, and technological improvements depend to a great extent on the proper selection, training and utilisation of the police personnel and also on the building up of right attitudes and values in their orientation. Stall and Stanfenberger (1974) seek to emphasise this fact for police administrators in the United States, who, despite technological improvements in crime detection and investigative techniques, have done precious little to improve their personnel system.

The present volume reflects a genuine concern for improvement in the organisation and behaviour of police personnel through allround reform and improvement in the vital area of personnel management covering such fields as human resource planning, job analysis, recruitment selection, performance appraisal, discipline, job satisfaction, productivity or motivation and many related problems. Although this kind of recommendations made therein are intended for the use of police administrators in the United States but many of these are fundamental and would be found to be quite applicable in other situations as well. The core theme underlying the essays, that the police administration should be treated as a basic human management activity rather than as a 'legalistic-mechanical
Lewis (1976) has undertaken this indepth study on the present structuring of the British police—its challenges, its in-built limiting factors and thereafter given his future projection on the kind of police force the British society might look to. The author, besides analyzing the existing situation, has succeeded in projecting the expected role of future policemen.

In the light of slow but steady decline in the popular image of the British "Bobby", the author analyses the policemen's critical situation in an unstable society—unstable in the light of changing traditions, changing social values, increase of violence, the inner struggle of the policeman to adjust himself to a new role of a social worker, reformer and a law enforcer, all in one.

While the society will always need police, it will be essential that new innovations and experimentations should be resorted to for making it a more effective tool of social purpose. The higher calibre and intellectual potential of the future policemen will pose simultaneous demands of better remunerations for an improved standard of living. The author hopes that while the society might pin its faith on the police as an institution, which is still serving them capably, it will be for the police to rise up to these expectations.

Wilson and McLaren in their co-authored 'Police Administration' (1977) brought out how the findings of social and behavioural sciences on the one hand and the achievements of science and technology, on the other, could be harnessed to achieve professional excellence and operational efficiency in police administration.
organisation governed by a labyrinth of 19th century rules and regulations, very well outlines the kernel of the problem facing the Indian police.

Being a Reader in the faculty of law of London University, Leigh (1975) considered the system of policing in England and Wales from a legal perspective. The author has brought out how does the police in England and Wales operate and what are its responsibilities? Being a unitary form of government and the police forces working under the local authorities, how a proper balance is maintained in so far as the control over the police force is concerned is also ably described by the author.

The massage that comes out of the book is that the British police is functionally an admirable institution. But one would have wanted to know the rationale behind the model behaviour of the British police, a by-word around the world ever since Peel's reforms of 1829. To the reviewer, the most striking feature of the British police is that over the last century and a half, they have remained efficient, incorruptible and law-abiding and they are fortunately zealous to preserve these.

However, in the book, one misses a sociological analysis of the police powers and functions. There is no critical appraisal as to what bearing the police activities have on the individual and societal regulations that is generated amongst the people by the democratic processes. Moreover, the systems of controlling police have unfortunately been dismissed by the author in bare twelve pages in the last chapter of the book.
Though all the discussions and descriptions contained in the book relate to American society and culture, yet one can draw valuable lessons to apply some of these concepts and principles to the Indian police administration. It is evident that in the process of a healthy political development, the police has an important role to play. Whether the citizens perceive this force as a help in the process or as a hindrance would depend upon the extent to which we mould the police force and its operations in the desired direction.

While outlining his approach in writing this textbook, Hale (1977), refers to the peculiarities of the police organisation. In the process the overall framework naturally is that of the USA but the author has made extensive use of literature on the subject. He laments that few police administrators have attempted to apply the principles developed in the social sciences to the problems of police administration, even in view of ample proof of relevance and applicability.

The author identifies the principal weaknesses of the traditional police organisational structure and talks of humanising it. He points out that police executives must have a thorough understanding of sound management principles, organisation theories and administrative techniques and that they should be able to apply this knowledge to the practical day-to-day problem resolution exercise in police administration. He also highlights the significance of the people in police functioning and suggests that the executive in police must know how to ensure utmost public support for the police force.
In the background of the prevailing conditions in the USA, the author touches upon the problems of employee associations and unions, police employee rights, grievance procedures, collective bargaining etc. The significance of these issues lies in the fact that these are some of the crucial problems which Indian police is also facing today and that's why significant lesson can be drawn from this volume in resolving them.

Present volume is a collection of the lectures by the Commission of Police of the Metropolis. In these lectures, Sir Robert, an eminent policemen for some forty years, raises some important questions about the desirability of the police in being armed, the fairness of interrogation, the handling of demonstration etc.

Referring to the basic mission of the police, Sir Robert suggests that the police must provide a stabilising and reassuring influence in a changing and perplexed society. The author, in this connection, reviews the entire organisational working of the police in a free society. The author has also discussed the differing role of the police and the army in keeping peace in the country and emphasises the "police exist for the maintenance of public order, irrespective of party, of sectional interests of the government of the day." This viewpoint, however unpalatable at times, must permeate the national psyche if the democratic foundations have to be stabilised and broadened.

In the chapter "Liberty without Responsibility?" he makes the telling comment that "you will not reduce crime until
you recognise that it is no longer enough for every citizen to play a negative part in law enforcement." Sir Robert also touches upon subjects like difficulties in investigation and prosecution, complaints against police, social violence, political demonstrations etc.

Based on extensive field work in England and the United States, the present volume articulates a perspective on policing as an activity and organisation. Manning (1977) has pointed out that though police have been claiming responsibility for the maintenance of public order and the prevention of crime, yet their resources in the sense of public consensus and the level of cooperation that facilitates effective action, are diminishing. They are the targets for ever-increasing public demand for a level of public order and crime prevention they possibly can not fulfill.

Manning also dwells upon the police public relations. He approaches it from a historical perspective beginning with the first London Metropolitan Police and shows how the "police mandate" was gradually transformed from simple protection of citizens and their property from the "dangerous classes." to the para-military "crime fighting" of today. The myths and rituals surrounding police work both within and beyond the police organisation are examined, as are the evolution of police and the inherent contradictions of police community relations.

Manning further points out that as long they encourage the public to think of them as "crime-fighters" which in today's complex society they can't possibly be, and refuse to develop new
modes of crime control and service delivery. They will be caught in the middle of public and political controversy.

Miller's is an effort to ascertain how the police forces of London and New York shaped their enduring public images in the formative years of the mid-nineteenth century. It shows how their distinctive styles of authority were formed—the British policemen exercising a sort of impersonal restrained authority while the American a less impersonal and less restrained authority. London Bobbies are politely restrained, dignified and law abiding while American cops are brutal, corrupt and prone to informal enforcement of their own conception of order with the end of a stick. These public impressions of the two police forces were shaped during their formative years between 1830 and 1870, in the ways that reflect the social trends of societies sharing a cultural heritage but divergent in ideologies, political institutions and class relationships.

Bunyard (1979) has brought out in the present volume how the police forces of the various countries are shaped and reshaped according to the changes in the societies in which they prevail. Social change not only affects the relationship between the police and public but it also influences the attitudes of police personnel towards their work. This means that the changes in "policing needs" affect not only the structure of the police service and its functions, but also the attitudes of the members to the duties they are required to perform.

The author explains the present forms of modern forces by studying the way in which they have been shaped in the past and indicates the possible lines of future development. The heavy
demands made on police organisations by the level of service required by the public calls not only for intelligent and well trained officers but for considerable powers of leadership and motivation.

Ingleton has made a good attempt to provide an account of police force of about 200 separate nations. The book is more on the lines of a directory or an almanac, rather than an exhaustive study of each force. The facts are presented on the majority of the world's police forces, no matter how small or large they may be—from the tiny Island of Tristan da Cuhna to the mighty USA. Each country has its own section with the relevant details subdivided into manageable proportions on origins, organisations, uniform, ranks, badges, weapons, and establishment.

II WORK DONE BY THE INDIAN SCHOLARS

In his book, The Indian Police. A case for a New Image; Sh. Triloknath (1978) cogently and vigorously argues the case for a new image at the state level and below for the Indian police in the present day context of the Indian polity and administrative requirements. It is in this connection that the author has recommended the setting up of a Central Police Board on the lines of the Railway Board. The author also recommends that the Police Act of 1861 should be scrapped and new centrally formed Act to cater to the central armed constabulary, on the lines of the Indian Army Act, appears to be the need of the hour. Further, the author believes that the transferring of law and
order responsibility to the central list would help avoid wasteful expenditure on parallel forces which are being increasingly organised. Besides he has also suggested the possibility of the setting up of a high powered body like a Central Police Commission, on the pattern of the Planning Commission so that the work of national development could be coordinated with the police work.

All these suggestions require an alteration in the present constitutional position in the Seventh Schedule [regarding the distribution of powers between the centre & the states]. However, any such redistribution in favour of the Centre would be resented to by all and sundry. The author has not touched upon this aspect.

In this book Bhardwaj (1978) has traversed wide areas of relevance to police administration in India ranging from the Police Act of 1861 to the plea for disarming the police force. The author deserves credit for disputing the justification of keeping police as a non-plan department, while the country is taking giant strides towards development. Some of the important points discussed by the author are:

1. Putting a complaint box in all police stations (under the control of a committee of officials and non-officials) to improve police-community relations—a darkest spot of police administration in India,

2. Constitution of a police board as an adjunct to the planning commission,
3. Setting up of juvenile police units.

4. Specialised training for police to meet the crime situations.

5. Disarming the police, as is prevailing in Britain, as there have been more instances of firing than during the British regime despite ours being a free nation.

Since the author has taken up a huge task of including various problems/issue-areas facing the Indian police, the focus of the subject has got blurred and diffused e.g. he discusses the organisational set-up of the police at the district level, the justification of entrusting additional duties to the police, etc. in the chapter on "Government Apathy to Moral Values."

Moreover, the author has only pointed towards evils of political interference in police functioning but has not forwarded any suggestion in this connection.

An important consequence of discontinuities in employment and inadequate living conditions in the metropolitan cities, is the feeling of frustration felt by the migrants whose eyes are set on the facilities availed by the riches. In this socio-economic milieu, crime has increased and Chaturvedi (1985), in the present volume\(^{15}\), examines the way the police administration and the government have responded to the situation. In this connection the author has discussed the urban police administration and the establishment of the police commissionerate system.

The data collected by the author through interviews in
Delhi, show that the police commissioner system has fallen short of peoples' expectations due to several reasons. One of the reasons enlisted by the author, is the political interference that pervades the entire administrative system, particularly in a place like Delhi, which abounds in VIPs. Besides, inadequate management of police force, which results in overlapping of law and order wings, lack of specialisation ineffective beat system, faulty communications etc, is also responsible for this.

The author has also made some useful recommendations to improve the working of police force in Delhi. He has laid great emphasis on reforming the organisational structure and has presented an alternative model that is worth looking into.

The present volume by Rajinder Prashar (1986) deals with organisation and structure and the police personnel administration. In this connection, he deals with the birth throes of police set-up in British India and answers questions such as 'why did the Police Act of 1861 conceive the police force as an "instrument of coercion" and not as a service organisation. While the chapter on "Structure" and "Recruitment and Promotion" are largely descriptive, those on "Training" and "Conditions of Service" contain many useful suggestions e.g. the author reaches the heart of the maladies of the police training system in India when he says that "by and large training has became a ritual wherein the unwilling and ill-equipped instructors perform the necessary rites of drilling and lecturing".

Dealing with the "police agitations and unionism" in India, the author impresses upon police managements that if
unionism in police can't be allowed because the organisation is entrusted with the important task of maintaining internal security, then there exists the urgent need for an effective machinery to redress the genuine grievances of the policemen.

The author also attempts to identify the causes of corruption in the police force. The author argues that this malady is not a post-independence phenomenon but is hangover from the colonial days. He also mentions a myriad of pressures in the independent, development-oriented India that compels a large number of policemen to become corrupt. The practical steps, he offers, for overcoming the problem are higher salaries, simplified procedures, code of conduct for legislators of ruling party or political non-interference, even-handed role of press in building image of the police, reward for honest and punishment for the corrupt (policemen) etc.

However, the author has only mentioned the internal reasons for corruption and totally ignored the 'external influences', as if they have no bearing on it. A significant factor that pushes most policemen towards corruption—"individualism" and "self respect"—has, however, not been taken into consideration by the author. Moreover most of the evidences the author cites in support of his arguments are taken form the State of Uttar Pradesh, there by, failing to provide a coherent and an all-India respective to the present volume.

Beginning with report of National Police Commission (1980), there has been a plethora of literature on the subject of law and order and modernisation of police. The present work by Saksena (1987) falls in this category. The book covers some of the
significant issues like integrity in administration, delays in courts, massive concealment of crimes, excessive use of third-degree methods, riots, hypocrisy of politicians, misuse of Section 144 of the Code of Criminal Procedure etc.

The author admits that many of the charges levelled against the police are correct but passes on the blame to the political leaders whom he calls greatest sinners. The author is of a considered view that the political leaders have ruined the police system for their selfish political ends. The author suggests that legal and constitutional changes are necessary to take political motivation out of law and order in India. However, he doesn't recommend any specific measures legal or constitutional on the plea that this is beyond the scope of the book. Further the reader has no use of the references to smuggling in China and Food riots during the French and Russian revolutions.

The Police in a democratic society faces many dilemmas and there are no easy or ready-made answers to the complex and deep seated problems of police in such a society. Mathur (1987) in his "The Problems of Police in a Democratic Society", holds that in a democracy where police is accountable to law, powers vested in a policemen need to be severely circumscribed and provided with a series of checks, balances and safeguards to ensure that he doesn't overstep the limitations set for him. In democratic countries, like USA, Britain and India the chain of accountability reaches form uniformed officers to permanent non-police civil servants to an elected minister to a legislature and ultimately to the people.
The author also discusses police behaviour and the need for attitudinal change. The author has also identified the core area where attitudinal change is needed. And it is in this regard that the author finds a dire need of bringing about a drastic change in the existing system of police training. The author has also made some very useful and novel suggestions to remedy the ills which are making the present police administration a problem ridden institution. Some of these are:

1) There should be Statutory State Security Commissions to provide overall superintendence and control over police forces on the pattern of Japanese police system.

2) The system of rural policing should be strengthened by opening more rural police stations and increasing their strength, means of transport and communications.

3) Effective measures should be taken to provide all police stations with adequate accommodation, furniture and even hospitality funds to entertain visitors and witnesses.

4) Police Station Officers should be authorised to have constant and regular contact with mass media.

5) Police image should be improved by police professionalism and attitudinal change in police at all levels.

6) Better percentage of women should be inducted in the police force.
Police training should be so modified that there is maximum human resource development in the organisation.

The author has held that there are no two opinions that unionism should not be allowed in police but in its absence a grievance redressal machinery should be constituted in accordance with the recommendations of the National Police Commission at the district, range and state levels so that participative management of policemen could be ensured.

The book under review is a collection of 18 articles written by K.M. Mathur. According to the author, internal security of a nation signifies freedom from threats to the survival, preservation and protection of the nation-state as a political entity in the comity of nations. The author feels that developing countries of the world are subjecting themselves to multi-dimensional processes of modernity involving changes in structures, attitudes and institutions as well as acceleration of economic growth and development with a view to providing better quality of life to its citizens. The developing countries face the problems of change, transition and economic growth. In such a context, the problem of internal security acquires special significance.

According to the author internal and external securities are closely related and inter-dependent and both require constant vigil. Internal security management is a national task and not the responsibility of the police or the third-force (para-military forces) alone. Internal security
duties are complex and require professional expertise for its proper handling. Increasing crime disaffection based on language, race, community resulting in collective violence, industrial disputes, riots, terrorism are some of the main challenges of internal security for a developing society. According to the author it is an opportune time to introduce a nation-wide crusade of mass-education on internal security by making intensive use of media of the Press, Radio, TV & films.

On the weaker side of the study, it may said that the book should have given more comprehensive treatment of the problems of terrorism, communal riots and international espionage. It should also have given exclusive treatment to the problems of regionalism and weaker sections of the society.

Keeping in view the current challenges and crisis of role expectations, role behaviour and role performance of the Indian police, particularly in a state of political uncertainty and ambiguity of decision making, the present volume (by Ghosh 1989) bringing together the varied and rich experiences of 18 top police administrators will be a definitive guide to both the policy-makers & administrators in the system of policing. The central theme running through all the articles/essays is that there is need of "complete reorientation" of the work and of paying special attention to the problems of public relation to "refurbish the image" of police administration in the eyes of the people. Police administration is required to be made efficient, effective and responsive. It also underlines the need of public cooperation for effective police performance and that it (cooperation) must be elicited by the police by polite behaviour.
With democratisation, social disturbances and political upheavals, caste, class and primordial loyalties raising their heads, politicalisation of police administration, falling standards, growing corruption, indiscipline among rank and file, distrust and suspicion in the public eye, the police administration is getting demoralised; law and order suffers deterioration.

"Problem of Police Surveillance in India (1891-1974)" by R.C. Jha (1991) is one of the pioneering efforts probing into the dynamics of the theme. The book studies the historical and legal aspects of police surveillances in India and highlights, the 1975 historic judgement of the Supreme Court in Govind VS State of M.P. The present work has seven chapters wherein the first chapter covers the meaning and historical background of police surveillance. The second chapter relates to the rules of police surveillance in which, the author has intensively quoted police manuals of the various states. The next four chapters are devoted to the various judgements of the Supreme Court and High Courts relating to the police surveillance.

In the Seventh chapter, the author has examined the threat to community security caused by economic offences, narco-terrorism, smuggling, corruption and drug-traffickers. According to the author, effective surveillance now-a-days can be achieved not much by taking recourse to traditional methods of surveillance. New techniques & methods made available to us by the technological revolution of our times must have to be made
use of. The author has, however, not spelt out these new techniques but has recommended a delicate balance between the rights of the citizens and the need for adequate community security. The book brings out a new dimension of police activity and makes a useful contribution and makes a useful contribution to the subject of police surveillance.

On the weaker side, the book has not touched or analysed the delicate subject of 'political surveillance'. Surveillance over political opponents, trade union leaders, and even own partymen who are likely to cause dangers to the political masters has not been discussed and analysed in the present work.

Of late, the need to streamline the district policing system has been recognised in the context of growing unrest, social violence, activities of mafia, and potential threat from lumpen elements. The problem is compounded by the upsurge of secessionist movements, extremist violence, caste and communal conflict etc. Therefore, a conscious effort is being made by Jai Tilak Roy (1992) to probe into the dynamics of effective functioning at the district level so that the police could contribute its maximum to the well being of the citizens.

District policing is the pivotal point of contact between the citizen and the administration in the sphere of law enforcement. It is necessary that a 'Welfare State' must be preceded by an 'Orderly State' and police has an important role to play to ensure order in a society. That's why police is a prerequisite for the Welfare State. However, it is a matter of serious concern, the author laments, that despite the clear
mandate of the Constitution of India, the Gore Committee Report on police training and the general orientations suggested in the report of the and the general orientations suggested in the report of the National Police Commission, the organisation's performance leaves much to be desired. The range of themes is wide. But the focus is on desirability of sharpening the edges of the organisation to make it service oriented with a view to protecting the society, caring for social justice, and maintaining an orderly set up. It aims at creating an attitudinal change, empathy and responsiveness among the district police officers.

A collection of nine thought provoking essays, written at different points of time by Praveen Kumar, is an admirable attempt towards probing what challenges the Indian police, in the face of changing times, is facing and what needs to be done in order to make it responsive. Though written in the context of Karnataka, police of almost all the states are plagued by the similar ills mentioned by the author.

The author suggests that if policing is to be effective in the years ahead, we need to bring both structural as well as behavioural/attitudinal changes in police. In so far as the behavioural aspect is concerned the author has devoted one essay
viz 'Humanising The Police' which speaks volumes on the subject. Regarding the structural changes, the author holds that what we need in present times is specialisation and suggests that police should be reorganised into three distinct branches viz.

1) Regulatory / Uniformed Police in charge of law and order and other regulatory duties;

2) Mainstay police in charge of crime investigation, crime prevention, security and intelligence operation;

3) Social police in charge of prevention and investigation of all social offences and implementation of social legislation.

All these three wings should have separate system of recruitment and training and their own individual organisations upto the district level with independent superintendents and staff as required functioning in the similar manner as the army, navy and airforce.

The author also suggests changes in the system of the ACR of men and officials which, in no way, reflects the qualities or capabilities or the lack thereof.
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