CHAPTER VIII
POLICE-PUBLIC RELATIONS

Overview

The study of the role of Police in the District Police administration must be supplemented by the study of relations between the Police and the public. In this chapter an attempt has been made to examine whether the present machinery of law and order is adequate in the context of Police-Public Relations.

Need for Good Police-Public Relations

Police come directly in contact with the members of the public while performing their duties. They have to discharge their functions on behalf of society to ensure law and order, to enable citizens to live in peace and to enjoy their freedom and prosperity.\(^1\)

The various laws enforced and the human contact related by the Police, touch, interfere and penalize the social, economic, political, psychological and even cultural activities of human beings. It is the chief law enforcement agency available to the State. The Police cannot escape involvement in the enforcement of social and economic law as the only enforcing agency available to the State.\(^2\)

Public support is vital for Police work. It is said that, “what grammar is to language, Police are to society”. The two are inter-dependent and inter-related. The Police exist for social regulation, offence prevention and crime detection in society. Likewise, the Police require assistance and cooperation from citizens for effective discharge of their professional duties. Varied Police problems can be resolving. If only the public support comes forward without asking for it. Police work being social and specially critical, cannot be performed

in a state of condemned efficiency. The lack of positive and healthy Police-public relations creates an irreparable loss to both. The positive, participative and purposive Police-public relations are essential for all societies which want to survive in the sophisticated space age of today.

In a democracy the public can discharge their duties successfully only with the fullest cooperation of the public. Democratic way of life hinges essentially on the principle that all public institutions, if they aspire to succeed, in the ultimate analysis, will have to be answerable to the people and that they should seek roots for such a future in the goodwill of the public. Ability to evoke the feelings of acceptability amongst the public and inspire confidence and credibility mirrored in a bright and desirable institutional image. This is more true in the case of Police organization. A good image, which is reality, is the barometer of public goodwill is not merely useful but indeed is vital. A poor image hamstrings the Police rendering them functionally ineffective and socially immobile. Further, unfavorable image affects the Police in myriad ways. Primarily, their organizational goals in prevention and detection of crime and preservation of order become elusive images.

**Public Antagonism: Causes**

Public antagonism is inherent in the very nature of the work of the Police all over the world. In United States, Police are censured at every move, unjust charges are made against them and their sound and progressive programmes are impeded. The activities of the Police are misunderstood and construed as wrong.

The dilemma involved in the work of the Police is another cause of public antipathy. On the one hand, the Police try to have good relations with the people and on the other hand they should

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enforce laws strictly and impartially. If they come close to the public, it may interfere with their legal obligations and if they keep aloof their work seriously suffers from lack of public support. If a Policeman does his work too efficiently, there is the immediate danger of offending the people. If the Police are lenient in the discharge of their duties they fall in their primary duty of enforcement of laws. In this dilemma generally insure the wrath of the people.\(^5\)

The non-observance of the codes of conduct constitutes another source of criticism. Unfortunately these codes remained only “paper ornaments” which adorn the walls of Police Stations and Police offices.\(^6\) There is a belief that an absolute adherence of law is utterly unpracticable. It is this belief which is the basis of a number of malpractices. These practices cause the greatest damage to the prestige of the Police.

In addition to identification, investigation, prosecution and booking the criminals, the Police have to take preventive action which initiates a very sensitive process of factorization, confrontation and detection at the Police level.\(^7\) Here the usual charges leveled by the citizens against the Police are that the Police are inefficient, inadequate and ill trained for the job entrusted to them by the public.\(^8\) They employ third degree methods and are barbarous in their professional behavior with the citizens;\(^9\) and they are corrupt and share the booty with the criminals whom they seek to detect and arrest.\(^10\)

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5 Misra, S.C., Police Administration in India, National Police Academy, Mount Abut, 1970, p.191.
6 Ibid., p.201.
10 Sharma, P.D., op. cit., p.425
Very few citizens, on their own, help the Police in prevention, detection and investigation of crime or in maintenance of law and order. For this sad state of Police public relations, National Police Commission\textsuperscript{11} gives various reasons. They are Police partiality, corruption brutality and failure to register cognizable offences are the most importance reasons; Police do in fact harass those people who try to help them; even though criminogenic factors are not under the control of the Police, and the forces which generate disorder and confused with normal dissent, the press and the political leaders generally blame the Police for rise in crime and spread of disorder; very often the people in order to avoid going to court of law, due to inconvenience and hardships they have to suffer, they avoid the Police; people now may not dread the Police but they certainly dread getting involved with them in any capacity; and the manner in which the Police officers at the lower lever behave towards individual members of the public who approach them is largely conditions by the manner in which these officers are themselves treated by their own higher officers within the force.

Corruption is an important factor, which tarnishes the image of the Police. The forms of corruption are numerous. The Police officer may levy a fee or receive a presentation for every duty he performs. The complainant has often to pay a fee for having his complaints recorded. He has to give the investigating officer a presentation to secure his prompt and earnest attention to the case. More money is extorted as the investigation proceeds. When the officer goes down to the spot to make his investigation, he is a burden not only to the complainant but to his witnesses and often to the whole village. People are harassed sometimes by being compelled to hang about the Police officer for day, sometimes by having to accompany

\textsuperscript{11}India-Fifth Report of the National Police Commission, 1980, p.48, para 41.10.
him from place to place and sometimes by attendance at Police Station.\textsuperscript{12}

The staff who functions at the Police Station level largely determines the Police image in the country. The Constabulary constitutes a large majority of this staff and form and the foundation and base for entire Police structure. They function as automations in situations where they are required to exercise their discretion and judgment. They function rigidly in circumstances, which require flexibility of approach and understanding of the opposite point of view. Thus though, the Constabulary constitute more than eighty percent of the Police force in the country the individual Constable’s contribution to the system is not sound. The National Police Commission has observed that any attempt at a meaningful Police reform has necessarily to start at their level only, since no restructuring will be practicable or enduring unless the mass base of the system is rendered healthy and efficient.\textsuperscript{13}

The people in general believe that Police are incompetent, corrupt, and inhuman, and that, they function merely as agents of party in power. Delhi Police Commission has observed that the Police no public image at all. People do not trust them, because they are unrealizable and corrupt. People do not love them, because they are vindictive and cruel. People have not respect for them, because they are negligent and inefficient.\textsuperscript{14}

Organizational apathy and social indifference are jointly responsible for the ailing state of Police-public relations in India. Organizationally, all three levels i.e., Constabulary subordinates and senior, are responsible for ill evolution, inadequate development and poor maintenance of Police-public relations in India.

\textsuperscript{13}INDIA-First Report of the National Police Commission, February, 1979, para 1, pp.7-11.
The senior echelons staying aloof from the general masses have alienated themselves to a self happy state of isolated administrative functioning. Their low numerical strength obstructs an over all wide coverage of community interactions. Their general attitude of isolation worsens the situation still further.\(^{15}\)

The subordinate functionaries can benefit significantly in the area of Police-Public relations by sharing citizen agencies. But, being power-drunk, egoistic and authoritarian they fail to contribute anything worthwhile in the development and sustenance of Police-public relations.\(^{16}\)

The Constabulary by dint of their quantitative strength, functional pervasiveness, interaction frequency and comprehensive role structure has a pivotal role in the realm of Police-public relations. But, they are unable to play this vital and pivotal role efficiently and effectively because of numerous organizational, personnel, procedural and behavioral hazards. The Constabulary, by and large, are a rural lot. Economically, educationally and professionally also they happen to be quiet backward. Their low comprehensive of Police public aspects, shattered functional efficiently, personal complexities and poor psyche incapacitate them to understand the concept, value and utility of Police-public relations in their professional functioning. Consequently, they are neither able to develop Police-public relations nor execute them at the time of professional demands and public requirements.\(^{17}\)

Studies on qualitative aspects of Constabulary recruitment and the findings of various Police Commissions indicate the prevailing recruitment methods are defective. They are incompetent to attract and enlist efficient, willing and suitable persons


\(^{16}\)Ibid., p.29.

\(^{17}\)Ibid., pp.29-30.
as public relations officers at the level of Constabulary. The Police sub-culture keeps repeating and regenerating itself. No efforts are made to judge the suitability of new recruits to make them work as potential components for gaining public support. An irresponsive and inefficient Constabulary is natural to meet with citizens hostility and non co-operation.\(^\text{18}\)

The Constabulary, comprising about eighty per cent of the Police force in India, holding the lowest non-gazetted rank in the organizational setup of Police, performs such duties relating to law and order as senior officers may entrust upon him and which do not entail much exercise of discretion and judgement. Forming the largest segment of the Police force and stationed at the bottom of the Police hierarchy in India, the Constabulary cannot be said to constitute the base of the Police.\(^\text{19}\)

The foremost of the Police work is investigation of the criminal case initiated at the Police Station level during which criminals are required to be detected, evidences are collected and important decisions relating to arrest, search, bail, Chelan are taken by the investigator officer. The Constable can, in no circumstance, investigate a case. He cannot even register a case even during non presence of any senior officer at the Police Station. Almost analogous is his position in so far as enquiries are concerned. He cannot record any statement in the sphere of law and order. He is as powerless as he is bewildered. Whether it is a matter or erecting a human barricade of Police personnel or use of force or chalking out a strategy to handle an unruly mob, the Constable, has only to act, abide by and executive the decisions of the competent Police Officer on the spot. Due to existing disarray in the beat system, the Constable’s present role in

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\(^{18}\)Ibid., p.31.

prevention of crime is subsidiary. Thus, so far as the cardinal functions of the Police organization, which relate to investigation of a case, holding of enquiries, maintenance of order and prevention of crime, are concerned, the role of Constable is secondary.\(^{20}\)

Structurally, placed at the lowest rung of the Police hierarchy, the Constable is the lowest, not only in respect of rank and status, but also in respect of powers and functions and salary and self-prestige. In the Police Department he salutes everybody and none salutes him. He obeys every person and can command none. The Constable acts under orders of the senior officers, implements their lawful decisions, obeys them and has just to nod in acquiescence. The quasi military nature of the Police organization does not permit the Constable to dissent from seniors. He has no advisory or staff functions. Of the parts of his body, the maximum that a Constable utilizes is his food, followed by hands and scarcely the brain. Whether he is trotting in the area of his beat, acting as a sentry at the Police Station, moving for service of summons and warrants, escorting a prisoner or performing the guard duty, foot is his essential instrument. Hence an illiterate or semi-literate Constable is often designated as foot Constable.\(^{21}\)

Furthermore, the prevailing organizational structure which was bequeathed as a legacy from the colonial past is inconsistent and unsuitable to the needs of the current days. The authoritarian images which may have suited the designs of the imperial needs has only succeeded in promoting an unidirectional command hampering free flow of information, ideas and communication vertically. Negative causative factors like the difficult nature of work, irregular and odd working hours, lack of public understanding and appreciation of the arduous and onerous task

\(^{20}\)Ibid., pp.40-41.
\(^{21}\)Ibid., p.41.
undertaken by the Police, coupled with poor working conditions and bleak promotional opportunities give rise to several unsavory attitude and sub-culture in the Police organization.

So far it has been seen that the Police require public support to perform their functions efficiently. Public support can be enlisted by developing better Police-public relations. The present state of Police public relations is not satisfactory because of the Police partiality, corruption, brutality and failure to register cognizable offences; harassment even those people who try to help them; summoning the witnesses are repeatedly and very often kept waiting for a long time; blaming of the Police by the press and political leaders for rise in crime and spread of disorder; organizational apathy and social indifference are jointly responsible for the ailing state of Police-public relations in India; the dilemma involved in the work of the Police is another cause for public antipathy; and the non-observance of the codes of conduct constitutes another reason for the bad image of the Police.

The distressing state of Police-Public relations has been acknowledged for quite some time and efforts have been made to improve the situation. It has also been recognized that the people are a vast amorphous mass but the Police are a comparatively small-organized group and it is, therefore, for the Police to so change their attitude and conduct as to win and secure the goodwill and cooperation of the people.

**Measures to Improve Police-Public Relations**

The first contact of the citizens with the Police Constable is always then some unfortunate event happens. In the hurry or dismay the complainant or informant always expects quick and complete response from the Constable. Constable on the beat is the

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23Ibid.,
24Ibid.,
resort of the fist instance. A Constable in uniform is regarded as law incarnate. He makes arrest, resolves minor disputes or conflicts and constantly functions as eyes and ears of the Department. Foot patrol brings him closer to the community and majority of disturbances are handled on the spit with the kind of rough and ready justice. This also ensures coming to the spot more readily which helps the Constable to make detention or arrests of person on grounds of reasonable suspicion, minor disputes, disturbing public peace and tranquility, or other minor misdemeanors, infractions, freaks of violence, violations like a family quarrel, a noisy drink, a tavern brawl, a street disturbance by teenagers or idle young man aimlessly congregating on a street corner and making a scene. As the National Police Commission has observed, the crux of the effective policing is that effective and amiable street presence of a well-qualified, trained and motivated Constable. Such a Constable can greatly impress the public and make the first and lasting impression on people’s mind and hence a perpetual asset to Police-public relations.\textsuperscript{25}

Traffic Constable has a very high visibility profile. His snow white uniform, the movement of his hands, the sounds of his whistle, the confidence with which he stops the vehicles or lets them go, the rhythm of all his actions, is not only a feast to the aesthetic eye but also a visible representation of the exacting discipline and the sense of the duty of the Police force. When the whistle catches a fleeing vehicle, the offender may be overwhelmed by the sense of fear but he appreciates the eagle’s eye, nonetheless. Enforcement of traffic law is designed to be strict but it must not destroy the enforcement tolerance of the community. A very high visibility profile of traffic Constable is a potential energy which after acting upon the community is capable of producing to end products. A decent, dutiful

and upright traffic Constable can perpetually improve Police-public relations, while a corrupt and haughty Constable can perpetually spoil it. Traffic Constable is, thus a public relations officer on street.²⁶

On bandobast duty he is surrounded by hostile mob. He is a great obstruction to criminals who are not aware of the impersonal role of Constable in booking them. The offender would never feel that the Constable is doing his duty. There are many situations in Indian life, which require the intervention or action by Police Constable because of fall in civil standards and in disciplinary behavior of citizenry. In fact Indian life on street, which required thorough improvement, is under the control of the beat Constable. The beat Constable or any other Constable on duty, today, has moved for from the predominantly mechanical role assigned to him by 1902 Commission and has now to interact with the public in large number 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 who face the public most during their visits to Police Stations and movement on roads. It is the Constable’s behavior and response, which create the first and foremost impact on public mind. The staffs who function at the Police Station level largely determine the Police image in the country. The Constabulary constitutes a large majority of this staff and forms the foundation and base for entire Police structure. Any attempt at a meaningful Police reforms has necessarily to start at their level only, since no restructuring will be practicable or enduring unless the mass base of the system is rendered healthy and efficient.²⁷

If the Police organization has to play a socially purposeful role in the criminal justice system, the Constable who holds a key

position in the hierarchical structure must be entrusted with the high responsibility. It means the emergence of a new type of Constable who can carry himself with dignity, authority, self-respect and social acceptance.

In certain circumstances the Police act in an irresponsible and discourteous manner. Sometimes they transgress laws. As a result they not only credibility and public confidence but pose a serious threat to administration.\textsuperscript{28} The public contacts with the Police constitute a vast and varied area of interaction between the citizen and Government.\textsuperscript{29} The nature of public contact may critically affect political processes. First the quality of these contacts influences public perceptions of political behavior. Police represent the regulatory power of the Government per excellence. Hence it is reasonable to expect that their relations with the public may be a critical indicator of the legitimacy of the Government.

The success of the Police depends upon the approval and respect of the public. In a democratic country, particularly, good Police-public relations are of utmost significance. Policeman is as much a citizen as any one else and he has to function as a citizen with his rights and obligations of citizenship. The Police force comes in contact with the public almost every day. The only way to maintain good relationship with the public is through friendly contacts. The work of the Policeman in maintaining law and order can be discharged effectively only with public co-operation. At the same time the public expects from the Police a high degree of vigilance and devotion and absolute dependability. In any civilized society the Policeman, solid and reliable, is a figure to inspire confidence and affection. Policeman

\textsuperscript{28}Brigardier, K.M., Pandalai, ‘case for Cosmopolitan Police Force: The Hindu, 12\textsuperscript{th} May, 1980.

\textsuperscript{29}David., H, Baylay, Police and Political Development in India, Princeton, New Jersey, 1969, p.183.
is like the fence, silent, unobtrusive and yet strong which keeps hordes away from the garden it protects.”

The role of Police in a democracy is to prevent crimes and to secure punishment for crimes and to maintain law and order. Fulfilling this role faithfully without fear or favor and in conformity with law is the surest and best means by which the Police may hope to eliminate popular distrust and antipathy and create confidence and goodwill.

The Police must realize that they are not merely to punish or to coerce but they are meant to function as friends and guardians of the public, animated by spirit of service to the nation. At the same time people should realize that it is impossible for the Police to discharge their duties and effectively eliminate anti-social elements unless there is a spontaneous spirit of active co-operation offered by the people at large. There must be definite recognition that the Police should not be demoralized by unfair propaganda or criticism actuated by party or political considerations. People have to think of Policeman, not as something alien and apart from themselves, but as one of them and as a useful member of the community without whom anti-social elements would go unpunished.

The Police can gain the confidence of the citizens if they serve them in ways calculated to promote their welfare. The Police must inculcate courteous behavior and spirit of service in all ranks. They must understand that the essence of a correct attitude is a willingness to serve, but at the same time they should distinguish between service and servility and between courtesy and softness. They must be firm but also courteous, avoiding even an appearance of

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32Ibid., p.8.
rudeness. They should assume a position that is friendly and unbiased and should understand that the primary purpose of Police is to prevent crimes and not to arrest and harass people.

Accessibility of the Police and the accountability of their performance must guide them in their actions. The insularity of the Police must be broken and people’s lack of understanding of the Police Officer’s role must be based on substantive reforms within the agency that promise the public a more responsive and effective Police Department. The best public relations will exist when the greatest understanding has been achieved between the Police and people they serve.\textsuperscript{35}

The rapid socio-economic changes taking place in India have made the work of the Police increasingly important and also complex. During the British period, the role of the Police was limited to maintenance of law and order in a narrow sense and suppression of people. Mrs. Indira Gandhi former Prime Minister stressed the need to reduce the gap that exists between the Police and the people. She said that the Police Officers must provide necessary leadership to create public confidence in the integrity, impartiality and sympathy of the Police.\textsuperscript{36} Morarji Desai, former Prime Minister of India asked the Police to win confidence of the people through better performance. He urged the Police to use their wide powers wisely and never use them for retaliation. The Police must have a deep obligation to society and they should maintain highest standards of integrity in every sense of the word.\textsuperscript{37}

The Late President Fakruddin Ali Ahmed asked the Police to narrow down the gap between Public expectation and Police

\textsuperscript{36}The Hindu, 18th Nov., 1976.
\textsuperscript{37}The Hindu, 18th May 1978.
performance and to improve their performance to a degree that would generate widespread public satisfaction.\textsuperscript{38}

India aims at egalitarian society, providing equal opportunities for progress and advancement to every citizen irrespective of caste, creed, religion or language. The Police should be totally committed to this idea. It is not merely a force but is a service too. It has also special role to guarantee protection to the weaker sections of society against denial of rights and liberties which come under the umbrella of the Constitution of India.

Considering the important role assigned to the Police, efforts must be made to create a new image for the Police. It has been emphasized that the Police should give up the third degree methods for detecting crimes and tracing criminals. The Police must devote greater attention to the use of scientific aides in the investigation and adoption of interrogation techniques based on psychology of criminals.\textsuperscript{39}

Enforcement of social law is an important function of the Police. To play this role effectively, Policemen have to become sensitive to social changes and function as an instrument of social change. The Police should also be a social service organization besides being a law enforcing agency.\textsuperscript{40}

It is essential that the Police must behave in a courteous manner under all circumstances even to the witnesses or to prisoners. Courtesy must grow from the heart and must grow out of spirit of devotion to service. After the dismissal of DMK ministry in Tamilnadu, the government took several measures to ensure just performance of duties by the Police. All the Police officers were instructed to ensure registration of all cognizable complaints and senior officers were asked

\textsuperscript{38} The Hindu., 14\textsuperscript{th} Nov 1976.
\textsuperscript{39} Pattabhiraman, Modernisation of Police, The Hindu, 18\textsuperscript{th} Nov.1975
\textsuperscript{40} A new image for the Police, The Hindu Weekly Magazine, 3\textsuperscript{rd} October, 1976
to visit villages and hear grievances of the Public. A scheme of in-service training of Police Constables was started for the first time in Tamilnadu. The Object was to enable the Constable to be friendly and courteous towards the public especially to the weaker sections, particularly when they sought Police help to resolve their problems. Bringing about the attitudinal change by training is a Herculean task. Yet this is highly desirable and essential because only than can the image of Police force in the public eye as a just and friendly force is created.

The practice of summoning members of the public, irrespective of their position and status in society, to the Police Station in connection with various enquiries should be stopped. This type of bossism is not at all liked by the public. Sometimes the people are threatened and harassed by the Police. This causes the greatest damage to the Police public relations. There should not be any difficulty in the officer going to the residence of persons concerned conducting enquiries would then feel obliged and might possibly render all possible help.

The Police should use the methods of persuasion, advice and warning. These methods can be adopted in dealing with political agitations, labour troubles and student's unrest. Force should be used only when all other methods to disperse the unlawful assembly have failed. The force used should be the absolute minimum required in the circumstances. Use of force brings the Police into serious disfavor with the public.

Police reform has a profound impact on social discipline and in turn has a profound impact on orderly social change. Any reform must start from two truths: first that the public respect the

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41 Fresh Challenge before the Police, The Hindu, 15th December 1976.
42 Baburao, K., Police and Public Relation's Souvenir Karnaraka Police Training School 1976-77 p.17
Policeman only if they respect him as a man and secondly, if the public respect the Policeman, their reform must clearly proceed on the basis of organizational and attitudinal changes in which there is a rapid expansion of Police-public interactions.

The image of the Police has been tarnished because their contact with the people took place in unpleasant circumstances. Their work would be arduous and hazardous too. Even then they should take it as their duty to ensure that law and order is fully maintained. They should realize that they are not mere government servants. In a democratic set up the Police need special training to deal with the People. The men of the force should have the course and vision to discharge the duty in a free and fair manner.

Adequate attention should be given to the training of the Police constables. A report submitted in 1971 by the All India Committee on Police Training headed by M.S. Gore brought to the attention of the State Government the need to improve the training of Police personnel. The Committee felt that the Police training institution in the country paid more stress on law and order. Besides drill and law, Police should be taught Indian National tradition, the Constitution, the fundamental rights and the directive principles, political, social and economical changes since 1947 and their implications for the Police, major social problems, national integration, uplifts of weaker sections and political and communal parties and their ideologies. It would be in the interest of younger generation to go through such a programme which imparts knowledge to them about what the Police are, their aims and objectives, their changing role in society and in the process of administration of justice, social defence and social welfare and development.44

There is a widespread complaint that the Police force is the very incarnation of corruption. Corruption is everywhere in government service. But corruption on Police exists because of the nature of their work. The corruption in Police can be minimized by introducing new and improved pay scales and better conditions of service. The National Police commission suggests certain methods for effectively dealing with corruption in Police. According to the commission, most of the malpractices can be substantially reduced by a system of surprise checks and inspections and effective supervision by honest and well motivated officers at different levels of command within the hierarchy itself.\textsuperscript{45} However the reward and punishment mechanism of the system has become totally ineffective because of increasing political interference. So the insulation of the Police system from political interference would go on a long way in promoting an appropriate climate for effectively dealing with the problem of corruption in the Police.

Recently, some methods have been suggested to promote friendship between the Police and the Public. Attempts must be made to create a feeling in the minds of young men that Policemen are their friends and the most important duty of the Police is to serve the society. The young men should be taught that Policemen are actually ‘Uniformed Citizen’. They should also be informed of the difficult tasks to be performed by the Police. Practical instructions can be given to them by organizing school patrol at crossings near the school and guiding them no correct lines. The sense of fear of the Police must be completely wiped out from the minds of young men. The above mentioned association may dispel the traditional feelings of unfreidliness.\textsuperscript{46} At the college level ‘Police Administration’ as a separate paper can be introduced.

\textsuperscript{45}INDIA – Third report of the National Police Commission , 1971 para 22.7, p.26
\textsuperscript{46}Report of the Kerala Police Reorganization Committee, op. cit., p.19
Respect and confidence of the public for the Police and cooperation of the Public with the Police in the discharge of the latter’s duties will come only if and when the Police by their day to day conduct prove that they deserve these. No public relations effort, however, elaborately designed and executed, can create an abiding image in the public mind which is different from what it really is. The best dependable means to win public cooperation for the Police is to discharge their duties honestly, efficiently, impartially and lawfully.

Police officers of long experience are of the opinion that the Police can gain the confidence and cooperation of the public if they work strictly in accordance with rules. They should not be amenable to any external pressure. The present difficulty which is experienced by the Police is the interference of political leaders in the work of the Police. As a result they cannot work honestly, powerfully and impartially. The Police officers must create a feeling that the Police will do things only for the benefit of the people in spite of Political interference.

Nowadays, it is true that the Police cannot function honestly, efficiently, impartially and lawfully on account of the interference of political executive and the political leaders. Eventhough certain political leaders are of the opinion that political interference is necessary, it is not in the best interest of the efficient working of the Police.

Police functioning can improve only if they are confident of support in the legitimate performance of their duties. Interference by politicians in and out of office in the performance of duties by the Police results in untold difficulties. Elected representatives from top to bottom and their henchmen misuse Police. Interference even in petty matters has mockery of the entire chain of Police command and

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Pandalai, K.M., The Hindu, 12th May, 1980
control in many States.\textsuperscript{48} The situation is that the Police is not inclined to do what is expected of it. Officials not prepared to protect the interest of political leaders of the ruling party feel insecure. Those officers will be put to innumerable difficulties. Sometimes, the officers will be suspended on the basis of false charges framed against them. Otherwise the officers will be transferred to distant and inconvenient places. It need not be said that if Constables are transferred to distant places they will find it extremely difficult to carry on their life with their meagre income.

Political leaders interfere in civil matters as well as in criminal matters. They use Policemen for eviction purposes. Several criminal cases remain undetected because of external interference.

Certain Police officers dance to the tune of the Political leaders because they can take advantage by doing things unlawfully as dictated by political leaders. Innumerable instance can be cited. This state of affairs will adversely affect the maintenance of discipline in the Police force. If the Police work strictly according to law there is not room for the fear of politicians. They should do only just and legal matters. They should not indulge in corruption. Then no political executive can compel the Police officer to do illegal things. If a Police officer is found to be just and honest no political executive will give illegal orders. Instead, the Politician executive will take the opinion of the Police officers into account.

Unhealthy influences and pressure that are brought to bear on the Police do not always originate from political sources alone. Businessman, landlords and such others who form the richer and more influential sections of society have immense capacity to generate such pressures to operate at different levels in the Police, either

\textsuperscript{48}Ibid. , 1980.
directly or indirectly through political sources, and influence the course of Police action.  

Insulation of Police from political interference, manifest in ever so many ways and forms, is the key to any reform that seeks to prevent demoralization of Police and subversion of law. The functional independence has to be assured if its men are to fulfill their statutory obligations.  

There is the weakening of the chain of command resulting from unauthorized interference with the work of the Police by political and other extraneous sources. To restore the efficiency to the Police as an organization capable of resisting such pressures and illegal or irregular orders it would be extremely desirable if the Chief of Police in a State is assured of a statutory tenure of office. Such tenure will strengthen his position and enable him to stand up effectively against unhealthy pressures on the system. The tenure may be fixed as four years or a period extending up to the date of his retirement in the normal course. The Commission recommended that the passing of Chief of Police should be from a panel of I.P.S. officers of that State cadre prepared by a Committee of which the Chairman of the Union Public Service Commission will be the Chairman, and the Union Home Secretary, the senior most among central Police organizations, the Chief Secretary of the State and the existing Chief of Police as members. Justice Viswanathan Iyer Commission of 1977 also suggested that in order to avoid Police Chiefs acting under pressure and informal directions, the head of the Police Department should be appointed on a fixed tenure basis. The removal of the incumbent during the period should be only through steps comparable to those relating to the Chairman of the Public Service Commission. The Commission also suggested that the Head of the Police Department

50The Hindu, July 12, 1980.
should be made personally responsible to see that only proper and legal steps are adopted during investigation of cases and that he should not be answerable to any political or other authority except the law of the land.

There must be a new mechanism of control and supervision which would help the State Government to discharge their superintending responsibility in an open manner under the framework of law. For this purpose the National Police Commission recommended for the setting up of a Statutory Commission called State Security Commission. The Home Minister of the State will be the Chairman. There should be six other members. Two members shall be chosen from the legislature, one from the ruling party another form the opposition parties. They shall be appointed on the advice of the Speaker of the State legislature. The remaining four members are to be appointed by the Chief Minister, subject to the approval by the State legislature, from among the retired Judges of High Court, retired Government servants who had functioned in senior position, social scientists or academicians of public standing and eminence. The Chief of Police will be the Ex-Office Secretary of the Commission. The Commission will lay down broad guidelines and directions for the performance of preventive tasks and service oriented functions by the Police. It must evaluate the performance of the State Police every year and must present a report to the State legislature.

Police officers should be protected from whimsical and mollified transfer or suspension. A provision should be incorporated in the Police Act itself specifying the authorities competent to issue the order relating to officers of different ranks. This transfer order should also contain a brief paragraph indicating the reasons for the issue of order.\(^{54}\)

\(^{54}\)Ibid., para 15.58., p.33.
Oral orders should be avoided as far as possible. It may be resorted to only in situation, which calls for immediate executive action and cannot wait for issue of written orders. A subordinate officer receiving orders from higher ranking officers shall be entitled to get confirmatory orders in writing from the higher functionary for record.55

The Commission also recommended the evaluation of a code of conduct for the elected representatives. They will interact with the Police at the level of the Deputy Superintendent of Police and above only. It would avoid situations in which the executives at the operational level in Police Station and Circles may be overawed by the stature of political functionary.56

The nature of the work of the Police is such that all the parties concerned can never be satisfied with the way in which the Police act in a particular situation. The inherent difficulty of the Police can be met to certain extent by the development in Policeman of attitudes in tune with the changed conditions of life in our society. Steps should be taken to reorient the attitudes of the people towards the Police. M.S. Gore in his report on Police Training says, “It is our hope that properly selected and trained Police officers will appreciate the demands of the service better and perform their duties with more constructive attitudes than is manifest at present.57 Policeman has to realize that the Police function is no longer repressive and that the Police have a positive and protective role to play.

There should be active participation by officers in the social and cultural life of the community. It should be ensured that the public participate in various Police functions like Police parade, Police sports etc. the Public should also be encouraged to visit Police institutions on appropriate occasions. Organizing village defiance

55Ibid., para 15.60., p.34.  
56Ibid., para 15.61., p.34.  
societies, resistance groups and special Police, or appointing traffic wardens from amongst the citizens, can be a useful part of citizen’s participation programme, which will help to bring the public and the Police close to each other.\(^{58}\)

There should be a Public Relations Officer at the District Headquarters of the Police. He should attend to various complaints of persons who visit the office and see that they are dealt with promptly and adequately. It should be the duty of the Public Relations Officer to see that the citizen is given the correct information or sent to proper quarters for action on his complaint.\(^{59}\)

**Conclusion**

In this chapter Police public relations have been analyzed under the headings the present state of Police public relations, the causes of public antagonism and measures to improve Police public relations. In the body of the Thesis, suitable suggestions have been made to improve the present state of Police Public relations, to remove the causes of public antagonism and the measures to improve Police public relations.

\(^{58}\)Ibid., p.177.