Chapter II

TRAINING OF THE POLICE PERSONNEL:
A PERSPECTIVE

The present day police tasks require presence of mind, spontaneity, tenacity, decision-making skills, leadership qualities, patience and empathy on the part of police personnel; well-devised and implemented training programmes have therefore become the need of the hour. The Committee on Police Training has observed, "The police have admittedly a difficult role to perform, a role that they are often called upon to perform in most trying circumstances. It makes a demand on their physical stamina, mental alertness and professional skills, and also on their ability to be firm without being punitive, the transition that is taking place calls for a virtual re-engineering of the present police and the logical first step in this direction is training." Police training, can be taken as wide and broad concept which should affect the way a police officer does his job. A common factor of all such training is the teaching of certain skills to equip officers to deal either with very specific circumstances, or more general incidents, or a combination of both. The pertinence of training to the police job can be attributed to two major factors, one is the powers and the status the police enjoy with respect to the socio-economic and political set up around and second is the police tasks that entail various pressures and constraints. In order to establish the utility of training, it is essential to analyse these factors that superimpose the fact that training today has become an unavoidable exercise.

Before going into the issue of relevance of training to the police work, it would be worthwhile to delve into the nature and evolution of organised policing. As per the Encyclopaedia Britannica, "Police is the executive civil force of a

State to which is entrusted the duty of maintaining public order and health and investigating breaches of the law.”3 A police person, it has been observed, is a person paid to perform as a matter of duty, acts if he were so minded, he might have done voluntarily. The Latin root of the word ‘police’ is ‘politia’, which literally stands for the condition of a ‘polis’ or ‘state’.4 The Oxford dictionary restricts the idea of police to civil administration, public order, departments of government concerned with this... Similarly, the term has been used to describe persons to keep the peace.5 The functions that the police are generally expected to perform relate to primary law enforcement, prevention and detection of crime, traffic regulation, internal security of the country and management of people and conflict situations.

The prime functions of the police were first set down by Sir Robert Peel in context of London police and were updated later as upholding the rule of law, protecting and assisting the citizens, cooperation with others, maintenance of a peaceful community and freedom from fear of crime. These functions were to be performed through four basic and discernable systems of twenty four hour detection and deterrent patrol, preventive and supportive local beat services, crime investigation and management and operational support.6 Although this essential core of police tasks laid down years ago appears to be relevant to the nature of police job even today, it will not be justifiable to categorise the police tasks under certain finite heads. It has been rightly opined that policing is no more than what the police in a particular jurisdiction do today, it may or may not bear any resemblance to what they did last year or what they will do next year...7 A modern police force according to many scholars is now characterised by multiplicity of functions, increasing intensity of operations and an enormous

geographical dispersal of personnel. There are three democratic models of police forces (a) the fragmented police forces as in the U.S., each accountable to the elected local representatives (b) the highly centralised gendarmerie and Surete Nationale in France and (c) a comparatively small number of autonomous police forces mainly under local control but with a residue of central authority operating through a system of inspections and financial grants in Britain.8

David Bayley categorises police forces into Authoritarian, Oriental and Anglo-Saxon types. Authoritarian police overawes its citizenry through constant display of weapons; it does not placate but control and direct the citizens. Oriental style of policing lays emphasis on community policing, police is there to serve the people. Anglo-Saxon policing falls in the middle, there is a lot of specialisation and they see to it that they do not become all-purpose administrative agents of the State or just community welfare workers. But no system is based on one style alone, the styles usually coexist.9 The policing styles in the earlier centuries were quite different. In fact, none of the police organisations of this period can be classified as police systems in the modern sense of the term, though organised to a certain extent, they do not fit into the definition of modern policing which David Bayley characterises as public, professional and specialised.10

Evolution of Policing

The origin of police, can be traced to the premodern societies, their alternative police systems, however, cannot be strictly described as 'policing'. Many of them were essentially soldier societies where tribal chiefs or warrior class or local community performed the disciplining functions. The early forms of policing emerged as social structures became complex, with the introduction of

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money and specialisation of mode of production, full-time government officials came to be established on non-kinship basis.\(^{11}\) In the course of centuries, small towns and cities began to appear, the earliest people to form cities were the Sumerians who had a written legal code. Mention of police-like functionaries can be found in the records of pre-historic Egypt, China and the old and the new testaments. The diggings of Mohenjodaro also brought into light references to a police force. In the British cities, a police organisation called the 'Ordo' was existent even in A.D 410.\(^ {12}\) One can find accounts of police forces in Austria, Vienna and the U.K. in the twelfth and the thirteenth centuries. Brazil and Denmark had established a full time police force by 1590s, the first police force in South Africa's history was the Dutch Organised Watch which was formed in 1655. By 1870s, Tasmania, Australia and Japan had established professional police forces. In Canada, the mounted police was formed in 1873 and in the former U.S.S.R., the Cheka was created in 1917.\(^ {13}\)

A review of material on evolution of police in India reflects that references to a system of crime and punishment first appeared in the 'Rig Veda' and the 'Atharva Veda'. The 'Arthashastra' of Kautilya gives a lucid picture of crime prevention, detection and punishment mechanism existent in the earlier centuries. There is also a mention of police-like functionaries in Balmiki's Ramayana, Jataka stories, Buddhist and Jain texts, edicts of Abul Fazal's 'Ain-i-Akbari', writings of Kalidas and foreign travellers to India like Fa Hien and Huien Tsang. A glance at the historical records shows ample evidence of the existence of police officials such as the Muhtasibs, Kotwals, Fauzdars, Darogas, Subedars, Thanedars and Inamdras in the Sultanate, Moghul and British periods.

The evolution of training of the police, however, has not kept pace with the evolution of policing in different forms, it is because the simplistic nature of police functions did not call for much training. Since policing in early eighteenth

\(^{11}\) R.J. Mawby. op.cit.
and nineteenth centuries was not really diversified and specialised in nature, it did not command much professional or special expertise, hence, the necessity for trained skills and police education was not felt during that period. Policing was essentially an urban phenomenon, the village communities and small townships continued to remain self-guarded for quite some time. It was only by the turn of the eighteenth century that organised policing surfaced in many parts of the globe, this also paved the way for systematic training. In India, the credit for establishing organised policing goes to the Britishers, with their conquest of Sind in 1840s, a police force on the lines of Irish Model was created in the country. A pioneering attempt was made in the field of organised training, when, as has been pointed out, a police training school was started in Vellore way back in 1859, many other nations followed suit and training became a part and parcel of police personnel system.

The training of the police varies from country to country and depends upon the nature of police system a country has and the goals it has set for itself. Several years ago, the California State Department had conducted a job analysis of the police service that determined that there are more than three thousand types of skills and applications of knowledge required in police work. Recent decade has witnessed a spate of new activities which extensively require police attention and assistance, the police response to this changing scenario has been in the form of introduction of innovative programmes and measures to improve their image and their interaction with the community, many such efforts have also found expression in various experimental training strategies.

**Meaning and Scope of Training**

Many scholars have tried to bring out the magnitude of the concept of training in their attempts at defining it but coining a universally acceptable

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definition of training has always been a daunting task. A cursory glance at the definitions of training would reveal that it has been described as an organised, planned and conscious effort to bring about a change in the knowledge, skill, techniques, behaviour and attitudes of the trainees through efforts of well-versed trainers, suitable training methods and tools. It tries to lessen the chasm between the existing performance and the desired ability and infuses in the trainees a liking for their work and confidence about their conduct in order to reach an optimal level of efficiency and competence for meeting the present and future requirements of the job.

Training aims at inculcating in the personnel requisite know-how and expertise to enable them to meet the demands of the job assigned; enthusing in them the necessary behaviour, aptitude and traits to orientate and adapt to the functioning of the organisation; preparing them physically as well as psychologically for future responsibilities; developing the efficiency of the personnel to cope with the strains and pressures of the job assigned; making them ready to perform to a standard and bringing about overall transformation of their attitudes and behavioural pattern. The systems approach to training describes it as a rational arrangement of inputs, technology, people, materials, events and process designed to elicit behavioural outputs which produce further social or economic outputs increasing organisational effectiveness. It denotes a set of principles which emphasises definition of objectives and a specific design of the means for accomplishing objectives.16

Training has to be a continuous process, since learning is an everlasting activity, training too is a never-ceasing process. It is a very important component of human resource development function of personnel administration. The primary objectives of human resource development are to develop the personnel by instilling in them the required knowledge and skills so that they are able to handle greater responsibilities of the organisation in the future, sustain good and

efficient performance, develop potential talents and bring about overall transformation of attitude and behavioural pattern. Human resource development is a very crucial component of personnel administration which has now assumed a wider connotation. It includes job analysis and position classification, recruitment, placement, appointment, orientation, evaluation, promotion and transfer, compensation, training, counselling and improvement of working conditions, employee relations, discipline and maintenance of personnel records. Even though training is only one of the aspects of the personnel system, its utility can not be downplayed. Through training, an attempt could be made to convert human beings into human resources which only appreciate in worth as the years roll by.

The Committee on Police Training put down the following as the objectives of training:

- inculcation of knowledge and professional skills in the personnel and the development of attitudes appropriate to their work,
- developing a professional leadership that would facilitate the transformation of an economically backward society into one characterised by equal opportunity and social justice; and
- the development of positive attitudes and promotion of initiative and an ability to predict and adapt oneself to a new situation in the process of attainment of goals of the organisation.

**Development of the Concept of Training**

Training has always been an inseparable component of management and corporate sectors but now it is beginning to assert its indispensability in other professional organisations as well. Private companies and big business houses

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have made training an integral part of their personnel functions, the government agencies and the public sector too have woken up to the need for equipping their personnel with requisite knowledge and skills in order to boost their morale and efficacy. Police training is also gradually joining in league, its programmes are now gaining pace and momentum. Informal teaching has been going on since the dawn of civilization, so has been the transmission of knowledge. Learning is at the heart of training, we can, in fact, calibrate the evolution of training in the police with the development of different theories of learning that have enriched the field of management and contributed towards the solidification of training as a concept. It has been stated that the effective communication of knowledge and skill to aid learning emerges from pre-history as an essential support activity to survival. The training function was initially an intuitive and subsequently a planned activity to assist prowess, task competence and work organisation. The progress of mankind is irrevocably linked with the processes employed to develop knowledge, skills and values of individual and facilitate the effective working of groups to achieve specific objectives.\(^\text{19}\)

The idea of formal training was initiated by F.W. Taylor with his writings on the scientific principles of formal organisations in the 1870s, the object was to develop a science of work to replace the old rule of thumb method and scientifically select and then train, teach and develop the workmen.\(^\text{20}\) This classical theory of management was assailed for its lack of provision for introspection, imagination, intuition, discretion and judgement. The Stimulus-Response or the Behaviourist theories of learning that dominated the major part of the early nineteenth century also provided no space for these qualities. It has been maintained that the idea propagated by the Stimulus-Response theorists was that once a stimulus has been associated with a response, it will thereafter


\(^{20}\) The purpose of scientific management propagated by Frederick Wilson Taylor in America was to enforce standardisation of methods, maximising productive efficiency of each worker. Objective analysis of work was done to determine one best way of doing a job.
always elicit that very response. Ivan Pavlov paired the conditioned and unconditioned stimuli in such a way that one was considered to evoke a response similar to the other.21

The training of the police, largely influenced by the environment, in its early years of evolution focused solely on the instruction of drill, discipline and duties during that period, the purpose behind training was to evoke unquestioning obedience to rules and authority. This scenario continued unchanged till the first half of the nineteenth century. Taking stock of the training process of that period, another observation reflects that training programmes of the police those days were hastily arranged affairs accompanied by spontaneously and indiscriminately assigning a few veteran police officers to the tasks of informing a group of police recruits the functions of their job. Generally, the academic phase consisted of directing a series of questions and answers which were to be memorised by the students. A police officer was merely issued a badge, a gun and a club and was ordered to go out and enforce the law. The police education was confined to observing what the other officers did. No preliminary training was necessary and the officers were considered sufficiently equipped to perform their duties if they were armed with a revolver and wore a regulation uniform.22

It was generally felt that personnel would learn while performing their day-to-day duties through what has been described as the process of 'trial and error' or 'sink or swim'.23 The maxim that was religiously adhered to was that one could learn what is behind the theory when one goes behind the desk.24 In the 1920s, the theory of learning shifted from the Stimulus-Response and Operant Conditioning to Cognitive perceptions. Cognitive theorists influenced by Gestalt


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Psychology emphasised the processes whereby the stimuli were differently perceived. They were of the view that learning involved the whole personality of the learner. To them learning could occur even simply by thinking about a problem. This was also the period when the Hawthorne studies conducted by Elton Mayo initiated the human relations approach to the study of organisation, emphasis was placed on social and psychological factors at work place and their impact on productivity. The organisations came to be viewed as adaptive entities having informal structures. Systems approach also belongs to this period whereby the impact of environment and situations on organisations was realised for the first time, and so do the Behavioural approaches that laid emphasis on human interventions designed to shape and modify the institutionalised behaviour of people. Human relations and human behaviour gradually became important components of the personnel development programmes of different organisations.

The latter part of the nineteenth century thus witnessed another shift of focus which could be concisely described as moving away from the cognitive to the behavioural, from the teacher-based to the learner-centred and from pedagogy to androgogy. The period, also saw the emergence of Functionalist and Mathematical theories of learning. The Functionalist School views learning as a complex phenomenon which is not explained by Gestalt and Behavioural theories adequately. The Mathematical School focuses on feedback and information models and represent the findings of other theories in mathematical

25 B.F. Skinner (1953) a major proponent of Stimulus-Response theory distinguishes between two types of learning, respondent and operant, while Pavlov concentrated on the respondent learning, operant learning requires that a response leads to a reinforcement. An operant is a response that operates on the environment to produce reinforcement, the emphasis is on arranging situations so that the response to be conditioned is appropriately correlated with reinforcement. Skinner also developed linear programming technique which came to be known as programmed learning or step by step learning. The cognitive theories include concepts that are closely related to each other with each of them emphasising perception and perceptual processes. (Ref. Calvin Otto and Rollin O. Glaser, op.cit.: 103-104).
terms. The Social Learning theory, it has been observed blends cognitive and environmental perspectives and is a more recent theory of learning, the theory focuses on training of all aspects of a being and acknowledges that one can learn by observing what happens to other people and just by being told about something as well as direct experiences. The concept of learning has traditionally been used in the context of individuals. Recently, this concept has been extended to organisations with a distinction being made between organisation learning and individual learning.

Police, however, has remained a trifle slow in picking up these varying perceptions. In the Anglo-Saxon countries, the development of a professional police training system began a little earlier than most of the other parts of the world. In 1909, the New York Police Department formally instituted its Academy. In 1924, National Police Academy was started in the U.S.A. In 1936, North-Western University started a nine months training programme in police administration in America, the nature of training and methodology used those days was although very different from what we have today. In the 1920s, training in the Netherlands was given by senior police officers who earned a bit of extra pocket money by instructing young recruits. Also, it was primarily the trade unions that exerted themselves to obtain improvements in police training. Funds for police training were assembled via the annual proceeds from the lottery among the union members. It was only after the second world war that police training began to get its due attention, many military personnel took up jobs with the police and special training schools came to be set up to teach specific skills in detective work and traffic administration. The focus was to train the police in apprehension of criminals and suppression of crime. This could also be the reason why we find the influence of army training and regimentation

28 Salil Kumar, op. cit.
on the police even till this day, nevertheless, it did commence the process of professionalisation of the police.

In India, many training schools were opened by the 1880s. Though a national level training centre remained conspicuous by its absence till after the country's independence, training schools, for the subordinate levels continued to make their appearance at short intervals. The subjects that were predominantly taught related to crime investigation, weapon training, drill, police work and functions. There was no concept of refresher courses, on-entry police training courses in most of the countries focused mainly on law, use of weapons and parade for many years. It has been mentioned that it was only in the 1950s that reforms in the syllabi were introduced and subjects like communication, sociology of crime, police - minority relations and race relations began to feature in the curricula designs of some training programmes in the West. The training in communication and race relations started in England in the late 1950s, specialist courses on police-community relations were introduced in Derbyshire and West Yorkshire.32

In the year 1960, an educational consultancy firm called Applied Psychological Services developed a human relations training programme for Philadelphia Police Academy. The programme had some unique features, it was a blend of lectures, discussions of case material depicting real life situations, role playing and learning by doing. At the Police Recruits Training Centre at Pannal Ash, near Harrogate, the level of syllabus and instruction included role plays and practical exercises followed by in-service training in the 1960s.33 The California police in 1969 developed and executed a state-wide community relations policing programme for imparting the participants, the knowledge and analytical skills to

examine the responsibilities of law enforcement agencies during a period of rapid social change and to assess the nature of the communities they serve.\textsuperscript{34}

These changes in the police training procedures were not mere offshoots of the developments that were being witnessed in the different fields of study, they were more of an outcome of functional ramification of the police work that was taking place gradually in a bid to keep abreast of the changing global scenario in the area of law enforcement and its consequent pressures. The police functions by the 1960s had diversified into many fields; counselling, mitigation and negotiation had become a necessary part of their job. Such a proliferation was most visible in the post-colonial period as many countries exuded an eagerness to transform the repressive image the police had come to acquire during the colonial regimes. The efforts in this direction gained momentum in the 1970s but have come into their own only in the past decade. In the West, especially the U.S.A. and the U.K., innovative experiments with police training began in the 1960s itself, it has been reported that a project on training police in family crises intervention was initiated in the U.S.A. in late 1960s, it demonstrated novel methods of crime prevention and preventive mental health. Since processing family disturbances constitutes a major part of police work in America, the project attempted to modify family assaults and family homicide.\textsuperscript{35} In 1971, a social studies input to recruit training was authorised at Hendon. The context of this input drew on the disciplines of sociology, psychology, public administration and communication concepts. The course came to be known as Integrated Police Studies, its objective was to train constables to manage people and social situations competently.\textsuperscript{36}

The Changing Concept of Training

The decades 1960s and '70s mark a crucial phase in the history of police training not only because training as a concept got recognition in this period but this was also the time when systematic scientific attention was turned on the police. It was realised that the recruits do not pass through training like automatons, but reflect on their experience and evaluate their programmes according to practical use on the street.\footnote{Nigel G. Fielding. Joining Forces: Police Training, Socialisation and Occupational Competence. Routledge. London. 1988:53.} It was not until the mid-1960s that the limited applicability of Statistical Decision Theory, Operations Research and Systems Analysis in tackling the problems of large scale management especially connected with the design and delivery of complex human services was realised. The euphoria had surfaced in many countries by the name of techniques such as Programming, Planning and Budgeting Systems, Programme Analysis, Corporate Planning and Matrix Management. Their impact was markedly evident on the business of training which quickly established itself as the new orthodoxy in training circles and came to be known as Training by Objectives. The positive aspects of this approach which is also called Instructional Systems Design approach included job analysis, identification of training needs, ideal terms, course validation and job evaluation.\footnote{Final Report of the State II Review of Police Probationer Training. Centre for Applied Research in Education. University of East Anglia. London. 1987 : 16-17.} A systematic training cycle was expected to include identification of training needs, producing training plan, implementing and recording training and evaluating results of training against the original needs identified.\footnote{Peter Critten. Investing in People: Towards Corporate Capability. Butterworth-Heinemann. Oxford. 1993:42.} Keeping pace with the changing scenario, a training design entailing training objectives, methodology, tools, feedback, monitoring, research and evaluation now forms a vital component of a police mission statement in many countries.
The modern concept of training is much more broad and wide in scope than the previous ones. The modern concept does not stop with giving conceptual inputs, practical exercises and participative sessions only during the official training sessions. Today's concept of integrated training of the whole person extends beyond the working hours, into the spare time available for the trainees, it actually covers the entire corporate life of a training institution.\textsuperscript{40} Experiments are now being carried out with the concept of Micro-teaching, its main objective is to improve training skills through experimentation by dealing with a chosen topic effectively in the shortest possible time on a 'one to one' basis between the teacher and the learner.\textsuperscript{41} Co-training is also a new methodology for organising training by a team of trainers who jointly design, conduct and evaluate training.\textsuperscript{42}

Highly Effective Training is also being popularised these days. The purpose of this type of training is to conceptualise, design and implement training as an integrated system that helps organisations use learning to consistently add value to service and products. The key to Highly Effective Training is systems thinking...\textsuperscript{43} The creation of a learning organisation has emerged as an important objective for trainers. A conceptual leap from individual to corporate learning is central to the notion of the learning organisation.\textsuperscript{44} Though police training has not really been influenced by these recent developments, it is definitely witnessing a transformation in the overall objectives and design of its programmes. Quality circles with an object to build quality into every function of the organisation have become a part of police training in countries like the U.K.,

\textsuperscript{44} Martyn Sloman. Handbook for Training Strategy. Gower, England. 1994 : 32-33. Learning Organisation is being used to describe the bringing together of people to achieve some objective by putting in their best efforts. Its functioning depends on the alertness of its employees, the efficiency of its entire staff and a systematic feedback mechanism.
U.S.A. and Australia where many Training of Trainer programmes have also been introduced. Trainers, in addition to imparting training are now also involved in its research and evaluation, they are actively taking part in designing of curriculum for training and translating it into action. The Central Planning and Training Unit. Bramshill, Hendon is making extensive endeavour to make its training experientially based. It has commenced a new training course for trainers since 1986, the aim is to have a realistic perspective of situations in which learners can gauge an incidents and test out possible solutions in a supportive environment.\(^{45}\)

Development of police education has also assumed prominence in the recent years. The University of Portsmouth (USA) has initiated a programme incorporating a certificate, a diploma and a degree in police studies. University of Manchester now offers a post-graduation in police management.\(^{46}\) The National Law School, Bangalore has decided to offer a one year post-graduate diploma in human rights, law and practice through distance mode of education.\(^{47}\) Training methodology has also broadened over the period of time.\(^{48}\) Besides, conventional training styles like the lectures, conferences, seminars, discussions,

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48 A micro-lab is a self-contained package of exercises to help participants prepare for the training programme. It reflects whatever is going to happen in the main programme in a minuscule, but lucid manner. Mental Imagery is the ability to visualise an object, person, place or action not actually present, these are like role play exercises whereby situations are enacted, mental imagery causes less anxiety as situations are thought of and not actually simulated. Cases provide all data to the trainees in advance, a case is studied and then discussed systematically in order to diagnose problems and develop alternatives. Incident method like the cases gives a written account of an incident to the trainees before hand and aims to develop the problem solving and analytical skills of the trainees. T-groups or sensitivity training provides an insight to trainees about their own behaviour and inter - personal group behaviour. It enhances the diagnostic ability in the trainees. For problem - oriented exercise, trainees are divided in groups and they work on specific problems. The purpose is to find out what exactly the trainees have assimilated. They are like syndicates where trainees are divided into groups and given background material of a particular problem. The skills it aims at achieving are powers of expression, decision-making and judgement. Experiential exercises are unstructured activities that make the trainees ponder over their past experiences and examine their behaviour and actions. Under simulations, the trainees are assigned roles and given only the information that they will ordinarily have in real life. A real life situation that is simulated aims at enhancing the decision-making and problem-solving skills of the trainees. The simulation methods comprise role-play, case study, management games and in-basket exercises. Under role play which is a type of simulation exercise, the trainees are asked to enact the role they will be called upon to play in their job.
many new techniques have gained credibility, some of them are multiple role-playing methods, experiential exercises, mental imagery, micro-lab, T.-group training, problem-oriented exercises, incident method, syndicates, simulation exercises and case studies. Police training institutions in many countries are widely making use of some of these methodologies. Roll-call training is also being made use of as a non-formal training method in the form of briefings and debriefings during the roll-call time. Police training centres have even been issuing training bulletins, which are directed to the problems of the field officer, the coverage of a subject is limited to those things which an officer must know to be able to do his job professionally.49

The area of evaluation and research is also undergoing substantial variations. Many police training institutes now have full-fledged research cells engrossed in carrying out projects and surveys in the field of training and evaluation. Various types of evaluation techniques are being made use of by different organisations, these developments are finding their way into police agencies. Some of these techniques are Critical Incident, Multi-source Feedback, Repertory Grid, Delphi Technique, Protocol Analysis and Sociograms.50 In 1989, the Central Planning Unit, Harrogate, presented its first

50 The object of Critical Incident Technique is to gather information about job behaviour which could affect the success or failure of the outcome, all tasks performed are not relevant to the outcome, some are mere padding tasks which are of no consequence to the outcome, the purpose is to highlight the critical incidents or tasks which are fundamental to the design and evaluation of training. Multi-source Feedback Mechanism is grounded in the philosophy and practice of survey feedback and performance appraisal which can aid the personnel in task analysis. Organisations have now begun to realise the multi-dimensional nature of jobs and information about it is collected from subordinates, peers, supervisors, target group and various other sources. (Richard S. Barret. Performance Rating. S.L. Research Associates. Chicago. 1966 : 803:804). Trainers are making use of Repertory Grid Technique to construct a theory by using specific words, conducts, elements and network. The technique has developed out of personal construct theory. Delphi is a method to collect opinions from a group of experts through questionnaires. It is a method of systematically soliciting, collecting and tabulating expert opinions. Sociograms are being used to observe group behaviour and level of contribution by a participant. Directional Sociograms also indicate a flow pattern of discussion and level of contribution of participants. Through protocol analysis, the training course participants are asked to record their thoughts and feelings on the programme. The evaluator infers judgements from these. (For details see A.K. Saxena. (1997), Malcolm Craig. "Techniques of Investigation" in Truelove Steve, ed. (1992) and Leslie Rae. (1985)).
evaluation course, the aim was to train police officers from independent forces in skills and abilities necessary to carry out evaluation tasks. The basis of the course was to allow students to learn at their own individual pace while undertaking a live evaluation task. Training around the globe is trying to cultivate self-directed learners who are not dependent on being trained by the organisation but should be able to clarify their own vision and goals, establish effectiveness criteria for themselves, measure their own learning needs, plan personal learning, listen actively, take risks and share information with others. The traditional paradigm of training is giving way to the new concept which regards the trainee as some one who has all the capabilities which may not be fully visible but need to be discovered and expressed... The modern paradigm emphasises on motivation and skills that lead to action, learning as per this view is a complex function and a responsibility of the training institution, participants and their organisation. Motivation and skills lead to action and the participant's motivation is influenced by the climate of the organisation. These approaches will have far-reaching consequences for training.

The training of police is already witnessing a metamorphosis of sorts, many experiments in the area have been conducted and a lot more could be conceived. It has been observed that the new concept of Policing by Objectives concentrates on clarity of police goals, objectives and action plans, the logic behind it is that when people are involved in planned change which affects them, they are more likely to be committed to carrying it through. The experiments with community policing in the last few years are in keeping with this new approach and are likely to influence the nature and context of training courses. The sustained capacity of the police system to function as an efficient and

impartial instrument of law, it has been aptly observed, will largely depend on the
attitudes developed by the personnel at different levels in the system and the
manner in which they respond to different situations in their career. This in turn
depends on training which they get at the time of their entry into the system and
even more on the climate and culture they have to work in.\textsuperscript{56} Thus, the nature of
a police organisation, the role of its personnel and their behaviour would depend
on the goals of its training design; the objectives and the purpose a training
programme has assigned itself to achieve.

**New Dimensions of Policing**

Multiplicity of functions require the police to always be on their toes. Ramification of police tasks began in the 1970s and has acquired momentum in the recent years. Policing is moving away from the conventional or reactive to the more participative and community-oriented styles and this would have definite impact on police training. Australian continent, it has been mentioned, which now has several neighbourhood watch schemes had ventured into community policing way back in 1974, when it's police in Melbourne had adopted a 'meals on wheels' programme to provide food to pensioners too infirm to cook on their own.\textsuperscript{57} The Junior Police Call Scheme was launched by the Hongkong police in 1974 as a weekly five minute programme broadcast. Young people including women were invited to become members in order to help the police in crime prevention and detection activities.\textsuperscript{58} Japan has an institution of Volunteer Probation Officers engaged in rehabilitation of juvenile delinquents and destitutes.\textsuperscript{59} There are quite a few neighbourhood watch schemes in the U.K. now. During the late 1970s, a unit beat policing scheme was introduced in the country, the functionaries of this unit continue to take up local issues and

\textsuperscript{58} Fifth Report of the National Police Commission, op. cit.: 51.
problems and attempt to solve them in consultation with local citizens.\textsuperscript{60} In order to facilitate cooperation between the police and the people, the Central Planning and Training Unit in 1977 created the Exeter Community Police Consultative Group which is a forum containing representatives from different professions to identify community needs and problems.\textsuperscript{61} In Essex, the police have created a community services branch to help deal with the problems encountered at the time when an elderly person commits a criminal offence. The system relies on the cooperation of the social and medical services.\textsuperscript{62}

The most visible and successful experiment in community policing in Singapore is the Neighbourhood Police Post, house visits and foot patrolling are the main features of this system, through these posts the police are trying to make themselves totally accessible to the people.\textsuperscript{63} An experimental programme called the Resident Officer Programme was started in Elgin, Illinois near Chicago some time ago. The programme assigns police to work and live in troubled neighbourhoods as a means of establishing police-community ties, fight crime and make the neighbourhoods safe.\textsuperscript{64} Thus, perpetual visibility, counselling and giving the people a patient hearing have become important strategies of policing. In the U.S.A., the policemen assist stranded motorists, give direction to travellers, rescue lost children, respond to medical emergencies and help people who have lost their keys in unlocking their apartments. In Sweden, police cars on patrolling duty carry extra gasoline to assist motorists.\textsuperscript{65}

An Additional Commissioner of Police, New Delhi, expressed his views on the subject by opining that though the nature of functions of police remain more or less the same, the police has certainly become more people-oriented. Earlier

\textsuperscript{61} Robin Oakley in Mike Stephens and Saul Becker. eds. op.cit. : 97-98.
\textsuperscript{63} G.P. Joshi. and G.S. Bajpai. op.cit : 8.
the emphasis was on law enforcement only, now it is the police-public relations which is getting all the attention. The emphasis was on law enforcement only, now it is the police-public relations which is getting all the attention.66 In India, experiments with community policing also began in the early 1970s. 'Any Service Squads' were conceived by the Nainital Police to help the people in distress.67 Neighbourhood Watch Schemes, Special Police Officer Schemes, Mohalla Committees have been started in most of the urban areas. Mumbai has an Eagle Brigade, which is a group of volunteers from the public, especially young men and women, who assist the police in their patrol work duties.68

Jalandhar police has started a rehabilitation project called 'Koshish; to turn the rejects of society, criminals and derelicts into responsible, confident and capable citizens.69 Recently, a courtesy counter has been set up in the office of senior superintendent of police, Jalandhar, to improve the image of the police. The police will provide single window service to people who visit the District Police Office in connection with routine work.70 The objective behind the establishment of Haryana Welfare Police Station is to investigate into reports of violation of civil liberties offences committed against members of the scheduled castes.71 In 1993, an experiment in community policing called the 'Friends of Police' was started in the Ramnad district of Tamil Nadu, the number of participants in the programme are increasing day by day.72 All women police stations have also been set up in Tamil Nadu to settle or arbitrate in problems relating to women and children because it is believed that they can relate with women’s plight sensitively.73

66 Views expressed in an interview given to the researcher by an Additional Commissioner at Police Headquarters. New Delhi on Nov. 19, 1996.
70 The Hindustan Times. Sept. 18, 1996.
73 The Sunday Observer. September 18, 1993.
Relevance of Training to Police Work

Bringing out the role of the police in the new social context and its implications for police training, the Committee on Police Training observed that, "The police tasks have become both delicate and complex in India. The enunciation of national goals has resulted in rising expectations and aspirations among the masses. Any gap between the promise of Constitutional ideals and the reality leads to strains and tensions which are mobilised for politics of agitation... Police face a difficult task of determining when a public protest moves from legitimate sphere and becomes a law and order problem and the point at which it should be controlled. Besides, one of the most important tasks of police is their duties towards the weaker sections of society, particularly the minorities and the socially or economically backward people. The police have to establish conditions favourable for social growth and development. Training of the police should concentrate on instilling in them knowledge, skills and attitudes required for fulfilling this new role."

Since the police have diversified into different areas, training objectives and methods are striving to meet the requirements of the police job. The premium on police efficiency, effectiveness and accountability calls for the need to develop competence and potential to cope with the demands of the job. The new concept of problem-oriented policing lays emphasis on the proactive role of the police, their ability to anticipate trouble and work on it well in advance. It believes in increased interaction with the community and use of their resources in prevention of crime and maintenance of peace. It has been observed that "Problem-oriented policing is much more than just a new tactic or programme, it does not merely deal with identifying and analysing community problems and developing responses to them, in its broadest context, it is a whole new way of thinking about policing that has implications for every aspect of police

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operations."75 The traditional concept of policing is making way for a well-developed science of policing. Police now have to be adequately equipped with interactive and communicative skills, emphasis has to be on skills formation and behavioural changes. Many police organisations are taking recourse to planned training programmes to instil these qualities in their personnel.

The crime scene has changed beyond recognition, so has the area of science and technology. The new developments have rendered the crime investigation and detection techniques too complex to be deciphered with ease. Without the necessary know-how, the computerisation of police methods, sophisticated weaponry and the ever-changing crime procedures might become impossible to comprehend. A police official at the Bureau of Police Research and Development opined that, of late, economic crime, computer-related crime, kidnapping for ransom and bank robberies have become more common, these 'low risk-high returns' crime techniques have superseded the traditional thefts, decoities and burglaries.76 It has been aptly observed that there is more tendency to violence, criminals are now cleverer and better defended.77 Also, with the technological advancement and easy availability of lethal weapons, conventional terrorism which was earlier described as "politically motivated violence" is taking the form of mass destruction...78 The terrorists operating in various states are using telescopic automatic rifles, night vision devices, remote control microwave and operative explosive devices while police modus operandi remains obsolete.79

It is being widely realised that the tasks of crime prevention and detection, have become intricate, more and more novices, educated computer buffs,
women and youth are getting involved in crime. Apprehension of criminals, it is being felt, needs to be developed into a fine art since crimes like counterfeit currencies, cyber payments embezzlement, environmental crime, falsification, drug trafficking and money-laundering have become more organised and all-pervasive.\textsuperscript{80} Without a comprehensive training design the police personnel may not be able to meet the demands constantly made on their job or acquire the skills to counteract the smooth operation of criminals, the tactical moves of terrorists and insurgent groups and the increasing unrest amongst the people. The growing concern with subjects like sociology of crime, victimology and psychology has also mooted the need for a systematic training design for the police.

Numerous studies have indicated that the police actually spend less than twenty per cent of their working time on even minimal law enforcement activities,\textsuperscript{81} yet it is always the crime fighter role that remains high on their agenda. Most of the police officials interviewed by the researcher also felt that it is still the crime prevention and detection which can be considered as the essential police functions. It has been argued that the ethos of crime fighting is cherished as it has importance both politically for the government and institutionally for the police and phrases like 'policing by consent' and 'community policing' form the language of persuasion.\textsuperscript{82} The National Police Commission on the other hand, had observed that police are now expected to play an enabling role to promote the feeling of confidence and security among the minorities and weaker sections so that they can participate effectively in national development effort.\textsuperscript{83} Even as this debate between care and control functions is gaining steam, police are increasingly finding themselves performing

\begin{itemize}
\item \textsuperscript{80} Sabina Sehgal Saikia. "For Crime, it is a World without Borders" in The Times of India. October 3, 1997.
\item \textsuperscript{83} Fifth Report of the National Police Commission. op.cit. : 7.
\end{itemize}
tasks that have no straight connection with the police work. This type of diversification has led to a role ambiguity which now envelopes their functioning, the domain of their job has still not been established. Formal and non-formal training methods are an effective way of dispelling the ambiguity surrounding the police role and clarifying the dimensions of their work.

Some scholars also distinguish between the police role and functions. It has been opined that the police functions are determined by the role that is assigned to the police. Police role is very different in a welfare democracy than in an authoritarian regime, though the functions of police remain more or less similar in all the countries, it is the role of the police that varies and is influenced by the political, social and economic environment of their country. As per David Bayley, it is generally accepted that nature of police activities provide an important clue to the character of a political regime. In the case of police, he feels that they certainly affect the political and social environment of the country by maintaining conditions compatible with economic development, they may choose to participate directly in top level policy-making, they can also influence politics by failing to support the implementation of policy decisions, they may affect political development by allowing the pattern of political competition to grow. They can even influence the environment by taking up administrative tasks that are actually not police work and it also depends upon what the police define as the scope of their work. Police perform a variety of roles (a) the role ascribed by law (b) the role desired by their superiors (c) the role desired by the government (d) the role expected by the people and (e) the role they think they ought to perform. The impact of the police on the environment - social, cultural, economic and political and the influence of the environment on police functions grants them a peculiarity and uniqueness of responsibilities not shared by their

counterparts in the government and this is bound to have inferences for police training. Training has to be a priority with the police since it is the most reliable medium of bringing the police personnel face to face with their position vis-a-vis the environment.

Police is an important component of criminal justice administration, the other being prosecuting agency, courts, prisons and correctional services. Police thus have to be viewed in context of the wider system, yet their powers and visibility have made them the pinnacle of law and justice, people consider the police and the government to be synonymous. It has been observed that "The police are virtually the only constantly visible presence of the government, it constitutes the embodiment of the government more pervasively than any other of its components." It is this association of the police with the government that puts extra burden on their job. They have to always act in a more responsible and cautious manner since any misjudged behaviour on their part may reflect badly on the government and question the legitimacy of sanctioned powers. There is thus a need to moderate the behaviour of the police in the right direction in order to minimise the chances of abuse of authority and wayward conduct, training can play a positive role in this regard.

Multiplicity of legislation, especially social legislation, is an added onus on the already overburdened blue books. It also has repercussions for police work since police have to respond intelligently to every situation. Police have to be updated on all legal provisions and procedures. Inept handling of investigation it has been reported, also leads to large scale acquittals. Moreover, there are so many laws the police have to enforce, it is obvious that they might overlook a few or cast extra attention on some. Prioritisation of tasks has become a regular feature of police work, this has brought into focus the important role of police discretion and judgement. In the words of John Kleinig, "The rule-driven policing


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is turning into value-driven policing.\textsuperscript{89} According to a police official at the Police Training School, Jharoda Kalan, training, if imparted in a systematic manner can enhance the decision-making skills of the trainees. Training infuses a sense of judgement and time in the trainees and police work, in essence, is an art of taking right decisions at the right time.\textsuperscript{90} The exercise of discretion includes many tensions and ambiguities that need to be handled properly, though many countries are yet to include this subject in their training curricula, training through role plays and simulation exercises could familiarise the trainees with what Herbert Simon describes as the `satisficing' choice of action.

Another factor that highlights the indispensability of training to the police service is the negativism involved in the police work. Police world has been described as one of preventing, detaining, arresting, stopping, containing, denying and rebutting.\textsuperscript{91} While people continue to be wary of the police, the work of the police is getting more and more stressful, they have to function under all sorts of pressures, these could be from the politicians, courts, local communities, minority groups and media. They have to constantly try to keep a balance between the pressures put on their job and the expectations of their functions. A conducive training programme could familiarise the police with the negativities involved in their work, the pressures and pulls they must learn to handle. A training course could also equip them with coping abilities, resilience and stress management techniques.

In the developing countries, police have to confront even more taxing jobs, most of these countries are witnessing the pangs of transitory effects of the development process. Political upheaval, economic deprivation, cultural and ethnic heterogeneity, sectarian violence, conflicts based on caste and religion, agrarian and industrial unrest, social turmoil, overcrowding and pollution are

\textsuperscript{90} Interviews with the gazetted police personnel at the Police Training School taken by the researcher within the school premises on Sept. 17, 1996.
some of the characteristic features of these nations, their causes and consequences would have a definite bearing on police work and subsequently on its training. Since the police personnel in these countries have to be sensitised to the dormant expectations of the developing socio-economic scenario, their training will have to play a supportive role in such countries. The National Training Policy has asserted that sensitivity to emerging political and social concerns, modernity in thinking and reorientation of administrative systems would require specifically focused training programmes. Thus, besides infusing discipline, confidence, perseverance, motivation and dexterity in the trainees, training could broaden their horizons in the areas of technicalities of police work, ambiguities and pressures underlying their job, boundaries of their powers and duties, developments in science and technology, social and political ethos of the country and the rights of the weaker, deprived and the disadvantaged sections of the society.

Training Experiments in the Recent Past

The training of police personnel has established its credibility in the real sense of the word only in the past few years. Efforts in this direction have been quite innovative and inspiring. Due to paucity of material on the subject and want of space, all the countries cannot be covered but an overview of the more enterprising initiatives would provide an insight into the changing complexion of the training programmes. Since the police work has become multi-dimensional, changes in the field of political order, nature of crime, economic development and community response which are bound to influence the law and order mechanism are beginning to find a place in the training curricula all over the world. It is not just the in-service or refresher courses that are being experimented with, the recruit level training programmes are also adapting to the demands of the job. The basic recruit training or foundational training can be

called the first phase of initiation of the recruits into their careers as it sets the pace for the training courses that appear later in their lives. Although the basic format of these courses generally include subjects like Constitution, law and procedure, law and evidence, police duties, administrative set-up, human behaviour, social psychology, sociology, social change, criminology, maintenance of order, methods of investigation, human rights, weapon training, crowd control, parade, drill etc. in most of the countries, some innovative steps have been undertaken even at the recruit training level.

The Japanese, have integrated police training with the job. After completing a year of police school, recruits are sent into the field for a year, then they return to the school for a minimum of three months to reflect on their experiences and receive additional training. Furthermore, the Japanese police have developed a unique tutoring arrangement whereby responsibility for teaching new recruits is given to experienced officers. The training given to the recruits in Japan is much more extensive, thorough and practical than in the U.S.A... 50 per cent of the candidates sent to the Tokyo Police School fail to complete the course.93 A senior police official at the Police Training School, Jharoda Kalan, New Delhi informed the researcher that they have started a course guide scheme on the lines of Tutor Constable scheme prevalent in the U.K., at the probationary sub-inspector level. Under the scheme, five to six trainees are placed in the charge of one instructor. The functions of course guides include seeing the trainees through their training period and providing them with necessary help, guidance and expertise.94

The Home Office in the U.K. has now enjoined that the senior officers of police department will have to go through an 'Equal Opportunities Programme' to emphasise the overriding need for impartial law enforcement and ensuring equal

94 As per an interview with an Assistant Commissioner of Police, the researcher met him at the Police Training School. Jharoda Kalan on Oct. 8, 1996.
opportunities to all sections of the community by the police officers. The Metropolitan police has taken this initiative through ‘Host Family Scheme’; trainees during their initial training spend a weekend with a minority ethnic group family in the area where they have to work following the training. Metropolitan police's policing skills training formerly known as the human awareness training comprises three related areas of training namely interpersonal skills, community relations and self-awareness, this programme also forms a major part of recruit training.

As far as in-service courses are concerned, many novel programmes have been introduced. Geneva police officers receive special lessons in human relations, all police recruits have to go through a seminar on transactional analysis, the course teaches the trainees numerous methods of handling conflict situations. An anti-stress training programme has been specially devised for the police officers. They receive an in-depth training in managing professional and private stress. The Geneva police officers also take a course on treatment of victims, they are taught to be alive to their plight. Miami police department has an elaborate stress control programme that includes stress inoculation training, relaxation training, assertion training, hypnosis and community relations training. Today, some police departments have squads or units specially trained to deal with family crises, consumer fraud and land-tenant disputes as a part of general administrative emphasis on conflict management. In Dayton Police Department, a conflict management team is specially trained to perform

functions related with public information, community affairs, community organisation and youth aid.  

The Woodridge police department has been exposed to a number of training sessions revolving around the issue of rape and options available under the law for the women in distress, the course aims to sensitise the police to the psychological difficulties inherent in such situations. In Covina, California, a training programme called ‘operation empathy’ was started on experimental basis some time ago, it aims at sensitising police persons to the needs of those who have to suffer police high-handedness. The police personnel played the part of skid row inhabitants, several were apprehended by the police and learned what it is to be at the receiving end of justice. Canadian Police College has been running specialised training courses since 1975, these include courses on patrol administration, leadership styles, traffic management, use of statistics, sociology of crime, drug investigation techniques, art of teaching, psychology of learning; and crime investigation methods.

Victoria police, Australia has started a sequential training programme for its entire police force from recruitment to retirement. It is an integrated approach to training and first of its kind in the world. The programme would cover all the ranks of police from recruits in their first days at the academy to commanders and commissioners. The object is to increase the competency, skill and professionalism of police and enhance the service that is provided to the community. It will ensure that trainees get the right mix of experience and a range of skills through self-paced learning modules on everyday policing. In Japan, the riot police personnel known as ‘Kidotai’ are trained to develop poise under stress and utmost pressure. Discipline is stretched to the breaking point.
when personnel who have been kept tired and hungry are forced to remain passive even in the face of abusive taunts and physical attacks.\textsuperscript{104}

In India, various refresher and specialised courses are being planned. Punjab police personnel, are undergoing a vigorous ‘crash instructional programme’ to improve their professional abilities, the aim being to ensure that the peace-time role of the police in the state does not slacken.\textsuperscript{105} To tone up police-public relations in the steel city of East Singhbhum, it has been decided to impart rigorous training in self-esteem to the officials, professional management experts have been asked to conduct the programme.\textsuperscript{106} The National Human Rights Commission has formed a core group to train police personnel on human rights besides introducing it in the school curriculum soon. The core group would comprise experts of various ranks to train the police in safeguarding the rights of individuals. The Commission has asked the National Institute of Mental Health and Neuro Sciences (NIMHANS) to prepare a training module for stress counselling for the police personnel.\textsuperscript{107} The Uttar Pradesh police will soon assume the role of medical assistants for those involved in highway road accidents, they will be specially trained to render medical assistance.\textsuperscript{108}

The sheer increase in the number of courses reflects that training is being regarded as a worthwhile exercise to foster the necessary transformation in police work and behaviour. Still, it is not just the quantity of training programmes but their quality that will go a long way in striking a breakthrough in police reforms. The very fact that training is being recognised as an effective tool for bringing about variations in police attitudes and work culture is a welcome development. The initial lack of faith in the capability of training process did restrain the police personnel from including delicate but crucial topics of human rights, police-public interaction, element of discretion, decision-making skills and

\begin{footnotesize}
\textsuperscript{105} The Tribune. August 4, 1994.
\textsuperscript{106} The Telegraph. October 21, 1995.
\textsuperscript{107} The Times of India. December 11, 1995
\textsuperscript{108} The Hindustan Times. January 22, 1996
\end{footnotesize}
police behaviour in the training curricula, the recent experiments in the area, however, have made it evident that they are gradually shedding this unfounded paranoia. It has been aptly stated that to understand the real importance of police training, particularly in the changing perspective, it is necessary to discover its correct foci which undeniably are the police persons, the police job and police environment. Effective police training can only be the final outcome of a desirable series of interactions between the trainees, the trainers and the training environment.\textsuperscript{109}

Many advanced countries have gone in for privatisation of important police services such as security, crime investigation, traffic and patrol, these privatised agencies are putting tremendous premium on the training of their personnel. Police themselves are getting swept away by the awesome progress of electronic technology, the wave of computer revolution, the leadership of technocracy and the unremitting sattelite influx. It has been reported that Britain would soon have robo cops. Under the Public Safety Communications Project, the police forces are equipping officers with experimental electronic technology that could revolutionise crime fighting, the digital helmets of police are being adapted to house computers with screens under the brims to give officers an electronic link to police intelligence criminal records and other data-bases while on patrol.\textsuperscript{110} In India, interceptor vehicles with laser speed gun, breath analysers and the video cameras have taken to the streets of Delhi to check driving violations.\textsuperscript{111} As the police make a giant leap into the future of scientific and technological osmosis, there will be no place for amateurism. The knotty and entangled advancements in the area will absorb only those personnel who are thoroughly updated on specialised skills and sophisticated know-how. The work

\textsuperscript{109} K.M. Mathur. 1987. op.cit.: 263.
\textsuperscript{110} The Times of India. August 31, 1997.
\textsuperscript{111} The Hindustan Times. February 27, 1997.
of unravelling and deciphering would thus largely fall on the process of training which will have to assume the enormous responsibility of a catalyst. In the capital city of Delhi, the nebulous police tasks will have to lay more premium on training in order to build a responsive, vigilant and thoroughly trained police force. Though this essentially applies to policing and training in all parts of the country, the Delhi police have to cope with the heightened symptoms of social, economic and political convulsions in which they work. The training of the personnel in Delhi thus assumes tremendous importance.