CHAPTER X
SOME CONCLUDING OBSERVATIONS

We have seen in the preceding pages how in the context of the political, economic and social changes which have taken place since independence, the task of law and order administration is at present both difficult and delicate. The objectives of setting up an elaborate network of law and order administration during the British period were many but the overwhelming concern had been for keeping an effective control over the people for the continuance of the British domination at the minimum cost. When such a set-up has to continue in an independent welfare state, no wonder, diverse defects and drawbacks come to light. The stages, processes and rationales through which the police set-up grew are of considerable importance from the point of view of reforms because these are suggestive of the major changes called for. At the commencement of the British rule in India, satisfactory arrangements for the collection of revenue and promotion of trade were the sole interests, but with the passing of time expectations grew and challenges increased. The independence of India introduced new factors. Their importance has to be appreciated and taken into account for arriving at the principles which should help reform the law and order machinery, specially at the district level. In the present chapter, some of
the findings discussed earlier are being briefly recapitulated and some suggestions forwarded which, if taken serious note of, may enable the law and order administration at the district level in Punjab to face the new demands and challenges more effectively and efficiently.

The district continues and is likely to continue to be the nodal point of the Indian administrative system where the policies and programmes of the government converge and impinge upon the citizens. The traditional police functions at the district level have mostly remained unchanged though there has been increase in their range and variety and they are performed in increasingly difficult circumstances. The duties in the field of law and order administration are being performed in a restless and turbulent age against the shifting background of the rapid social and economic changes, lowering moral standards and a perceptibly declining respect for authority. With a multiplicity of disruptive forces at work and the agitational approach adopted by various political parties, the law and order problem has, of late, manifested itself in very ugly forms and unprecedented violence.

Law and order administration at the district level does not work in a vacuum. The preservation of order depends primarily on the economic, social and political
environment prevailing at a particular time. The political agitations, industrial strikes, labour unrest, growing student protests, goondaism, communal riots, agrarian conflicts, unionism among employees are all causing a lot of strain on the administrative machinery (Chapter III). In a democratic set-up, based on the concept of the rule of law, it is essential to protect the individual from arbitrary government to enable him to enjoy the dignity of man. Preservation of rule of law needs a strong administrative machinery comprising honest and efficient servants for discharging its functions without fear or favour. The main problem in respect of the role played by the law and order administration is not so much the legal limitations on the admittedly necessary discretionary powers as that of the actual exercise of powers. It is, therefore, necessary that the machinery which is responsible for maintaining law and order at the district level should be an up-to-date organisation staffed with personnel of integrity, restraint and discipline.

There are mainly two types of the police: people's police and the rule-oriented police. The former is to be found in Great Britain and, to a lesser extent, in the United States, Canada, Australia and some other countries. India continues the traditions established during the British period of having a colonial or rule-oriented
police. In the former concept, "The police is the primary constitutional force for the protection of the individual in the enjoyment of his legal rights, designed to stand between the powerful and the weak, to prevent oppression, disaster and crime, and to represent the cause of law and order at all times and in all places. In every court and alley, the policeman stands for good citizenship. He is a reality to comprehend, and upon his impartiality, efficiency and intelligence depends the estimation in which law is held by the masses." (Melville-Lee) Such a police force can never stray far from the public however much modernised and specialised it may be. Though it becomes more professional and more efficient, its roots always remain deep in the people. The rule-oriented police are on the contrary in complete contrast and is inevitably forced into line of action which runs counter to the wishes of the masses, and thus incur their hostility and displeasure. In a democratic country like India, rule-oriented police may be hardly suitable.

There are a number of organisational deficiencies like outdated concepts of administrative accountability, defective recruitment procedures, unproductive role performance, lack of integrity and status, absence of career development prospects, a distorted scheme of rewards and punishments and inadequate training. There
has been proliferation of senior supervisory posts and diversion of professionally competent officers to non-police assignments. The emergence of the present police structure with its lack of emphasis on the traditionally accepted norms of police work, viz., the prevention and detection of crime and of maintaining order in places of public resort, is due to historical traditions. The recommendations of Committees and Commissions have generally remained unimplemented. A centralised form of police administration as it exists today is partly a sin of authoritarianism. To meet the emerging challenges, the police organisation in Punjab, specially at the district level, needs a change qualitatively, structurally and quantitatively.

The police station is the hub around which the entire criminal administration of the area within its jurisdiction revolves, and good or bad administration in a state depends on the type of management of the police stations. After paying a number of field visits to the police stations in all the districts of Punjab, it can be safely concluded that the standard of functioning of the stations is far from what may be called efficient. It is strange that while the strength of the police force in Punjab has considerably increased over the years, the increase has been absorbed mostly by the super-structure of special services and not much has gone to the police
stations or to the district administration which bear the main brunt of the police work everywhere in the world. Taking Punjab as a whole, there is one policeman for a population of 742 and for 2.76 square kilometre area. There are a number of posts which continue to remain vacant thus depleting the actual effective strength. The number is further reduced by the suspension from office of many Constables. Conditions in the investigation branch need much more care. Unfortunately, generally accepted standards and yardsticks have not been followed in determining the number of investigating officers for each police station. It also came to the notice that the inadequacy of the investigation staff also forces the police to adopt rough and ready methods in place of systematic and scientific ones. This attitude gives rise to many other abuses. It was also observed that apart from the officer in charge, the police personnel seldom reside on the premises of the police station to which they are attached. Some drastic reform measures are thus need of the hour and it is the police station which should be strengthened first and always kept in good shape. It is essential that officers at the higher levels, specially controlling and supervising ones, should periodically check that this is done.
Effective supervision ensures proper direction, coordination and control and thus helps in improving efficiency. A close supervision in the police organisation is specially important because of the coercive nature of the powers vested in them. In an earlier chapter (Chapter VII), it has been shown that corruption in the police has its roots in the authoritarian nature of powers of the police. Therefore, it becomes essential to make supervision of police work so effective that the utilisation of opportunities and misuse of powers are reduced to the minimum. For effective and thorough supervision, the quality of the supervisory officer should be improved and his territorial jurisdiction as well as the span of control reduced. The Superintendent of Police and his assistants should be prompt in the supervision of important cases and they should take part in the actual investigations by frequent local enquiries and careful scrutiny of case diaries. The importance of inspections has also to be emphasised. Inadequate and inefficient inspections encourage unscrupulous subordinates specially at the district level and below, to resort to corrupt practices without fear of detection. Surprise visits and regular inspections can help create an atmosphere of caution and care.

Everywhere organisations evolve 'information decision system' to transmit the available information to
all levels so that the performance is more effective and efficient. Considerations of latest management techniques and the developments of new information technology which has rapidly moved into the management scene has been adopted in the police organisation in developed countries and electronic digital computers link numerous separate police automatic data processing systems into a unified, integrated network which helps rapid and accurate communication. Developing countries, however, would take some time before they are able to introduce the most modern technology in law and order administration.

The mounting desire of the police to get rid of the control of the District Magistrate, which they term as antiquated and incongruous has created uncertainty to the future of magisterial part of the office of the Collector. During field visits it was noticed that wherever there was a tendency on the part of the Superintendent of Police to set up a parallel administration in the district, the criminal work has considerably suffered. The duality of control of the police organisation at the district level has caused a sufficient concern to researchers and policy-makers. In an earlier chapter (Chapter V) various points of view have been discussed in detail. It was revealing that the average period of stay of a particular set of District Magistrate and Superintendent of Police is only about 10 months. This brief stay is not sufficient enough to understand each other and to appreciate the particular point of view.

While undertaking field visits to various districts
of Punjab, it was seen that an additional Superintendent's of Police have been provided for 10 out of 12 districts. During interviews, it was found that no clear cut duties and responsibilities have been entrusted to them. They perform such duties as are delegated to them by the Superintendent of Police with the result that these officers are not really pulling their full weight in the administration of the district police. If the officers of such a high rank are to be provided, they should effectively assist the Superintendent of Police and their duties and responsibilities should be clearly prescribed. While the arrangements are to be worked out for Punjab, the proposed model presented in the Report of the Jahan Police Commission, 1971, can be helpful in suggesting some broad outlines (Refer Appendix IV).

It is axiomatic that the powers of the police should be commensurate with their duties and responsibilities (Chapter VI). Interviews with senior police officers showed that the weakest link in the whole law and order administration appears to be the absence of clear cut demarcation of specific duties. The entire law relating to investigation and trial needs to be reviewed and made simpler and more effective. The police are primarily responsible for the protection of the life and property of the people and this role cannot be efficiently performed if the legislation is weak. There are a number of non-cognizable offences which affect the maintenance of
law and order. A number of these offences are directly connected with these problems while some others contribute to them by diluting the respect for law and confidence in the law enforcement agency. The classification of offences into cognisable and non-cognisable was made to suit the foreign rulers, but no serious effort has been made to raise the classification to suit the requirements of the democratic welfare state. The present classification is not only obsolete but unscientific also. The police unfortunately are functioning under a century old statute and it is high time that an entirely new and comprehensive legislation with respect to the functions, organisation, supervision, accountability, status, powers and conditions of service of the police apposite to the needs and compulsions of the present day world are undertaken on a priority basis. Normally it has been observed that there are good features of various state legislations like the provisions relating to extermination and other powers of police officers, therefore Government of India can do well to prepare a model legislation for all the states. It would help preserve the basic uniformity in the organisation of police forces and the integration and unity of the people. Again, there are occasions when unpleasant duties are assigned to the police. For example, the police are utilised in connection with
inoculation in fairs, attachment of property, demolition of unauthorised construction, conduct of various examinations by the universities and other departments, prevention of black-marketing of cinema tickets. There can be a separate task force for these jobs. Much of the behavioural complaints arise due to use of police for such purposes.

In view of the widespread and massive threat to public order organised violence and systematic destruction of public property, which are very striking features of the contemporary scene, the full responsibility of preservation of the peace and order is of the police, though army is only called at times to deal with internal disturbances in extreme cases. The police have a particularly onerous task while dealing with such crowds, there is little scope for success of persuasive methods and the immediate and challenging problem is how to dispense them. Model rules have no doubt been framed by the State Government to regulate the use of force against riotous mobs, but the experience shows that while there will always be many disturbances which cannot be foreseen, in others, generally the tempo is built by arousing public feelings through various methods. Thus, the effectiveness of a crowd control operation depends on the work in the preparatory stage as well as on the courage, imagination and leadership of the police personnel who are involved.
The police may improve riot control techniques by conducting research in equipment and drawing upon science in this field.

A special alarming feature of the present day law and order problem is the increasing unrest among the students. The number of student agitations has been increasing in Punjab, culminating in many cases in unprecedented outburst of violence. The immaturity, emotional instability and excitability of the young students, and a lack of understanding in many quarters about the statutory duty of the police to maintain law and order, make the task of the police indeed difficult and delicate. The attitude of the police towards the students should be of sympathy and forbearance. It may be good to establish contacts with the guardians of the students and authorities of the educational institutions in normal times so that some of the misconceived notions are not allowed to develop.

During field visits, it was observed that demands for judicial enquiries into police excesses are adversely affecting the morale of the police force. Whenever judicial enquiries are ordered, there have at times been unnecessary public controversies as well as uncertainty and tantalising suspense for the police officers. At times such enquiries have also been ordered on political
grounds. There is no need to insist upon judicial enquiry in each and every case, and no judicial enquiry should be instituted or announced while an enquiry is going on. The question should normally be taken up when normalcy has been restored. When the ordering of the enquiry is purely on merit and uninfluenced by any other consideration, police should have no objection to judicial enquiries especially in view of the fact that nowadays magisterial enquiries do not inspire any confidence in the public and if ill-informed and partisan criticism of the police goes on unabated, it brings police down in the estimation of the people and adversely affects their morale and efficiency in suppressing disorder effectively. It is correct that judicial enquiries involve mental tension and physical strain but for vindication of their position no ordeal should be regarded by policemen as too great.

The Police Commission in 1930 described the role of the police as 'detective and repressive' towards criminals but the humanitarian and other studies have shown that the society has as much right to punish the offender, as its duty to re-educate and re-socialise him. Thus, the penological world of today is looking to a new approach in the treatment of the criminal and of late, the emphasis is shifting from punishment and deterrence to reformation and rehabilitation. The law and order machinery is no
longer seen as the agent of law and social legality, but the police, in particular, are the agent of social difference and social welfare. The emerging role of police in the wider sphere of social defence was considered at the Second United Nations Congress on Prevention of Crime and Treatment of Offenders held at London in 1960. Although there was no unanimity, the Congress finally concluded that, "The police, in pursuance of their duty to prevent crime, should pay particular attention to the prevention of "new" forms of Juvenile Delinquency. They should not, however, go so far as to assume specialised functions more appropriately within the field of work of social, educational and other services."

Whereas enforcement of social laws cannot be the only solution to crack the hard nut of social evils, the enforcement of social legislation can be a potent tool to mould the public opinion in favour of the police.

The separation of judiciary from the executive has been accepted as one of the directive principles of state policy. In Punjab, the scheme had been working satisfactorily though the Law Commission had a lurking opposition to the implementation of this scheme in various states in the initial stages. The Commission was, therefore, of the opinion that even apart from the need for giving effect to the universally acknowledged principles that the judiciary should be independent of the control of the executive, separation is most urgently and immediately called for to ensure the efficiency of Magistrates and the removal of the extreme delays in the disposal of criminal proceedings in the magisterial courts. The West Bengal Police Commission have rightly remarked that the police should welcome separation. During interviews in the course of the present study, it was felt that to make the scheme of separation more effective, a number of steps need yet be taken. The separation should be an article of faith and no function which appropriately falls within the domain of executive police work be assigned to magistrates, judicial or otherwise.
During interviews, it was noticed that there is too much of centralisation in the police hierarchy. A serious effort is, therefore, necessary to examine the feasibility of decentralising the police administration to the district levels and even making administration accountable to the local bodies. Not much has been done to reform the structure of the rural police. It continues to function as a top and subordinate link giving directions from elsewhere. In India, it is a strong feeling that the local government should be actively involved in law and order administration. The Ashok Mehta Committee was of the categorical view that "ultimately all the regulatory functions also should be transferred to the local bodies and that the Collector also should be under his periphery."

The present investigation shows that complete transference may not be easily achieved. Firstly, the police are properly organised on a state basis. In countries where decentralised system is in existence, even there the trend is unfortunately towards centralisation. The Royal Commission in U.K. recommended that the responsibility of the local authorities for efficient policing should cease and they should be purely

advisory bodies. Moreover, crime is no longer a local affair and law and order problems cut across state boundaries. Secondly, from the point of view of efficiency and economy, organisation of training and other facilities at the local level would put additional financial strains. Thirdly, the country's size, social and political conditions and experience of working of democratic decentralisation are additional constraints. It is not without significance that the Balwantrai Mehta Committee which evolved the scheme of democratic decentralisation kept the police out of consideration during the deliberations. Moreover, wherever the move for decentralisation of the police administration is contemplated, the need for ensuring complete functional independence and impartiality of the police may have to be seriously worked out.

At the present stage, it may not be feasible to completely decentralise the functioning of police administration but the association of elected representatives at various levels must be encouraged. The police at the district level has to be more responsive to the needs of the people. The voluntary organisations and other welfare institutions may be helpful in voicing the opinion of the public. It may be advisable to associate social workers engaged in constructive work with the working of the police station specially where juvenile delinquents or women
suspects are kept. Any change in the rural policing, in
the long run, has to be linked with a system of people's
courts, both in regard to the civil and the criminal
disputes so that small matters can be settled quickly
at the local level without delay and in humane expenditure.
For a country of India's size, this transformation is
necessary but it can only be done by others. One
interrogation has to be specially used for training the
personnel so that there is gradually more and more
involvement of local bodies.

Corruption is a very serious malady which is
posing a considerable threat to law and order
administration at the district level. We have discussed
in detail the factors which lead to corruption and some
correctives have already been suggested (Chapter VII).
One point which deserves special mention is to consider
the position of the police vis-a-vis the Lok Pal and the
Lokayukta. The creation of these institutions has been
recommended by the Administrative Reforms Commission in
their interim report on Problems of Redress of Citizens' Grievances. The Commission observes, "The administration
itself must play the major role in redressing the area of
grievances and providing remedies wherever necessary and
feasible. For this purpose, there should be established
in each Ministry or Department, as the case may be,
suitable machinery for the receipt and investigation of complaints and for setting in motion where necessary, the administrative process for providing remedies. A large number of cases which arise at lower levels of administration should in fact adequately be dealt with by this in-built departmental machinery when this machinery functions effectively, the number of cases which will have to go to an authority outside the Ministry or the Department should be comparatively small in number. "¹

Thus the Commission stressed the need for streamlining the departmental machinery with a view to minimising the number of cases in which the citizen may be required to approach the proposed institutions to seek redress of the grievances. It was recommended that complaints against personnel of the police department which indicate the commission of offences like assault, corruption, etc., will go to the court of law after due investigation by the police. The aggrieved person will have to either find recourse to legal channels or approach the police. The present system also provides for both of these alternatives, therefore, no radical changes are expected to take place as a result of the introduction of the new institutions as far as complaints against the police department are concerned. The institutions of Lok Pal, etc., are supposed to deal with grievances against

¹. Para 22.
very high authorities in public service against whom the 
average citizen feels handicapped in seeking redress. 
Therefore, the proper solution for dealing with general 
um of complaints against the police lies only in 
strengthening and streamlining the departmental 
machinery. It may be mentioned that the police were 
excluded from the jurisdiction of the Parliamentary 
commissioner in 1871. In spite of the demand of the 
National Council for Civil Liberties in England that 
allegations against the police should be entrusted to 
independent authorities, the Royal Commission did not 
agree. The Commission felt, "the personal responsibility 
of the constable and the need for him to act on his own 
initiative, together with the fact that the police are 
constantly exposed by the nature of their duties to 
insolent and malicious complaints by criminals and 
ill-disposed or mentally disordered persons, combine to 
make them an easy target. Consequently it is essential 
not only that they should be brought to account if they 
do wrong, but also that they should be given proper 
protection so long as they do right. . . . The police 
are a disciplined body, and proper leadership requires 
that the administration of discipline should be in the 
hands of the Chief Constable. . . ."

During interviews, many officers complained that 
members of political parties, particularly of the ruling
party, whether in the legislature or outside, interfere considerably in the working of the police for unlawful ends. There are occasions when politicians accompany complainants to police stations and try to influence the Station House Officers to take down reports implicating innocent persons against whom the complainant has enmity. During the British period, the position was a little different because the police were the agents of the foreign rulers and there was no question of political bodies interfering in the work of the police. Political interference is a type of disease which has spread after the dawn of independence which is vitally affecting the police functions and is interfering with the discharge of its lawful duties. This is partly the gift of adult franchise and if the mistaken notions of the duties of an individual in a democratic set-up of society.

The above observation gives fairly accurate presentation of the malady but the remedies lie with the leaders of political parties. They should evolve a code of conduct and issue a self-denying ordinance not to make police as their plaything. The National Police commission was of the view that misuse of police force could be checked by changing the conduct rules so as to stipulate that police personnel would insist on written orders from superior officers. Written orders should also be obtained from the ministers if they wanted specific directives to be implemented. As regards the
charge of ministerial interference, it should be left to
the good sense of the persons in power and they should
take note of public opinion and act according to the
dictates of law and justice. Police affect a political
system in a number of ways. Professor Bayley suggested
four modi operandi by which a police force could
influence political life: viz., (a) by the nature of its
activity, (b) by the nature of the organisation, and
operation, (c) by the nature of the organisation, and
(d) by the socialisation of its members. A police force
may affect the political system by virtue of what it
does, how it does it, what it is or represents, and what
it does to its personnel. On the basis of empirical
investigation, he concludes that Indian police force
helps the maintenance of democratic political forums.
It is loyal to democratic institutions and has not sought
to become an actor, assuming initiatives on its own, in
the conduct of political life. However, the police have
not exploited its potentialities for reinforcing the
development of habits which make the democratic system
work efficiently. For example, it has not shown much
anxiety to seize opportunities to serve the public in
ways appropriate to the police function. The present
investigation supports the above observations but how can
the police force shed its authoritarian bias and colonial
heritage? It will be a long process before the police
force outgrows its role as passive instrument of government and becomes an active agent of social change.  

It is a common complaint that the development of the Indian system of police in general has been hampered throughout by the allocation of inadequate financial allocations. Unfortunately, financial expenditure on police after independence did not increase substantially. Constitutionally, the police being a responsibility of the State Government, funds are allotted only by the State Government and a look at the budget of the Punjab state for the last many years shows that allocations are made on an ad hoc basis. Actual requirements are hardly taken into consideration. The financial resources of most of the State Governments being strictly limited, they have mostly not been even able to implement many important recommendations even of the Police Commissions and other Committees. Similar has been the fate of so many other recommendations of the successive conferences at the all India and the state level. The result is that the police system continues to be inadequate and ill-equipped. The percentage of expenditure on police compared to total expenditure on revenue account for Punjab for the last

13 years is as follows.

Table: Expenditure on Police to Total Expenditure on Revenue Account

<table>
<thead>
<tr>
<th>Year</th>
<th>Percentage of Expenditure on police, compared to Total Expenditure on Revenue Account</th>
<th>Percentage of District Police to the Total Police Budget</th>
</tr>
</thead>
<tbody>
<tr>
<td>1967-68</td>
<td>4.34</td>
<td>85.67</td>
</tr>
<tr>
<td>1968-69</td>
<td>4.19</td>
<td>82.42</td>
</tr>
<tr>
<td>1969-70</td>
<td>3.45</td>
<td>79.91</td>
</tr>
<tr>
<td>1970-71</td>
<td>3.06</td>
<td>79.67</td>
</tr>
<tr>
<td>1971-72</td>
<td>2.93</td>
<td>78.96</td>
</tr>
<tr>
<td>1972-73</td>
<td>2.67</td>
<td>81.76</td>
</tr>
<tr>
<td>1973-74</td>
<td>2.43</td>
<td>78.35</td>
</tr>
<tr>
<td>1974-75</td>
<td>2.48</td>
<td>66.80</td>
</tr>
<tr>
<td>1975-76</td>
<td>2.51</td>
<td>66.10</td>
</tr>
<tr>
<td>1976-77</td>
<td>2.70</td>
<td>64.77</td>
</tr>
<tr>
<td>1977-78</td>
<td>2.22</td>
<td>68.09</td>
</tr>
<tr>
<td>1978-79</td>
<td>2.15</td>
<td>71.40</td>
</tr>
<tr>
<td>1979-80</td>
<td>3.66</td>
<td>73.11</td>
</tr>
</tbody>
</table>

The lack of finance for the police is also largely due to the artificial distinction introduced in the financial administration between plan and non-plan expenditure. The State Governments change their budgets in such a way that they show increasing plan expenditure to qualify for matching grants from the Central Government and expenditure on non-plan items is considerably slashed. The police fall in the non-plan sector, therefore it has to suffer long with so many other departments.
The basic principle of finance is that the existing services should not be sacrificed at the altar of new services. The responsibilities of the police are comparable only to those of the defence department, because while that department is defending the country against external aggression, the police are concerned with the internal defence. Efficient and effective policing is an essential prerequisite for the success of all development activities and the timely and proper implementation of plan schemes and projects themselves. No development is possible if there is instability and weak law and order situation. It may sound ambitious, but if the police administration is linked up with development departments, sufficient funds would be forthcoming. The rational way would be to classify the schemes and projects of all departments of the state according to priorities and to allot central and state funds for them accordingly. Time has come when there is a need for a rethinking and reorientation of financial policy on the basis of some well-defined criteria so that adequate funds are made available. Sufficient data are not available in order to determine what will be a reasonable per capita cost of the police for the routine tasks of policing on pay and allowances and ordinary contingencies. Whereas it is desirable to have a need based budget for the police, rough calculations indicate
that it may be enough and also not unreasonable if the state, with reference to the current price level, earmarks for the police a suitable sum calculated at per head basis of the population. For many other functions of the police, additional funds should be provided. It is obvious that expenditure of this order cannot be met by the Government of Punjab out of her own resources, therefore, the Central Government should provide assistance from the planned funds. Central Government has a special responsibility to make provision for training and giving of scientific and technical assistance in investigation of crime. Another direction in which reform is necessary is that more financial powers should be delegated to the Inspector-General of Police. The financial powers have been delegated to a considerable extent in certain states like West Bengal, Maharashtra, Tamil Nadu, etc. In fact, in the administration of a department like the police, two tiers of financial control should be dispensed with and all the financial powers which are at present vested in Home Secretary should be vested in the Inspector-General of Police. The financial powers of controlling officers, Superintendents of Police and other subordinate authorities also need to be enhanced suitably.

Personnel administration is a crucial element in law and order administration. From whatever angle one sees
any police official, he must be a man of stature, educated, intelligent, alert, truly interested in his work, possessing a sound judgement, initiative and courage. Interviews with a number of police personnel show that the recruit usually comes to the police after he has failed to find employment in any other service, and in his disappointment, he seeks shelter in police. Therefore, the recruitment to the police in all ranks should not only be selective but also dynamic. The personnel policies are to be so oriented that they should help in proper delegation and better performance. Keeping in mind the need for a representative police, first it has to be decided which class of people should be recruited and what should be the educational and physical standards at the intake level. It is true that the service should be representative of the cross section of the population but to introduce quota system for particular communities or groups may not be the answer. The decentralisation of control has to be effected but in cases where centralised control is necessary, the mechanics of coordination and the standards to be adopted have to be spelt out.

As regards the level of recruitment, the Police Commissions in Punjab, Uttar Pradesh, Bihar and Maharashtra which went into this question did not suggest any change in the existing levels of recruitment. The
Bihar Commission, however, made a novel suggestion of abolishing the post of both Sub-Inspector and Assistant Sub-Inspector and creating, instead, a new post of Assistant Inspector to which direct recruitment was to be made. The reason which prompted this was that the Assistant Inspector would be called upon to perform the duties of the old Sub-Inspector. Thus, there was a change in the nomenclature only. There was no real change in the level of recruitment. The present four level recruitment of Constable, Assistant Sub-Inspector, Inspector and Deputy Superintendent of Police/Assistant Superintendent of Police can continue. Recruitment at all levels have to be more aggressive but the police force can be satisfactory from the point of view of the public unless the Constable gives satisfaction. It is original treatment which the aggrieved received at the Constable's hands that rankles in his mind for a long time, and apprehending the same treatment, he will hate approaching another Constable. Even in the technical and field work, the calibre of the Constable is, more often than not, the decisive factor. Special care should, therefore, be taken to attract suitable individuals to the rank of Constable. The pay-scales, the service and living conditions, amenities, prospects of promotion, etc., are very important step for direct
recruitment is the screening of the recruits at the time of entrance. The Punjab Police Commission recommended that the screening must be effective and ruthless and this alone can invigorate the existing organisation.

Punjab has, like all other states, two gazetted police services, viz., The Indian Police Service and the State Police Service. There have been long debates on the necessity and desirability of retaining two separate cadres of officers, more so now that the particular conditions in which the State Police Service was created no longer exist and recruitment to both the cadres is made in India only. During interviews, it was sensed that there is a feeling that though some categories of officers belonging to two different cadres have to shoulder duties and responsibilities of almost similar nature, there was great disparity between their promotion prospects. Directly recruited Deputy Superintendents of Police have generally been able to get promotions to the senior posts in the 7th or 8th year of their service. Indian Police Service officer, on the other hand, generally gets promotion to the senior posts in the fourth year of his service. Thus, the officers of the State Cadre are in no way in a disadvantaged position. As a matter of fact, caution should be exercised before comparing the conditions of service or promotion prospects
between these two services which are recruited under entirely different conditions. All the same, all possible efforts should be made to remove the genuine difficulties and grievances of the officers of the state cadre to give them a feeling of greater satisfaction and contentment. It is often mentioned that a wide disparity exists between the Indian Police Service and the State Police Service Cadre which at times has led to inter-cadre jealousies and professional frustrations. The officers at the top positions in police administration do not enjoy some of the benefits which their counterparts in other services enjoy thus creating a problem of high morale and animated motivation. The post of Sub-Inspector has been a non-gazetted post though it carries heavy responsibilities. The Deputy Superintendent of Police belongs to the gazetted rank but enough of powers have not been delegated to him. The absence of matching the jobs and the responsibilities with the qualifications is a pressing problem of law and order administration.

The need for the training of police personnel has
already been stressed (Chapter VIII) but the developments during the recent past have underlined particularly the urgency of inculcating in them attitudes appropriate to their profession. Training to be purposeful and effective and to make an impact must be closely related to the goals of the organisation and should be scientifically organised at all levels. To be purposeful, it must percolate to the lowest levels and in particular to those levels which constitute the cutting edge of the administration as far as the citizen and the community are concerned. A phased intensive in-service training programme in the form of refresher, orientation, specialised, middle level and senior level courses has already been emphasised. Training should be a continuous process and regarded as an investment in human resources. It is, therefore, necessary to induct new concepts into police training programmes and to provide training material, which may make police force aware of the societal problems and create understanding of the factors which give rise to particular situations. All the ranks must have a deep social awareness of the problems that arise in the wake of social disorganisation, scarcity and controls, regional imbalances, etc. In the earlier pages, the need for the application of scientific techniques, management concepts and skills, and constructive attitudes and values in police work has been mentioned. All this will require right type of
training and financial constraints should not act as barriers.

In the earlier pages, it has been stressed that there should be broad-based promotion policy (Chapter VIII). Whereas the percentage quota for various categories can be decided taking all relevant factors into consideration, honesty must be made the most important qualification. The image of police and the prevalence of corrupt practices have been discussed in detail in different chapters. Taken the present state of affairs, a person, whose integrity is doubted, must not be shown any type of concession. The Delhi Police Commission observed, "Dishonesty must be a complete bar against promotions, and this must be thoroughly understood by all ranks from the time they enter service. There should be no squeamishness about keeping back the man who is suspected or proved to be a dishonest character."¹

There is a need for specified rules to regulate conduct and maintain discipline in the police force. But the rules and regulations framed for running the organisation have placed undue importance on discipline.

In fact, the negative motivational factors outweigh the positive ones. Negative motivation in the form of threat to use force or to inflict punishment not only creates an atmosphere of distrust, disloyalty but also is not conducive to the achievement of the specified objectives. Positive motivation in the form of rewards creates an atmosphere of loyalty, trust and esprit de corps ultimately leading to better performance. The undue emphasis on discipline is due to the distrust of the functionaries at the lower level. A system of checks and counter-checks through the rules and a chain of supervisory officers has been introduced in the police organisation. Thus, the overemphasis on negative motivation and close supervision have not only resulted in the building up of a monolithic structure but have also created unfavourable motivational climate in the police organisation.

Law and order being a sensitive subject, there are different views about unionism. Policemen do not even have the right to demonstrate. It has already been mentioned that the conventional method of redressal of grievances by the Inspector-General of Police when he is on tour, and "Orderly Room" has not been used in practice (Chapter VIII). Some suggest that the formation of the unions would go a long way to provide relief to the policemen as they can present their point of view in an organised manner.
To ensure efficiency in police organisation, it is essential that the pay scales should be well planned and somewhat more attractive than in other services. It is felt that a good deal of injustice has been done in the past to policemen in matters of scales of pay. Despite these scales of pay, the policemen have been performing their duties in the most trying circumstances. It is true that due to inadequate compensation, certain malpractices have crept in but it would be unfair to isolate police in this connection. It has often been argued that if the pay scales of policemen are raised, this will have repercussions in other services which would create problems. There is some substance in this but police organisation may be regarded a little different. There is no other service comparable to or which runs the same hazards as the police, which captures dangerous dacoits and criminals, which bring the murderers to justice, which tramps on the village and city roads on beat duty day and night, which is on duty all the twenty-four hours of the day, which lives on the tops of trees to guard the border, which gets killed in various incidents to save the lives of citizens, which maintains law and order in the state and faces unlawful assemblies
and armed gangs. Various Commissions have tried to compare the duties of a Constable with a forest guard or a jail warder but have reached the conclusion that such comparisons are not possible. The present study does not go into details about pay-scales and other allowances, but the general policy should be that a policeman charged with the onerous duties should be reasonably contended and free from financial worries, and may be better remunerated than the average industrial or manual worker. There is even a justification for the view that the rates of pay for the police are on a higher scale in relation to other workers because of disabilities which are attached to the police service.

Another area where much attention has not been paid relates to the welfare of policemen. In Punjab, there is a Police Welfare Fund, which was started in 1949 and is a purely voluntary fund to which the government hardly makes any contribution. In some other states like Tamil Nadu, Uttar Pradesh, etc., governments sanction annual matching grants. It is high time that the State Government takes a policy decision to liberally

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contribute to the Welfare Fund for medical facilities, education of children, building of houses through co-operative societies. There should also be an organised institution of awards for honest service and integrity, which can be given annually at police meets.

The problem of motivation has a special importance in the police service. Police force is subjected to constant public criticism, therefore, the force is more concerned with ways and means of self-preservation which leads to performance that is well below their ability and capacity. More than ninety per cent of the force consists of the Constabulary. Therefore, their proper motivation is of great importance but the problem of motivation is not confined to the subordinate ranks alone. A congenial climate is necessary in police organisation if the morale of its employees is to be high and if they are to work to their full capacity and ability. During field visits, it was observed that employees, especially those in subordinate positions are pictured as unreliable, irresponsible and immature, in fact, as nothing better than rabble who must be closely watched, supervised and driven to work by the exercise of authority. This study does not go into the motivational problems but a little self-introspection on the leadership behaviour in police organisation is necessary to see whether conditions exist for creating
a sense of identification in policemen.

One of the tasks of leadership is to facilitate group interaction but in police organisation not much importance is attached to this important aspect. The exigencies of new challenges demand increasing delegation of operational responsibilities and functional competence at lower echelons and have highlighted the necessity for more managerial expertise on the part of the administrators so that they are able to energise the administrative organisation into full action, to stimulate it and vitalise it. Some of the problems which law and order administration has to face have been discussed (Chapter III). To tackle some of them, there will be the need of a new administrative culture specially in the police organisation, which places a premium on qualities of administrative leadership and capacity to innovate. A mature and seasoned leadership will be necessary to cope with the challenges of development in an environment of turbulence and relative uncertainty. All this requires a high dedication to public purpose and a passion for achieving results.

It has been mentioned that the District Magistrate functions as a 'shock absorber' between the police and the public. It is true that shock absorbers are needed in administration specially when the police are used in a coercive manner. Such an approach, however, prevents smooth citizen-police relations from being placed on a
sound footing. In Chapter IX, while discussing the citizen-police relationship, it has been observed that the present image of police in India is far from being satisfactory. This relationship shows alienation and lack of respect for each other. When the public perceives the image of police as adverse, the solution has to be found not in the superficial remedy of shock absorption but in the elimination of factors which lead to such a feeling. It is, therefore, necessary to tackle the problem of citizen-police relations more positively than defensively. Administrative Reforms Commission has recommended that the responsibility of the departments to deal adequately with public grievances must, in the first instance, be squarely faced by them, and that for this purpose there should be established in each department suitable machinery for receipt and investigation of complaints and for setting in motion the administrative process for providing remedies. In the light of this, it may be necessary to streamline departmental machinery for redress of public grievances by creating complaint cells. The need to set up a vigilance section for studying points of corruption, collection of information and handling of

corruption cases has to be emphasised.

Every system depends upon the contributions of the individuals who are called upon to administer it. In exercising their functions, they are, to a considerable extent, dependent on the goodwill of the general public and are required to exercise utmost discretion to avoid over-stepping their limits because the balance between individual liberty and the maintenance of order is very delicate indeed. Authority which is based on goodwill is more lasting than that based on force. Some concrete suggestions have already been made to improve citizen-police relationship. Recent years have brought new perspectives and by and large, the police have been trying to adapt themselves to the changes. Sweeping modifications are necessary to give a new orientation to the outlook of the police and to make them effective in rendering service to the people. False prestige and traditional pattern of administration should not be given undue importance and allowed to stand in the way of improvement. The law and order administration should aim at serving the people.

Public relations are no doubt necessary and the press in particular has a profound influence in forming the popular opinion about the police. Better rapport with the press is helpful in projecting the correct image
of the police. However, no amount of propaganda will create the desired response unless the duties pertaining to law and order and prevention and detection of crime are performed efficiently. Without any meaningful public relations programme, no police department can gain the support of the public by rendering service alone. A public relations programme, in its final analysis, is a programme of providing better and more acceptable service.

The effects of industrialisation and urbanisation on crime can be properly controlled if urbanisation is planned and the police are allowed to organise and prepare themselves in advance to meet the growing requirements. For this purpose, it may be useful to have a Research and Planning Cell at the district level which should continuously assess the social problems of the area and identify the pressing policing needs from time to time. This cell should plan and suggest realistic, short and long term measures regarding organisation, training and equipment in order to prepare the police to deal with new challenges. At the state level, there should also be a Research Cell working directly under the Inspector-General of Police. This cell should coordinate the activities of the district cells and, in addition, take up administrative, technical
or other problems for a thorough study and suggest orientation of the police—both technical and administrative, in order to suit new conditions that may develop as a result of fast growing economy and social change. At every police headquarter at the district level, there should also be a separate high power staff agency to advise and help the line officials. This agency should establish a living contact with the public, the press and political workers. It should act as a 'Brain Trust-cum-Public Relations Machinery'.

Research on law and order administration has to be continuous and action-oriented. There are many criminological, organisational, procedural and operational problems which are yet to be explored. The Bureau of Police Research and Development has to play an active role as a coordinating body so that right type of research is undertaken. The present study and the existing literature merely touch the fringe of a complex subject, which has diverse ramifications and numerous dimensions. External prejudices and internal resistance have to be overcome by a judicious combination of professional expertise, academic knowledge and scientific skills.