2. REVIEW OF LITERATURE
LITERATURE PERTAINING TO THE PROCEDURE
FOR TRACING OF MISSING PERSONS AS ENVISAGED
IN PUNJAB POLICE RULES, 1934

In the year 1934 the Punjab Police Rules (PPR) came into being. Orders regarding the notices and the procedure to be adopted for the missing persons is described in this rule. It is mentioned "when it is considered necessary to record or communicate to other Police Stations information regarding unidentified corpses, missing persons, unclaimed, lost or stolen cattle or other property, notices have to be despatched to the Central Investigating Agency at Headquarters and to such Police Stations as the Officer incharge of the Police Station thinks fit. care being taken that only property easy of identification is included.

(a) unidentified corpses;
(b) missing persons;
(c) unclaimed property including cattle; and
(d) property lost or stolen including cattle.

Punjab Police Rules is applicable to the functioning of the Delhi Police, as Delhi Police has been a part of Punjab Police only, in the year 1934, when the Punjab Police Rules came into existence, it was Punjab Province. There was no anonymity as the mode of transport, communication and modernity were not at its zenith. Identification of strangers in any of the locality was much more easier than in the modern ages as the conglomerative milieu is taking its higher proportions, complicity and complexity. There were a few crimes and by means of 'Nakabandhi' and 'Tikri Pehra', every new entrant or stranger

has been identified. It is at this age, the procedure for tracing of missing persons has been described in Punjab Police Rules, 1934 (PPR). The format given with the descriptive roll of the persons lost or missing are given

**TABLE - I**

**Forms for the Missing Persons in the Punjab Police Rules 1934**

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**THE POLICE STATION.**

**Chap. XXII.**

**FORM No. 22.79 (1) (b)**

**Police Department.**

**List of Persons Lost or Missing.**

<table>
<thead>
<tr>
<th>Serial No.</th>
<th>District</th>
<th>Name of informant and his relation to the person missing</th>
<th>Name of Police Station and village of person missing</th>
<th>Case</th>
<th>Village</th>
<th>Railway Station</th>
<th>Date of disappearance</th>
<th>Place from which missing</th>
<th>Description</th>
<th>Circumstances of disappearance</th>
<th>Name of Police Officer Filed</th>
<th>Superintendent of Police</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Dated

The

(Supintendent of Police)
2.2 REVIEW OF CONSTITUTIONAL PROVISIONS AND LEGISLATIVE MEASURES FOR THE MISSING PERSONS AND UNIDENTIFIED DEAD BODIES.

There are 25 States and 7 Union Territories in the Union of India. Population of India as per 1991 census is 84.43 crores. The Constitution of India envisages that it shall be the duty of the State to provide safety, protection, due care and well-being of her children, juvenile and all other citizens. Despite the fact, there is no legal status to the missing persons and there is no provision in the form of a legislature to take action against those who exploit, abuse, misuse and extort the missing persons for criminal activities. There is no provision for the missing persons when they are taken in custody. At present the missing persons are booked under section 13 of the Juvenile Justice Act, 1986 which is exclusively meant for 'neglected juveniles'. Even though there is provision under the Child Labour (Prohibition and Regulation) Act, 1986 and Employment of Childrens Act 1938, there is no operative effect given to these acts, nor any sanctity is attached to the provisions and the plight continues to be of 'forced labour' of missing persons. There is no 'free choice' of the missing persons when they are forced into the child labour, coerced for begging, anti-social activities, prostitution, homo-sexuality and public decency which are against public order and public health. There are provisions envisaged in the Constitution of India, 1950 under Articles 23, 24 and in Part IV under the Directive Principles of State Policy in Articles 38, 39(f), 45 and 47. These are not operative in practicality. The

missing persons are coerced to do hard labour and
criminal activities as 'bonded labourers'. The Articles in
the Constitution of India, 1950 restrict and Prohibit certain
activities against children. There is no provision or act
for the tracing, restoration, rehabilitation or intermediary
stay of the missing persons. There are provisions for
missing persons especially the missing children that are in
vogue in some countries.

However, the procedure for inquest that has to be
followed for the unidentified dead bodies and the
investigative methods that are to be adopted are envisaged in
Section 174 of the Criminal Procedure Code. This provision
deals with all the cases of unnatural death and unidentified
dead bodies upon which an inquest has to be conducted by the
investigating Officer.

India being a welfare State, maintenance of public
order and safety and security of her citizens are entrusted
with the enforcement and investigating agency viz. police
which figures in list 2 Entry 2nd of the Constitution of
India. Since police being a State subject excepting the
Central Police Organisations (CPOs), every State and Union
Territory has developed its own unit or squad or branch for
tracing and restoration of missing persons. In most of the
States and UTs, there is a separate missing persons unit
which is generally under the Crime Branch. In certain States
like Maharashtra - Bombay, there are two separate Units of
the missing persons: one is Missing persons Bureau (MPB) and

23. Missing Children Assistance Act, 1984 (MCAA); Uniform
Child Custody Jurisdiction Act (UCCJA);
The Federal Child Abuse Act (FCAA); and
Parental Kidnapping Prevention Act (PKPA).
the other Juvenile Aid Police Unit (JAPU) in which the functions remain almost the same and overlapping. But all these Missing Persons Units, very rarely and only in very exceptional cases where there is severe pressure, exchange and transmit the details of the missing persons to other States.
2.3 REVIEW OF LITERATURE

RELATED STUDIES OF MISSING PERSONS

No research seems to have been conducted on the missing persons in India. However, while culminating the possibility of any related studies, it has come to surface that researches have been conducted on the young delinquents, young runaways and the juvenile vagrancy. The wide spectrum of missing persons take in its fold young runaways, street children, juvenile vagrants adults and elders of both sex. However, missing persons had wide ramifications and expanded spectral depiction of the adults - male and female, who are found missing, desert homes, kidnapped and abducted and also the deceased or sick persons include both children and adults. Whereas the studies conducted on the young delinquents and young runaways and juvenile vagrants are limited only to the juveniles and forms a part only with that of the delinquency area. The missing persons is a grey area which has been left untouched in regard to research studies.


Some of the books on crime investigation have thrown light on the investigation of the missing persons. The (Appendix IV) format provided for computer is totally inadequate and does not give any descriptive roll about the missing person for easy tracing. The publication from the periodicals illustrating the cases of unidentified dead bodies and the missing persons which have been worked out from the Indian Police Journal, the Indian Journal of Criminality and Criminological, CBI Bulletin and other newspaper reports in addition to the investigation carried out by the local police and the researcher have been taken into account while formulating the performa for easy tracing of missing persons which can be computerised, have been evolved.


2.4.1 LITERATURE REGARDING ORGANISATIONAL STRUCTURE OF DELHI POLICE ADMINISTRATION

Building of an effective and efficient organisation is a major concern in a developing country like India. At one level, organisational development is recognised as sine quo non of modernisation. At another level, there is an emphasis for the building of organisations conforming to the country's unique, historical, cultural and social milieux. Accordingly, there has been many attempts to promote organisational set up through design. This chapter is limited to some issues in organisational development directly related to the missing persons squad of Delhi Police Administration.

Until 1912, Delhi was under the control of Deputy Inspector General of Police, Ambala and the strength of Delhi Police was less than thousand headed by one Superintendent of Police and two other Gazetted Officers. In 1912 with Delhi becoming the capital of the country it became the Chief Commissioner's province. The Chief Commissioner was also vested with the powers and functions of the Inspector General of Police. Delhi acquired a separate Inspector General of Police only in February, 1946. In the wake of the police agitation Delhi Police Commission came into being in 1966 headed by Justice G.D. Khosia. Accordingly homicide, kidnapping and abduction have been placed under Homicide Squad of the Crime Branch of Delhi Police. In as much as under the Crime Branch, the Social Defence Juvenile Aid Squad has also been formulated and staffing pattern has been restructured. So also the Crime Record Office (CRO) or Modus Operandi Bureau (MOB) also came into being under the
aegies of Crime Branch (Criminal Investigation Department) as envisaged in Delhi Police Commission. Staffing pattern is depicted as per the table given below:

**TABLE - I**

**Staffing Pattern of MPS in 1966**

<table>
<thead>
<tr>
<th>Sr. No.</th>
<th>ACP</th>
<th>Inspr.</th>
<th>SI</th>
<th>ASI</th>
<th>HC</th>
<th>Ct.</th>
</tr>
</thead>
<tbody>
<tr>
<td>(vi) Homicide etc.</td>
<td>-</td>
<td>1</td>
<td>5</td>
<td>4</td>
<td>-</td>
<td>10</td>
</tr>
<tr>
<td>(viii) Social Defence</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>2</td>
<td>-</td>
<td>7</td>
</tr>
<tr>
<td>(ix) Juvenile Aid</td>
<td>-</td>
<td>1</td>
<td>4</td>
<td>1</td>
<td>-</td>
<td>6</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>1</td>
<td>4</td>
<td>12</td>
<td>7</td>
<td>-</td>
<td>23</td>
</tr>
</tbody>
</table>

There will be no reserve for weekly day off. But a contingency reserve at 12% of the staff from Inspr. to Const. will have to be provided.

In the National Police Commission reports recommendations have been made for the Juvenile Crime Squad as part of State CID or as a part of local police set-up in the metropolitan towns and other urban areas. The National Police Commission categorically defined the service oriented functions of police. As police is a social service institution, it has to pay more attention by providing adequate facilities in terms of staff, transport, motivating factors and administrative revamping. Police has to concentrate more on the service oriented functions such as tracing the missing persons, looking after them during intermediary stay and to rehabilitate them so that they do not hurl into delinquency and criminal activities. The tracing of missing persons yields not only saving of the national

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wealth of potentialities of the youth but also the unpriced wealth of adults who may blossom as professionals, entreprenuers, or functionaries of the Government who are pivotal in the up-bringing of the national developmental programmes. The National Police Commission has brought out. Out an illustrative case of Hong Kong Police where there is a Junior Police Call Scheme (JPC) which renders social service activities.

The National Police Commission also mentioned about the effectiveness of the women police which can be greatly enhanced if the women police are imparted special training in social work so that they qualify themselves to diagnose the social ailments of the missing persons and other community persons so that utmost services could be rendered. While the report of the National Police Commission identifies the areas in which women police could be better utilised and make it as an integral part of the social service activities of the police, have spelled out "social work and child welfare such as handling cases involving the missing or badiv treated children, liaise with social welfare agencies and assisting the women and children in distress". They also spelt out the better utilisation of women police in juvenile delinquency case work. The National Police Commission also gives a model for the investigating officers mentioning therein the number of cases that are to be entrusted to the Investigating Officers (i.Os). Sls or the ASls and their supervisory work to be carried out by senior officers.

Parameter of the number of cases for investigating officers

(i) 60 IPC Cases - 1 IO (SI or ASI)
(ii) 300 IPC Cases - 1 Insp.
(iii) 1200 IPC Cases - 1 Dv. SP (personal visit in special report cases)
(iv) 3000 IPC Cases - 1 SP. (Superintendent of Police)
(v) 15,000 IPC Cases - 1 DIG (Deputy Inspector General of Police)
(vi) 60,000 IPC Cases - 1 IG (Inspector General of Police)
(vii) 150,000 IPC Cases - 1 DGP (Director General of Police)

10 - Investigating Officer, Insp., Inspector, Dv.S.P., Deputy Superintendent of Police.

The cases of missing which end in kidnapping and abduction could be included in this model but no focus has been given even by the National Police Commission with regard to staffing pattern, investigation, home visits and search of missing persons by the MPS or MFB.

ORGANISATIONAL ACCOUNTABILITY

The police organisational set up runs down to the rank of constable in the descending order from the Commissioner of Police in the Union Territory of Delhi. All the personnel of Delhi Police right from the rank of constable to the Commissioner of Police are termed as police officers. Even though every police officer is accountable to the general public for all the services rendered in the form of prevention and detection of crime, maintenance of public order, assisting the members of public particularly the poor, indigent, disabled, minorities, physically weak, children, lost or missing or finding themselves helpless on the streets and other public places. MPS personnel are accountable for identifying the problems and the situations that are likely to result in probability of missing and the possibility of

35. Delhi Police Act, 1978, Section 2 (m)
the exploitation and hurling of the missing persons in delinquency and criminality. The police personnel are also accountable for providing necessary services in affording relief to the people in distress with special reference to the missing persons. The duties, powers and responsibilities of the police are also envisaged in the report of National Police Commission.

The Study Group headed by S.D. Srivastava in the year 1984 in the wake of the Hindu-Sikh riots in Delhi had advocated and recorded that there is a proposal pending with the Delhi Administration. Delhi for amending the Delhi Police Act, 1978. They have further advocated that in the Delhi Police Administration one or more Special Commissioners of Police are required as Delhi Police is a growing force and complexities of policing in Delhi is on the increase. They have further discussed about the requirement of four more companies of Armed Police. Armed Police to the tune of 80 Coys. These recommendations are still in dormant and not implemented. The organisational restructuring is required as the non-sanctioned duties are in an altogether different environment in which Delhi Police is functioning with constraints as compared to other metropolitan cities in India and even elsewhere in the world. The tumultuous growth of population expansion, rapid urbanisation, mercurial shoot-up in modernisation, Delhi Police Administration is taking its brunt on its shoulders with compulsions. It is observed :-

(i) being the capital of the country, Delhi has a large presence of foreign dignitaries. It has 107 embassies and a large number of VIPs and WVIPs visiting from abroad. Delhi Police has to provide
security to all these. At present, guards are
deployed in 14 embassies and 140 residences.

(ii) the Parliament meets in Delhi for nearly six
months in a year in prolonged sessions casting
added responsibilities on the police.

(iii) the large number of international conferences are
held in Delhi, many of them attended by VIPS,
which call for sophisticated security
arrangements and regulation of traffic.

(iv) Delhi is a preferred venue for marches, rallies
and demonstrations of all kinds held to ventilate
social, economic and political issues of one kind
or the other, many of which create tensions and
call for special vigilance and arrangement by Delhi
Administration and Delhi Police.

(v) Happenings in Delhi are the focus of attention not
only of the National Press but of world media and
even ordinary crimes tend to be sensationalised
causing unsettling effect in the minds of the
people and image of the working of the
Delhi Police.

The Study Group of Srivastava have categorically
pointed out that "no systematic study or survey appears to
have been carried out since 1966. Justice Khosia had not
conducted systematic study and had not laid down any firm
yardsticks or norms for assessing the adequacy of police in
Delhi. Even the Expert Committee under the chairmanship of
N.S. Saxena which was set up by the Government of India in
May, 1978 could not formulate the yardstick for the manpower
and transport, excepting for Delhi Traffic Police which was
also partially implemented. In the year 1984, the total strength of Delhi Police was 30,986 plus 1280 Class IV employees taking to the total of 32,266 (Table - 11).

The present strength of Delhi Police is 51,146 plus 1533 Class IV employees taking to the total of 52,679.

According to the recommendations of the National Police Commission cities of 3 to 4 lakhs population should each have an officer of the rank of Superintendent of Police as the head of its city police force. The conference of Inspector Generals of Police, 1958 recommended the normal area (jurisdiction of the Police Station) to be 75 sq. miles or (195 sq.kms.) with the population between 50,000 to 60,000.

The Erivastava Study Group recommended the population in the jurisdiction of a police station should not exceed 75,000 and the incidence of crime should not be more than 500. The Study Group further advocated that "to ensure proper organisation and supervision of beats and keeping the policing requirements within manageable limits, the jurisdiction of a police station even in a semi-urban or rural area in Delhi should not be more than 20 Sq.Kms. Accordingly, the total number of police stations in the year 1984 was 66 (including 2 Rlys. and 1 Palam) and 47 police posts, and it has been raised to 100 Police Stations (excluding 2 Railway Police Stations and 3 Police Stations of Palam Airport).

The Erivastava Study Group pinpointed the causes for the failure in tackling the riot by Delhi Police even

36. National Police Commission VI Report, Govt. of India.
after the establishment of the Police Commissioner System in
1978 :-

a) Training of officers and men have not been given
due attention resulting in the decline of
leadership and performance at all levels.

b) there has been a serious neglect of cadre
management and career planning in both gazetted
and non-gazetted ranks:
c) transfers and postings in the civil police,
particularly at the crucial level of
inspectors/Station House Officers have often been
made on the basis of personal likes and dislikes,
at the cost of efficiency, under pressure from
outside agencies:
d) selection and postings on posts in important
branches like intelligence, Vigilance and Security
have been made on an ad hoc basis without due
regard to the training, experience and aptitudes
of the persons selected: and
e) even in respect of matters in which the police
administration has been delegated full authority
under the law and rules, the Delhi Administration
and the Government of India tend to exercise undue
control thus affecting the morale and
professionalism of the force.

It has been categorically observed that all these factors
which affected the Delhi Police very badly and resulted in
the failure of the functioning are equally and unilaterally
applicable to the MPS of the Delhi Police Administration
which has been showing very poor results. There is no denial of the fact that the primary duty of the police is to secure the life of the citizens and take care of the property. The law abiding citizen has got every right to expect from the police utmost courtesy, sympathy, redressal of their grievances, willingness to respond their complaints and speedy investigation and working out of the cases and prevention of delinquency and crime. The litmus test for the efficiency and efficacy of the performance of police is the public order and tranquillity, curbing of delinquency and crime. For the purposes of achieving the common goals in the Police Administration, George Odiorne had defined the Management by Objective (MBO). MBO is a process whereby the superior and subordinate managers of an organization jointly identify its common goals, define each individual’s major areas of responsibility in terms of the results expected of him and use these measures as guides for operating the unit assessing the contribution of each of its members. Dale Mc Conkey defines MBO is a systems approach in managing an organization. The MBO - time demand analysis the parameters are adopted for the time management in achieving the goals in the Police Administration. Accordingly, it was estimated that non-criminal and miscellaneous work consume only a negligible of the total time as compared to criminal investigation, traffic and the major chunk of time is utilized for administration and supervision in addition to

training, desk, report writing and miscellaneous duties. According to Odiorne "perhaps the greatest single area for improvement in organisational research to be attained through a system of management by objective lies in the orderly establishment of commitments to goals of innovation, creating new methods and introducing changes for the betterment of the organisation."

Even though the ideal situation of providing time in the organisation management is illustrated by Odiorne, in the Delhi Police Administration, different type of time management is adopted. Neither in the investigational part nor in the administration and supervision and not even in the non-criminal miscellaneous activities or in the non-police services time management is followed. This is not carried out in Delhi Police Administration because of unprogrammed and unscheduled multi-farious duties which crop up in the discharge of duties of the Delhi Police. To quote but a few are, unscheduled visits of VIPs and foreign dignitaries, eruption of law and order problems, communal riots, terrorist attacks, unexpected gang attacks with heinous crimes, demonstrations, processions, strikes and so forth.

The output of any organisation depends upon the steering effect created by the leader. Tannenbaum and Schmidt have developed the leadership styles in a continuum.

The authoritarian - democratic continuum clearly shows how to attend the goal perception in maximised from when the leader is authoritarian of democratic when he deals with the subordinates. This continuum categorically specifies the police managers who can derive maximum benefit and goal perception out of the activities of the subordinates when they act as leaders. Anthony Downs described various types of bureaucratic leaders behaviour as (i) Climbers, (ii) conservers (iii) zealots and (iv) advocates. Maximum utilisation of the subordinates performance and activities are attained when the leader is more democratic in his approach. In the MPS also where here have been the leadership styles possibly of an appreciable nature, the results were excellent. To quote but one is the year 1987 but in all other years the results have been very poor.

**FIGURE 6**

**Leadership style continuum - Tannenbaum and Schmidt**

AUTHORITARIAN, LEADER CENTERED — — — DEMOCRATIC, GROUP AND SUBORDINATE CENTERED.

![Leadership Style Continuum Diagram](image)

The leadership qualities are explicitly explained in the decision making for better result. The managerial grid adopted by Blake and Jane Sragley Mounton have clearly specified the maximum concern for the production i.e. results.
and the maximum outcome of the goal perception when they adopt 9.1 and 9.9 styles which are consistent. The managerial grid descriptions elucidate the 'Traditional Organisational Theory' and 'Open System Theory' for achieving maximum goals. This type of managerial grid is not adopted in MFS because of which the tracing percentage remains poor.

Figure 7

Concern for Production, Managerial Grid by Robert Blake and Jane Srygley Mounton.

Country Club Management
Thoughtful attention to needs of people for satisfying relationships leads to a comfortable friendly organization atmosphere and work tempo.

Team Management
Work accomplishment is from committed people; interdependence through a "common stake" in organization purpose leads to relationships of trust and respect.

Organization Man Management
Adequate organization performance is possible through balancing the necessity to get out work with maintaining morale of people at a satisfactory level.

Impoverished Management
Exertion of minimum effort to get required work done is appropriate to sustain organization membership.

Authority-Obedience
Efficiency in operations results from arranging conditions of work in such a way that human elements interfere to a minimum degree.

Human relations skills invoke the capacity to interrelate positively with general public which are basically with all levels of the police department. There are for example motivation, conflict resolution and inter-personal communication skills.

**FIGURE 8**

**LEADERSHIP SKILL MIX BY C.R. SWANSON**

<table>
<thead>
<tr>
<th>Organization Level</th>
<th>Skill Mix</th>
</tr>
</thead>
<tbody>
<tr>
<td>Top Management: Chief, Deputy Chief, and Majors</td>
<td></td>
</tr>
<tr>
<td>Middle Management: Captains and Lieutenants</td>
<td>Conceptual</td>
</tr>
<tr>
<td>First-Line Supervisors: Sergeants</td>
<td>Human Relations, Technical</td>
</tr>
</tbody>
</table>

The leadership skill mix focuses mainly on the communication without which it becomes motionless and all the programmes cannot be properly guided. Skill mix is only a model. It varies with the size of the police department.

Leadership traits are distinguishing qualities such as help the Commander to earn respect, confidence, willing obedience and loyal cooperation of his officers, the ranks and files. An objective self-evaluation with honest approach to determine the strong and weak qualities are

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important in assessing the willingness to accomplish the mission. The leadership traits characterize bearing, integrity, courage - physical and moral, judgement, decisiveness, loyalty, enthusiasm, initiative, knowledge, endurance, justice tact and unselfishness. A good leader with all these capacities will ignite the team spirit by motivation, concentrate on the individual needs and maintain the inter-personnel relationship. Adair has developed a model which illustrates how people and the work they interact. The overlapping of three aspects 'Task needs', 'Individual needs' and 'Group needs' represent that each of these interact with and have influence over the other two.44

**FIGURE - 9**

Overlapping needs by Adair

Motivation is one of the most propulsive factors to bring efficiency in attaining the goal. The five categories of human needs have been placed in the hierarchical format of the human relations by Maslow in the organisational theory. The need hierarchy is arranged, like the rungs on a


44. Dr. John Adair, Mac Donald & Co. 1988.

ladder from lower to higher order needs in the Maslow's model. The predominance at each level with particular needs are specifically mentioned in this model and how motivation is ignited, propagated and inhibits or ceases at various levels are depicted in this model.

**FIGURE - 10**

Maslow's need hierarchy

Maslow concluded that since man is of the animal kingdom, his basic and primary needs or drives would be physiological - air, food, water, sex and shelter. These needs are related to "survival". Since man is a wanting, learning animal, a satisfied need is no longer a motivator. Another need will take its place, and this continues until death. Next in order of prepotency are needs related to "safety" - protection against danger, murder, criminal assault, threat, deprivation and tyranny. At the middle of the continuum is "belonging" - to be accepted by one's peers, association with members of a group. Next on the continuum are the needs or drives related to "ego" - self-esteem, self-respect, power, prestige, recognition and status. Located at the extreme end of the continuum is "self-realization" - self
fulfillment, creativity - let each become all he is capable of
being.

All these factors contribute mainly in the
motivation of the MPS personnel for better tracing of the
missing persons. Where there is no motivation, percentage of
detection of tracing becomes very low, in as much as Mc
Gregor's. Theory 'X' and theory 'Y' also speak about the
inherent likes and dislikes with regard to the work and the
avoidance and also other factors such as coercing,
controlling, directing and punishment to achieve the
organisational objectives. The degree of imagery,
ingenuity and creativity are also discussed in theory "Y"
with regard to the physical and mental effort in the work
culture.

While focusing the attention on the organisational
development Warran Bennis's criticisms of bureaucracy states
'the name given to the emerging applied behavioural science
discipline that seeks to improve organisations through
planned, systematic, longrange efforts focused on the
organisation's culture and its human and social processes.
In as much as organisations may be characterized as closed

46. Donald F. Favreau and Joseph E. Gillespie. Modern Police
Administration. Prentice Hall Inc. Englewood Cliffs New
Jersey. p-87.


page-78.
open systems. Katz and Kohn have depicted the total environmental supra-system, input and output and throughput in the transformation of the organisational theory of the Police Department.

FIGURE - 11

THE ENVIRONMENTAL SUPERSYSTEM
THROUGHPUT : TRANSFORMATIONS
BY - KATZ AND KAHN

GOALS AND VALUES SUBSYSTEM

TECHNICAL SUBSYSTEM

INPUTS

MANAGERIAL SUBSYSTEM

PSYCHOSOCIAL SUBSYSTEM

STRUCTURAL SUBSYSTEM

OUTPUTS

FEEDBACK LOOP

2.3.2 THE SPAN OF CONTROL

The span of control for better and effective supervision has been tested as is six. Graicunas had elaborated in his theory about the subordinate supervisor relationships and developed a mathematical formula based on the geometric progression of increased complexities. This theory focuses three types of subordinate-supervisor relationship:

(i) direct single relationship;
(ii) direct group relationship; and
(iii) group relationship.

The direct single relationship i.e., Boss A has two subordinates, B and C, and would include A with B and A with C:
A with B
A with C
A with E-c
A with C-b
A with E-C
A with C-B

The relationship of A-BC would involve A directly with B, with C's influence on the A-B relationship. For example, if A and B belonged to the same club, it is quite possible C's behaviour would sooner or later reflect this relationship in the work setting. This has been demonstrated as under:

### Subordinate, Supervisor, Relationship, Progression

<table>
<thead>
<tr>
<th>Number of Subordinates</th>
<th>Number of Relationship</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>2</td>
<td>6</td>
</tr>
<tr>
<td>3</td>
<td>18</td>
</tr>
<tr>
<td>4</td>
<td>44</td>
</tr>
<tr>
<td>5</td>
<td>100</td>
</tr>
<tr>
<td>6</td>
<td>222</td>
</tr>
<tr>
<td>7</td>
<td>480</td>
</tr>
<tr>
<td>8</td>
<td>1,080</td>
</tr>
<tr>
<td>9</td>
<td>2,376</td>
</tr>
<tr>
<td>10</td>
<td>5,210</td>
</tr>
<tr>
<td>11</td>
<td>11,374</td>
</tr>
<tr>
<td>12</td>
<td>24,706</td>
</tr>
<tr>
<td>13</td>
<td>23,59,602</td>
</tr>
</tbody>
</table>

It indicates the possible geometric progression of people's relationships. As the number of subordinates increases, the inter-personal relationships, misunderstandings, jealousies and insecurity also - increase geometrically.

The sudden increase in the number of organisational relationships is dramatic. A manager with four subordinates, by adding a fifth, mathematically increases the potential span of control by 127 percent (from 44 to 100) in return for a 25 percent input vis-a-vis output.

The Graicunas theory highlights the complexity of managing people and in particular recognizing the potential problem related to costs and other organisational inefficiencies that occur when the span of control is increased.
2.3.3 AN INTER PERSONAL, INTER DISTRICT AND MPS ORGANISATIONAL COMMUNICATION.

The communication process is depicted by Heuseman, 51

The communication barrier, on-flow and directionality, downward and upward communication, horizontal communication are various types of communications in a police organisation. The complexity of the police organisation has certain barriers which can be overcome by a conscience leader/supervisor.

FIGURE 12
Communication Model by Heuseman

A. The sender has certain intentions, objectives, or purposes

B. The sender translated these intentions into some code (language, nonverbal gesture, etc.), which becomes the message.

C. The sender then selects a medium (written or spoken words, music, art, etc.).

D. The sender uses the medium to transmit the message to the receiver.

E. The receiver "picks up" the listens, reads, watches, etc. and decodes its meaning.

F. This meaning causes the receiver to behave in some manner.

G. This behavior gives the sender indications or feedback, as to whether or not the receiver understood the meaning of the message.

Albers developed the best known system for transmitting informal communication. It is termed as Grapevine because it meanders back and forth like a grapevine across organisational lands. The grapevine is considered desirable because it gives an insight into the subordinates attitude, depicts the emotions and gives a vent for them and also helps to spread the information. The days-function is quite appreciable in grapevine.

2. The gossip chain: A seeks and tells everyone else, thus being the organisational "Paul Revere".
3. The Probability chain: A communicates randomly to D, F, G and J in accord with the laws of probability; then D, F, G and J tell others in the same manner.
4. The cluster chain: A tells three selected others; perhaps one of them tells two others; and one of these tells one other person.

The grapevine is a permanent factor to be reckoned with in the daily activities of management, and no competent manager would try to abolish it. Rather, the astute manager should analyse it and consciously try to influence it. If this type of communication net work is followed in the MPS of the Delhi Police Administration it will have promoting effect of efficiency in tracing.

2.5  LITERATURE PERTAINING TO THE MPS AND JAPU OF BOMBAY POLICE COMMISSIONERATE, MAHARASHTRA

The total number of persons reported missing in the Metropolitan city, Bombay range from 500-1200 only per year and the detection is to the tune of 55 to 60%. The guidelines and the procedural formalities that are adopted are envisaged in the information regarding Missing persons Bureau (MPB). There is a wide spectrum of investigational methods that are to be adopted are spelt out for the unidentified dead bodies and in morgue. There is also a sub-unit of MPB known as Juvenile Aid Police Unit (JAPU) which is functioning in the commissionerate of Bombay which is under the social security scheme. This JAPU came into being in the year 1952 and the staffing pattern had been revamped and increased in 1988 which takes care in its fold the minor missing children others are dealt with by Missing Persons Bureau (MPS) which is headed by a lady Asstt. Commissioner of Police exclusively meant for tracing the missing persons.

The staffing pattern is so adequate and in full corum which caters the need of the Bombay missing persons in tracing and restoring. Because of the meticulous functioning of the MPS and JAPU in the Bombay Commissionerate the number of missing persons are prevented due to police assurances programmes and detection rate.

MODERN POLICE ADMINISTRATION AND STUDIES RELATED TO MISSING PERSONS

The review of literature throws more light on the lack of scientific and streamlined research that had ever been undertaken on the missing persons of the police administration at the police station, sub-division and district level. So also at the level of MPS of the Delhi Police Administration. A thorough and analytical study of the literature that are available on the missing persons have been taken up and found that these studies have not thrown significant light on the easy tracing of missing persons without any loss of time and without any loss of human asset which are precious and irreplaceable.

However, a few studies in the criminal investigation have brought out some contributions with regard to the investigation of the missing persons and unidentified dead bodies. But no specific model or blue-print in the instantaneous and easy tracing of missing persons have ever been evolved from the studies and in the existing literature that are available. Even though some of the studies of the Police Administration have thrown light on the organisational and administrative structure of the police department for achieving common goals by the supervisory officer by motivating the subordinates there is no mention about the missing persons Unit. The increase in response time reflexes, responsibility, accountability, also the enthusiasm and the keenness for achieving the goals with the motivating factors are discussed in these studies. The missionary philosophy of the organisation in the attainment of the common goals and the mode of communication of the inter-personal, organisation, administration and managerial capacity which can be propagated with the chain of command or unity of command and various approaches like top-down and bottom-up along with shift system and motivational models are available in the existing literature in the Police Administration. But there is no brief on the administrative and organisational set-up of the missing persons.

The studies conducted on the Management by Objectives which are applicable to the law enforcement agency-police and the MBO, the time demand analysis have thrown some light on the time devoted for the non-criminal and miscellaneous services which are equally and much more important. In as much as the studies have also thrown light
on the motivation of the hierarchical needs and the job enrichment theories have enhanced as to the method of getting maximum utilisation of the services of the personnel by motivation. Police Department as an open system and various other forms of systems have also brought about certain revealing factors to achieve the common goal of a particular department of the Police Administration. The formulation and the execution of police policy and the managerial clock have also thrown some light for redefining the organisational and administrative set-up of MPS of Delhi Police Administration. This study also gives proper leverage for the analysis and evaluation of the performance of the officers and men by having the daily activity log, periodical performance review and monthly performance summary and so forth to point out the quality that is lacking and also to pave way for better performance. However, the studies in the existing literature have not thrown any light on the critical analysis of the tracing of missing persons in the Police Administration. This research study had evolved solutions to fill up the gaps that have been left out and remained untouched.