CHAPTER IV
ORGANISATIONAL SET-UP

Maintenance of public order is essential for socio-economic development of a nation and police forces are maintained for enforcing law in the country. India has developed a complex network of police organisations for the maintenance of public order. Police administration exhibits many striking organisational features, most of which have roots in history. The designations and role of key functionaries, the organisational set-up from the state to the village level, the inter-relationships between various departments and agencies have all evolved through the years. There have of course been piecemeal changes but in its essentials, the structure has basically remained the same.

Police are a state subject along with public order, administration of justice, prisons, reformatories and borstal institutions. The Constitution of India clearly amplifies that the legislature of any state has exclusive


power to make laws for such state. The Union Government is also indirectly involved in the police administration of the country. The administration of arms, fire-arms, ammunition, explosives, etc., are included in the Union list.¹ A number of agencies of the Union Government such as Central Reserve Police, Border Security Force, Central Bureau of Investigation, Central Intelligence Bureau, Assam Rifles, National Police Academy and other institutions assist the states in police administration. The police administration of union territories is an exclusive responsibility of the Union Government. Moreover, the subjects included in the Concurrent List also empower the Union Government to play a vital role in the police administration of the country.²

The repository of the executive power of the state is the Governor who is required to exercise his functions with the aid and advice of the Council of Ministers with the Chief Minister at the head, except in so far as he is by or under the constitution required to exercise his functions in his discretion. Under the rules of business

¹. Constitution of India, Seventh Schedule, Union List 1, Item Numbers 5, 8, 9, 18, 19, 65, 70 and 80.
made by the Governor under the provisions of the constitution,² the business of government is allotted among the ministers, and subject to the provisions of the rules and instructions thereunder, the business of the government is transacted in the departments of the secretariat under the control of the minister concerned.

At the political level, the police department is placed under the charge of Home Minister who is usually a Chief Minister or some very senior member of the state cabinet. The responsibilities of the Home Minister are two fold in nature - political and administrative. The political responsibilities primarily comprise: (a) helping the cabinet to determine broad policies, (b) establishing departmental policies with the assistance of his officers, (c) securing legislative approval where needed, to government's policies and for appropriation of funds, (d) accountability to the legislature, (e) interpreting public needs and attitudes to the administration and (f) leading and shaping public opinions in favour of government policies and programmes. His administrative responsibilities include (i) ensuring efficient and clean administration within the department under his charge, (ii) inspiring confidence in the senior officers, securing teamwork, and promoting an internal effort for continuous improvement of personnel performance and methods of work.

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² Constitution of India, Article 166(3).
and (iii) ensuring prompt and effective implementation of policies and programmes, reviewing progress periodically and resolving implementation difficulties.

Below the political level, the police administration at the state level consists of two organisational wings - (a) the home department and (b) the police department. The former is headed by the Home Secretary, who is always a very senior member of the Indian Administrative Service. He coordinates, controls and supervises the varied activities of the state police administration in relation to the directives of the Union Government above and the activities of the district police officials below. Besides this, he is to aid and advise the Home Minister in policy matters. He also initiates processes of organisational reforms and works for the development of the police department.

Inspector-General of Police

The administration of the police throughout the state is vested in the Inspector-General of Police. He is head of the entire police force and is also adviser to the government on all questions relating to the police.

administration. Recently, the Punjab Government has given to Inspector-General of Police the status of an ex-officio additional Secretary to the home department. The responsibility for the control of the police force, its recruitment, discipline, equipment, internal economy, training, etc., lies with him. He is expected to keep in constant touch and communication with the regional and district Police Officers and to keep the State Government informed of the state of crime and political and communal movements throughout the state.

The most important control device available with the Inspector-General of Police is inspection of the field offices. The weekly reports of Superintendents of Police and Deputy Inspectors-General of Police on the field situation are valuable sources of information for him. Another method of control is to call for reports and returns from the field officers on different aspects at regular intervals. He, on his own, issues standing orders for the benefit of field officers. Besides this, verbal messages of various kinds are exchanged on various issues over the wireless between the Central Police Office and the field offices. Among the gazetted officers, he is empowered to transfer the Deputy Superintendents from one place to another. Officers above the Deputy Superintendent of Police such as Superintendent of Police and Deputy Inspector-General are transferred by the home department in consultation with
him. As regards the non-gazetted officers, he has the power to transfer Inspectors from one range to another. At the state headquarters in Punjab, the Inspector-General of Police is assisted by three Assistant Inspectors-General of Police who divide among themselves the workload of the office. Below them, there are eight branches in charge of specific jobs (Please refer to the organization of the office of the Inspector-General of Police).

The role of the Inspector-General of Police today is not the same as it used to be in the British days. During the British period, the size of the state of Punjab was very vast and the means of transport and communication were little developed. It was physically impossible for the Inspector-General of Police to make extensive tours and keep himself in touch with the happenings at the ground level. The Inspector-General of Police in those days had also to work in an atmosphere of authoritarianism. There was also a wide gulf between the masses and the other officers particularly Inspector-General of Police. With the changed political climate the Inspector-General of Police today is accessible even to the most ordinary citizen. Anybody can ring him up, write to him or just walk into his office.

Another important development in the post-independence era is that members of parliament and members of legislative
assembly come to the Inspector-General of Police with problems of their localities and constituencies especially when the legislature is in session. Some come to lodge complaints against the police officers at the lower levels and others come to plead the cause of a Constable before the Inspector-General of Police.

The number of complaints against the police personnel lodged directly with the Inspector-General of Police at state headquarters have been increasing steadily. The following table indicates the number of complaints against police officials in Punjab.

Table: Number of Complaints Against Police Officials

<table>
<thead>
<tr>
<th>Year</th>
<th>Gazetted Officers</th>
<th>Non-Gazetted Officers</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1967</td>
<td>109</td>
<td>600</td>
<td>709</td>
</tr>
<tr>
<td>1968</td>
<td>130</td>
<td>625</td>
<td>755</td>
</tr>
<tr>
<td>1969</td>
<td>190</td>
<td>651</td>
<td>841</td>
</tr>
<tr>
<td>1970</td>
<td>237</td>
<td>698</td>
<td>935</td>
</tr>
<tr>
<td>1971</td>
<td>208</td>
<td>739</td>
<td>947</td>
</tr>
<tr>
<td>1972</td>
<td>240</td>
<td>789</td>
<td>1019</td>
</tr>
<tr>
<td>1973</td>
<td>236</td>
<td>810</td>
<td>1046</td>
</tr>
<tr>
<td>1974</td>
<td>169</td>
<td>822</td>
<td>991</td>
</tr>
<tr>
<td>1975</td>
<td>270</td>
<td>863</td>
<td>1133</td>
</tr>
<tr>
<td>1976</td>
<td>289</td>
<td>889</td>
<td>1178</td>
</tr>
<tr>
<td>1977</td>
<td>149</td>
<td>905</td>
<td>1084</td>
</tr>
<tr>
<td>1978</td>
<td>221</td>
<td>919</td>
<td>1140</td>
</tr>
<tr>
<td>1979</td>
<td>262</td>
<td>1012</td>
<td>1274</td>
</tr>
</tbody>
</table>

Source: The data were collected from the office of Inspector-General of Police, Punjab.

From the figures, it can, thus, be inferred that the
members of the public are much more conscious of their rights today than before. They do not hesitate to meet the top police officers and making complaints against the field officers. The way complaints are travelling up for catching the attention of top management does reveal certain lack of faith in the officers, down below in the hierarchy. If the members of the public are listened to by the Inspector-General of Police, they go back with satisfaction that at least the head of police has heard them. The complaints are usually forwarded to the officers at appropriate levels for inquiry and necessary action. Normally the Inspector-General of Police avoids taking action at his own on the public complaints with a view not to disturb the police hierarchy. At times, the public complaints help the central police office to keep an eye on the working of police organisations below the state level. In addition, it enables the Inspector-General of Police to get feedback about the reaction of the public to police activities at the lower levels.

**Auxiliary Agencies:** Criminal Investigation Department is an integral and important part of the police organisation and functions under the overall control of Inspector-General of Police. In Punjab, it is in charge of a Deputy Inspector-General of Police who is a senior officer of Indian Police Service. The staff of the Criminal Investigation Department work in plain clothes which distinguish them from the ordinary police. The main branches of the Criminal
Investigation Department are: (a) Crime Branch, (b) Security Branch, (c) Special Staff, (d) Special Branch, and (e) Anti-Smuggling, Amritsar. The Finger Print Bureau, Phillaur, and Forensic Science Laboratory, Chandigarh, are also attached to this department. The Criminal Investigation Department has its district network in the office of the Superintendent of Police. Punjab Armed Police is a functional division. The unarmed police staff of the police stations go on patrol duties and prevent and investigate crime. They are the police with which the public has contact in the normal course of affairs. The armed police, on the other hand, are housed in cantonments concentrated at a few points in the state. They do not have daily contact with the public. They are employed for those duties which require the presence of constituted physical force, such as guard duties at banks, treasuries and the quelling of civil disturbances. In Punjab, Deputy Inspector-General of Police is in charge of Punjab Armed Police. There are five Armed Police Battalions in Punjab stationed at Jullundur and Bahadurgarh. The State Police Training College is responsible for imparting initial and refresher training to police personnel. The Police Recruit Training College, Jahan Khelan (Hoshiarpur) and Police Recruit Training College, Bahadurgarh (Patiala) are also attached to this College. Police Tele-Communication and Wireless provides technical personnel and equipments to the state control rooms as well as contro
rooms in the districts.

Police Ranges: The Punjab at present has been divided into three ranges, each under the charge of a Deputy Inspector-General of Police. The range Deputy Inspector-General serves primarily in a supervisory capacity, providing a link in the chain of command, but especially for coordination and information-gathering between the District Superintendent of Police and the Inspector-General of Police.

The traditional role of Deputy Inspector-General, originally conceived as advisory, supervisory, inspecting and coordinating, has undergone radical changes. The Deputy Inspector-General today, in the range, is more and more involved in executive matters. He has to daily listen to the complaints and grievances of the people against the subordinate officers. In case of labour unrest, students' trouble and other major law and order situations, the political bosses at the state level insist that Deputy Inspectors-General should be required personally to supervise an operation or instruct the officers on the spot.

1.

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Amritsar</td>
<td>1. Ferozepur</td>
<td>1. Sangrur</td>
</tr>
<tr>
<td>5. Kamalpur</td>
<td></td>
<td>4. Ropar</td>
</tr>
</tbody>
</table>
in such situations. Thanks to the sophisticated communications, the Deputy Inspector-General is contacted frequently by the state headquarters and consulted on local happenings. He in turn gets in touch with the Superintendent of Police to keep abreast of the situation.  

Thus the police organisation above the district level comprises a wide and complete network of territorial, functional and specialised agencies. It supervises, coordinates and controls the work of district field agencies, engaged in the execution of policy. It also provides a link between the political and administrative echelons of the machinery of the State Government. It is here that critical decisions about the problems of regulatory administration are taken, which, in turn, are pumped into the political mechanism of the government as advice and systematically processed and formulated into regular policy. As a shock absorbing buffer it has to accommodate new demands of socio-political changes in the districts and political pressures of the State Government above.

Agencies Responsible for Law and Order
Administration at the District Level

Police are not exclusively responsible for the administration of law and order. According to S.S. Khera, law and order agencies at district level include (a) the magistracy, (b) the police, (c) courts of law, (d) the armed forces and (e) the citizen.¹ The agencies responsible for maintaining law and order may broadly be classified into two categories:

(a) Agencies which are primarily responsible for restoring law and order.

(b) Agencies which serve as auxiliary force to maintain law and order.

A detailed categorisation of these agencies may be arranged according to the following diagram:

```
  Law and Order Agencies
       | Primary Agencies        |  |  |  |  |  |  |  |
       |   The Magistracy        |   The Police  |   Courts of Law |   The Prisons |   The Probation and |   the Reformation |
       |   Health and Sanitation |   Education   |   Transport     |   Marketing   |   Elections         |   Excise and Taxation |
       |   Planning and Development | Welfare |   Home Guards |
       |   |   |   |   |   |   |
       | Auxiliary Agencies      |   |
```

All the agencies mentioned above are important in so far

1. S.S. Khera, District Administration in India (New Delhi, 1979), Second Edition, Chapter VI.
as the performance of duties in the field of maintenance of law and order is concerned but in this study we have primarily concentrated on the police organisation. Therefore the police organisation at the district level has been discussed in detail in succeeding paragraphs.

Police Organisation at the District Level

The district is the hub of state police organisation and controls the network of police stations spread all over the state. Organisationally, the district is organised into sub-divisions, circles, police stations and finally into police posts. The district-wise actual strength of police force in Punjab is indicated in the following table.

Table: District-wise Actual Strength of Police Force in Punjab as on 30.6.1978

<table>
<thead>
<tr>
<th>District</th>
<th>Senior Superintendents of Police</th>
<th>Deputy Superintendents of Police</th>
<th>Inspectors of Police</th>
<th>Sub-Inspectors of Police</th>
<th>Assistant Sub-Inspectors of Police</th>
<th>Head Constables</th>
<th>Constables</th>
</tr>
</thead>
<tbody>
<tr>
<td>Amritsar</td>
<td>3</td>
<td>6</td>
<td>8</td>
<td>55</td>
<td>155</td>
<td>308</td>
<td>2226</td>
</tr>
<tr>
<td>Bhatinda</td>
<td>2</td>
<td>4</td>
<td>5</td>
<td>32</td>
<td>67</td>
<td>132</td>
<td>924</td>
</tr>
<tr>
<td>Faridkot</td>
<td>2</td>
<td>4</td>
<td>6</td>
<td>27</td>
<td>82</td>
<td>151</td>
<td>1073</td>
</tr>
<tr>
<td>Ferozepur</td>
<td>2</td>
<td>4</td>
<td>7</td>
<td>34</td>
<td>98</td>
<td>189</td>
<td>1354</td>
</tr>
<tr>
<td>Gurdaspur</td>
<td>2</td>
<td>4</td>
<td>3</td>
<td>37</td>
<td>60</td>
<td>131</td>
<td>970</td>
</tr>
<tr>
<td>Hoshiarpur</td>
<td>1</td>
<td>4</td>
<td>4</td>
<td>27</td>
<td>64</td>
<td>156</td>
<td>903</td>
</tr>
<tr>
<td>Jullundur</td>
<td>2</td>
<td>6</td>
<td>6</td>
<td>41</td>
<td>82</td>
<td>205</td>
<td>1372</td>
</tr>
<tr>
<td>Kapurthala</td>
<td>1</td>
<td>4</td>
<td>3</td>
<td>19</td>
<td>29</td>
<td>87</td>
<td>573</td>
</tr>
<tr>
<td>Ludhiana</td>
<td>3</td>
<td>5</td>
<td>5</td>
<td>42</td>
<td>113</td>
<td>226</td>
<td>1737</td>
</tr>
</tbody>
</table>
The administration of police in the district, under the general control and direction of a Magistrate, is vested in the Superintendent of Police. He is always a member of the Indian Police Service, wields a great amount of power and prestige. In the larger districts, where the volume of work is heavy, he may be assisted by one or two Additional Superintendents of Police. In Punjab, for example, except in the districts of Kapurthala and Ropar, Additional Superintendents of Police have been appointed to assist the Superintendent of Police.

The functions of a Superintendent of Police in a district are fairly wide, varied and far-reaching. Sitting in the office of the district police chief, the Superintendent of Police deals not only with the juniors and seniors but also with people, politicians and a variety of pressure groups. His main functions are certainly maintenance of peace and prevention of crime but collection of intelligence, traffic control and inculcation of cordial public relations have added new dimensions to these major functions. The role and functions of the Superintendent of Police have been discussed in detail in the next chapter. Field studies show that all the Superintendents of Police who man

1. S.S. Khera, op. cit., Chapter VI.
2. Refer P.D. Sharma, Indian Police: A Developmental Approach (Delhi, 1977).
the district set up and other offices at top management positions are from the Indian Police Service Cadre. At present there are 90 Indian Police Service Officers working in Punjab and their break-up in relation to their Home State is as follows:

Table: Home State of Indian Police Service Officers working in Punjab as on 1.1.1979

<table>
<thead>
<tr>
<th>State</th>
<th>No. of IPS Officers</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Punjab</td>
<td>55</td>
<td>61.11</td>
</tr>
<tr>
<td>Chandigarh</td>
<td>2</td>
<td>2.22</td>
</tr>
<tr>
<td>Delhi</td>
<td>4</td>
<td>4.44</td>
</tr>
<tr>
<td>Bihar</td>
<td>5</td>
<td>5.55</td>
</tr>
<tr>
<td>Haryana</td>
<td>0</td>
<td>0.00</td>
</tr>
<tr>
<td>Jammu and Kashmir</td>
<td>1</td>
<td>1.11</td>
</tr>
<tr>
<td>Rajasthan</td>
<td>5</td>
<td>5.55</td>
</tr>
<tr>
<td>Uttar Pradesh</td>
<td>9</td>
<td>10.00</td>
</tr>
<tr>
<td>West Bengal</td>
<td>1</td>
<td>1.11</td>
</tr>
</tbody>
</table>

Total: 90 93.37

The table shows that majority of Indian Police Service Officers belong to Punjab. The number of Indian Police Service Officers belonging to the states of Jammu and Kashmir, West Bengal and Union Territory of Chandigarh is almost negligible.
Effort was made further to analyse the break-up of the Indian Police Service Officers in relation to the Home districts. The figures in the table below show that the highest percentage has been contributed by Amritsar district and the lowest by the districts of Sangrur and Roper.

Table: Home District of Indian Police Service Officers belonging to Punjab as on 1.1.1979.

<table>
<thead>
<tr>
<th>District</th>
<th>No.of IPS Officers</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Amritsar</td>
<td>11</td>
<td>20.60</td>
</tr>
<tr>
<td>Bhatinda</td>
<td>3</td>
<td>5.45</td>
</tr>
<tr>
<td>Fariskot</td>
<td>3</td>
<td>5.45</td>
</tr>
<tr>
<td>Ferozepur</td>
<td>5</td>
<td>5.45</td>
</tr>
<tr>
<td>Gurdaspur</td>
<td>7</td>
<td>12.70</td>
</tr>
<tr>
<td>Hoshiarpur</td>
<td>6</td>
<td>10.90</td>
</tr>
<tr>
<td>Jullundur</td>
<td>4</td>
<td>7.20</td>
</tr>
<tr>
<td>Kapurthala</td>
<td>2</td>
<td>3.60</td>
</tr>
<tr>
<td>Suchiana</td>
<td>8</td>
<td>14.50</td>
</tr>
<tr>
<td>Patiala</td>
<td>5</td>
<td>10.90</td>
</tr>
<tr>
<td>Roper</td>
<td>1</td>
<td>1.80</td>
</tr>
<tr>
<td>Sangrur</td>
<td>1</td>
<td>1.80</td>
</tr>
<tr>
<td><strong>Total:</strong></td>
<td>55</td>
<td><strong>98.75</strong></td>
</tr>
</tbody>
</table>

Age of Indian Police Service Officers who are at present working in various positions in relation to their
Table: Age of Indian Police Service Officers in relation to their Source of Recruitment

<table>
<thead>
<tr>
<th>Age Group</th>
<th>IPS Mv</th>
<th>f</th>
<th>dx</th>
<th>(f_2)dx</th>
<th>IPS EC/SSC</th>
<th>IPS SPS</th>
<th>IPS ER</th>
<th>IPS NS</th>
</tr>
</thead>
<tbody>
<tr>
<td>25-30</td>
<td>27.5</td>
<td>13</td>
<td>-3</td>
<td>-39</td>
<td>0</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>30-35</td>
<td>32.5</td>
<td>14</td>
<td>-2</td>
<td>-28</td>
<td>4</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>35-40</td>
<td>37.5</td>
<td>9</td>
<td>-1</td>
<td>-9</td>
<td>8</td>
<td>1</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>40-45</td>
<td>42.5</td>
<td>8</td>
<td>0</td>
<td>0</td>
<td>6</td>
<td>0</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>45-50</td>
<td>47.5</td>
<td>5</td>
<td>1</td>
<td>5</td>
<td>4</td>
<td>4</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>50-55</td>
<td>52.5</td>
<td>6</td>
<td>2</td>
<td>12</td>
<td>7</td>
<td>14</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>55-60</td>
<td>57.5</td>
<td>3</td>
<td>0</td>
<td>0</td>
<td>3</td>
<td>9</td>
<td>1</td>
<td>1</td>
</tr>
</tbody>
</table>

|           | 55     | 12  | 21  | 1       | 1         |
| Mean      | 37.1   | 35.8| 48.7| 57.5    | 57.5      |
source of recruitment was also calculated. The average age of Indian Police Service Officers direct recruits is 37.1 whereas in the case of War Service Officers it is 57.5. Thus, Indian Police Service Cadre is a mixed group of youth and experience.

At the district level, a Superintendent of Police has under him:

(a) English or General Office
(b) Accounts Office
(c) Crime Record Office
(d) Security Branch
(e) Police Lines

**Detective Department**

The primary object of establishing a separate detective and investigation department is to increase the efficiency of the police in the final and expeditious clearance of crimes by the arrest of perpetrators and recovery of stolen property and remove delays in investigations and follow up in trials. In Punjab, a detective department has been established in each district with a Superintendent of Police in charge with 9 additional Superintendents of Police, 21 Deputy Superintendents of Police, 22 Inspectors, 93 Sub-Inspectors, 211 Assistant Sub-Inspectors, 93 Head Constables and 920 Constables.\(^1\) The distribution of police officers and men who are working in the detective department in the districts of the State, is

\(^1\) Refer Inspector-General's Standing Order No. 51
shown in the table below.

Table: District-wise Strength of Officers and Men Working in the Detective Department in the Districts in Punjab as on 2.8.1978

<table>
<thead>
<tr>
<th>District</th>
<th>Additional Superintendents of Police</th>
<th>Deputy Superintendents of Police</th>
<th>Sub-Inspectors</th>
<th>Assistant Inspectors</th>
<th>Head Constables</th>
<th>Constables</th>
</tr>
</thead>
<tbody>
<tr>
<td>Amritsar</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>10</td>
<td>27</td>
<td>10</td>
</tr>
<tr>
<td>Bhatinda</td>
<td>1</td>
<td>2</td>
<td>2</td>
<td>8</td>
<td>20</td>
<td>8</td>
</tr>
<tr>
<td>Faridkot</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>8</td>
<td>17</td>
<td>8</td>
</tr>
<tr>
<td>Ferozepur</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>8</td>
<td>18</td>
<td>8</td>
</tr>
<tr>
<td>Gurdaspur</td>
<td>1</td>
<td>2</td>
<td>2</td>
<td>8</td>
<td>17</td>
<td>8</td>
</tr>
<tr>
<td>Hoshiarpur</td>
<td>-</td>
<td>1</td>
<td>3</td>
<td>5</td>
<td>12</td>
<td>5</td>
</tr>
<tr>
<td>Jullundur</td>
<td>1</td>
<td>2</td>
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<td>Ludhiana</td>
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<td>2</td>
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<td>10</td>
<td>22</td>
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<td>Patiala</td>
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<td>Ropar</td>
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<tr>
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<td>2</td>
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<td>8</td>
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<td>9</td>
<td>21</td>
<td>33</td>
<td>93</td>
<td>211</td>
<td>93</td>
</tr>
</tbody>
</table>

Source: The data were collected from the Inspector-General of Police, Punjab.

The above allocation of strength has been done on the norms mentioned below:

a) In each police station there is 1 Assistant Sub-Inspector and 2 Constables, in the Detective Investigation Wing.

b) At each district headquarters there are Special Squads to investigate heinous and specialised crimes. Each squad comprises 1 Sub-Inspector, 1 Head Constable and 4 Constables. The member of such squads in Amritsar...
Jullundur and Ludhiana districts is 8 in each; in Patiala, Sangrur, Guruaspur, Ferozepur, Fariskot and Bhathinda 7 in each, and Sopar, Kapurthala, Hoshiarpur 4 in each.

c) Contingency reserve at the scale of 10 per cent has been provided in the ranks of Sub-Inspector, Assistant Sub-Inspector and Head Constable.

d) One Additional Deputy Superintendent of Police has been provided at each of the districts of Amritsar, Jullundur, Ludhiana, Patiala, Sangrur, Guruaspur, Ferozepur, Fariskot, Bhathinda and Hoshiarpur.

The office of the Superintendent of Police of the detective department is close to the office of the Senior Superintendent of Police/Superintendent of Police of the district. The Superintendent of Police in charge detective department is overall Commanding Officer of the entire detective department and is responsible for its proper functioning, efficient investigations, expeditiously putting up challans in courts and proper distribution of detective work between the various officers of this organisation, their mutual cooperation, transfer, discipline and conduct and their general relationships with the remaining branches of the district police which are generally for the preventive work and maintenance of law and order.
The detective department has taken over all Indian Penal Code cases. Besides, it is also responsible to investigate cases of sale, manufacture and possession of fire arms and explosives by organised gangs and detect organised rings of smugglers of opium and bootleggers and the enforcement of the Suppression of Immoral Traffic in Women and Girls Act, Indian Drugs Acts and the Narcotics, Foreign Exchange Regulations Act. The police station staff is responsible for detection and investigation of crimes under local and special laws generally and their final clearance in the courts and maintenance of law and order, etc.

Officers of the detective department are a part of the uniformed branch of the district police force in addition to Criminal Investigation Department staff in the districts. The number for investigation of crimes is calculated at the rate of 100 to 125 cases for one investigating officer below the rank of Inspector. There may be local variations keeping the distances and means of communications in view which may be settled by the Superintendent of Police in charge detective department and Senior Superintendent of Police with the approval of the Deputy Inspector-General of Police in charge of range. But the total strength of detective organisation has been restricted to 10 per cent of the total uniformed force of the district up to the rank of Sub-Inspector of Police.
The number of Deputy Superintendents of Police has been specifically laid down for the actual investigation of serious crimes by them personally as well as for their supervision of the subordinate detective staff.

At the police station level, one Assistant Sub-Inspector and two Constables form the basic functional units of the detective department to undertake less serious crime or help the Sub-Inspector in charge of the police station in the preliminary investigation of more serious cases.

Sub-units of the detective department have been established in sub-division areas which are farther away from the district headquarters under officers not below the rank of an Inspector and where there are more Deputy Superintendents of Police in charge of sub-divisions, one or more of them have been exclusively employed as sub-divisional officers of the detective department.

The detective department has the following specialised units for operations of investigations:

(a) Homicide Squads.
(b) Kidnapping, Abduction and Rape Cases Squad.
(c) Fraud Squad.
(d) Interrogation Staff.
(e) Scientific Aids Squad.
(f) Finger Print Experts and Photographs Squad.

(g) Flying Squad.

(h) Police Dog Squads.

(i) Scientific Laboratory (Chandigarh)

(j) Criminal Intelligence.

(k) Absconders and Proclaimed Offenders Staff.

(l) Robbery and Dacoity, Wire-cutting, Burglary and Theft of Bicycles, Cars, Scooters and Motor Cycles Squads.

Youth Aid Division

A youth aid division has been established in the cities of Amritsar, Ludhiana, Jullundur and Patiala. In the cities of Amritsar and Ludhiana, the youth aid division consists of 1 Inspector of Police, 2 Sub-Inspectors of Police, one of whom is a woman, 2 women Head Constables, 5 women Constables, 5 Constables, 2 drivers, a stenographer and one jeep or car has been provided for their use. In Jullundur and Patiala cities, the youth aid division comprises 2 Sub-Inspectors, one of whom
is a woman, 2 women Head Constables, 2 Head Constables, 
4 women Constables, 6 Constables, 2 drivers, a steno-typist and one jeep under the overall command of the Superintendent of Police in charge detective department. At each city police station or police post, two educated and selected policemen are assigned to perform youth duty in the police station area.

They assist the Station House Officer in carrying out, at the police station level, the department’s programme of prevention of juvenile delinquency as directed by the officer in charge of the youth aid division under the orders of Superintendent of Police in charge of the detective department.

At the district level, youth aid division works as a separate unit but as a part of the detective department, under the overall command of the Senior Superintendent of Police of the concerned district. At the state level, youth aid division works under the control and supervision of Deputy Inspector General of Police (Criminal Investigation Department), through the Superintendent of Police crime branch. The Deputy Inspector-General of Police, Criminal Investigation Department reports monthly to the Inspector-General of Police on the working of youth aid division.

The officer in charge of the youth aid division keeps the Superintendent of Police detective department, and Senior
Superintendent of Police of the District in touch as to the working of the youth aid division by submitting a report in triplicate on or before the 5th day of each month. He is responsible for its efficiency and activities and also sees that all the necessary reports as required by the authorities in this field are submitted promptly. The youth aid division has the following units:

**Juvenile Investigation Unit**

The juvenile investigation unit is responsible for the handling of all matters relating to male juveniles coming into contact with the police. Some of its major functions are:

a) Process and assist in the investigation of all cases involving male juveniles who have committed offences or violated any laws or regulations.

b) Investigate all cases wherein any police officer has reported, through his unit, any conditions conducive in delinquency on the part of any male juvenile.

c) Patrol and keep under surveillance all places which tend to cause delinquency, including places and conditions reported by other units of the department.

d) Screen and dispose of all cases reported to the Juvenile Investigation Unit.
e) Investigate and dispose of all traffic violations by juveniles, male and female.

f) Secure reports from Police Stations' Youth Patrolmen under its supervision on remedial measures activated and results obtained.

**Woman's Unit**

The women's unit is responsible for the handling of all cases of female juveniles coming to the notice of the police, except traffic violations and has the authority to dispose of such cases. In addition, this unit participates and cooperates with the patrol unit of the juvenile investigation unit.

**Boys Activities Unit**

The boys' activities unit consists of the police personnel assigned to boys' activities. It maintains liaison with the juvenile investigation unit and also with public and private recreational agencies. It is responsible for arranging brief lectures, where there are assemblies of the boys, by qualified persons on the subject of juvenile delinquency and obtains motion pictures, slides and other material on the same subject. It also maintains liaison with press, radio, television and other communication media and issues such posters, advertisements and publications as needed to promote the
work of the youth aid division in the achievement of the objectives.

Police Patrol Unit

The police officials (men and women) from each police station staff as well as youth aid division are specifically responsible for (a) supervising unlawful activities by youth groups and youth gangs, and preventing such groups from assembling for unlawful disorderly purposes, (b) effective patrolling of areas where youth gangs are active and where delinquency is likely to occur, (c) keeping a watch on cinemas, theatres, gambling establishments, parks, stations, places of public resort, (d) keeping sharp lookout for adults exploiting children in all social vice offences and take stern and swift action against them, (e) keeping vigilance over bogus orphanages, charitable children's homes and prevent traffic in human beings.

Deputy Superintendent of Police is a very key officer at the district who is to look after manifold responsibilities. In the absence of any job description which he is supposed to follow, daily diaries of some Deputy Superintendents of Police of all the twelve districts for different months were closely scrutinised. The analysis shows
that the functions as depicted in the Table below are normally performed by him.

Table: Job Contents of Deputy Superintendent of Police

1. Assisting the Superintendent of Police
2. Collection of Political Intelligence
3. Checking guards, sentries, beat patrol
4. Handcuff supervision
5. Receiving instruction from the Superintendent of Police
6. Investigation of serious crime
7. Intervention in communal conflicts, strikes, etc.
8. Supervision of regulating of traffic
9. Attending parades
10. Holding meetings
11. Presiding over social functions
12. Moving around town
13. Routine type of work

Police Station

The main theatre of police operations is the police station. In the urban situation, specialisation and
NUMBER OF POLICE STATIONS AND POLICE POSTS IN THE PUNJAB

AS ON 31 DECEMBER 1978

POLICE POSTS

POLICE STATIONS
division of work have been recognised as important considerations. Crime work, and law and order work have been separated at the district level and there is separate staff ear-marked for each type of work. This bifurcation initiated at the police station continues through Circle Inspector and the Deputy Superintendent of Police and the two converge at the level of the Superintendent of Police. There are also permanent special functions to deal with traffic enforcement and investigation. There are sometimes temporary formulations to tackle basically one-shot problems such as a sudden riot, a quick interception of a procession, raid on smugglers and anti-social gangs, or a special crime work. The integration is achieved mainly through the local office of the Superintendent of Police.

In the scheme of criminal administration, the police station occupies a distinctive and unique position. It is the primary unit of police organisation which receives and registers information and complaints about cognisable offences. The bad or good police administration depends upon the efficiency of a police station, because it is at this level that people come in close contact with the police.

1. A Police Station is a place or post generally or specially declared as such by the state government and includes any local area specified by the State Government on this behalf. Criminal Procedure Code, 1898, Section 4(1).
The nature of the area and the means of communication justify the establishment of the police posts in some cases. They are subordinate to the police stations in the jurisdiction of which they are located. Normally, a police post is placed under the charge of an Assistant Sub-Inspector or Head Constable.1

Inspector

Police commissions set up in some states of India favoured Inspectors to be the officers under whose close watch, the police station would function. The Deputy Superintendent of Police was also sought to be involved in certain operational responsibilities in addition to his general supervisory work relating to crime and law and order. With a view to find out the actual job content of the Inspector, daily diaries over a period of two years were examined. The diaries of two separate sets of Inspectors—one looking after law and another looking after crime work—were studied in detail. The major activities undertaken by


The functions of the Police Post have been defined as,
(a) Preventive work, including patrolling and inhabitants of the beat and collection and compilation of all information of interest to the police,
(b) Receiving reports from the public, taking immediate measures on those reports where such action is called for and dealing with law and order situation suitably, in all important matters communicating the information promptly to the officer in charge of the police station.
the law and order Inspector are indicated in the following table.

Table: Job Contents of Inspector (Law and Order)

1. Checking beats
2. Keeping in touch with superior officers
3. Attending meetings
4. Bandobust duty
5. Doing patrol duty
6. Apprehending criminals
7. Investigation of cases
8. Attending court
9. Attending to station work
10. Attending parade
11. Regulating traffic
12. Checking stores and government property
13. Making enquiries about rowdyism

The job content of the Inspector looking after crime
work is shown in the following table.

Table: Job Content of Inspector (Crime Branch)

1. Investigation of crime
2. Getting in touch with superior officers
3. Court work
4. Attending to routine work
5. Contacting informants
6. Supervision of station work
7. Law and order supervision
8. Bandobust supervision
9. Checking treasury guards and beats

Comparison of the job content of the two Inspectors shows that law and order Inspector is chiefly concerned with law and order problems and other Inspector has been more involved in crime work. There has also been intermittent involvement of one Inspector in the performance of jobs of the other. In both instances the Inspector has often undertaken actual operational responsibilities as distinguished from mere supervisory work. Law and order Inspector has at times separated his presence on patrol duty and bandobust duty. Similarly, the crime Inspector has been investigating cases himself. The job content in both the cases are a mixture of supervisory and operational responsibilities with a little more emphasis on the latter.
A close look at the daily diaries of the Inspector shows that the Inspector is gradually moving from the traditional supervisory role to a new operational role which was previously allotted to the Sub-Inspector. A very important trend was visible that more experienced and responsible officers were being brought to the operational scene. This is expected to push up to the Deputy Superintendent of Police level more of those supervisory responsibilities which the Inspector would in a normal situation discharge.

Sub-Inspector

The rank strength of a police station in a state varies from police station to police station. Normally, it depends upon the density of population and incidence of crime. A police station in a big Punjab town is manned by a Sub-Inspector called Station House Officer. He has 100 personnel under him and a population of one and a half lakh to look after. He is assisted by a team of Assistant Sub-Inspector, Head Constables and Constables.

1. A normal police station is to be one registering an average of 75 cases a year. For such police station, the minimum staff is 1 Sub-Inspector, 1 Assistant Sub-Inspector, 1 Head-Constable and 12 Constables. In police stations where crime is low, the number of Constables may be reduced to 10. For every 50 cases above the normal figure shown to be the annual average of a police station, it may be increased by 1 Assistant Sub-Inspector, two Constables. The standard calculation may be varied for adequate reasons, in special cases. **Ref- Punjab Police Rules, 1921.**
Sub-Inspector of Police is primarily responsible for the effective working, management, good conduct and discipline of the local police and for keeping his staff proficient in drill and to secure this end must hold parades as frequently as possible. He is required to keep a strict watch over all bad characters, through village chowkidar and his subordinates. He communicates all intelligence to his superiors and to other police stations without delay. He is the chief investigation officer and conducts all investigation personally so far as circumstances permit. When present at the police station, he personally supervises the routine work of the police station and be careful to see that there are no arrears of correspondence and the accounts are correct. He has to be in close liaison with the registry and the courts to execute the law and to assist in the administration of justice. It is the duty of the officer in charge of the police station to acquire a detailed and accurate local knowledge, to secure the whole-hearted cooperation of the people. He maintains a host of legal books, reports, registers and manuals such as First Information Report, case diaries, general diary, crime register, the bad character rolls, the crime index absconder register, cash book, accounts and duty roster, etc.

The Subordinate Staff

One or more Assistant Sub-Inspectors are attached to
each police station in proportion to the incidence of crime registered. The duties of the Assistant Sub-Inspectors depend upon the size and location of a police station. Some of their duties pertain to prevention, investigation of crime and collection of intelligence and maintenance of order. The institution provides a promotional avenue to the Head Constables and a training ground for promising juniors who can learn a great deal in practical field situation.

Head Constable or Moharar, as he is called, provides help to the Station House Officer's routine jobs. He is normally a literate Head Constable and works under the control and supervision of the Station House Officer. In order to manage the day to day affairs of a police station, he acts as a clerk, accountant, record keeper and custodian of government and other property at the police station. He may be assisted by one or more Additional Moharar Head Constables. He writes all the reports and returns called for by the competent authorities and is responsible to see that all pending papers are promptly disposed of. He brings to the notice of the officer in charge of the police station or senior officer present, all postponed orders and pending papers waiting execution and reply. At morning roll call, he records the orders of the same officer as to the distribution of duties for the day. He writes the daily diary and sees that the files of the police
Gazette is kept up-to-date. As a record keeper he is responsible to see that all registers and other records are safely kept and they do not suffer injury from damp, vermin or other cause. He is a custodian of all government property including arms, ammunition, bicycles, articles of clothing and equipment, etc. He is also responsible for the safe custody and dicting of persons in the lock up, and personally keeps the keys thereof. He is some of the police stations is given independent charge of beat-patrols and other ancillary duties such as guarding of treasuries, armories, vital installations and important office buildings. He is also made responsible to escort parties to the courts and to issue summons to the parties. Head Constables are put on duties during the religious fairs, youth festivals, examinations, visits of VIP's, disorders and communal riots and the like. In some police stations they are even deputed to collect and communicate intelligence and investigate minor cases on the spot.

The constables form the lowest ladder in the organizational hierarchy of police administration. They have to guard and escort duties as assigned to them by their superiors from time to time. They act as sentries at the district police office, police stations to guard prisoners in the lock up and the treasuries, etc. They have to patrol the area of their beat and regulate traffic.

1. Sentry is a soldier posted to keep watch and guard.
processions and assemblies to maintain peace and order. They are used as orderlies and peons in the police stations and other police offices. They accompany and assist their seniors on occasions such as post-mortem examinations, police funerals and hospital operations of the convicts under trial and police custody.

The beat constable in charge of a beat is expected to be in touch with the reliable and important persons of his beat. He is also required to have knowledge of all bad characters of his beat. Night patrolling is organised taking the entire beat as one unit and two and three constables are generally posted for patrolling in pairs. The time for patrolling is fixed by in charge of police station. Beat policemen look after bus stand, cinema houses and market centres and particularly care for the busy marketing centres during the day. The following duties of the beat policemen have been suggested:

1. Assisting in all forms of community life, rendering help to people who are in distress and assisting in fighting fire and other calamities.

2. Maintaining contact with all sections of the people and collecting information with respect to them.

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3. Collection of criminal and other intelligence of interest to police.

4. Assisting in the investigation of crime.

5. Preservation of scene of crime.

6. Arresting criminals and looking after potential offenders, e.g., juveniles going astray, etc.

7. Prevention of crime by patrols and surveillance and maintenance of law and order.

8. Visiting scene of an accident and taking precautionary measures.

9. Assisting traffic police in removing obstructions or traffic congestions from the roads.

10. Service of processes and summons.

**Auxiliary Police Units**

A large number of police duties are handled by the district police. Besides this, there are other police forces which help the police in special situations. These can be divided into three categories: (a) Railway Police, (b) Village Police and (c) Volunteer Police.

The Railway Police are divided into Government Railway Police and the Railway Protection Force. The former is a special branch of the state police and is normally controlled by Deputy Inspector-General of Police. This force is responsible
for preventing and investigating crime committed on the railways. The Railway Protection Force, on the other hand, is a separate police agency directed and financed by the railway administrative staff. The purpose of the force is to guard and protect railway property as well as property entrusted to the railways. It has replaced the railway watch-and-ward staff of bygone days.¹

The system of Village Police, recommended by the Indian Police Commission of 1902, continued without any major changes for the rest of the period of British regime in India. The Village Police in a district include Lambardars (Headmen) and Chowkidars (Watchmen).² In Punjab, there are Lambardars for all the villages. They are assisted by Village Chowkidars to ensure the maintenance of Birth and Death Register, watch over the movements of suspicious characters and report crimes to the police station. The Lambdar and the Chowidar are appointed by the District Magistrate or by an officer of the Revenue Department authorised by him. The Chowidar is generally a Scheduled Caste, while the Lambdar is from Jat³ or Harijan community. They are paid partially by the state and partially by the local community, usually through a

¹The contemporary force is authorised under an act of Parliament, the Railway Protection Force Act of 1947.

²For a state-wise discussion, see S.C. Misra, Police Administration in India, op. cit., pp. 118-35.

³Jat is a member of an Indo-Aryan people of Punjab and Uttar Pradesh.
panchayat. In Punjab, they are entitled to 5 per cent of the revenue collections made in the village as their remuneration. Thus, their remuneration varies according to the size of the revenue collected by them.\footnote{M.L. Bhanot, Rural Policing in India: The Perspective and the Prospective, Bureau of Police Research and Development (New Delhi, 1977), p. 36.} After independence, the emergence of Panchayati Raj in India changed the work of the village Watchman, both in character and magnitude. In addition to his normal duties of patrolling the community at night, notifying nearby police authority of criminal acts, and helping the revenue officials in collecting the land revenue, the watchman was also required by some panchayats to serve processes issued by them and perform other functions which were non-existent before. With the emergence of Panches and Sarpanches, the Village Headman lost his traditional influence on the village community. The result was that whatever efficiency and effectiveness existed in the village police got further dwarfed and smudged for lack of clarity on the role of the village police vis-a-vis the panchayat and in the absence of clear cut working relationship between it and the police.

The Police Commissions appointed by different State Governments in India have examined at length question of the association of panchayats with police work in rural

\footnote{M.L. Bhanot, Rural Policing in India: The Perspective and the Prospective, Bureau of Police Research and Development (New Delhi, 1977), p. 36.}
areas. The Punjab Police Commission observed: "A large body of opinion is against the panchayats being vested with any police powers for the time being. After five years the matter can be reviewed by a small committee. The commission, therefore, is of the opinion that for the time being the policing of the rural areas should be the responsibility of the regular police. The Village Raj Sabha Committee in circular terms excluded the law and order function from the Panchayat Raj system and it should remain so excluded."

The Sihar Police Commission favoured the retention of the traditional system of rural policing and observed: "In view of the fact that the rural police has its roots in the soil of the area and has grown with local traditions and customs, any radical change in its character may not be conducive to efficient administration." The Working Group on Police Administration of the Administrative Reforms Commission was also not in favour of the control of the village police agency by the panchayat. There is no dearth of more views on rural policing and the desire to discuss it more has not vanished.

but the effort either to make the existing system efficient and effective or to experiment with some new system has been lacking.

Volunteer police forces comprise the various police organisations. They are known by several names like Village Defence Parties, Village Resistance Groups, and Home Guards being the most common. Home Guard agencies assist the police in their functions in time of emergency, such as during serious riot, war, and national calamities. Home Guards are members of the public holding permanent employment outside the police force. They are found and kept in trim to become the nucleus of emergency and units. Village Volunteer Forces are small bodies of men, locally recruited and are instructed in elements of village defence. Permitted to wear distinctive badges, trained in drill, they are encouraged to undertake some responsibility for the security of the village or the immediate area in which they reside. In most of the states they do not have any legal basis or any special legal power to take upon collective defence. Nevertheless, the Punjab Village Patrol Act makes it obligatory for the villagers to guard their villages at night during an emergency.

1. In Uttar Pradesh the analogous force is called the Prantiya Rakshak Dal.

2. Section 96 of Indian Penal Code and Section 59 of the Criminal Procedure Code of India apply to the members of the Village Voluntary Organisations. Sections 97, 99, 100, 103 and 104 of Indian Penal Code lay down the circumstances in which the right of private defence can be exercised by a citizen or a group of citizens.
Assessment

The present police organisation was modelled by the Britishers and continues to conform till date to the pattern laid down by the Indian Police Act, 1861. The old colonial attitudes and structures exist. The present structure, it is alleged, was mainly envisaged to exploit country's resources, collect taxes and to maintain effective colonial control over the people. The present day world is marked by a population explosion, multiplication of knowledge, fight against hunger, extension and proliferation of information and communication media. National development in the context of developing countries may be considered as a process of societal transformation ensuring a better quality of life. This process of societal transformation also includes within its periphery the shift of traditional society into the modern one characterized by modernisation and the forward-looking approach on the part of the people. If this change on a massive scale is to be achieved without violent revolution, it is essential that there is peace, stability and healthy environment. Police organisation in Punjab, specially at the district level, needs a change qualitatively, structurally and quantitatively. After

independence, there have been, no doubt, some changes but not much attention has been paid to bring about reforms to improve the system qualitatively and structurally.¹

Police department, like other departments, is subject to internal and external pressures at the district level - internal, because of diverse forces, contradictions and resistance for change, and external because of the continuous organisation and re-organisation of the system in view of political, social and economic forces. Organisational effectiveness is greatly influenced by the capabilities of the police officers and the knowledge, skill,

1. A.A. Ali said, "While accepting a particular behaviour from any individual or from any institution, the structure could not be overlooked... a snail could not behave like a snake because the nature wanted the snail and the snake to behave in a particular fashion. Likewise a snail could not be expected to perform the role of an animal unless its structure was changed. Extending this analogy to the working of the police... It was not possible to expect the police to change their attitude and behaviour unless their 100 years' old structure was changed... what was needed was not interior decoration but new architecture - changing a bit here and there will not help the police. It would need the services of an architect to pull down the entire structure which had become totally unserviceable and build a new edifice. "Need for change in the basic structure of police."Background papers and proceedings of the seminar held on 9th and 20th November, 1974, Sardar Vallabhbhai Patel National Police Academy, Hyderabad, p. 67."
motivation and productivity of men who work within the organisation. Another concern is to motivate police officers to secure, develop and utilise human resources effectively for accomplishment of organisational goals and to develop flexible systems of matching the objectives of the organisation with the objectives of self-development. Therefore, the new managerial revolution takes a system's view of management in which the whole perspective of the organisational setting is taken into consideration. The individual sub-systems are fitted together, checked and operated so as to achieve the goals of the system in a most efficient way. The intention is to provide decision makers with a full, accurate and meaningful summary of the information relevant to clearly defined issues and alternatives.

The objectives for which the police force actually exists have not been clearly defined. There is a lot of ambiguity about them and in some of the states where steps have been taken to frame code of conduct for the policemen, much seriousness as to their adoption has not been visible.

The nature of police functions are multifarious and multi-dimensional. There is the need of specialisation while performing duties as patrol, detection, traffic, railway policing, female crime, bombings, communal riots.
labour and student unrest, etc. The demarcation of
functions into various branches is defective and principles
of organisation which have been tested over time have not
been properly applied. There are functions like examination
duties, closure of shops, prohibition enforcement,
provision of armed guards for treasures, VIP's duties
which can easily be transferred to the concerned departments
or else a special squad or staff can be provided.

Organisations cannot function effectively when
communication skills are lacking among their members.
The field visits to the districts show that one of the
major causes of human relations problems in organisation
today is the lack of effective communication. The
communication pattern is greatly influenced by the
structure and objectives, and by the philosophy and
communication style of its management as well as its
decision-making process, motivating devices and evaluation
methods. The system is considerably influenced by many
external factors. In police organisation in particular,
the internal and external processes, by which all of the
police information, adjusting and coordination activities
take place form a network of signals and responses,
actions and reactions, effects and counter-effects, which
often operate to trigger, cancel or reinforce each other
in unpredictable chains and clusters. The communication
theory and practice should be as much that the police
department gets unity and cohesion—defining objectives and task for the purpose of facilitating the smooth absorption of appropriate demands, coordinating the activities and schedules of various individuals and departments, eliminating redundancy and wasted effort.

Not much attention has yet been paid in this direction in Indian administration in general and in police administration in particular.

There is hardly any functional autonomy in the police department. Under the present set up, it is easier for the government to convey orders to the District Magistrate who manages to get them executed by the Superintendent of Police. Many Superintendents of Police are, therefore, content with doing the routine jobs. They are only concerned to please the District Magistrate who in most of the states also initiates their Annual Confidential Reports. Besides this, if they keep few top politicians in good humour everything is smooth for them. Unscrupulous politicians are thus able to use the Superintendent of Police and his subordinates for selfish or party ends. It is, therefore, advocated that Superintendent of Police should be directly responsible to the government through departmental hierarchy. But a question is often posed, how these functionaries can be given independence of action, when they have all along acted like a band of criminals.²

2. Ibid.
Those who oppose this idea pose a counter question as to what improvement the police have shown during the last many decades under the prevailing system. If it has not served any useful purpose, it is time to place directly the police under the control of its own officers, who may be made responsible for their conduct, efficiency, and efficacy in every mile. There is no harm in giving this suggestion a trial on a select basis.

It is a common experience that a lot of information is collected and stored at the district level without making much use of it. There are a number of pro formas, statements and returns and ad-hoc enquiries which relate to collection of data for answering a specific enquiry. Because of reluctance to compile and analyse the data, very little use can be made of this information for policy formulation, planning or problem-solving. The collection of such information may be subjected to the most careful analysis to determine the degree of need, its value to the department and the most cost-efficient means of collecting, processing and preserving it. The first step should be to define management's information needs by identifying the specific information needed at each level of the organisation in order to make specific decisions regarding

1. Did.
current or future operations. The information should then be collected by one section and transmitted to the relevant quarters. The right type of information should be stored in a central place and every employee should know what and where the facts are available. It must be remembered that information needs will continuously change and to satisfy these needs, the system should undergo a continual redesign.

The acts, laws, rules and regulations concerning law and order are obsolete. At times there have been different interpretations by the police officers and the Magistrates of the same provisions. There is, thus, a need to streamline the practices, regulations and procedures so that justice is not delayed and the law breaker does not escape the punishment due to ambiguity in law.

At the police station level, the researcher observed that, the physical conditions actually available in terms of furniture, stationery, maintenance of office records, malkhanas, police lock-ups, scientific investigating aids and buildings are really deplorable and need improvement.

The performance of a key organisation like that of the police depends on the cooperation and collaboration of many. When any individual lapse is detected, lest it should undermine the whole department, it is necessary to let him know what is being thought of his performance and why. Since the judgement of his performance is based on
results racked up in the attainment of specific tasks and targets the individual's weaknesses and strengths should be clearly noted down. The supervising executive can reasonably discuss concrete situations with the subordinates. Such an appraisal is worthwhile and management by objectives provides several important advantages. The outstanding and poor performance receive primary attention, spotlighting those eligible for promotion or merit increases and those requiring training or elimination. While discussing the details, the senior officer can use his knowledge of the organisation to help the subordinate establish targets and methods for achieving them, what will (a) lead to organisational effectiveness, (b) contribute to healthy environment and lead to increased knowledge and skills.

The style of the behaviour of the officers at the district level towards subordinate staff in the line hierarchy appears to be a bit authoritarian at times, rather than democratic. The officers at the higher levels have been entrusted with discretionary powers but these powers are at times used in a negative sense, i.e., to punish the subordinates in the name of discipline. During interviews, it was inferred that police personnel, specially at lower levels very much resented an authoritarian attitude of superiors. It has lowered the
morale of the police force because without giving them any chance or opportunity to explain their position, transfers are ordered and enquiries instituted.

The strength of the police no doubt increased over the years still it cannot be regarded as adequate. The proportionate growth of population and police in Punjab is shown in the following table.

<table>
<thead>
<tr>
<th>Year</th>
<th>Estimated Population (Mid-Year)</th>
<th>Strength of Police</th>
</tr>
</thead>
<tbody>
<tr>
<td>1970</td>
<td>1,36,19,166</td>
<td>23,510</td>
</tr>
<tr>
<td>1971</td>
<td>1,36,82,666</td>
<td>23,863</td>
</tr>
<tr>
<td>1972</td>
<td>1,37,52,620</td>
<td>24,219</td>
</tr>
<tr>
<td>1973</td>
<td>1,41,26,929</td>
<td>24,526</td>
</tr>
<tr>
<td>1974</td>
<td>1,43,06,639</td>
<td>24,549</td>
</tr>
<tr>
<td>1975</td>
<td>1,47,31,833</td>
<td>25,675</td>
</tr>
<tr>
<td>1976</td>
<td>1,50,82,637</td>
<td>27,170</td>
</tr>
<tr>
<td>1977</td>
<td>1,53,79,162</td>
<td>27,258</td>
</tr>
<tr>
<td>Percentage Increase from 1970-1977</td>
<td>-14.6</td>
<td>+24.65</td>
</tr>
</tbody>
</table>


Note: Mid-year projections have been worked out on the basis of growth rate of population from 1961 to 1971.

Besides this, the number of the non-gazetted officers at the police station level is not adequate which has posed a serious challenge to the maintenance of law and order. During field visits it has been noticed that the 11th and 12th children of Superintendent of Police put tremendous pressure on the policemen to get favours. It has been suggested that
Superintendent of Police may be posted in the district from outside the state. If it is not possible, the Superintendent of Police may not be posted in his own area.

One of the key managerial functions is planning. Planning is selecting objectives and strategies and is synonymous with the method of adapting to changes, which require understanding, future forecasting, future actions and implementing them. The resources and capabilities of the organisation should be analysed for fulfilling the desired roles. A well planned strategy should be designed which matches the future environment opportunities, desired socio-economic roles and values and aspirations. Efforts should also be made to provide a broad base helping maximum number of employees to participate in the planning process.

What police set up should be provided for rural areas is engaging the attention of the policy makers. There are some who suggest the replacement of village Chowkider by rural (resident) Constable. It would belong to civil police and be responsible for policing of 4 to 5 villages having a population of approximately two thousand and five hundred (2500). The village Chowkiders are illiterate, ignorant and ill-pair. They do not themselves know to which agency they have to look for assistance, e.g., whether they have to go
to Panchayats, District Magistrate or the police for the redressal of their grievances.

Others doubt the utility of this suggestion because the beat of a single Constable under it would be too extensive. Besides, rural people still look down upon Constables. Even if an attempt is made to arrange special training courses and only hand-picked Constables are posted as (resident) Constables, it may not be advisable to introduce the system on account of its high expenditure. Keeping in view the strength of the police which is not even adequate for the day to day policing at the police station, it is viewed that it will be purely an utopian idea to believe that village Chowkider can be replaced by the Constable for policing in the villages. It is because of this difficulty that it is necessary to retain the village Chowkider. 1

It is also pointed out that the induction of Constables for rural policing will not serve any purpose as we do not have popular police in India. In comparison to the Constables, the village Chowkider will be much

1. The agency of Lambardar as a government official reporting to the Zolibble about the crime situation in the village may be revived. In the alternative, the Panchayats Act may be amended to make the reporting of crime on of the duties of the Sarpanch in the village. The Tribune, Thursday, June 1, 1978, p.12.
better as they are drawn from the village where they were born and brought up and where they have lands to till, house to stay and their own kith and kin to mix with. If his police duties are performed by rural Constable, he will still be required for revenue and other miscellaneous duties. The time has, thus, not yet riped to replace village Chowkidar by the best Constable. Many other suggestions are also made. The existing rural policing agency, it is advocated, may be merged with rural home guard and the responsibility for rural policing should be transferred to the latter.

All these suggestions require careful study and experimentation. The field visits to many rural police stations and posts would show that the dual control of Sub-divisional Officer/District Magistrate and the police over the village Chowkidar is faulty and result in inadequate supervision over the rural police. It may be useful to place village Chowkidar under the control of Superintendent of Police in matters relating to their appointments, rewards and punishment, rather than in the hands of Sub-divisional Officer and District Magistrate, who do not have adequate time to look after the working of rural police. Some supervising officer, drawn from the

1. For details, see M.L. Bhanot, "Rural Policing in India: The Perspective and the Prospective", Bureau of Police Research and Development (New Delhi, 1977).
village who will be paid adequate remuneration, could be appointed to work under the police department for supervising the work of rural police.

Another proposal which is being mooted these days is to organise the whole police set up specially at the district level on the community basis. The adherents of this viewpoint point out that police must grow out of the people. The example of United Kingdom is cited as a model. Others favour the Japan Model where there are State Public Safety Commission and District Safety Commission.

Emphasis on coordinating group activities has increased the responsibility of the officers at the district level. An effective executive has not only to direct and coordinate, he has also to provide stimulation and persuasion for others to act enthusiastically. He has to trigger off the power of motivation in colleagues and guide them towards the desired goals. Effectiveness of the organization depends on the leadership style, followers, co-workers, superiors, resources and technology but much depends on the situational dynamics. A true leader is the best judge of situation and knows how to tackle various problems. To be effective, the top executive, has to understand the psychology of the group and help in the self-development of
each individual. Participation in executive development programmes and seminars, conferences, etc., are to be encouraged. This aspect is being discussed in detail in the chapter on Personnel Administration. For a society in transition like India, there are challenges of law and order at every step. The basic dilemma which developing countries face is to bring out a reconciliation between the changing compulsions of society and the minimum needs of peaceful civilised existence.

The existing arrangements to secure cooperation between the railway police and the district police create jurisdictional problems that hamper effort. The railway police have to depend upon the district police for search in the area outside the railway limits.¹ In some states, prosecuting staff has been set up entirely for railway affairs, others require the railway police to depend upon the district prosecuting staff. In order to solve problems arising out of functional specialisation and geographical jurisdiction, some senior police officers are of the opinion that the district police be given concurrent jurisdiction and responsibilities over railway matters.²

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1. The Indian Police Commission of 1902 recommended that they be given power of search in the districts outside the railway rights-of-way or railway property but it has never been implemented.

To conclude, unless the problems created by the present organisation systems are suitably resolved, there are chances of negativistic attitudes developing among the personnel. The overall management strategy for the police department should concern with bringing about a rapport between the systems objectives, the organisational apparatus available to it and the effective performance of the personnel, resources and procedures have to be geared to take the organisation ahead. This can be achieved through restructuring organisations, redesigning jobs, training personnel and initiating control systems. In law and order administration, specially at the field level, there should be greater degree of willingness to experiment and to adapt. The flexibility of approach, individual dynamism and initiative, a meaningful rapport with the people, smooth and harmonious relations within the police department, enlightened policy guidance and direction, a sound infrastructure should all help to give police a strong foundation. Sound organisational set-up at the district level with progressive personnel policies may be helpful for achieving the objectives with speed, efficiency and economy.