

PART - A

CHAPTER I

Introduction

1.1. Objective of the Present Study: The life of an average citizen of our century has been greatly affected by the phenomenal growth of State activity. The bureaucracy as an important arm of the government has almost a disproportionate role in regulating his daily routine. Statesmen, political theorists and other opinion leaders who regard individual liberty as sacrosanct and inviolable are visibly exercised over this trend. There is, however, an equally vocal school of distinguished men who view this intrusion of State and expansion of the functions of the government as the necessary guarantee against injustice to those sections of the population which have been traditionally ill treated. While the standpoint of both schools has its merits, the inescapable fact is that we, in our times, are witnesses to an unbridled expansion of the bureaucracy to meet the growing demands on it by different sections of the community.

As a serving official of the Indian Police Service (IPS) which provides the leadership to police forces, both Central and State, this Researcher has, for quite some time, been concerned over the unplanned creation of new Forces and the staggering expansion of existing ones. His apprehension has been that such growth unaccompanied by the provision of needed infrastructural facilities might defeat the very

objective of providing more policemen to a community that needs them badly to combat heightened social tension. The spurt in police agitations in India during the recent past has justified this fear. Hence this project's emphasis has been on problems related to personnel in preference to any other aspect of police administration. This stand gains validity from the findings of many surveys inside and outside police forces which clearly point to a poor public image of the Indian Police as the direct result of the low morale of policemen. Such surveys further highlight the fact that a majority of every Force are inadequately trained, poorly paid and who often complain of ill-treatment by their superiors.

This Researcher believes that many of those who had somehow found the time to probe into police personnel practices invariably end with a mere analysis of the problem. In his opinion, a major lacuna of these studies is the failure to formulate concrete down-to-earth suggestions on how to render personnel management more systematic and pointed. His present project aims at fulfilling the need to analyse police personnel problems and at the same time come out with certain recommendations which are realistic and are capable of implementation.

One now witnesses a refreshing change in public administration which indicates that concepts of Management which were once considered relevant only to private industry are being increasingly employed to sharpen governmental work.

This provides scope to the present project to explore in what manner such concepts can be extended to police personnel administration as a part of the endeavour to formulate the recommendations envisaged above. A serious exposure to the growing literature in the area of 'Management in Government' gives this Researcher the needed impetus.

It is the earnest belief of this Researcher that the facts presented in this thesis would give the correct perspective to academicians and practising managers who are concerned over the need to improve the quality of police administration. At present only vague impressions unsupported by solid facts prevail in the area. Empirical studies are conducted once in a while. But these do not receive the publicity they deserve and gather dust among government records. The need, therefore, is for projects like this one which are intensively researched, reflect the genuine feelings of the rank and file of Forces and are made available for a debate in academic and public forums.

1.2. Scope: The area covered by the present study is no doubt very vast. It encompasses nearly the whole gamut of police personnel administration. To be specific, it covers the following:

- a. the working and living conditions of police personnel;
- b. factors that have led to agitations by members of police forces;
- and
- c. the relevance and utility of concepts such as

planning, staffing, manpower development, job enrichment and participative management to police personnel administration.

To provide the appropriate background, the thesis begins with a brief analysis of the structure and composition of a typical police force in India and the environment in which it functions. An attempt has also been made to place facts in an historical perspective but this has had to be very brief because of the extreme caution not to burden the reader with needless details.

The study almost wholly concentrates its attention on subordinate personnel belonging to the ranks of the Constabulary and Sub-Inspector. This becomes logical if one reckons the fact that these account for 90 to 95% of the strength of a Force and constitute the so-called 'cutting edge'. However, wherever relevant, the superior ranks including those of the I.P.S., have come in for some attention.

1.3. Literature Survey: A development noticed during the past two decades is the growing interest of administrators and academicians in Police studies. As a consequence, there has been a boom in the West and India in the publication of books on the Police. While traditional areas such as maintenance of public order and prevention of crime continue to seize major scholarly attention, a striking trend has been the spurt in interest in the psychology and sociology of police personnel. This has yielded quite a few works of

excellence which have been of great value during a search for material.

Governments in the U.K., U.S.A. and India have, from time to time, displayed visible interest in police reforms. A direct result of this has been the appointment of special Commissions. The U.K. Royal Commission (1960), the U.S. President's Commission (1967) and India's National Police Commission (1977) are three bodies which have done remarkable work in diagnosing the ills of police administration. Their reports are recognised for style and clarity and are pieces of literature likely to be rated high by posterity. This Researcher owes a debt of gratitude to the great men behind these Commissions who have been responsible for stimulating his interest in the area covered by the present study.

The discipline of Management is for ever enlarging itself. Notwithstanding the frills that it has acquired in the form of a quaint jargon, it has displayed considerable depth. The incredible number of publications in the field offer evidence of this. Distinguished scholars who have specialised in different aspects of Management have contributed volumes which are of immense interest even to the uninitiated. The recent years have seen any number of books covering the general area of Personnel Management and specific aspects thereof. These have provided the much needed theoretical knowledge and support to the present investigations.

Another welcome development in the field is the growing number of professional journals. The police force of

almost every country brings out a periodical devoted to professional subjects which carries well researched articles by police officials and eminent academicians. This Researcher has had the benefit of a careful study of several issues of such journals and wherever appropriate, he has drawn material from them.

The increased interest of the Press in the Police is another striking feature of the modern scene. Factual reports on the Police and well argued articles on police personnel and their problems keep figuring in major newspapers. These have also been of some help.

1.4. Methodology: As has been mentioned above, the literature on the Police has grown in terms of the area covered and the number of publications produced. Authoritative works on the Police in U.K., U.S.A. and India and the reports of many Police Commissions set up in these three countries were read in great detail at the beginning of this project and relevant material culled out for use under acknowledgment.

Empirical studies contribute to the strength of this thesis. An exhaustive questionnaire styled 'Problems of Police Personnel Administration in a Modernizing Society' was sent to a number of academicians, civil servants and distinguished present and past police officers all over the country. These were followed up by personal interviews with a few of the respondents who were easily accessible. Subsequently, a number of attitude surveys were conducted with the assistance of the Police Research Centre in Madras. One

such survey covered several live issues in the area of police personnel management and 370 men and officers of the Tamil Nadu Police belonging to the subordinate ranks took part. Short surveys on 'Job Satisfaction' and 'Police Response to the Needs of a Modernizing Society' were also organized. Their findings receive fairly elaborate mention in the body of the thesis.

Personal visits to Police Stations, training institutions etc., and day-to-day direction to the Statistical Cell at the Police Headquarters in Madras were other activities which helped this thesis to acquire its meat.

1.5. Content Design: The thesis has been broadly divided into two parts. Part A deals briefly with the nature of the problem. It comprises five chapters including the present one. Part B makes a reference to the various Management concepts and techniques which are considered relevant to police administration. With this theoretical base, every one of the first five chapters in Part B throws up a few suggestions for action by the police personnel manager. The final chapter summarizes the tentative conclusions arrived at from the study.