CHAPTER IX

Enhancing the Quality of Police Worklife

1.1. The Problem: As we saw in Chapters VII and VIII, the evolving of a pragmatic and sound staffing policy and the framing of a comprehensive personnel development programme are essential parts of the charter of a police personnel manager. A task of the same magnitude that confronts him is the one of providing the average policeman a range of duties from which the latter can derive personal satisfaction. "Unless every member of a Force enjoys the work that is assigned to him, he will not be motivated to strive towards professional excellence. The situation throws up many issues relevant to the repeated public criticism of poor police performance and the average policeman's own complaint that his work is a drudgery. This chapter would examine the technique of 'Job Enrichment' as one way of improving the quality of a policeman's work-life through bringing about a higher level of motivation.

1.2. Theories of Motivation: Broadly speaking, motivation deals with the question why humans behave as they do. It tries to explore and identify conditions which alone induce an employee to perform better and better. In the history of Management Science, one finds various schools of thought on how employees can be motivated into giving their best to the organization they work for. First came the Scientific Management School headed by Frederick W. Taylor (1911)
which took the position that workers could respond with their best effort if material rewards were closely related to work achievements. In the Thirties, the Classical Administrative School opined that, although human beings were economically motivated, it was the whole organization, rather than the shop-level or an individual production unit, that should receive major attention. The Human Relations School made its entry in the late Forties and early Fifties. It believed that there was a relationship between organization structure, work and the social needs of workers. Pioneering work in the field was done by Elton Mayo and his followers who conducted a sixteen year-long study, (1923-39) in the Hawthorne Plant of the Western Electric Company. Since then many research surveys on the influence of the social environment on the behaviour of workers have been carried out.¹

Since the middle Fifties, the field has been dominated by the Behavioural Scientists and the Human Relations School. They believe that man is guided also by motives other than economic and social wants. First we had the views of Maslow (1954) who referred to the hierarchy of needs which every human being had. These stretched from the more basic

¹R.K. Raghavan et al., "Motivation and Morale in the Public Services in India", A Literature Survey conducted at the Administrative Staff College of India, Hyderabad, (1978), p.3.
psychological, safety and belongingness needs to the higher needs for esteem and self-actualisation. He believed that when a man's basic urge for food, shelter, a job and companionship is met, he is motivated to seek fulfilment of his higher needs. It is not unreasonable to believe that many of today's workers are more articulate than their predecessors of yesteryears and are therefore seeking satisfaction of their higher needs through challenging and interesting work which requires creativity and research and personal growth.\(^2\)

The views of Maslow were almost totally opposed by Frederick Herzberg who stated (1959) that the former's formulation had led many people to believe that the worker could never be satisfied with his job. He asked "How are you going to solve the dilemma of trying to motivate workers who have a continual revolving set of needs?" Herzberg believed that job satisfaction and dissatisfaction were not the opposite ends of a single continuum but were actual independent dimensions. Extrinsic or job content factors such as organization policy, incompetent technical supervision and salary, perhaps lead to dissatisfaction. This could be reduced by improving policy and through better supervisory training and human relations training. This might prevent dissatisfaction but would not bring about job satisfaction. For this to be achieved, intrinsic job content factors which bring about a

\(^2\) R.K. Raghavan et al., pp.3-4.
sense of self-fulfilment and personal growth should be provided. The employee must detect in his tasks an opportunity for achievement, recognition, a feeling of doing interesting and important work, responsibility and scope for advancement. Dissatisfaction therefore flows from 'job context', while satisfaction from job content and this produces maturity and efficiency.  

1.3. Police Job Satisfaction Studies in the U.K: The above recital of the views of various Management scientists on how to improve and sustain employee motivation is quite relevant to the Police. Any number of studies have revealed that the low motivation of a majority of subordinate police staff is due not only to their poor service conditions, but to the kind of work they are expected to perform. According to a study conducted in the U.K., the degree of job satisfaction that is perceived among policemen is on par with that seen in skilled craftsmen. But their rating is definitely lower than that of professionals. Another study which addressed itself to the 'prestige ranking' of various occupations - a factor that is closely linked to employee motivation - arrived at almost similar conclusions and tagged policemen on to a Clerk.

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3 R.K. Raghavan et al., pp. 4.


An investigation done in a U.K police force about five years ago came out with interesting conclusions. It believed that at least one third of the Force were dissatisfied with their jobs. While most of the duties were considered necessary and not so disagreeable, there was perceptible dislike of items such as domestic disputes, traffic control, handling of dead bodies. As one of the respondents put it: "We are the nation's scavengers, the clearer-uppers of mess basically." Further, about 59% of the Force had sometime in their career thought of resigning. 15% of these men contemplated such a course of action because of what they considered as the degree of boredom and lack of scope for initiative in police work.

1.4. Study by National Police Academy: A survey conducted in 1974 by the National Police Academy (previously located in Mount Abu and now in Hyderabad) analysed the attitudes of subordinate policemen towards their work. While 40.5% of the personnel interviewed (who included 9 Inspectors, 45 Sub-Inspectors, 51 Assistant Sub-Inspectors and Head Constables and 95 Constables) stated that their work gave them a feeling of accomplishment, 46% felt that it did so only to a limited extent. 13.5% felt that it did not give them any satisfaction at all. To another question, 44.9% stated that there was hardly any opportunity to work according to one's liking. Most significant was that 47% of the respondents were of the

Robert Reiner, pp.174-82.
view that they had become less enthusiastic about their work than when they entered the department. 7

1.5. **Researcher's Surveys**: Quite a few subsequent surveys have also revealed job satisfaction as an area where there is scope for thought and action so that police tasks are rendered more interesting. A survey (1981) on working conditions conducted as a part of this study and addressed to a few subordinate police personnel of Tamil Nadu, tried to elicit the views of the samples on what they thought of their work. While 136 of the 370 samples questioned (i.e. 36.7%) described their work interesting, 133 (35.9%) expressed that their work was partly interesting and partly dull; 54 (14.5%) of the respondents were positive that their work was almost totally uninteresting. This would mean that at least 50% of those who took part in this study held the view that their work was not always interesting. This Researcher conducted another survey (1981) specifically on the subject of job satisfaction and addressed it to the ranks of Deputy Superintendent, Inspector, Sub-Inspector and the Constabulary working in both rural and urban areas. The findings of this survey were:

a. 20% of the samples liked the work they were doing only a little and 2% not at all.

b. 40% derived only a little satisfaction and 10% none at all, from their work.

c. 70% believed that they enjoyed only a little independence and 20% none at all, in taking

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their own decisions with regard to problems arising in their day-to-day work.

d. 60% were of the view that the supervisor's control over their work was optimum. 20% however complained of excessive control.

e. While 25% considered their superiors to be appreciative of the good work turned out by them, 53% found praise of their performance inadequate. The rest (22%) were categorical that their superiors did not at all laud their good work.

f. Only 27% were satisfied with the status accorded to them in society.

g. 33% were categorical that they would not advise their friends to join the Police.

h. 97% of the samples considered their work to be of great importance to society.

Subsequently, this Researcher talked to a cross-section of the ranks of Deputy Superintendent, Inspector, Sub-Inspector and Constabulary on what they considered the most monotonous aspects of their work. The following were items of routine identified by each of these ranks as dull and tedious:

a. Deputy Superintendents:
   i. Inspections.
   ii. Village visiting.
   iii. Checking of patrolmen and guard personnel.

b. Inspectors:
   i. Inspections.
   ii. Village visiting.
   iii. Checking of patrolmen and guard personnel.
iv. Preparation of periodical reports to the Superintendent of Police.


c. Sub-Inspectors:

i. Check of bad characters and arms licences.

ii. Maintenance of Station records.

iii. Holding of inquests.

iv. Security of visiting personages.

v. Court attendance.


d. Constabulary:

i. Sentry duty at the Station and sub-jail.

ii. Escort of prisoners.

iii. Route-lining during visits of important personages.

iv. Night patrol.


The above items are an important part of police routine. When these themselves are considered a drudgery, one can understand the magnitude of the task facing a person undertaking a redesign of jobs in a police force.

1.6. Situation in Police Stations: It is this Researcher's personal experience that in ill-administered Police Stations there is often a complaint from the Constables that there is no fair and equitable allocation of duties. Specifically, there is the charge that favouritism is displayed by the Sub-Inspector and the Station Writer in work distribution. They allocate work in such a way that the more monotonous and tiring chores are repeatedly given to some of the Constabulary.
while the less responsible and less energy-sapping items are given to their favourites. This is why inspecting supervisory officers normally look into the Duty Roster to satisfy themselves that such favouritism does not operate. Of course, the scope for such unfair allocation of duties is diminishing because of the more educated and aggressive Constabulary coming into the Force and the ushering in of Police Unions which are likely to take up blatant acts of discrimination. The point that is sought to be made here is that a fair rotation of tasks somewhat reduces the tedium of a Constable's routine.

1.7. **Action:** While the above is a negative way of looking at the problem, we should explore whether anything positive can be done to make police routine a little more interesting and challenging. It is in pursuance of this endeavour that the concept of 'Job Enrichment' would be delineated in this chapter.

II. The Theory of Job Enrichment

2.1. **Definition:** Job enrichment is an attempt to "build into jobs a higher sense of challenge, improvement and achievement".\(^8\) It can also be defined as "the re-design of a job to include tasks and activities that promote the psychological involvement of the workers in the job itself".\(^9\)

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\(^8\) Koontz et. al., p.649.

It is possible to view job enrichment as a step beyond job enlargement which attempts to bestow on workers just a greater variety of duties. In enrichment, motivation is actively promoted. "Because motivation is increased, the work performance should also improve, thus providing both, a more human job and a more productive job."10 Basically, the objective is one of designing work in such a way that its content helps to fulfil individual needs without prejudice to the attainment of organizational goals. This forms part of a manager's crucial role.

2.2. **How to enrich a Job:** While this can be achieved by giving the needed variety to a function, a job can be enriched in several other ways. These are:11

1. **providing each worker a 'whole job' that has a definable end product which would also permit latitude with regard to targets, work methods, order of performance of individual tasks, etc.,**

2. **re-designing work in such a way that each group of workers is provided an identifiable unit of work and is also given the authority and discretion required for completing that unit of work;**

3. **reducing or changing the level of supervision so that supervision becomes "supportive,**

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concentrating on advising work groups on how to achieve their targets rather than exercising close control;
iv. permitting discretion over speed of work;
and
v. providing a prompt feedback on performance.

The implications of these processes are that, an active encouragement of interaction between workers giving them a feeling of personal responsibility for the tasks assigned to them, and promoting a thought process that would apply itself to the problems of work environment, would all considerably activate worker interest in his job.12

(A 1973 study of the US Department of Health, Education and Welfare which looked into worker attitudes and the quality of work life concluded that a major cause of dissatisfaction of workers was the nature of their work and that blue-collar workers could be expected to work harder if their jobs were enriched and expanded so as to give them greater control over their work and freedom from their supervisor.13)

2.3. Components of an Enriched Job: The starting point of the programme would be the identification of the components of a truly enriched job. Basically such a job could be broken into 'five core dimensions'. These are: variety,

12 Koontz et al., p.649.
task identity, task significance, autonomy and feedback.\textsuperscript{14}
The effort should be to provide all these dimensions in sufficient measure so that in none of these areas is a worker 'psychologically deprived'.\textsuperscript{15}

Each of the above five components would imply the following:\textsuperscript{16}

1. \textbf{Variety} is that element that permits the performance of the many operations involved in a job adopting varying procedures. "Jobs that are high in variety are seen by employees as more challenging because they are required to use a range of skills ... relieve monotony that develops from any repetitive function."

ii. \textbf{Task identity} is that dimension which provides the opportunity to a worker to do a whole piece of the work. This is looked upon as a welcome departure from the accent on specialization deified by the Scientific Management School because the sense of fulfilment that flows from the completion of an identifiable piece of work is hard to exaggerate.

iii. \textbf{Task significance} is a component that connotes the perception by each worker of how important his functions are vis-a-vis others. It is an indirect measure of the impact of one's role and performance on the organization or


\textsuperscript{15} Keith Davis, p.238.

\textsuperscript{16} Ibid., pp.238-39.
community that he serves. The idea is that each worker should be made to believe that what he is doing is something important to others.

iv. Autonomy is the measure of freedom that an employee enjoys in arranging or regulating his affairs within the organization. Many studies, including the one conducted by the National Science Foundation of U.S.A. in the '70s, have revealed that such an area of discretion is the sine qua non for the building up of a sense of responsibility and a positive attitude to work. Flexible working hours and individual goal-setting as envisaged by the Management by Objectives (MBO) programme are cited as ways of introducing autonomy in an employee's workaday life.

v. All the above core dimensions would prove meaningless unless an employee is told how well he is performing in his job and what his shortcomings are. The process of communicating such vital information to every employee is often referred to as feedback. The communication could preferably be written and should stick to a convenient periodicity, say once a week or a fortnight.

2.4. The Enrichment Process: An organization that sets itself the task of enriching jobs should devote enough time to breaking down each job to evaluate how it rates in respect of each core dimension. It is needless to say that, here, the views of each employee count most. A Job Diagnosis Survey on the basis of a questionnaire is definitely
called for. It would be appropriate thereafter to devise a scale for each dimension and assign a rating (based on employee reaction) on that scale for the job under analysis. For instance, if the scale runs from one to ten, task identity may be given 4 and task significance 3. This would enable an evaluation of the strengths and weaknesses of each job and an appreciation of the need for enrichment. A comparative study of jobs is possible by drawing up a Profile Chart as in Appendix IX.

2.5. The Advantages: A few of these are:

i. A basic aspect of today's world is that the average worker is more often than not better educated than his predecessor and therefore expects a lot from his job. Job enrichment succeeds to some extent in fulfilling such expectation.

ii. The facility of working at one's own pace which job enrichment permits to an extent invariably lessens physical and emotional problems.

iii. The introduction of a considerable degree of discretion without diluting the responsibility leads to a reduction in the number of supervisors.

iv. A reduction in absenteeism and an improvement in the quality of work are discernible following a well administered enrichment programme.

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A number of managers claim that job enrichment has led to greater productivity. In the U.S.A, an enrichment project was initiated in a private organization with one group ('achieving unit') having its job enriched, among others, by the following measures:

a. removing some controls without prejudice to accountability;

b. granting extra authority to every employee in the group;

c. making periodic reports directly available to the worker himself and not to the supervisor; and

d. providing new and relatively difficult tasks not done before.

A 'control group' continued to do its work without the above changes. It was found that, at the end of six months, the members of the 'achieving unit' outperformed the former. In addition, they displayed a pronounced increase in the liking for their assignment. Also, this group reported lower absenteeism.18

III. Enrichment of Police Jobs

3.1. Background: According to James A. Conser, the technique of job enrichment could become quite germane to police administration if only "administrators can overcome the blind adherence to traditional, functional departmentalisation." The application of such a programme to the Police more than any other organization is no doubt difficult on many scores, chief of which is that police performance can rarely be quantified and a majority of the Forces are subordinate personnel who do not perform tasks of any great skill. This does not, however, prejudice its consideration as one means of promoting employee satisfaction and therefore their motivation.

3.2. Changing Nature of Police Tasks: Traditionally, the Police have been looked upon as an agency to maintain law and order in the community and to prevent and detect crime. This is a rather broad definition of their role. In spite of the many changes that have taken place in the social structure, this holds good even now. Within the confines of such a definition however, the range of Police duties has enlarged considerably. The original accent on crime prevention and detection has yielded place to a definite demand of service to individual members of the community in a variety

of emergent situations. Ever so many surveys have revealed that nearly 80 to 90% of the calls received from the public in a Police Station relate to miscellaneous non-crime work such as request for help to intervene in a domestic dispute, to drive away an animal causing scare, locate a missing child, etc. This is relevant particularly to subordinate personnel of the rank of Inspector downwards to whom requests for help of this sort are directly made by members of the public. The other ranks, i.e., those above an Inspector and upto that of a Deputy Inspector-General, normally perform work relating to situations of greater importance. These can be broadly categorised into two, viz., personal handling of a grave civil disturbance where there is already a breach of the peace or a reasonable apprehension thereof, and supervision of investigation into a sensational crime. The two levels above, viz., Director-General and Inspector-General, are genuinely supervisory positions whose responsibility is one of remote guidance to officers in the field and maintaining liaison with the Government.

3.3 Analysis of Jobs in Tamil Nadu Police: In order to examine the need for and the feasibility of extending the concept of job enrichment to police personnel, this Researcher undertook an analysis of the content of jobs in the Tamil Nadu Police and rendered it into a table which is given in Appendix X. He thereafter proceeded to assign enrichment ratings to each job as in Appendix XI. Wherever possible,
the ratings were arrived at on the basis of observation or from the results of a survey of opinion conducted among different levels of personnel or after personal interviews with a few of them. The findings of the survey could be summarised as below:

a. Officers of the level of Director-General and Inspector-General would rate their jobs fairly high on all the core dimensions although they would be happier with a little more 'autonomy'.

b. Deputy Inspectors-General rate their jobs low in respect of variety and feedback. In addition, those in the field complain of lack of autonomy, while a majority of those in Police Headquarters believe that their jobs are low in terms of task significance.

c. Superintendents of Police in the field and in Headquarters are sore that their situation does not provide for sufficient variety and autonomy.

d. Deputy Superintendents in the field resent the lack of variety and autonomy in their jobs. Other Deputy Superintendents are concerned over the fact that their jobs are poor in terms of autonomy.

e. Inspectors rate their duties rather low in respect of variety and autonomy. In addition, those placed in special units are bitter that their jobs suffer in terms of low task significance as well.

f. Sub-Inspectors in charge of Police Stations rate their jobs high from the point of view of task identity and task significance. They are however critical of a lack of variety and an almost total absence of autonomy. Those in special units (such as Special Branch, Crime Branch, Armed Police,
Railways, Enforcement of Liquor Laws, etc.) believe that their assignments suffer in respect of all the five core dimensions.

g. **Head Constables and Constables** generally rate their duties high in terms of task significance. But they believe that the other four core dimensions are almost totally absent in the tasks assigned to them.

### 3.4. Action Suggested:
We see from the above analysis that except the highest level of Director-General of Police and Inspector-General, the other officers complain that their jobs rate low in terms of one or more of the five core dimensions of an enriched job. There is therefore a case for the application of the concept of job enrichment. It would be the endeavour of this Researcher, from this point onwards, to examine what each of the five dimensions would imply with regard to the police function and thereafter suggest how best the jobs in the Force can be enriched within constraints imposed by the environment in which police personnel function.

### 3.5. Variety:
A complaint that one usually comes across among policemen, particularly those placed in subordinate levels, is that their jobs are drab and monotonous and that there is hardly any variety in them. Appendix X which gives an analysis of the job content of all the positions in Tamil Nadu Police, a typical State Force, would probably endorse this. There is the possibility of only a change of the locale and nothing else, year after year. The characters involved in a situation may vary but the kind of response
that is expected from policemen does not necessarily change. While this is genuine resentment, this Researcher believes that within the constraints imposed by the environment in which police personnel work, there is a small area which offers scope for variety and this should be exploited by a programme that aims at job enrichment.

**Recommendation:** The area of police-public relations has lately received some attention in India. This is in the context of the repeated instances of violent exchanges between the two, even at the slightest provocation and therefore the widening of the chasm that separates them. The accent of the programme that has been drawn up in this connection is on non-situational contacts, i.e., police personnel and the members of the public coming together also in moments of peace in order to share recreational activity. It is in pursuance of this that the Tamil Nadu Police has devised a scheme of Sports Meets on the second Saturday of each month (a Government holiday) in which policemen and the public at the Police Station level take part. This has received a modicum of success in not only improving relationship with the community but has introduced an element of variety into police routine at the lower levels. But this can at best be looked upon as a half-way effort which does not go far enough to making the exercise really meaningful. The periodicity of the meet is too low to make a lasting impression.

This Researcher would advocate the active encouragement of every individual policeman mingling with the public
at a personal level during the discharge of his duties. The breaking of the barrier between the two should pave the way for an informal relationship based on equality. At present this is frowned upon and any close ties are viewed with suspicion. This calls for a change in attitude on the part of the government and the top brass. The plea is for a relaxation of the rules of conduct that place a premium on aloofness in the name of neutrality. Any acceptance of private hospitality that does not compromise a policeman in his work should not be resented. This is one sure way of promoting the needed variety in police routine. The benefit of increased motivation is likely to outweigh the evil of a possible abuse of one's position, particularly by those in the lower rungs of the police hierarchy.

Investigation of crime is an important aspect of police routine. The task is a difficult one calling for extreme patience and perseverance. This is why investigation work is generally looked upon with great distaste and is quite often neglected by subordinate levels. The odium that this apathy to an essential part of police responsibility invites from the public cannot be exaggerated. The Press is also highly critical of commissions and omissions by the Police on this front. There is therefore the utmost need to make investigation work more meaningful and satisfying, if not actually enjoyable. The one sure way of doing this is to introduce variety in the tasks related to investigation.
Which are the major tasks involved in conducting investigation?

They are:  

i. registration, i.e., preparing the documents which certify that the Police and the Court have taken cognizance of a complaint made by a member of the public;

ii. visit to the scene of crime;

iii. examination of witnesses;

iv. collection of material evidence;

v. arrest of the suspected accused;

vi. appreciation of the evidence;

vii. obtaining legal opinion;

viii. the filing of a charge-sheet in Court or the dropping of further investigation if adequate evidence is not available to prove the case against the suspected accused or where the identity of the perpetrators of an offence is not known; and

ix. conduct of the prosecution case in Court or assisting the Public Prosecutor, where one is available.

Most of these components which together constitute the work of investigation are regulated by a procedure that is laid down by the basic criminal law of the land or by departmental Codes. Any display of innovation and the search for variety will have to be within the limitations imposed on police personnel by such statutes.
This Researcher is of the opinion that items (iii) and (iv) above, viz., examination of witnesses and collection of material evidence, alone are areas which render themselves suitable for enrichment. These are two aspects of investigation which call for ingenuity and unconventional handling. There are no doubt fetters on the investigating officer. They take the form of legal restraints which help to protect civil liberties by preventing the excessive exercise of police authority. Notwithstanding these, the work of an investigating officer can be enriched by encouraging innovation and enterprise. This first calls for less control and scrutiny from above, a position that may not be readily acceptable to supervisory officials who are always distrustful of their subordinates. This prescription, combined with a well devised training programme that lays emphasis on innovation in investigation methods, should go a long way in building avenues that would ultimately help to enrich the job of an investigator.

This Researcher would specifically recommend the following:

i. Those entrusted with investigation of at least the major crime should have flexible working hours.

ii. They should be equipped with gadgetry that would help relieve them of the tedium of clerical work.

iii. They should be free from an obligation to report on progress each day and the
periodicity should be left to the discretion of the investigation officers or their immediate supervisor.

iv. When a sensational crime that has attracted wide public attention is solved, those officers responsible for the good work should be permitted to receive extensive publicity in the press or other media.

While all the above four courses of action do to some extent exist in practice, there is a need to institutionalise them with a view to enriching jobs.

3.6. Task Identity: This is a concept that is more relevant to a production shop where there are a number of identifiable pieces of work and where each group of employees is made responsible for one of them. The object of such a lucid division of responsibility is to ensure product quality, high productivity and a sense of achievement.

Recommendation: This clear-cut demarcation is difficult in an organization such as the Police where one task overlaps another. But the practice of allocating specific territories to guard during a widespread disturbance of public peace or during a VIP visit, and the distribution of individual items of work during the investigation of a major crime (such as arrest of the accused, location of weapons used in the offence, prevention of a further incident in the area from where the crime had been reported etc.,) may be looked upon as a strategy that aims at giving each member of the Force or a group, a feeling of importance and
a sense of achievement, once the given task is satisfactorily fulfilled. Beyond this, it may not be possible to establish the applicability of 'task identity' to police operations.

3.7. Task Significance: The feeling that one is engaged in an avocation that is important to the community can usually bring in a high level of motivation. This is particularly true of the Police where other motivators are present only in a small measure. The fact that the Police do work that is essential to every segment of the society is universally recognised and this therefore needs to be exploited in an attempt to keep police performance at a satisfactory level.

Any number of attitude surveys conducted among police personnel have revealed that a majority of the latter rate their jobs high in terms of significance to the community. Attention is again drawn to finding (h) of the survey referred to in para 1.5. Further, in response to a questionnaire addressed by this Researcher to I.P.S. officers in different parts of the country, 33% of the samples believed that it was a spirit of service that prompted them to join the service. 11% stated that it was the lure of status and power attached to the office which so influenced them. This is a fair index of the state of feeling among top police officers that they had got into an avocation which had a definite impact on the community. (However, to a question whether they were satisfied that they had realised the objectives which influenced them to join the Service, 20% replied in the negative. This amplifies the point that it is not enough to provide work that
has a high content of task significance but it is necessary also to bring about conditions that are conducive to the practical translation of such content into concrete action in the field.)

**Recommendation:** A programme that is devised for this purpose should comprise two parts. They are: (i) a course of training that would clearly bring out the role of the Police in the community and highlight how valuable a service that the former are rendering. (This, incidentally, is a major recommendation of the Committee on Police Training to which a reference has been made in Chapter VII), and (ii) a series of seminars and public meetings held at periodic intervals that would examine police performance and would not only point out shortcomings but would place on record also their appreciation of the good work turned out by the Police. (There should be a careful choice of persons who would take part in such proceedings so that the Police get the benefit of some responsible and objective analysis of their performance. The Researcher has in mind the type of seminars which were organized all over the country during 1977-78 at the instance of the National Police Commission. He addressed one such seminar and its proceedings as briefly reported by the press may be seen in Appendix XII.) Such a well-orchestrated programme should bring pride into the members of the Force and impress on them that they have a vital role to play in ensuring the well-being of the community at large.
3.8. Autonomy: A major characteristic of police forces all over the world is their hierarchical structure based on the military model. Such a set-up well delineated by the emphasis of ranks has tremendous advantages from the point of view of operational efficiency. But whether such an arrangement is valid for all times and under every circumstance, is open to question. There are occasions when strict control should yield place to a measure of operational freedom in order to maintain, if not better, group or individual performance. Such moments are numerous in a service like the Police whose performance is subject to immediate critical scrutiny by three agencies, viz., the public, the press and the government. Police effectiveness depends upon the ability to innovate and react quickly to emergent situations. When this is the case there is no justification for an excessively rigid control system which saps initiative and leads one to demoralisation. The concept of 'autonomy' is therefore quite relevant to police personnel management. Yet this is a controversial subject in these days when a strong movement for civil liberties clamours for greater legal and community control over police work. This Researcher would like to clarify that while he broadly agrees with the basic philosophy of that movement, he is all for greater freedom of action to individual policemen within the existing legal constraints and vis-a-vis their departmental superiors. The objective is to build a new police culture that encourages debate and dissent without compromising the basic
canons of discipline and which ultimately facilitates the carving out of at least a small area of discretion even to subordinate levels in a police force. (This is a theme which has been expanded in the next chapter on 'Communication'.) The ushering in of such a culture would greatly help to build qualities of judgement, initiative and adventure at all levels in a police force. The knowledge that one has at least a limited freedom to think and act and not be a mere automaton is bound to improve motivation and thereby performance.

Recommendation: To be specific, enrichment of the component of 'autonomy' in relation to assignments in the Police could be on the following lines:

i. There could be periodic meetings at the State, District and Police Station levels at which professional issues are discussed by representatives of all ranks and where views could be expressed without fear or favour. The objective here should be to arrive at solutions to knotty problems through a process of 'brainstorming.'

ii. The officers in the field should be allowed to handle situations confronting them, unhindered by detailed instructions from levels above them. The current practice of rushing in senior officers to handle even minor incidents affecting peace in a particular area needs to be scrupulously avoided.

iii. The prescription of too many periodical reports to be sent by each unit to higher formation is irksome. It
needlessly builds up the quantum of scriptory work and pins down a considerable section of field personnel to desk, much to their annoyance. The utter vapidity of such reports is widely known. One way of removing this demotivator is to reduce the number of such periodicals to the basic minimum and to hire clerical personnel to compile them, leaving field staff exclusively for real hard executive police work.

iv. A major characteristic of bureaucracy is a high level of centralization. Notwithstanding the oft-repeated sermons on the advantages of de-centralization and delegation, there is an excessive concentration of powers in the hands of a single person or agency. This is particularly true of the administrative control which the government exercises over the Police. In the day-to-day running of a Force, the Director-General or the Inspector-General has to be at the mercy of the government (represented by the Home Secretary) for obtaining sanction for routine administrative acts involving reallocations of posts already sanctioned, promotions and postings of officers, purchase and repairs to equipment, etc. In the same way, there is a tendency for Police Headquarters to concentrate powers within itself, both in administrative and financial matters. This is a frustrating situation which stifles initiative and hampers operational efficiency. This researcher would plead for a rationalization of the existing practices so that greater administrative autonomy is granted
to the Director-General and the latter does the same in respect of the Deputy Inspector-General and the Superintendent of Police.

The above suggestions should not be misconstrued as a plea for licence and lax control. They only seek to emphasize the fact that many of the present time-worn practices serve only to stifle independent thinking on the specious ground of ensuring all round discipline. They militate against the display of enterprise and produce a claustrophobic feeling even among new recruits. It is to counter this and help motivate personnel in all rungs of the Force, that the demand for greater autonomy is voiced.

3.9. Feedback: While talking about 'autonomy' there was the reference to a prominent aspect of police culture, viz., the dislike of a free expression of views and dissent. This results in a pronounced lack of communication between levels of personnel and contributes to all round ignorance. Intelligent policing is a liability in such an atmosphere. The most distressing feature of this situation however is that many of the personnel do not know how well they have been performing on their jobs. The organization as a whole suffers consequently because unless a member of the Force knows what exactly his shortcomings are, there is no possibility of his initiating remedial action. On the other extreme are those who are doing extremely well in their jobs but are not told so in as many words. It is not this Researcher's stand that there is no feedback at all in the Police. What he desires
is a system that improves vastly on existing practices.

At present the opportunity for police personnel to know how they have been performing takes the following forms:

i. A part of the Annual Confidential Report (ACR) is shown to them at the end of each year. (Officers upto the level of Deputy Superintendent enjoy this privilege.)

ii. The adverse remarks made in the ACR on the performance of an officer are communicated to him along with whatever has been said complimenting him on the qualities displayed and the work turned out by him during the year.

iii. Special memoranda are issued from time to time commending good work done on a specific occasion or warning a member of the Force on his failure or lapse.

 iv. Stray remarks are recorded by superior officers while scrutinizing the weekly or fortnightly diaries of their subordinate personnel; and

 v. Money rewards are sanctioned for good pieces of work and Good Service/Meritorious Service Entries and medals for gallantry or distinguished service over a long course of time are awarded to those considered fit.

The above no doubt constitute important aspects of a feedback system. But they are not comprehensive enough to sustain motivation and bring about improved performance. To be specific, the existing system suffers from the following shortcomings:

 i. The entries made in the Annual Confidential Reports are usually either too vague or sweeping that they do not
make sense. Favourite expressions that are used are 'average', 'above average' and 'good' indicating an utter poverty of language and a reluctance to do accurate reporting. On occasions when adverse remarks are passed on, the communication to the officer concerned usually reads as follows:

"You have a good personality, you take responsibility, your intelligence is average, your judgement is above average, your relations with your colleagues are good and your integrity is average. You are, however, lethargic and control over your subordinates should improve. You should also learn to be more tactful in your relations with the public."

On the face of it, such a communication conveys only a hazy impression and does not very much help to enable the officer reported on to better his performance.

ii. Memoranda issued from time to time commenting on work turned out on a particular occasion are invariably critical and rarely commendatory. They are very often couched in offensively stern language and give one the feeling that they are part of a fault-finding exercise and are far from an attempt to make the employee conscious of his defects and persuade him to act to remedy them.

iii. Rewards sanctioned or medals awarded do not discriminate between a person who has been solely responsible for doing a good piece of work and those who were 'also-rans' or mere spectators. The tendency, under the pretext of providing an incentive, is to club a host of personnel some
of whom had possibly been only remotely connected with the instance which is the subject matter of a reward roll. Very often one comes across personnel being decorated for reasons other than professional efficiency or medals being awarded on the sole criterion of seniority and not of merit. Such well-intentioned but misdirected action casts doubts on performance rating norms and does not help to build a good feedback system.

**Recommendation:** This Researcher would advocate the following measures to enhance the effectiveness of the feedback procedure that obtains now in the Police:

1. Drafting of Annual Confidential Reports leaves much to be desired even at the higher echelons. There is a need for a short well-devised training course that would highlight the rudiments of accurate and purposeful reporting. There should be a provision whereby an officer reviewing a report should be permitted to return it to the officer initiating it if the report is faultily worded and it fails to give an accurate picture of the strengths and weaknesses of the official reported upon. At present the reviewing officer turns a blind eye to incompetent and incoherent reporting.

ii. The memoranda form of communication should be resorted not only to pull up an officer for his omissions or commissions but should be used more often to acknowledge his good work. At present this is a rare phenomenon. Even when an officer is reprimanded, it should be done in a manner that would give the impression that the object is not to
condemn but to enlighten him on how he had failed to come up to expectations and how he could give a better account of himself in the future. This is particularly relevant when an officer is taken to task for the poor handling of a situation that had disturbed public peace. This is specially mentioned because it is the Researcher's experience that a post-mortem of such a situation is invariably replete with many theories from arm-chair critics who strain themselves to prove how it could have been averted.

III. There could be a special meeting convened every month at the District Headquarters or at the next lower formation viz., sub-division, that would take up the case of each of the personnel so as to tell him how well or badly he had done during the month. This Researcher has in mind a meeting that is apart from the one normally convened each month to review the crime situation and discuss progress in cases under investigation. It is possible to devise a format for a memorandum that would accurately analyse performance (not in terms of quantity but of quality) and which could be despatched to each of the personnel. A start could be made at least for the levels of Sub-Inspector, Inspector and Deputy Superintendent of Police. Such a monthly performance report could be the basis for writing the Annual Confidential Report which, at present, is written more out of vague memories than on the basis of specific performance ratings done on a continuous basis. This monthly report could be the subject matter for discussion at the review meeting.
A feedback procedure built on the above lines should improve communication within the Force as also bring in greater motivation. The knowledge that one's good work would be promptly commended and that shortcomings would be brought to his notice in an objective and analytical manner so that remedial action could be planned, cannot but lead to individual effectiveness.

3.10. Conclusions: The above recommendations take into account the many special characteristics of the police personnel system. They represent a modest attempt towards rendering police jobs more satisfying than they are now. They do not seek a major change in job content because responsibility of different levels in a police force is well defined and cannot be modified radically. What is sought to be done first is to highlight those factors already present in police tasks which, if further strengthened, would persuade police personnel to believe that they are on a job which is meaningful and on which their time and energy are well spent. The dissemination of a knowledge of this, followed by the gradual implementation of the few suggestions made here, should bring about a distinct enhancement of employee motivation. This experiment may first be tried in respect of higher supervisory levels and later extended to the lower functionaries. The effectiveness of inviting ideas from every employee on how to enrich his job and incorporating a few of them in the experiment that is conducted cannot be overemphasized. Such a
cautious and democratic approach alone would help to enlist the cooperation of all ranks in the Force who desire a more satisfying work.
A major problem that faces the Police Personnel Manager is one of enthusing members of the Force, particularly those in the lower levels, into turning out work of a high quality. A number of surveys in India and elsewhere have indicated that the majority of personnel find their routine a drudgery and this state of mind, in no small measure, affects the quality of their performance. The question, therefore, is how to make police work more interesting and satisfying. The task is stupendous because police procedure is rigidly regulated by a number of statutes and any reform in the direction of rendering police tasks less monotonous will have to be within the limitations imposed by this factor. This situation is at best difficult. It does not totally eliminate the scope for innovations. In this context, the modern Management theory of 'Job Enrichment' opens up new vistas which can be utilised for improving the quality of work life of an average policeman. Each of the five core dimensions of an enriched job, viz., variety, task identity, task significance, autonomy and feedback, provides an avenue for research to the police personnel manager. The implementation of a job enrichment programme should be preceded by an analysis of the job content at every level and thereafter a conscious effort to enrich the job in respect of the dimension in which it is poorest. The areas of police-public
relations and crime investigation, concepts of decentralization and delegation and the need to tell each member how well or badly he has been doing in his job, are all relevant to a project that aims at enriching police jobs. The degree of success will depend considerably on how effectively the members of a Force have been prepared to take part in the experiment.