CHAPTER VIII

Personnel Development for the Police

I. Introduction

1.1. Background: An organization can benefit fully from a well devised selection procedure only if it follows this up with a comprehensive personnel development programme. It is the responsibility of every employer to ensure that the personnel working for him are not only trained to perform satisfactorily on their jobs but are enabled also to grow into responsible and articulate individuals. Personnel development strategy would, therefore, include "both training to increase skill in performing a specific job and education to increase general knowledge and understanding of our total environment". Management experts, however, believe that a development programme is not a mere nomination of individuals to a variety of training courses but is an endeavour to improve employee effectiveness through exposing them to a carefully formulated learning process.

1.2. The Situation in the Police: The Police being a manpower-intensive service agency, needs the facility of a full-fledged development programme for the all-round growth of its personnel. This is because the rapid rising literacy

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1 Flippo, p.181.

rate in developing countries has brought public institutions into clinical scrutiny. The surveys mentioned in Chapter II would indicate that enlightened and articulate individuals as well as those unlettered, are critical of Police performance. Such criticism will have to be viewed in the context of many instances of proved misbehaviour by individual policemen which sully the reputation of Forces. This distressing situation raises two relevant issues:

a. Are police leaders taking adequate measures to attract the right type of material for recruitment into the Forces?

b. Are those recruited put through a comprehensive and carefully devised development programmes not only at the time of entry but right through their career so that they acquire the skills required for the efficient discharge of their duties?

The first of the above two questions was sought to be answered to an extent in the previous chapter. In this chapter it is proposed to analyse the other issue, viz., the effectiveness of police training programmes with a view to formulating a few suggestions which would help fill the lacunae now noticed in them.
II. Objectives and Content of Police Training Programmes

2.1. Background: Any attempt to define the objectives and formulate the contents of police training programmes would necessarily have to begin with a clear-cut description of the Police role in society, a subject dealt with briefly in Chapter II. From an essentially peace-keeping and crime-solving body, the Police has become an agency that concentrates on seemingly petty but basically important items of service to the common man. Policemen are now called upon to attend to chores such as settling domestic quarrels, locating missing persons, rendering relief to the population affected by natural calamities, etc. This would mean that, much more than before, they are thrown into intimate contact with different sections of the community. The account of any training programme for the average policeman will, therefore, have to be on methods which ensure that the latter is conditioned to conduct himself with dignity and display adequate sympathy towards the poorest of citizens who approach him for help. To be precise, such a programme should shape his attitudes in a manner that persuades him to give his best to the community.

In acknowledgement of the labour put in by a policeman, it is the responsibility of the leadership to ensure that he is not only adequately compensated materially but is enabled to acquire a well-rounded personality that renders him into a useful citizen. It should also be the concern of the department that every policeman, on his retirement,
is suitable for a further spell of employment with another organization so that he is not in penury after leaving the Force. This duty incumbent on the Force is best discharged through a well-conceived continual scheme of training that enriches his general knowledge and facilitates his acquiring a new skill, not necessarily wholly related to police work.

2.2. Contents: There have been many incisive analyses of what should be the contents of a basic training programme for the recruit. The following are a few viewpoints which deserve mention:

1. The recruit should be given a truthful picture of the pressures which are a feature of his day-to-day work. Any attempt to mislead him by painting a rosy picture of what awaits him should be totally avoided.

ii. The endeavour should be to make him familiar with the multiplicity of police functions and the methods employed in discharging these. The emphasis should, therefore, be on problems which occupy most of the police time so that the gulf between concepts and realities on the field is narrowed down.³

iii. He should have the benefit of a critical review of the happenings in the community so that he understands the population whom he is expected to serve. (Mary observers lament the failure of training programmes to place the correct

stress on this. One of them has said: "It can be said of police training schools that the recruit is taught everything except the essential requirements of his calling, which is how to secure and maintain the approval and respect of the public whom he encounters daily in the course of his duties."  

iv. Apart from imparting knowledge with regard to mechanical skills, training programmes should also deal with subjects that help recruits to prepare themselves for the exercise of discretion and judgement.

v. While subjects such as administration of justice, patrol procedures, social sciences etc., should rightly constitute the core of the curriculum, they should be supplemented by street experience. "Material is much more readily absorbed when it can be related to past experience .... the influence of field training is even more profound than recruit school."  

Rightly concerned over what they considered the falling standards of performance and conduct, the Government of India appointed in 1971, a Committee on Police Training (CPT) with Prof. M.S. Gore of the Tata Institute of Social Sciences.

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Science of Bombay as its Chairman to survey the arrangements that were available for training in India and suggest ways and means of improving them. The Committee submitted its report in 1973. It put down the following as the objectives of training:

a. Inculcation of knowledge and professional skills and the development of attitudes appropriate to their work and the people they come into contact with;

b. developing a professional leadership that would facilitate the transformation of an economically backward society into one characterised by equal opportunity and social justice;

and

c. the development of positive attitudes and the promotion of initiative and an ability to predict and adapt oneself to a new situation in the process of attainment of the goals of the organization.

Since the main thrust of this project is on subordinate police personnel, it is but appropriate that we refer to the CPT's recommendations pertaining to the training of Constables and Sub-Inspectors.

In respect of the Constable, while declaring that training should aim at "developing his abilities and attitudes

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in such a way as will enable him to discharge his functions effectively, the Committee believed that the greatest attention would, however, have to be paid to the common man. The programme would be a combination of physical exercises and indoor lectures. Periodical tests, both oral and written, were to be held, the first one commencing three months after the beginning of the course. The Committee laid down the syllabus for a nine-month course and emphasized the need for a close monitoring of the trainee's progress by Instructors, each of whom would be in charge of about 15 recruits. After the end of the course at the training centre, the Committee desired that each recruit should spend about 6 months on practical training. The emphasis here would be on night work. The programme was also to comprise a brief attachment to social service institutions. The Committee was of the opinion that unless during practical training the trainees were under the charge of a well-motivated Sub-Inspector known for his integrity, the programme was not likely to have any impact. An important point made by the Committee was that Constables belonging to the civil police should, during the first few years of their service, not be posted to the Reserve Line where they would be obliged to perform purely mechanical duties.

The Committee also envisaged the following two Promotion Courses:

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i. a 6-month course for Constables chosen for promotion to the rank of Head Constable; and

ii. a 3-month course for Head Constables selected for promotion to the rank of Assistant Sub-Inspector.

The Committee further laid down that a Refresher Course of four weeks duration should be made compulsory for Constables at intervals of 7 years with a view to maintaining professional efficiency and ensuring that they continue to possess attitudes which were helpful in this direction. A syllabus for this Course was also laid down by the Committee. Besides this, the Committee prescribed a Refresher Course (8 to 10 weeks) at intervals of seven years for Head Constables and Assistant Sub-Inspectors. This was to have a bias in favour of scientific methods of investigation. The Committee detailed a syllabus for this Course as well.

Even a cursory study of the Indian Police system would indicate that the Sub-Inspector occupies a pivotal position therein. Apart from the fact that he fulfils important tasks connected with preservation of peace and detection of crime, his need to maintain intimate day-to-day contact with the public renders him an important functionary who makes or mars the police image. The National Police Commission was of the opinion that the tremendous pressures operating on this level and the heavy demands made on their energy had considerably hardened the attitude of Sub-Inspectors. The Commission was also pained to observe that Sub-Inspectors received precious little assistance and guidance from the
officers above them. Therefore, a need to un-freeze Sub-Inspectors to make them more human and sympathetic. The Commission endorsed the CPT's stress that training programmes should sensitize the SIs so that they react correctly to requests for help from the common man.

The CPT suggested a revision of the syllabus so that subjects such as 'Modern India and the Role of the Police' and 'Human Behaviour and Attitudes' also formed a part of the study. It also recommended that Sub-Inspectors be attached to some social service institutions for a short period. Conscious of the general cynicism of police personnel with regard to the use of scientific methods of investigation, the CPT suggested that the syllabus should cover Forensic Science and Medicine in such extensive scale that Sub-Inspectors became well versed in scientific methods of investigation. In the Committee's view, this could go a long way in reducing public criticism of crude methods adopted by the Police in the investigation of crime. The Committee did not fail to notice the importance of a knowledge of Law to the average Sub-Inspector. Conceding that in the short time available for training, it would not be possible to impart instructions to cover the entire field, the Committee recommended that emphasis should be on laws which are of day-to-day use in police work. Less emphasis could be paid to general and procedural laws as also to the study of the Indian Constitution although Sub-Inspectors should be familiar with these categories of Law.

The National Police Commission went a little beyond the recommendations of the CPT. The Commission suggested that every probationer who completed his training successfully should be awarded a Diploma or Certificate in Police Science and for this purpose, every training school/college could be declared as a Centre of Education in Police Science.

2.3. Researcher's Investigation in Tamil Nadu: The Tamil Nadu Police boasts of a premier training College which was founded in Vellore in 1896. Although originally located in a cluster of old buildings, this College built up rich traditions, thanks to the dynamism of a few of its earlier Principals. It was shifted to Madras in 1976 to a large new campus constructed and equipped at a cost of six million rupees. This College has an impressive library, a number of class-rooms and a spacious auditorium. It has modern teaching aids such as a 16 mm projector, an overhead projector, an epidiascope, slide-projector, etc. Besides running Basic and Refresher Courses for direct recruits to the level of Sub-Inspector and Deputy Superintendent, the College has on its schedule a training course for Head Constables who are in the list of promotion to the rank of Sub-Inspector.

Besides the Training College, the Tamil Nadu Police has Recruits' Schools at Vellore and Coimbatore, each with a capacity to train 600 Grade II Police Constables. Recruits are sent by various districts to these schools for a six-month basic course. On an average, the monthly intake ranges from 100 to 200. Every month a batch of 100 to 200 recruits
also pass out from the two Schools. In this manner, there is a continuous programme of training for which the syllabus is the one recommended by the CPT.

There are also eight In-service Training Centres, two in Madras City and one in each of the six Range Headquarters. There is a Deputy Superintendent at the head of these Centres. He visits the District Headquarters within his Range on a basis of rotation and conducts the following courses:

a. a 6-day Course for Head Constables and Constables;

and

b. a 3-day Course for Sub-Inspectors.

For the course aimed at the Constabulary, men who have completed four years of service and are below 52 years are called. The syllabus covers scientific methods of investigation, attitudinal change, use of computer records, etc. The question and answer method, instead of the usual lectures, is extensively used. Another unique feature of this Course is that each trainee conducts a short public opinion survey using a prescribed questionnaire consisting of 30 simple questions.

During his visits to Police training institutions in Tamil Nadu and discussions with senior officers, this Researcher perceived generally a positive attitude to training as a vehicle to usher in change. (An index of this was the more than careful choice made in respect of senior
officers to man training establishments and the anxiety to provide them sufficient facilities and incentives.) There was no doubt a trace of cynicism among subordinate personnel. But, this was directed more towards the content and methods of instruction rather than one traceable to a lack of faith in training as a means to bring about greater police effectiveness. There was a demand for making the syllabi more field-oriented and less theoretical. There was also the plea that there should be a system evolved for deputing personnel to Courses. Advance intimation, at least of a month, was required along with a guarantee that the officer so deputed did not suffer a shift from his original location at the end of the Course. If these two factors were kept in mind by superior officers, it was felt that training programmes could become more popular and the present tendency noticed, particularly among subordinate levels, of avoiding Courses could come down considerably.

III. Lacunae in Police Training Practices

3.1. Background: It has been the experience of this Researcher that whenever an instance of police misbehaviour is reported, there is instantaneous reaction all around, particularly in the press, which takes the form of a complaint that policemen are not being properly trained. There is the widespread feeling that precious little training is imparted to police personnel, especially to those at lower levels. Serious students of police administration and the few police leaders themselves
honestly believe that present training methods in the Police do not place the right emphasis on the essentials of police routine. There is basically a reluctance to shed traditional practices and introduce innovations which are called for in the changed environment in which policemen function. This part would endeavour to pinpoint the shortcomings which have come in for attention from different bodies.

Till a few years before the II World War, there was no concept of an extensive training for police personnel in the USA, UK or India. Consequently, the content of training programmes was faulty and the average recruit hardly felt that he had been prepared to meet the challenges of his assignment. He had to naturally depend on his native ability. Although police forces in all these countries have come a long way since then, studies undertaken after the '60s point to quite a few deficiencies.

3.2. U.S. Studies: The President's Commission on Law Enforcement and Administration of Justice appointed in 1967 bemoaned the fact that many of the training programmes merely equipped an officer "to perform police work mechanically" but did not enable him "to understand the community, the police role or the imperfections of the criminal justice system". Although it believed that a few police forces had begun to concede the need for improved police relations with the community, it opined that courses on Police-Community relations were not sufficiently long nor did they contain weighty material. The Commission further said that vocational training needs did not also receive enough attention. The International Association of Chiefs of Police (IACP), speaking on the

police forces of the district of Colombia, said that the training programme offered to recruits did not pay enough attention to the daily chores of an average patrolman. 10

Lack of adequate training in the handling of domestic disturbances, civil disorders and of juveniles has come in for specific criticism by U.S. scholars. The failure to include 'street experiences' and to make a recruit understand the role of the Police in modern society have also been highlighted as the major weaknesses of many police training programmes in USA. 11

3.3. The U.K. Experience: In the U.K., training arrangements prior to the II World War lacked a system. Although the Desborough Committee had recommended that every police force should have a training officer, many of the smaller Forces could not find one. The training schools run by a few Forces were small as their resources were limited. Not all of them were residential and the quality of training, therefore, varied from one school to another. 12 Further, there was no careful choice of trainees. As a result, one found over-aged personnel wasting their time at training schools depriving the limited facilities available to those who would have been benefited by them.

3.4. Impressions of the CPT and NPC: The Police Commissions of 1860 and 1902 in India contributed somewhat towards setting

10 Saunders, p.124.
11 Ibid, pp. 125-127
12 Critchley, p.245.
up institutional arrangements for the training of police personnel. But the Commissions appointed by the various State Governments since Independence gave only superficial attention to this vital problem of police personnel administration. The Committee on Police Training (1973) and the National Police Commission (1977), however, displayed considerable interest and brought a refreshing approach. Both were agreed that the present training arrangements in Indian police forces left much to be desired and that action was called for to fill the lacunae. Their specific views in the matter are given in the succeeding paragraphs.

During its tenure, the members of the CPT visited a number of police training establishments in the country. They felt that arrangements therein were highly unsatisfactory and that there was an atmosphere of indifference because there was no basic conviction about the value of training. It went on to say: "Training has become a ritual wherein .... unwilling and ill-equipped instructors perform necessary rites of drilling and lecturing ... The development of an awareness of the social and political climate in which the policeman has to work hardly finds a place in police training programmes and the inculcation of the appropriate attitudes is limited to emphasizing the need for discipline, obedience and loyalty." The Committee's Report of the Committee on Police Training (1973), pp. 1-2.
specific criticism on police training as it existed in 1973 took the following lines:

i. The number of training institutions was inadequate in relation to the tremendous expansion which the Forces had undergone.

ii. The buildings which house training institutions were in a shabby condition, "...... unworthy of a major organization of the Government entrusted with vital functions. In one institution, we found as many as 80 Constable-trainees accommodated in one long barrack in conditions worse than those specified for the inmates of a prison."14

iii. Budgets allotted to police training institutions were meagre and the financial powers of their heads were limited.

iv. There were very few volunteers for assignments as Instructors in police training establishments.

v. The curriculum of training courses was excessively biased in favour of out-door activities. While Police Science subjects and Criminal Law dominated indoor instruction, there was no major effort at teaching social legislation. Further, the endeavour to inculcate correct attitudes in policemen did not extend beyond highlighting the requirements of discipline, obedience and loyalty. The need to make them conscious of the social and political climate in which they had to work was almost totally neglected.

vi. There was no variety in training methods. The recourse was almost to lectures and very few institutions were equipped to impart training using the audio-visual method.

The National Police Commission (1977) referred in detail to the views of a senior police officer who had held a major training assignment. In the latter's opinion, perhaps the most important cause for the failure of training in a number of Forces was the unabashed instruction to personnel in the field that they should forget whatever they had been taught during training. In particular, the encouragement to subordinate officers to burk crime with a view to suppressing a high crime rate, resort to third degree during crime investigation in preference to use of scientific methods and 'pad up' evidence with a view to presenting a 'credible' case before court etc., was directly violative of professional honesty defied by training courses. The National Police Commission was positive that unless the State Governments and senior police leaders stepped in to correct this situation and engendered faith in training among subordinate officers, the present wide gulf between practice and precepts would continue unbridged. Expressing its total agreement with the views of the CPT, the Commission bemoaned the fact that very little had been done to implement the suggestions of the CPT. In its opinion, this was because of the following:

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i. The Central Government's failure to make effective contribution;

ii. visible apathy to training as a concept;

iii. paucity of training material and basic traditional literature;

iv. poor planning of trainee-manpower relation;

and

v. poor staffing policy with regard to training institutions and which did not provide the needed motivators.

This Researcher, as a part of the project, interviewed a number of police training administrators and senior police officers on this subject. They echoed the same sentiments as those expressed by the CPT and the National Police Commission. They were particularly distressed over the continuing chasm between what is taught in training institutions and the realities of day-to-day police routine. They believed that unless this was narrowed down, training programmes could not justify themselves and their utility would remain in dispute. There was also the indignation that training establishments received a low priority in respect of equipment and manpower. The failure to attract competent and experienced personnel with a clean image was referred to as another bane of training units in a factor which told adversely on the quality of training imparted.

It will be the attempt of the next two parts of this chapter to examine how far the existing situation...
be improved, if only to an extent, through the application of modern Management principles.

IV. Modern Management Theory of Training

4.1. Background: Modern Management Scientists and practicing managers are fully conscious of the benefits of a sound personnel development programme. As a result, training methods have become highly sophisticated, particularly the ones devised by private industry. A number of innovations have come about and there is constant experimentation in order to perfect existing techniques. Hence any project that aims at sharpening training practices in the Police would have to necessarily study the theory of training as evolved by Management Science. This is what is being attempted in this part.

4.2. Need for Training: Every organization is subjected to constant pressure from the environment in which it functions. Such pressure takes the form of aggression of competitors in private industry and the ever mounting demand for services by the public, in respect of government and semi-government establishments. If an organization has to survive and flourish in such an atmosphere, it should perforce have to evolve a system which absorbs such a pressure and enables it to react sensibly. A full-fledged personnel development programme is an essential part of such a system. Employees effectively trained to acquire skills and knowledge
relevant to the goals of the organization alone perform adequately in such a scenario. It is this situation that emphasizes the value of training.\textsuperscript{16}

The phenomenal changes that have come about in the field of technology have imposed incalculable pressures on modern industrial organizations. Employees at all levels have found it imperative to learn fresh skills, to operate new machinery or get familiar with new processes and production techniques. Yet another hard fact of the modern scene is the unbelievable complexity of the structure of organizations and the processes in which they are engaged. The sheer growth of their size and the expansion of the number of their activities have led to problems of coordination. Allied to these is the heightened accent on human relations which is directly related to their ever increasing numerical strength. All these trends have led to a renewed emphasis on training as a tool and to improve organizational effectiveness.\textsuperscript{17}

4.3. Spheres of Training: Management Science does not advocate blind formulation of training programmes. It insists that a careful study of the training needs of personnel should be undertaken before a programme is framed. Several Management Scientists have done exclusive research on this subject and have come out with worthy suggestions. According

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\textsuperscript{16} Monappa and Saiyadin, p.139 and Flippo, p.181.
\textsuperscript{17} Monappa and Saiyadin, pp.139-40.
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to one of them, the following would help to identify training needs:18

a. views of the line Managers;
b. performance appraisal;
c. organizational and individual departmental plans;
d. views of the training manager; and
e. analysis of job difficulties.

The Thayer and McGhee model, another important study in the area, would recommend organizational analysis, task analysis and man analysis, as the means to arrive at an accurate identification of training needs.19 *Organizational analysis* contemplates a clinical examination of the organization structure, its objectives, human resources and future plans. *Task analysis* is essentially a critical examination of every job in an organization. Specifically, it evaluates various components of a job and the conditions under which such a job is performed. The attention here is to the task and not to the individual performing it so as to find out what exactly is the quantum of training required to fulfil it. In a *man analysis* exercise, the emphasis is on the individual employee, "his abilities, his skills and the inputs required for job performance or individual growth and development in terms of career planning".20 The objective is to

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19 Ibid., pp.144-46.
20 Ibid., p. 146.
find out whether a particular employee requires to be trained and if so, in which area of his work. Useful data can be culled out from observation at the place of work, interview with supervisory and subordinate personnel, personnel records and the review of literature on the job and the machine used.

4.4. Training Techniques: This is perhaps an area where considerable work has been done by Management Scientists. It is difficult to look upon one single method as the most effective. Before arriving at a choice, several factors such as the specific objective of a particular programme, the background of a majority of trainees and their ability to absorb the inputs as also the time available to impart such training, will have to be reckoned. Training techniques, by themselves, have several objectives. A few of these are: 21

a. demonstration value (Here, there is a comprehensive demonstration of job requirements in the belief that individuals remember that which they had seen and heard, as compared to what they absorb through personal reading);

b. developing interest (The aim here is to kindle interest in learning everything that an employee should know in respect of his job. If traditional methods have not succeeded in achieving this, recourse should be made to newer ones.); and

c. appeal to many senses (It is generally known that most of what we absorb is through the sense of sight while the rest of it is through the other four senses. The objective here is "to utilise as many of the trainee's senses as possible in order to improve retention of learning". 22)

4.5. Classification of Training Methods: Modern Management Science would categorise training methods as below:

i. simulation;
ii. knowledge-based; and
iii. experiential.

In brief, each of these categories would comprise the following:

Simulation methods: The four techniques coming under the head are:

i. role-play;
ii. case-study method;
iii. Management games; and
iv. In-basket exercise.

The role-play method envisages the participants simulating roles on the basis of a pre-arranged script or a verbal description of a particular situation. This is expected to give an insight into the demands of the role simulated.

The case-study method involves the reducing into writing of a real situation which is thrown up for discussion. The participants are required to analyse the situation presented and come out with solutions to many problems involved therein.

22 Monappa and Saiyadin, p.149.
The Management games are relevant mainly to business organizations. The trainees are grouped into teams representing the top-brass of firms locked in a competition. The groups take decisions which are later analysed by a computer. The trainees receive the benefit of a feed-back on what their decisions would imply during a certain course of time.

The In-basket exercise which is woven around the incoming daily mail of a manager is expected to give the trainees a taste of the various situations which confront a manager in his working day. The manner in which the trainees respond and take decisions are recorded and later analysed for his benefit. Basically, it is looked upon as a device to promote situational judgement, social sensitivity and "willingness and to make a decision and take action".  

We next have the knowledge-based methods in which the trainees are exposed to concepts and fundamentals. This is done through lectures, seminars, workshops, audio-visual aids, group discussions and programmes at educational institutions. The objective is to create an awareness of the quantum of knowledge that is to be absorbed by an individual employee if he is to give his best to the organization.

Experiential methods lay stress on achievement through group dynamics. Here, individuals "talk about themselves and others, and by mutually supportive roles, generate greater understanding and skills in interpersonal competence."  

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23 Flippo, p.187.
24 Monappa and Saiyadin, p.150.
4.6. Organization for Training: Even the most well-thought-out and sophisticated training programme cannot succeed unless it has the infrastructure of a sound well-defined organization meant exclusively for its implementation. This is a lesson which several firms in the private sector have learnt after years of muddling. Government establishments have also realised the advantages of a wholetime outfit intended solely to look after matters pertaining to the conduct and evaluation of training courses. The experience of private industry is further that it is more economical to organize in-house programmes rather than send their personnel to courses run by outside agencies. This also fortifies the argument that it is expedient for any organization to devise a sound and elaborate training machinery. This is particularly true of the bigger ones which would need to train a large number of employees from time to time. While it is preposterous to lay down any particular design for a training unit, each organization could take a decision after due regard to the number of personnel to be trained, the type of programmes planned and the quantum of resources made available for training purposes.

The administration of training calls for distinct qualities of a willingness to learn and teach as also single-mindedness of purpose. It is not every employee who possesses these. Hence, the choice of personnel to man a training outfit will have to be carefully made. This is a situation not readily understood by managers in private and
public establishments. It is because of this that in a few organizations we find that training tasks are entrusted to personnel who are considered unfit for other items of work and who are invariably a disgruntled lot. Management experts spurn this practice and are at pains to highlight the need for choosing the right type of personnel to man training positions. As has already been seen, this is an area in which police forces have to be wary if training programmes have to fulfil their objectives.

4.7. Evaluation of Training Programmes: Management Science places considerable emphasis on the evaluation of development programmes. This is basically a process of obtaining information aimed at helping an organization to get the following issues clarified: 25

i. Whether any changes are called for in existing programmes so as to bring them in tune with the organizational requirements; and

ii. Whether the results achieved through training justify the resources expended and if not, whether they could be fruitfully diverted to any other activity.

There are several methods available for evaluating a training programme. A popular but not so effective method

is the 'measurement' of the group at the end of training. Possibly, a little more accurate is an evaluation of the group both prior to and after training. Flippo advocates a post-post research programme that seeks to measure training impact through a study of trainees six months or a year after the completion of the programme.  

The first step in a project to evaluate the impact of training is to be clear about the areas of training which need an assessment. Next would be an agreement on the specific methods to be employed for gathering pertinent data. Finally comes the tabulation of the particulars obtained and their analysis and interpretation. This drill will have to be entrusted to a team of experts who have a clear knowledge of the organization, its culture and its objectives. This will have to be a full-time job to be undertaken without the distraction of routine chores.

26 Flippo, p.197.

27 Monappa and Saiyadin, p.155.
V. Application of Management Concepts to Police Training

5.1. Background: From their embryonic stage, police training programmes have grown in number and enlarged in their content. There is now generally a greater consciousness among the police leadership and the community at large that purposeful training is an essential activity which contributes to improved performance and better conduct by the average policeman. Nevertheless, several Commissions appointed in India and elsewhere have found it necessary to be critical of the existing training arrangements and to demand immediate reforms to cope with the enormous complexity of police work in the present day and take advantage of the impressive strides made by Management Science. It will be the endeavour of this part to formulate a few recommendations how police planners can utilize recent developments in the realm of Management Science in an attempt to make training more meaningful than it is now.

5.2. Application of Thayer and McGhee Model: A basic criticism of police training programmes has been that these have not been re-oriented to the changed role of the Police. Specifically, the complaint has been that police personnel, both prior to entry and during service, have not been made sufficiently conscious of the fact that their relations with the community at large are more important than the discharge of other responsibilities such as preservation of
peace and detection of crime, although strictly speaking, the latter cannot be viewed in isolation from the public. The point that is sought to be made here is that the policeman, particularly the one at the lower levels, should conduct himself in such a way that he readily wins the community's approval. Observers of the system regard this as the most important aspect of police work which should be highlighted during training and that an attempt should be made to inculcate in police personnel the appropriate attitude towards the community. It is here that Management Science's belief that the starting point of a personnel development programme is the identification of training needs with the aid of a variety of sources gains relevance. The plea of Thayer and McGhee that regular organizational, task, and man analyses should be conducted for this purpose has been taken note of by various Commissions. But the analyses done by them have not wholly been related to training needs of police personnel. Further, these have been exercises done only when a reform body is set up and are not undertaken by a Force at regular intervals. The dynamics of the environment in which the police function render it necessary that this task is taken up more often, at least once a year.

In this context, whatever has been stated in Chapters VI and VII on 'Planning' and 'Staffing' respectively, is of significance. Planning for personnel and suitably placing the latter at different points in the organization cannot be done in a vacuum. These would have to be preceded
by solid data obtained from an analytical evaluation of the various pressures which operate on the organization in question. The three kinds of analyses referred to by Thayer and McGhee are a useful tool in obtaining such information. Haphazard and ad hoc analysis done at irregular intervals will not carry an organization such as the Police forward. The task calls for institutionalisation. In specific terms, every modern police force requires an expert body that would undertake these analyses on a continuous basis. This is what has been recommended in Chapter VI. The Directorate of Personnel mentioned therein should be invested also with the responsibility for studying the changing needs of police personnel for self-development which alone would enable them to discharge their duties effectively.

In the case of the Police, perhaps the most important is the 'man analysis'. This is because police forces, especially those in India, are man-intensive and personnel behaviour at lower levels has had a lot to do with the poor image of the Police as a whole in this country. Further, we have a number of Central police forces which, unlike their counterparts in the USA, are highly heterogeneous comprising men from different regions of the country who react differently to day-to-day situations. We also now have the phenomenon of a number of educated young men coming into the Forces. Their aspirations and attitudes are vastly different from those who entered service a decade or two ago and with whom they have to work in close contact. Specialist
cells in Forces, by whatever names they may be called, would, therefore, have to acquire expertise in undertaking 'man analysis'. Whenever necessary, particularly in the matter of conducting interviews with various levels of personnel which such an analysis envisages, the services of Management Consultants will have to be requisitioned.

5.3. Improvement of Training Techniques: Modern Management Science and practices throw up quite a few innovations with a view to sharpening training techniques. Police organizations steeped in traditional methods but working in a modern environment need to take cognizance of these. In Part IV, we have already seen that training methods can be broadly divided into three categories:

i. simulation;

ii. knowledge-based; and

iii. experiential.

While each of these has a role to play in police training, in the opinion of this Researcher, simulation methods are of utmost importance to the average trainee. Knowledge-based methods are already in vogue in police training institutions. Lectures dominate the daily routine of recruits and those attending in-service training. Lately, seminars, group discussions and audio-visual aids are also being resorted to in a larger measure. Experiential methods which emphasize fulfilling a task through group work, have perhaps received a little less attention. But they are of limited value in an organization such as the Police which is highly
hierarchical and where unquestioned obedience to one's superior is deified. Hence a police trainer would rightly give the greatest attention to simulation methods.

5.4. Greater Use of Simulation Methods: As already seen, simulation methods comprise role-play, case-study, Management games and in-basket exercises. Except the Management games (which are essentially applicable to a commercial enterprise), the other three can be used in police training institutions.

Role-play method is perhaps the most effective to train recruits how to handle a situation in the field. This is being employed already in police training establishments but unfortunately only to a limited extent. For instance, at the District Armed Reserve, new entrants to the Constabulary are regularly put on a mob control exercise. In this case, a few of the policemen themselves play the role of a furious mob confronting the Police and threatening to indulge in violence. The trainees are made to go through a drill on how to disperse the 'mob' after administering the legally prescribed warning. They are also told of what to do if the 'mob' refuses to disperse. This exercise, if taken seriously, prepares police personnel to face a crisis situation.

This Researcher's plea is that resort to simulation methods should be on a larger scale. The areas of crime investigation and public relations where there is constant criticism of police methods and conduct, offer a fertile
ground for the extension of 'simulation'. The situation related to items of work such as examination of a scene of crime to unearth scientific clues, interrogation of suspects, receiving members of the public at a Police Station and responding to their requests, personal security of high personages, etc., can be easily simulated for the benefit of the trainees. The trainer should carefully observe a group of trainers put on above exercises and point out their mistakes. While the exercises may be offered in their simplest forms for recruits, a slightly complicated version can be posed to those undergoing in-service training. A continuous effort can be made to make the method more and more sophisticated and subtle in its details.

This Researcher is aware that the case-study method is in vogue in many police training schools. But it has not become really popular and hence no extensive use is being made. Many enterprising heads of police training establishments have made a genuine effort to build up an album of real cases handled by the Police in the past. But such efforts have not met with enough success mainly because of the lack of enthusiasm on the part of field units to feed the training college/school with sufficient data. This is unfortunate because the case-study method can really help police officers to learn from the past. By presenting to trainees factual details of a past sensational case and asking them how they would have reacted to the situation posed by that case, the trainer can really develop among trainees an ability for original thinking and a capacity for innovation. This
Researcher would plead for intensified effort on the part of the police leadership to impress upon the second-line superior staff, viz., Deputy Inspectors-General and Superintendents of Police, that they have an active role to play in building records of training institutions so that the case-study method becomes really popular.

It would also be useful for Range Deputy Inspectors-General to hold a training seminar once in a quarter at which the case-study method can be used as a tool to sharpen the ability for crime investigation of personnel at the level of Sub-Inspector and Inspector. This does not require any extraordinary effort or resources. Such a seminar can be held at a District Headquarters at a time when officers are there for the monthly meeting convened by the Superintendent of Police to review crime and allied matters.

5.5. Incentives: A principal concern of 'Personnel Management' as it has evolved during the past two or three decades has been how to motivate employees into greater performance. In this process, Management theory highlights the role of incentives as a means to induce personnel to strive towards higher professional excellence. The area of police training has unfortunately not taken cognisance of this in a big way. Neither trainees nor trainers have really any attractive incentive to urge them aim at scales of performance. A few training institutions no doubt have the practice of awarding prizes to those trainees who acquit themselves creditably in examinations/tests held at the end of a programme.
These are only a few in number which would go to two or three trainees in each batch. There is hardly any incentive for the rest of the lot to make their presence felt. Worse is the case of Instructors whose performance is hardly rated, with a view to recognizing their talent or the lack of it. More important is the fact that the position of Instructor in police training establishments does not carry perquisites which are substantial and would nearly compensate for the loss of privileges that a police force normally offers in the field. Hence the reluctance of many bright police officers with rich experience to offer themselves for jobs in training colleges/schools. This is a distressing situation which has told on the quality of training imparted.

In this context, the National Police Commission (1977) did quite well in coming out with a few recommendations which this Researcher wholly endorses as measures in the right direction. The reference here is to the suggestion that each Police Training Academy be declared as a Centre of Education in Police Sciences which would award Diploma/Certificates of Merit at the end of each course. This will be a real incentive for all trainees and will be a definite improvement over the present practice of giving prizes to just two or three trainees who do better than others in examinations. This would be particularly welcome to the Constabulary promoted as Sub-Inspectors and may enable them to compete for promotion to the Indian Police Service against the quota reserved for State Police Service Officers. The Commission's further
suggestion that a national-level special course for Station House Officers be conducted by the National Police Academy and a cash award and merit certificate be given to those securing 50% or more marks at the examination to be held towards the end of the Course is another arrangement by which it can be ensured that police personnel at lower levels look forward to a training programme rather than avoid it. A decision to the effect that performance at one or more prescribed training programmes for each level would be a major criterion for promotion to the next level would also go a long way in ensuring that training is looked upon with all the seriousness it deserves.

The CPT recommended that Instructors should be offered a substantial special pay and subsidised accommodation as incentives. This is now being done in most of the institutions. The Researcher would go a step further in recommending that there should be separate quotas for Instructors in the matter of promotion and in the award of Police Medals both at the State and National levels. A further scheme of deputing them to foreign institutions to sharpen their skills should also be devised. Cumulatively, all these would ensure that real talent is attracted to man teaching positions in training establishments.

5.6. Teaching of Other Skills: As has already been said, 'Personnel Development' contemplates an arrangement by which employees are enabled to acquire an all-round personality. This would mean that every member of a Force is
not only a competent police professional but is one who is equipped to play his role as an articulate member of the community at large. This requires him to be up-to-date in his knowledge of men and matters and keep himself abreast of developments around him in the realms of every-day science and technology, public administration, social development, religion etc. This is a tall order if one reckons the fact that an average policeman has very little spare time in which to apply his mind to non-professional matters. This is in fact the bane of police personnel and the cause for other professionals looking down upon them as ill-informed individuals.

This Researcher's plea is that a system whereby every member of the Force is exposed to information pertaining to happenings around him should be woven into personnel development programmes. This is best facilitated through periodical short lectures at Police Station/Armed Reserve premises by academicians and practising managers from various disciplines. Another avenue would be newsletters written in simple catchy style containing basic information on developments in the international and national political scene and in areas of science, sociology, sports etc. Earnest efforts along these lines would go a long way in improving the image of the average policeman as also keep him in a perpetual state of mental alertness.

It is the further responsibility of an employer that every employee is helped to acquire a new skill that
would stand him in good stead when he leaves the organiza-
tion in order to find a post retirement/resignation avocation.
It has been the experience of even senior officers of the
Indian Police Service that after retirement from the Service,
their rating in the employment market is very low, compared
to their counterparts in the Indian Administrative Service.
The plight of subordinate police personnel is worse. Except
for menial, low-paid security jobs, they are unable to secure
any attractive employment. This is a distressing situation.

This Researcher would, therefore, plead that every
police force should initiate steps that would facilitate its
members developing fair knowledge, if not expertise, in a
field that would enable them to secure a decent post-retire-
ment job or provide a basis for self-employment. The teach-
ing of a foreign language as also elements of Management
including Public Relations and Tourism, would be one of
the avenues. Similarly, helping personnel to acquire
proficiency in automobile driving and in the trades of
motor mechanism, electrical wiring and maintenance, carpentry,
etc., would particularly work to the advantage of many
subordinate personnel. Some of the recruit training courses
include instruction in First Aid. In-service training can
improve on this and enable police personnel to develop a
knowledge of basic medicine so that subordinate police
personnel can find suitable post-retirement employment under
private medical practitioners or can become para-medical
attendants in areas where such a system is encouraged. These
are only stray thoughts which can be improved upon a great
deal by managers aiming at an enlargement of personnel
development programmes.

5.7. Training of Trainers: These are days of increasing specialisation and professional excellence. Thanks to developments in the discipline of Management, training has become an area of precision and sophistication. It is logical, therefore, that tasks pertaining to training are entrusted to individuals who are well equipped to perform them. This calls not only for the right choice of trainers but demands calculated efforts to teach them the finer aspects of training. The CPT rightly took cognizance of this and recommended the institution of a 3-month Course for personnel selected to be Instructors at training institutions. It prescribed a comprehensive syllabus for this Course. In pursuance of this recommendation, the National Police Academy, Hyderabad has initiated such a course and has also appointed a Deputy Director solely for this purpose. It is, however, a matter for lament that the importance of this Course has not yet been fully realised, particularly by the State Police Forces. No great interest has also been evinced in exploring whether such a Course could be organized at the State level. In the opinion of this Researcher, this is an unsatisfactory situation. It is his plea that the Government of India and the State governments, in collaboration with the National Police Academy, should take steps to ensure better appreciation of the importance of shaping training staff as also the devising of Courses meant exclusively for this purpose. There is a need for larger numbers to be so trained and to expose them at frequent intervals, say once in three years, to such
a programme so that they are in a position to step in whenever massive recruitment takes place to meet emergencies. Unless this is done, it is inevitable that any number of untrained or ill-trained recruits will be thrown into the field, naturally with disastrous consequences.

5.8. Evaluation: As has been stated in the preceding part, if training has to really serve its purpose, there is a need to constantly check on the validity and utility of programmes. The objective should be to bring about changes if existing methods of training have not brought about the desired results, in terms of organization efficiency and positive attitudes of those trained. Management Science has been able to evolve a few methods whereby it is possible to evaluate the effectiveness of a training Course. Unfortunately, this is an area where police personnel managers have not done genuine work. There has actually been no evidence of interest in evolving an arrangement whereby the utility of police training methods can be measured. This apathy possibly explains why there has been no great change in police training techniques for a number of years. This is in spite of the fact that there has lately been an awareness that Modern Management Science principles have a few valuable lessons to offer. The semblance of an effort made now to judge the impact of a training programme takes the form of short reports which trainees and training officers are required to file at the end of a Course. (Appendix VIII is a proforma in which the Deputy Superintendent attached
to the Police Training College, Madras evaluates the impact of an In-Service Programme. Such reports more often than not give superficial impressions and are invariably not put to any real use.

It is this Researcher's plea that police personnel management will greatly benefit by drawing on techniques now available for conducting a fairly accurate evaluation of the impact of training programmes. It is conceded that this process brims with a number of practical difficulties. This is because of the large numbers involved in a Force and the preoccupation of supervisory levels with their day-to-day chores. Even if a specialised body is available, it cannot undertake research in the area without the cooperation of supervisors. Giving due allowance to this difficulty, one can still make a small beginning towards evaluation.

It is suggested that the area of training in Public Relations will be ideal for this purpose. To start with, the training unit of the Directorate of Personnel may conduct a short survey among a cross-section of the population in an essentially urban centre on how the local Police Station staff conduct themselves vis-à-vis the public. This may be followed by the entire staff of that Police Station being exposed to a short course on Public Relations. The Directorate of Personnel may assess public opinion on the same group of policemen after a period of one month. This may be followed by similar surveys at periodic intervals spread over a year. The findings of the surveys so conducted should give
more than an idea of the impact of training in Public Relations imparted to this particular group. A similar exercise may be done in respect of crime investigation, traffic enforcement, handling of juvenile delinquents etc., which are areas where performance and the outcome of training can be more easily measured than other items of police work. These efforts can succeed only with the assistance of supervisory officers who need to be trained, and who have to be made conscious of the need for evaluating the effectiveness of training programmes.

5.9. Organization: The CPT laid down that every State should have three types of institutions to impart training to all ranks. These would be:

i. a college for training Sub-Inspectors, Inspectors and Deputy Superintendents of Police;

ii. a school for training Constables and Head Constables;

and

iii. a centre for training Armed Police personnel.

This recommendation has been implemented by almost all the States and this arrangement is working satisfactorily. These institutions come under the control of a Deputy Inspector-General of Police (Training) who gives direction to and monitors the conduct of training programmes. A lacuna in the present set-up is that this functionary has no staff support apart from those manning the above training institutions. As a result, he is unable to undertake any objective
analysis of the performance of training personnel. This situ­
tion can be remedied by providing a small nucleus of staff to
this Deputy Inspector-General.

At the national level, there is a Director of Training
under the Bureau of Police Research and Development who is
expected to provide guidance to training efforts in all police
forces in the country. It is the consensus of officers in
the States that this Directorate has not made much of an im­
pact. This is possibly because it has lacked the authority
and a spread-out which it so richly deserves. It is the
opinion of this Researcher that by strengthening this Directo­
rare, particularly by creating a unit for each zone of States
if not for every State, the organization of police training
in the country can be placed on a firmer footing.
A modern organization should not only have a sound recruitment policy but it should follow this up with a well devised personnel development programme in order to fulfil its objectives. Such a programme will have to serve the twin purposes of sharpening the professional skill of employees as also widening their general knowledge and comprehension of the environment in which they work. Modern Management Science has lent considerable strength and sophistication to the theory of "Personnel Development". Consequently, the training concept and training techniques have acquired remarkable credibility. Private industry has taken advantage of this in a big way. Government organizations have been a little slower, although there are indications that the original total cynicism has yielded place to a new interest in training. The value of good training to police forces cannot be overemphasized. The requirements of a high level of discipline and professionalism emphasize the need for making police personnel development programmes comprehensive and well adapted to the changing role of the Police in society. Although police training institutions in different parts of the world made
their appearance even towards the close of the last century, it is only during the past two or three decades that the concept of training has really gained ground. There is now a boom in police training programmes. In India, the recommendations of the Committee of Police Training (1973) and the National Police Commission (1977) have sought to give new perspectives to police training. While these are by no means exhaustive, their implementation would go a long way in adding to the effectiveness of police training. Greater use of new techniques advocated by modern Management Science as also the emphasis on evaluation and a good organization for training would also considerably strengthen police training practices. Apart from professional education, personnel development calls for the imparting of general knowledge and helping police personnel to learn new skills which would benefit them after they leave the Force.