Chapter – 1

Introduction: Social Control, Social Order & Society

Police, Origin of term Police, Statement of the Problem, Need & Significance of the Study & Review of Related Literature
CHAPTER-1
Introduction

Social Control, Social Order and Society,

"Society is a highly structured system of human organization for large scale community living that normally furnishes protection, continuity, security and national identity to its members" (c.f. Webster's Encyclopedia; 1994). The order of this system is established and maintained through social control. Harry Emerson Fosdick noted Minister and Counselor observes that, it is when a man is free to do as he pleases that his troubles begin. According to Paul H. Landis, if Fosdick's observation is correct, it is good for the individual never to find that time and place in life where he is completely free to do as he pleases. Further, he opines, that no society can exist without a framework of social regulation. This framework provides an order by which men live in groups and individuals are regulated. Hence, he concludes that social control is necessary to protect the individual against himself and to save society from chaos & that, it is a process by which social order is established and maintained. In other words he points out that social control is the cause, and the effect is social order in society.

According to P.H. Landis, Man is born with capacities for social experience and for acquiring culture, but without the established patterns for functioning effectively in society. Society is strictly a man-made affair and not necessarily a part of the law of nature. It is artificial and is maintained only by the constant surveillance of social control. Man's nature becomes human only because of the disciplinary influences of social regulation. In other words, Landis opines that society is the product of social control.

Robert E. Park makes an observation that Society is more than a body of 'like-minded' individuals 'because of the existence (1) of a social process and (2) of a body of tradition and opinion. The product of this process has a relatively objective character and imposes itself upon the individuals as a form of control' i.e. Social Control. 'The imposition of a fixed behavior pattern is but one phase of the
larger problem of human collaboration' - which Park identifies as social control. He observes that Social Control is a mechanism to regulate collective behavior. Social control concerns not only the mechanism but also the means through which coordination is achieved. In the same sense, E.A. Ross points out that, "the anti-social impulses require collective curbing through self discipline, early training or cultural molding." Hence, social control becomes 'the central fact and central problem of society.' Society, everywhere, is a control organization whose function is to organize, integrate and direct the energies of the individuals of which it is composed.

Social control has had several meanings in sociological usage. According to R.K. Merton, 'social order is essentially an apparatus for the management of impulses, for the social processing of tensions,' and 'for the renunciation of instinctual gratifications.' In the words of Freud 'non-conformity with the demands of the social structure is therefore, assumed to be anchored in original nature.' It is biologically rooted in impulses, which from time to time, break through social control. Therefore, 'conformity is considered to be the result of utilitarian calculus or of un-reasoned conditioning.' E.A. Ross is of the opinion that, the socialized member of a group willingly adapts himself to the ideas of individual rights and duties held by his fellow members. Neighbors or co-workers are socialized to live in peace and act collectively for the protection of their common interests. But, Ross says, that there will be a few selfish individuals who cause trouble if they are not intimidated or influenced. Hence, to repress such harmful conduct and to encourage desired conduct, society designs and develops an apparatus of control. Co-operation in important matters for the benefit of the group as a whole paves the way for the exercise of Social Control.

Another issue related to Social control pointed out by R.K. Merton is that of deviant behavior, like crime and delinquency, alcoholism, suicide etc., which increase because of the inadequacies in the social structures. He also says that deviant behavior is the result of anomie or the clash between institutional means and cultural goals. Emile Durkheim uses the term anomie in his first work; 'The Division of Labor in Society' published in 1893. In his opinion, 'division of labor
in society contributed greatly to social differentiation,' and that 'increasingly complex division of labor would make social relationships so unstable that society can be held together only by some external mechanism such as the State.'

**Forms of Social Control in modern society**

Bernard L.L. ("Social Control'-1939) is of the opinion that with the increased complexity of modern society due to the growth of inventions and spread of industrialization, Social Control has become the problem of the modern world. This means that, the primary group controls of the past are no longer adequate to control groups in urban industrialized societies. Therefore, building effective control mechanism is one of the major problems faced by modern society. Further, Emile Durheim states that, inventions and technologies have become the chief agencies of social change in modern societies. These, not only bring about change in habits but also make an impact on moral and religious values and on the entire system of Social Control. The disintegration of the old controls required new approaches to Social Control. Hence, 'law with its prohibitions and penalties' (Durkheim: 1893) has become an important instrument of social control in modern society.

Thus, it is evident that Social Control is one of fundamental subjects of sociological discussions. Its significance lies in its universality. A comparison of small and simple societies with large and complex societies throws light on the difference between the nature and agencies of social control. In the past, simple and informal methods were followed. But with the increase in the size and complexity of societies, the existing mechanisms of ensuring order in societies, though not defunct, gradually weakened. Thus, there was the need to formalize the mechanisms of social control. This led to the emergence of laws, legislations, and law enforcing agencies such as government, police, military, courts and prisons. According to Gautam ('The Indian Police - A study in Fundamentals'-1993), law does not discriminate and applies to all in a like manner. But, he says, the real problem is that everybody will not treat law in a like manner. So, there has to be an agent of law, to see that there is a rule of law and one of the agencies to do this is the police.
Police

According to Webster's dictionary of the English Language, 'police is an organized civil force for maintaining order, preventing and detecting crime and enforcing laws.' In the popular mind, administration of law and order is identified with police administration. Police are held directly responsible for restoring order in case of any disorder in society. Therefore, the police constitute a vital element in the welfare of the people.

Origin of the Concept of Police

Aparna Srivastav (1999) opines that, Man like the lower animals is able to survive in groups only, but has developed several weaknesses due to which he acts instinctually. It is due to these weaknesses, that human beings are basically considered to be animals. But what distinguishes Man from other animals is that, he is endowed with the power of reasoning and analysis. In course of time, as Man became more civilized, a mechanism for suppressing the basic instincts had to be evolved. This resulted in an unending struggle between man's desires and his reasoning; 'Between Man the animal and Man the human being, between Man's impulses and Man's discretion created by his power of reasoning.' In this process man developed in himself a watchman called conscience. This conscience, according to Srivastav A., can very aptly be called the inbuilt police of man. Such a conscience guided and restrained him from acting at the behest of his natural instincts. This inbuilt police further expanded itself into an independent entity as civilization grew. Hence, it appears that the beginning of the police almost coincides with the beginning of the human race itself. However, modern police as an organization came into existence at a much later date.

In ancient India police as an organization was virtually non-existent. A vast majority of village folk rarely visited other villages. Each one lived under close observation of his neighbours. The village Elders identified and punished the offenders. This was done according to the village conventions, where the wisdom of the Elders prevailed. The principle of responsibility was fundamental to tackle
crime and criminals. Ancient literature throws light on the system of policing in India during the Hindu Period. In Kautilya's 'Artha Shastha' written during the 3rd Century B.C., many details regarding State Craft, Espionage System, Spying etc., have been highlighted. But it does not disclose other aspects of policing and its systematic implementation as it is commonly understood in modern times. On the whole, the King was responsible to protect his subjects, restrain violence and punish the guilty.

Historical references to the Medieval Period indicate the existence of System of Justice and Police. For instance, a province of the Mughal Government was placed under the Subedar or Nazim who was directly responsible to the Emperor for the overall administration of the Province. The province was divided into Sarkars (districts) and each Sarkar was placed under the charge of a Faujdar. Each Faujdar was the chief police officer as well as the administrative and military head of a Sarkar. His main duties were to maintain law and order, to apprehend criminals and to commit them to a criminal court for trial and punishment. He was also vested with executive powers, which enabled him to function as a police magistrate. In the towns and cities, the responsibility of policing was vested in the Kothwals. The Kothwals correspond to the present-day Inspectors. Their duties were to prevent and detect crime, maintain peace and protect the property of the people. The concept of modern policing in India was established by the East-India Company. It took the English Authorities nearly one hundred years to establish a modern police system in India. It was the Police Act of 1861 which lay down the foundation for an organized police force for the first time in India. The new police possessed a definite structure, an established hierarchy and effective command and control. This police had practically no accountability. During the Freedom Movement, the police failed to discharge their duties as a law enforcing agency. Either they were deliberately passive or indirectly one with the British Masters. The image of the police under the British rule was further tarnished because they were incapable of protecting the lives and property of the helpless people. After Independence the police achieved phenomenal growth in various fields, including the armed police, Para – military forces, civil police, women police etc., (c.f. Saha:}
However, this new system of policing was of no use to the common people (Ghosh S.K, Rustamji K.F: 1993; p.34).

The present police system in India is a legacy of the British. In the words of J.C. Cury 'The police system is a creation of the British Government and rests on the basic ideals of efficiency and subordination to the law of the land' (c.f. S.S. Dhanoa: 1982 p. 119). But the fact is that the establishment of the police by the British was in line with their colonial ambition of dominating and subjugating the Indian populace. The Police was viewed as some sort of Para military organization, with an overwhelming emphasis on discipline and disciplining.

'Independence brought revolutionary changes in the police structure it brought none of any consequence to the structure of police administration. (Bayley, 1969, p.51'). Bayley says that 'What is particularly striking about the contemporary Indian police structure is its permanence' and adds that 'Its fundamental principles of organization have remained fixed for over a century.' (Bayley, 1969-57') The conclusion of a large number of State Police Commissions and scholarly studies is that despite over 50 years of independence, the police administration stands where it was in 1861.

The achievement of independence in India did not make any substantial difference to the organization and functioning of the police. The Khosla Commission (1968; p.99) reported that independent 'India must ..... Choose whether she will have a people's police or a ruler appointed police. Since the Indian Constitution states that the people themselves are the rulers, it follows that the police must be the people's police.' Guatam (1993), in his study on police, traces the history of police in India and points out that the nation has seen different kinds of security systems based on the objective of the States and its Rulers.

The British came to India initially to establish trade relations and earn profits. So they did not concern themselves with policing. Later, the British formed a police policy which fell in line with their interests. And even after the East India Company was taken over by the Crown, this policy continued. Gautam opines that the biggest paradox of the 20th century is that despite Independence in 1947, the police and policing in India did not change. In spite of the general outcry against
the police and the policy, the Indian police continue to remain the Rulers' police and not the People's police. Thus, the fact remains that, the Indian Police even today, 'is basically a colonial police both in its organization and operations: It is basically a repressive force' (Baxi, 1989: p.85). In this context, it needs to be examined why the police today continue to be colonial and repressive and whether the 'ruler appointed police' is capable of functioning as people's police. If the police have to transform themselves from 'ruler appointed police' to 'people's police' they have to perform in accordance with the expectations of the public. Hence, it becomes necessary to make a study of the police in terms of societal expectations. In this context, another basic question is whether the police are motivated enough to perform the duties assigned to them by the department and at the same time meet the needs of the citizens. The term motivation raises important questions such as - Do the police have role satisfaction? Are they able to perform their duties efficiently and effectively? These and other such questions may help to get a correct perspective about the police and their relations with the public.

Statement of the problem

The study attempts to examine three important issues. They are as follows:

• Role satisfaction among policemen in order to highlight the privileges and the motivational aspects in the context of police performance of the duties assigned. This is the main focus of the study.

• The expectations of the police department and the public.

• The image of Indian police under the British rule and Post Independence.

On the whole the study aims to highlight police performance, public satisfaction and the image of police in the changing socio economic scenario.

Need and significance of the study

One of the major problems in a fast growing and changing metropolis is the problem of social order. The police have a very important and dynamic role to play as they impact the social order of the metropolis. Citizens in a metropolis are generally anonymous and formal in their social life. They normally avoid the police
or are hostile towards them. It is true that the police face many complex problems. They have to attend to problems like handling petty quarrels on the street to the most heinous crimes. Westley (1970) in his study highlights the problems of large cities like traffic, political corruption, crime, domestic violence, problems of the aged, violence or atrocities against women, child-labour, drug-trafficking etc. These are faced by policemen everyday. The police also face public hostility and pressure. The same is true of the police of Bangalore city. It is found that the police in Bangalore are always under great pressure while discharging their duties. Policemen of the lower ranks i.e., Constable, Head Constable, Asst. Sub-Inspector, and Inspector can be said to be the back-bone of the police force. The opinion of the public about the police in general, is formed on the behaviour of this group. The observation of a number of research studies is that the police men and policing methods are inadequate to meet the expectations of the people of a metropolis. In the light of this observation, it is necessary to examine whether the police are well equipped to make quick decisions and to handle problems. The selection of Bangalore as a Metropolis for this study is because it has changed radically over the years. Its geographical boundaries are expanding, the floating population is increasing because of employment opportunities and new townships are being brought under the purview of the city. All these factors have led to serious law and order problems. Therefore, it becomes necessary to examine the motivation and competency of the police in combating the problems of the metropolis of Bangalore.

Review of Related Literature

Indian Police, as a social phenomenon, has not escaped scholarly attention. Sleeman's essay on Indian Police in "Rambles and Recollections of an Indian Official" has pointed out the defects of the then existing system of administration of law and order. He has also stressed the need for effective organizational and administrative changes (Gupta & Rao, 1975, p276). A number of articles published in Indian Police Journals from 1959 to 1961 have examined various aspects of the police from a historical perspective. There are also attempts made to trace the
development of the present system of administration of law and order in India. A research study by Gupta titled 'Crime and Police Up to 1861,' (1974) identifies the ills of police system during the British Rule (Gupta & Rao, 1975, p278).

Research conducted prior to 1947, though scanty, provides a useful base for further research. After 1947, the continued efforts of many Commissions and Committees have questioned the organizational efficiency of the police. S.C. Pare's study in M.P. and Basudev Chatterjee's study of police administration in West Bengal examine the organizational, administrative and legal aspects of police (Gupta & Rao, 1975, p306). It has also been observed by Ghosh (1989: pp 1&8) that the police have been instrumental in suppressing and oppressing the people during British rule. This continues even after many years of Independence. Ghosh (1989) also points out that, 'the police are still functioning under the Indian Police Act of 1861. The public image of the police has continued to be bad and basic distrust of the police in the minds of the people has continued even after Independence and is still continuing.' Mathur (1991:pp.290, 309), says that, in a changing, developing and democratic society, police system to make structural and organizational changes to cope with the changing aspirations and demands of society. He expresses the need for a proper research and analysis of the changing role of the police in India. A Study by Somaiah (1994) examines the city police in the light of the historical growth of Bangalore - their number, and their role in day to day administration, their grievances and problems. He points out the inadequacies of the present police set up in coping with law and order problems. He has made an analysis of the police - population ratio and points out that, Bangalore City Police personnel are over - burdened and face many hardships in policing Bangalore City.

**Role of the Police**

“Role of the police in a changing society” by Aparna Srivastav is an attempt to analyze the role of the police in Indian society which is in a state of transition today. It emphasizes the need to redefine the role of the police in a welfare state. It deals with police - public relations and offers suggestions for improving the same
and also for reorienting the police force in India. In the opinion of Aparna Srivastav, unless both society and police try to establish a cordial working relationship and mutual respect, it would be difficult for the police to function effectively. She raises certain crucial questions in this context. They are as follows:
1. Why do the Indian police not enjoy public support and confidence?
2. What ails the police system?
3. Does the public realize under what constraints and limitations the police have to discharge their functions?

Aparna Srivastav opines that a police station symbolizes protection and security and the public believes that the Indian police are service-oriented. Hence there is demand for more police stations.

Aparna Srivastav has raised some more questions regarding the role of policemen and their perception about it. They are as follows:
1. Have the policemen changed the manner of performing their roles?
2. Is the policeman sympathetic, humane and considerate?
3. Do the policemen have a clear perspective of their roles in a changing society?

These questions are important because Aparna Srivastav believes that the role of the police has expanded in recent times. The police are expected to be aware of the needs and aspiration of the people and required to behave accordingly. Further she highlights the role and the responsibility of the police in protecting the weak and undefended. She also points out that the police in a democracy have to be accountable to the people and suggests that the police must be trained so as to respect the human rights of the masses and that they should fulfill the role of a service agency and not be looked upon as a repressive force.

V.K. Mohanan in his study “Crime, Community and Police” quotes Sutherland and Cressey’s views on the role of the police—“The role of the police in modern society in preserving law and order in the community around which it functions, is very important. Their efficiency, behavior, discipline etc., affect a lot in the fulfilling of their duties which are assigned to them by society. The term “police” thus, refer primarily to agents of the State whose function is the
maintenance of law and order and especially—the enforcement of the criminal code'

Ghosh (1983) observes that the police have the most complex and sensitive job of all agencies. They deal with the public and being a policeman is the toughest job in our society. In any emergency, real or imaginary, the first cry that goes forth is for the police. Elaborating on the policeman's role, Ghosh suggests that 'the policeman on the street must be a journey-man of many trades — an on the spot doctor, plumber or a baby sitter. Today's policeman is expected to have multifarious abilities, explicit judgment, and an unshakable temperament. He performs on the public stage. The role of the policeman in society goes far beyond the duties of enforcing the law and arresting the law breakers. The list of the duties is endless. Name a civic problem — there is a policeman assigned to help solve it.'

Similarly, Gautam(1993) observes that now the Indian Police is expected not only to maintain law and order but is also required to play a number of additional roles.

Ghosh says that 'our police are precious to us and we cannot live without them. We need Policemen whom we can trust and respect, who will act in ways giving us confidence in the liberalism and democracy for our community. Recruitment, Training, high pay and social status and most of all full democratic participation of the police in the life of the community are all essential to expect such a police system.'

"Indian Police Legacy - A Quest For Formative Role" by B. P. Saha is a study which sheds light on how far the police in independent India has succeeded in erasing its past tarnished image. He has attempted an analysis of the role of the police during British rule. He is of the opinion that the police then 'suppressed the national aspirations and maintained order and enforced law on behalf of the alien master.' Saha (1990) has dealt with the changing trends in crime to focus attention on the way the police has to cope with the new demands made on it. He has also examined to what extent the police have fulfilled the hopes and aspirations of the people, its present problems and growth of indiscipline and discontent among policemen at different levels.
"Law Enforcement- an Introduction to the Police Role in the Community"- by Thomas S. Adams-deals with a topic related to the actual preparation for the police role i.e. academic preparation, study techniques and a general orientation to a law enforcement career. It highlights the philosophy and history of the police role i.e. the role of a peace officer to maintain peace and order in society. Adams explains the types of criminal behavior, types of crimes, causes and its effects etc., It also deals with the police system in the United States and presents an overview of the basic purposes, objectives and the procedures of the police department. It deals with police ethics and professional competence of the police and highlights the policeman's public image, private life and police-public relations. Training programs and techniques, changing concepts in the police management etc. are also highlighted in the book.

"Violence in the Streets" is a book edited by different authors on different aspects of the role of the police in the context of violence. Howard R. Leary discusses the need for intelligent and educated personnel in this force, so as to maximize efficient control and minimize physical danger to both the police officers and the rioters. He says that confidence, impartiality, judgment and support are essential for effective handling of civil demonstrations whether peaceful or riotous.

"Role of Police in Criminal Justice System" (1996) edited by S.K. Chaturvedi is a collection of papers which highlights the role of the police in different areas, their problems etc. Chaturvedi in his paper ‘Police and Criminal Justice System’ emphasizes the need for a criminal justice system in society to protect social values and ensure fair play and justice to all. The police who enforce the law and maintain peace in society are not trusted by the common man for various reasons. Hence, he suggests ideological, legal, structural, constitutional, organizational, and functional reforms. The book highlights the primary role of the police in protecting public property, civic rights and human dignity.

P.D. Sharma ‘Police as a Factor in Criminal Justice Administration’ (S. K Chaturvedi 1996) discusses the problem areas of the judicial system and also points out that the police have not been able to control the crime rate and are neither trained properly nor equipped to combat the rising rate of white collar crimes. Jaya
Tilak Guha Roy in his paper- ‘Police and Crimes against women: Emerging Issues and Challenges’- (S. K Chaturvedi 1996) opines that there has been a considerable rise in crimes against women, which requires a serious thinking at the policy making and planning stage. It is in this context that Roy critically examines the role and function of women in police station/cells. He suggests a number of measures to improve their performance.

The paper by Vinod Gaur ‘Juvenile Delinquency, Criminal Justice System and Role of Police’ (S. K Chaturvedi 1946) deals with juvenile delinquency and discusses the need to rehabilitate and ensure post habilitation security to the delinquents. The paper suggests that women police can play an important role in the rehabilitation of juvenile delinquents.

K.M. Rustamji in his paper ‘The Need for Social Reform’ (S. K Chaturvedi 1946) highlights the constitutional provisions related to police organization and also discusses the factors responsible for its inefficiency. He suggests reforms such as, proper training, adequate financial input and most important of all the active co-operation of public. In short, all the papers highlight the factors responsible for the inefficiency of the police and suggest that the police system has to be revamped to make it more responsive and accountable to the people.

**Police Brutality / Police Excesses**

S.K. Ghosh in “The Outcry of Police Brutality” observes that when the British left India, the need of the hour was to reshape and reorient the old police force so as to enable itself to adapt to the needs of a democratic and free society. But, Ghosh says this did not happen. In the euphoria of independance, police reforms were neglected. He further points out that the police were left to their own fate, undermanned, without adequate resources and ill trained to meet the challenges of the the dawn of independance.

Ghosh is of the opinion that the police have to be shaped into a people’s police, concerned with the protection of the common man. He expresses the need for the relaxation of political and bureaucratic control of the police for greater freedom so that they can have better interaction with the public and win their respect and obtain their willing co-operation. However, the police at the behest of
certain select groups sometimes act like a private army, thus distorting the image of the police.

"Torture and Rape in Police Custody" by S.K. Ghosh is an analytical study which answers three important questions about police brutalities. The questions are:

1) How far is it true that torture, rape and death take place in police custody?
2) Why do such brutalities take place?
3) What measures are necessary to eradicate such brutalities?

News about police brutality-torture, rape, death etc., keeps surfacing everyday in different parts of the country. The prejudice and public distrust of the police which existed during British rule still exists. Ghosh states that there is an immediate need to have a respected and efficient police force befitting a democratic society such as ours.

Shailendra Misra's book titled, "Police Brutality-An Analysis of Police Behavior and Misconduct" highlights police brutality. It explores the reasons for police brutality police and suggests ways in which it can be eradicated.

William A. Westley and Sol Rubin in their articles "Violence and the Police" and "Cops, Guns, and Homicide" respectively, (Violence in the Streets: 1968) examine the implications and the consequences of dealing with violent behavior. Both Westley and Rubin point out that police culture and availability of a weapon are the factors responsible for police violence. "In his paper "Justifiable homicide by police officers" Gerald D. Robin (Violence in the Streets: 1968) discusses the danger of police brutality and unjustified homicide. He also speaks of the source of the role conflict of the police officer. In this book another article 'Role Conflict' by Quinn Tam and Frank J. Shire shows that the police are uncomfortable when there is a conflict between the court and the police. Tam is of the opinion that "police must be freer," and contends that the protective attitude of the courts towards the criminals is not only dangerous to the morale of the police, but also to society as a whole.

Thomas R. Brooks in his article "Necessary Force- or Police Brutality" (Violence in the Streets: 1968) points out that there is evidence of the police using excessive force because they are selectively biased.
Sam Blum in “The Police” and Bruce J. Terries in “The Role of the Police” (Violence in the Streets: 1968) suggest that the solution to the dilemma of keeping peace and enforcing the law simultaneously, lies in a radical change in the organizational structure of the police department and in developing human relation skills in the police officers. Blum suggests that the self image of the police should change from that of an army at war to that of keepers of peace. This helps in redefining police functions and the development of new techniques to cope with the problems of the community. Terries (Violence in the Streets: 1968) suggests that the police departments and their officers must work towards better police-community relations.

‘Violence and the Police: A Sociological Study of Law, Custom, and Morality’ by William A. Westley is a study of municipal police force in a mid western - city. Westley has raised certain basic questions like – who are the police, what jobs do they perform, why do they behave as they do etc. On the basis of these questions Westley has made an in-depth study of the nature of police activities, the organization of police and their functions. He throws light on the kind of men employed, and the ways in which they build a special occupational culture that defines the police “self” and their role in society. The book identifies the forces that lead to the establishment of norms such as secrecy, legitimate violence, and maintenance of respect. He explains the consequences of enforcing law. The study also provides an understanding of the attitude of the police towards the different classes of people, the actions they are likely to take in different situations and finally the need for police reform. An important aspect, Westley finds out is about the hostility of the police towards the community. According to him despite the fact of the police becoming more professionalised since the 1940s, their relationship with the public has deteriorated. He observes that when the police and public face each other with mutual hostility there is grave danger. He also says that there are solutions to these problems and suggests measures to bring about a rapport between the police and the community. He points out that police duties that lead to public confrontation and violence should be reduced. He discovered that the police are not as hostile as they are made out to be. In fact many of them were happy to help the
public and desired public approval. Westley also found that a number of policemen hated violence and therefore took up dull desk jobs. Most of them confessed to the interviewer that brutality brought a bad name to the department. However they admitted that use of force and violence was necessary sometimes for self-defence.

In 1950, when Westley conducted this study, he found out that a few avoided wearing uniforms on their way to duty and back because they were aware of public hostility. The wives of policemen reported that their children were teased because their fathers were in the police force. Many policemen didn’t like to be known that they were policemen because people always made unpleasant remarks about the police.

Westley says that the major problem of the policemen is to deal with pressure and expectations of the public. When the public is hostile, the police also react with hostility and secrecy. The police hide or eliminate the evidence of their activities when there is criticism from the public.

Westley observed that the public was hostile to the police and the police was hypersensitive to anything that might affect their self-respect. Further he opines that if the goals of the police are different from those of the citizens, it will lead to frequent clashes in which policemen may be injured and killed.

He points out that factors such as sound training, higher pay for policemen, better communication with the community and greater respect for the police by the public would, create an efficient and responsible police force. He also suggests that the police organization must be democratized by involving as many policemen as possible in decision making on the functioning of the department. The police must be integrated with the community through public participation in police activities. Policemen must be made to feel that they are important. Citizens should also become members of committees and other police bodies within the police department. This would establish a healthy relationship between the police and the public.

"The Indian Police – A Study in Fundamentals" by D. N. Gautam is a book that deals with the salient features of the Indian Police system. It identifies basic issues, ideas and concepts related to the functioning of the Indian Police system. He
observes that police in pre-Independent India did not have a positive and constructive role to play. It was only employed as an instrument for perpetuation of the colonial rule. Mr. J.E. Stephen (late Sir), Law Member of the Governor-General’s Council from 1869 to 1872, in the minutes on The Administration of Justice in British India, says “The object in view” is to obtain as good a system for administration of justice as is consistent with the maintenance of British power in India.” The book also highlights the constraints under which the Indian Police has to operate with its colonial origin, in a new democratic setup and the absence of a national police policy that would make the role of the police clear and provide a framework consistent with that role. The basic approach to law and order needs to be formulated and the role of the police redefined accordingly.

The question of trust in the police service has been dealt within the historical perspective and legal framework. The concept of discipline and mechanism of social control and the problem of unpleasant police behavior have been studied in great detail. The author says that in Independent India particularly in a welfare society like ours the police cannot be regarded as a task force but as a service organization. Hence, the impression of the general public about the Indian Police as an instrument of coercion (inherited as a legacy of the colonial culture) needs to be changed.

M.P. Singh in his study “Police Problems and Dilemmas in India” has highlighted the historical aspects and the contemporary situation in India. Indian policing, a form of governmental social control, according to Singh involves the application of violence in the interest of state and constrained by law. According to Singh Indian police is directly derived from the Anglo - American prototype of policing. The important feature of this type of policing, which emerged on the streets of London in 1829, had been worked out in the Punjab and Northern Frontier by Sir. Napier. Besides the ecological and bureaucratic aspects, Singh has outlined the socio-cultural context of the British version of policing adapted in India. He places the police at the center of the society, with the governmental bureaucracy and the army. Then he examines the prospects for reform of these
interconnected institutions. He also identifies the problems of police training, discipline, corruption and resistance to reform.

"Crime And Justice-Volume II, The Criminal in the Arms of the Law" is an edited book by Leon Radzinowicz which examines how the actual performance of the police defeats the stated goals, their discrimination between classes, the threatening of the liberties they are expected to protect and the need for a fundamental reappraisal. In the section "The Police," different aspects of police like the policeman’s personality, police discretion, police brutality and the International Code of Police ethics have been highlighted.

"Crime and Criminal Justice in India" by Mir Mehraj-din is an in-depth study of the various aspects of criminal law. It deals mainly with the ways and means of Rehabilitation and re-socialisation of offenders. The study offers suggestions for the improvement of the conditions of the prisoners. Mehraj-din has given a brief account of the incidence of crime in our society and the consequent mounting pressure upon the police and courts. What is more important here is that he has discussed the role of police in detection, investigation and eradication of crimes. He has made an exhaustive study about the role of police and has suggested how best the police can serve the public.

In the chapter "The police system" Mehraj-din has tried to analyze the interaction between the police and society. He has also analyzed the ways and means employed by the police in the investigation of an offence. He has highlighted the impact of such methods and techniques upon the re-socialisation of the offenders.

Image of police

"A New Image for the Police" by Mahmood-bin-Muhammad defines the role of the police in modern India. The book highlights the need for research in more areas in police administration and the crime situation from a national and international perspective. It also deals with the impact of urbanization and industrialization on crime and the new social role of the police in crime prevention.
"Issues in Law Enforcement-Essays and Case Studies" authored by Robert Shallow, Morton Bard and others is a book police work with real life situations and examples familiar to all police officers are highlighted. The suggestion is that the police should work as social doctors ruled by their heads and making proper use of their authority instead of their guns and batons.

Another study by Prabhu Datta Sharma on "Perspectives on Indian police" (S. Venugopal Rao: 1982), analyses the image of the police in India. He says that both the police and non-police group in his study, are of the opinion that the image of the police is far from satisfactory and needs to be improved. Hence it becomes necessary to critically examine the image of the police as it is today. Sharma's study also throws light on processes of recruitment, training and reform; the organization and environment, the negative nature of police duties and the sweeping changes in Indian society.

Regarding the image of the police K.V Thomas (1999) opines that the police have considerable limitations and restraints- the inbuilt regimentation and lack of social mobility is responsible for their poor image. Constitutional efforts have failed to change its colonial legacy. In fact, K.V Thomas states that the police has developed a "Neo-colonial" image i.e. the police identifies itself with the privileged and influential sections of society rather than the downtrodden and weaker sections of independent India.

While discussing whether the police are a force or a service or both, Gautam narrates an incident published in the Times of India in 1981. On the 16th March 1980, a procession of a more than 100 blind people proceeded towards the Prime Minister's residence to submit a memorandum on the eve of the World Disabled Day and was reportedly dispersed by police lathi-charge because they defied the prohibitory orders enforced in that area. About 100 blind people were arrested. On the following day, the Prime Minister in a debate on this issue, expressed shock and regret over the incident and assured Parliament that a warning had been issued to the police to exercise restraint and function responsibly in society. Later, addressing the Congress Parliamentary Party Mrs. Gandhi, the then Prime Minister stressed the need for reorienting police training to inculcate in the Police a humane
approach. To quote Mrs. Gandhi “they (the police) are guardians of the poor and their success depends on their ability to win the confidence, respect and the cooperation of the public. Theirs was not a force, but a service.”

The Police Act Of 1861

Police Act of 1861, has the following to say (Section2). “The entire police establishment under a State Government shall, for the purposes of this Act, be deemed to be one police force, and shall be formally enrolled and...”

‘The word force, however, has not been defined in the Police Act says Gautam. He presumes that it has been borrowed from the armed forces. Critically examining the Police Act, Gautam remarks that ‘the police as conceived by the Police Act of 1861 are a force connoting a group of men assembled for collective action. These men are to be distinguished from the people in general as they are formally enrolled under the said Police Act.’ This concept has defied all attempts to change. The organization and object of the creation of the police force by the British was to provide the Government with a body of men recruited and drilled on the Army pattern and act as an instrument for perpetuating British Raj in India. Hence the compound word police-force was chosen to connote this group of men assembled for collective action against the civilian population daring to go against the British authority. Before Independence, the role of the Indian police which was to force the people into conformity and compliance changed after Independence—from being an instrument of suppression to that of a friend, philosopher and guide. But conflicting views whether they are a force or a service still continue. The police have been facing an identity crisis which has made them a bundle of contradictions—agents of colonial philosophy not servants of the people.

Gautam quotes from a symposium of the heads of police training institutes which had the following observations to make:

1) The attitude of the police has to be compatible with and attuned to the democratic environment.

2) A re-definition of police functions has become necessary.
3) The attitude of the police and its success or failure was, to a large extent, a determinant of the future of society.

4) The vast powers at the disposal of the police have to be so exercised as to make democracy real to the ordinary citizens in the country, without which social justice and economic freedom has no meaning.

5) The police stations have to assume a new role and become institutions of social service.

6) The senior police officers have to guide their thoughts towards identifying the factors that operate against their force and examine the qualities that will make the police a popular 'peoples force.'

7) The police have special responsibility towards weaker sections of the society, the women and children. Initiative, conscience, sense of duty and judgment are the basic requirements of discipline in the police organization. In addition to this, sharpness and presence of mind are the other qualities that policemen must possess to function effectively.

The Nature of Police Work

While discussing the nature and means adopted in police work, Gautam refers to the Third degree methods used for eliciting information or intelligence from suspects. Third degree, means inhuman treatment and the methods are illegal, immoral, and punishable under the law. Yet, the police resort to a variety of unlawful means to meet different task situations. Gautam says this may be because; a police officer in charge of a particular area takes upon himself the responsibility of controlling the crime rate and maintaining law and order at any cost and by any means. But the police officers indulging in wrongful means and inhuman treatment claim that they do so with a clear conscience and in the interest of society. Gautam says that the police not only transgress and violate the law but also degrade the system. As a result of this, the police lose their image and society loses its confidence in the law and in the police.
Police Recruitment and Training

"Police Training: Problems and Perspectives" by Sankar Sen and A.K. Saxena is a book containing papers on various aspects of police training—such as management training, value action in attitudinal change, training material etc. The papers make an analysis of the problems, imperatives, dimensions as well as the deficiencies in police training in India. Suggestions are given on how to train the police to equip themselves to cater to the demands of a fast changing society.

"Not a License to Kill – Police Needs Paradigm Shift" by Rajendra Shekar is a book in which he tries to find solutions to the problems of the Indian police. He points out that the work culture of the Indian police is not suitable to a democratic setup. In a democracy, priority is given to service oriented policing. Tracing the origins of the Indian police under the colonial rule, he observes that there has been no serious attempt to change the attitude and the work culture of the police. Hence, a paradigm shift—i.e. empowerment to serve, rather than a license to kill is advocated by Shekar.

"Modern Law Enforcement and Police Science" by E.W. Williams is a book meant for a policeman to learn the basic skills of law enforcement. It deals with topics such as, report writing, ethics, routine patrolling etc. and also with the laws and mechanics of arrest, search and seizure. It throws light on how to avoid violating the civil rights of suspects.

"Police Training" volume 1 by Dr. Giriraj Sha (2002) - talks about the training necessary for, police constables, and other officers. It discusses concepts and training objectives, present perspectives, the criteria for promotion, theoretical and practical aspects of training—such as laying out training camps, national training policy. It includes a history of the training college at Moradabad, and the recommendations of Police Commissions on police training.

"Administration of Police Training in India" by K.M. Mathur is a research study in which he analyses scientifically, the relevance of training in police work. He has dealt with almost every aspect of training. Highlighting the most important factor in training i.e. the relation between the trainee and the trainer, the study discusses various training techniques used in different police institutions in India.
also analyzes the financial aspects of police training in different states and has identified the areas that need financial support. The study analyzes the problem of police training institutions and the trainer-trainee ratio. Mathur concludes by giving suggestions for the improvement of police training in India.

"Police and Community" is a book edited by R.C. Dikshit and Giriraj Sha which highlights different aspects of policing and police-community relationship. It deals with topics such as leadership in police, criminal justice, policing etc. K.K. Bakshi, critically examines the book and writes that, constant research in subjects related to the police is essential. Changes in police organization and policy planning and proper orientation of policemen are necessary for the modernization of the police.

Anil K. Saxena’s study entitled "Professionalism in Indian Police" highlights the need for the Indian police to be professional and the need to clarify the actual role of the Indian police. He makes useful recommendations to make the policemen more professional.

"Preparing the Indian Police for The 21st Century"- a book by Krishnamurthy S. highlights the importance of police training, the workload and the problems of the police. It stresses the need for a new Police Act which will ensure operational autonomy for the police. It also covers some of the possible measures and areas where changes and improvement can be brought about in the police and political administration.

"Keeping The Peace: For Whom The Bell Tolls (Police Then and Now)" by S.K. Ghosh is a book that deals with a number of topics such as police system and the role of police, management structure at different levels, police and politics, police reform etc. He stresses the need for a self-respecting, honest, and efficient police force worthy of a democracy such as ours.

Twelve different areas of the police work, are discussed in "Indian police 2001: What Went Wrong Here" a book by James Vadackumchery. He opines that the physical strength is of no use to the police in their work, in the 20th century. He suggests that it is necessary that the police introspect and mediate on what that they have been doing till now and what they should do in future. He has made a study of
cultural, social, legal and psychological aspects in order to understand the behavioral pattern of police. Introspection, according to him may help the police to have an insight into their own behavior and arrive at right conclusions to offer better service. He has listed out the steps in police work, such as a code of conduct for the police, police ethics, police responsibility to safeguard the constitutional rights and human rights of the people, minimum use of force, attempts to humanize the police, introduction of more and more welfare measures for the police etc.

"Public Relations at the Cutting Edge Level-Case Studies Materials"-by Alphonse F.Erayil and James Vadackumchery is a book containing training materials. They are evolved from real life situations. M.K. Joseph, I.G.P.; Kerala State makes some observations about the book. He opines that the case study method of presentation of police problems will not only help in solving police problems but it also helps to develop the trainees' power of thinking, analysis, right attitude towards the public and initiate quick responses in police officers, necessary to meet the demands of the new socio-political set-up.

James Vadackumchery's book, "Police Leadership-The inside Story" stresses the need for developing good leadership in police service. He opines that so far attention was not given to this aspect. Therefore he suggests that it is important today, to know how to develop the qualities required of an effective leader in police organization.

Robert Reiner in his book, "The Politics of the Police," discusses the political role and politicization of the police, their involvement in political conflict. In short, the historical, sociological, legal and political aspects of policing with reference to Britain are highlighted in the book.

"Law Enforcement And Criminal Justice-An Introduction" by G. Bennett Sandler, Robert L. Frazier, Donald A. Torres, and Ronald J. Waldron is a book, which is useful to those who would like to take up law enforcement as a career. It deals with the training aspects of the past and the present.

A book by N.F. Iannone titled "Supervision of Police Personnel" suggests that when change creates new problems in any system, supervisors can be trained
to modify their techniques and find workable, lawful solutions. The suggestions are of great help to those officials who lead, guide and control others.

"The Police, the Accused and Criminal Injustice" is a book by James Vadackumchery which deals with injustice, experienced by the accused in Indian criminal justice system. It also suggests remedial measures in which equal justice is ensured to those who commit crime and the victims of crime.

**Police Administration**

Various aspects of the police administration have been highlighted in "Police Administration" (Chaturvedi, T.N. & Rao, S. Venugopal (Eds.) (1982) – 'Police Administration. Govt. of India.' The articles in the volume highlight the relationship of magistracy and police, the problems of city police management, the question of redress of the grievances of the police, socio-cultural dimensions of police working, the various angles of police reform and issues of police accountability and so on. Two important issues are highlighted in the volume. The first is the element of stigmatization of the police that the policemen are not trustworthy. Secondly policemen recruited to deal with sensitive and subtle human conflicts are unable to perceive these subtleties. The need for urgent reform is recommended.

The Book "Police Administration" by O.W. Wilson analyzes the organization structure, administration practices and operating procedures of police force in U.S.A. It deals with topics like the police department, police records, police building, police equipment, recruitment and training, police and public, and leadership.

"Modern Police Administration" – is an edited book by Donald O. Schultz, which highlights the important areas that must be understood and explored by the police executive and administrative staff working in today's complex society. It is like a guideline to the modern day law enforcement administrator.

"Modern Police Administration" by Donald F. Favreau and Joseph E. Gillespie is a book, which highlights various aspects of the police administration. The administrative responsibilities such as budgeting, purchasing procedures,
Metropolitan Police Administration in India by S.K. Chaturvedi is a research study to evaluate the functioning of metropolitan police system. Chaturvedi has analyzed the problems of metropolitan police. The rationale of the implementations of the Commisionarate system in cities has been discussed. The study evaluates the functioning of the system in the colonial past. It describes the circumstances under which the system was implemented in Delhi and evaluates its effectiveness. He has offered suggestions for making it more efficient and effective.

The Human Rights and Police Administration - A study of their interrelationship in Hubli-Dharwad Commissionerate in Karnataka" by Kamalaksi, G.Tadasad, is a study of police administration in the context of human rights. One of the findings of the study is that police believes that human rights should be a part of police administration and view human rights as the catalytic agent to put police administration on its toes and that there is a positive relationship between police administration and human rights. Hence conclusion is that police administration and human rights are at loggerheads depending upon the issues that they confront. What is required is a careful mode of intertwining and combining these two, keeping in view the larger welfare of the society.

"Police in a Modernizing Society with Special Reference to Problems of Personnel Administration in the Indian Police" by R.K. Raghvan is a study, which deals with various aspects of police in changing society in India. It attempts to make an analysis of the problems as viewed by an average policeman about police leadership in modernizing society. It suggests few measures to help the police to improve police working and living condition to motivate him to work. It also makes suggestions related to police personnel policies and to have a new approach to deal with the problem of police misfits, poor police image by the public,
inadequate training, job monotony, poor communication between ranks and leadership ineffectiveness of police associations.

Sunita Singh Sengupta's study entitled "Work Culture In Police Administration" sheds light on one of the basic functions of police administration—that is to maintain law and order in a just manner. According to the observations and the media in this study, the performance of the police is deteriorating. The question that arises is—why is it so? The police organization is supposed to be a well-defined disciplined force where the authority is hierarchically distributed and is expected to be duly exercised to safeguard the interests of citizens. Despite this authority, why are the police officers at District and Thana levels not able to meet the challenges of improving the law and order in the State and feel powerless is puzzling. Sunita Singh Sengupta's study is an effort in this direction so that the existing work culture in Police Administration can be examined and understood.

"Power And The Police Chief - An institutional and Organizational Analysis"—by Raymond G.Hunt, John M.Magenau is a book about the nature, causes, and consequences of the struggle between the chiefs and the social and political forces in the American setup. It deals with the complex and less tangible social and political forces that shape the police, their agencies, and the local environments in which they operate. The book lays emphasis on Police Chiefs because they are considered to be the specific instruments that shape and direct the actions of the local police departments. The Police Chiefs are considered to be the molders of their societies. One of the findings of this book in the context of the "total quality management" movements, now widespread in the business world is that it is essential to make certain basic changes in the culture of policing. They bring new roles and challenges for police chiefs that demand from them new attitudes and skills.

"Management Thoughts on Police Administration" (1998) by James Vadackumchery is a book, which highlights the principle of management. According to him police though being a powerful organ of the government, are yet to apply the principles of management in their administration. He is of the opinion that there have been no sincere or serious attempts to implement the finer principles
of human behavior and management sciences among the police personnel. The consequence is that even after fifty plus years of independence, the police function as a coercive force and have not become service oriented agency. The training of the police is not much different from what it was during colonial rule. The lathis, bayonets, parade, toughening, excessive drills, hardening the human mind, route marches etc., still dominate the training curriculum according to him. Central committees recommendations for improving the training of police personnel according to him, has not seen the light of the day. Hence he recommends that management of the police and management of the people, their inter relationship; can be cemented only when the relationship is managed by scientific approaches.

"The Managing of Police Organizations" by Paul M. Whisenand and R. Fred Ferguson deals with police management, their role and the internal and external responsibilities of police. The authors opine that the text attempts to impart knowledge about police management to the knowledgeable police managers to support them in their commitment to a more efficient and humanistic system of policing.

"Police Organization and Command" by R. S. Bunyard, is a book which deals with the organizational aspects of police. Sir John Mc Kay expresses his views on Bunyard's book that the growth and increasing complexity of organization have thrown challenges to senior police officers to make use of the limited resources at their disposal. Besides scientific and technical equipment what is more important for police efficiency is to make use of the talents and goodwill of the men and women in service. Complementing Bunyard, Sir John Mc Kay says that the book helps to "crystallize thoughts on the problems mentioned and suggest practical ways of meeting them". According to Bunyard, the book explores two areas of professional importance to the modern police officers. They are (a) the manner in which police personnel are led by their superiors in the police organization and (b) the manner in which the organization meets the needs of the society.
“Police and Policing—An Introduction” by Richard J. Lundman is an introduction to police and policing. It emphasizes on multi-disciplinary approach to free people from inaccurate or narrow images about police and policing. It highlights the history of police idea, structural analysis of police organization social and psychological explanation of police socialization, and analysis of routine policing, police misconduct and control of police and policing.

“Developing society and police” edited by G. Ramreddy and K. Sheshadri contains seminar papers, which mainly discuss the issues related to police administration. According to Reddy and Sheshadri the problem of police administration have been generally neglected by most of the academic institutions. Hence they suggest that in a developing society as ours, the role of police in tension management needs to be critically examined. The papers reviewed are as follows:

Venugopal Rao in his paper “The Present Status And Organizational Future Of The Police In India” stresses that the problem of population explosion, urbanization and unemployment have increased the social tensions and thereby complicated the delicate functioning of the police. He opines that faster growth is an essential condition for development on the one hand and on the other it upsets certain traditional norms. Hence, he suggests that social defense planning which includes planning for the police should be an integral part of the over all national planning and police should be deeply involved in the planned programs.

Chinnappa Reddy in his paper “The Police, The Public and the Law”, has raised a number of important questions with regard to public attitude towards police, the treatment of those who raised their voice against the government. In this context he opines that the main role of the police in the democratic set up is one of tension management. He opines that the police are there to enforce law and order and are not concerned with the political implications. He also suggests that the police have to act impartially and see that law and order is maintained. But this is a very difficult task. According to Chinnappa Reddy when mass protests take place, the task of police to maintain law and order becomes arduous.

Krishnaswamy Aiyyengar in his paper “Police Administration in India”, opines that in a democratic society the police force ought to be conceived as `social
service agency and to achieve this reputation and fulfill this obligation, there must be complete re-orientation in the outlook and approach of the police personnel.

M.V. Narayana Rao in his paper “The Role of Police in the Developing Political Context” throws light on the expanding function of police right from the days of colonial rule to present democratic era. He points out that the police are caught between the executive authority and supremacy of the judiciary. The main problem of police according to him is how they should act independently when they are caught in such situations.

In his paper “The New Challenging Role of The Police”. A. Varghese points out that the police, besides interacting with the public; they should educate the people about the right of self-defense, and about the powers and duties of police. He is of the opinion that only when the citizens become more aware of the rights and responsibilities, the burden of the police is lightened.

P.S. Ram Mohan Rao’s paper entitled “The Image of Police in a Changing Society” is an analysis of the factors which have contributed to the overburdening of the policemen and also traces the reason for the police being unpopular. The danger of political parties making the police their stooges, according to Rao is to be seriously thought over by the universities and teachers of social sciences.

K.V.V. Subramaniam in his paper “The Police and Political Development” accepts that the police have to change and need to reorient itself to the new requirement of developing societies. He points out the important factors that make the police unpopular in the eyes of public which are as follows:

a) The increase in the work load of the police due to rapid industrialization, greater awareness of rights by the people and population.

b) Increase in legislations for which police become responsible.

c) The fact that police is a spending department.

In the context of rapid industrialization C. Laxmanna in his paper “Changing Social Structure and the Police” points out the need for modernizing and rationalizing police methods. He suggests that “police should act as links in social change process, as agents of social control and as levers of planned change”.

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Regarding certain practical problems in the actual implementation of the laws, Venugopal Reddy in his paper “The Police as the Social Service”, suggests that police station should be located in a suitable area so as to enable people to get relief from certain difficulties. In another paper “The Problems of Law and Order and Adequate Equipment for the Police” R. Prabhakar Rao stresses the need for proper understanding of the different types of situations the police face. He also stresses on the use of suitable techniques to deal with each of them. He is of the opinion that due to certain handicaps, like limited power vested in the police, a series of checks and balances the police are unable to act effectively and promptly in case of emergencies and large scale troubles.

The paper “Police Administration in Andhra Pradesh” presented by N. Umapathy highlights the organizational aspects of police and how Hyderabad city police is different, in its power from others. With regard to the present recruitment process M.A. Saleem in his paper “Recruitment and Promotion for Police Personnel in A.P.” gives a detailed account of it. He stresses on the importance of proper selection of the constables who should be better educated and better paid. On a similar note D. Ravindra Prasad and G. Haragopal examining the efficacy of the present recruitment methods observe that there is a need to introduce changes in the present system to select the right type of personnel. B. Srikanth Reddy’s paper dealing with “training police officers” deals with the different skills that a police man should be trained in. He urges for proper selection and then for training, educating and motivating the young men to discharge their duties. He also suggests that the trainer himself should be competent to do his job as a trainer to inculcate the proper spirit.

C.B. Patil’s paper “Prison Reforms” has a bearing on the problems a police man is confronted with. He has suggested different methods to be adopted to reform a prisoner so that by the time he is out of prison he becomes a better citizen.

P.V. Pavithran’s paper “The Identification of Certain Areas of Study, Research and Planning in Police Administration” throws a new light on the police administration techniques. Besides applying the principles of management science Pavithran suggests that the police should interact with local bodies like
gramapanchyats to facilitate policemen to function better. In other words he has suggested for better police community interaction.

Mahamood-bin-Muhammad in his paper "Areas for Research and Further Study in Police Administration" stresses that not only academics but the police officials are also interested in research today. This according to him is beneficial to the police officers as it helps them to share their views and opinions with academicians, public administrators, social scientists etc. In similar tone another, "Research Administration" by G. Ram Reddy and K. Sheshadri has highlighted some important areas for research, provided they get some adequate financial support.

The conclusion from all the above papers is that the police administration needs radical reorganization in recruitment and training and re-orientation in behavior. We can also conclude that the police needs to be sensitized to the problems that are faced by the people. Besides reinforcing the police with all modern gadgets, mentally equipping the police is more important.

Problems of Police

S. K. Chaturvedi has compiled a number of papers in the book "Police and Emerging Challenges." The book highlights different aspects of police in India such as the challenges that the police have to meet in a developing society as India, whether the existing police force is capable of combating them. What are the impediments? How they can be removed? The present volume compiled by Chaturvedi tries to answer the above queries with the help of nine papers from veteran police officers and academicians.

Giriraj Sha in his paper "Indian police – A Retrospect" – has studied police functioning and suggested that right from the organizational structure to functional activities every aspect of police administration requires a serious rethinking and reform. This is to make our police face the emerging challenges meaningfully and successfully.

Trilok Nath in his paper "Indian police – Challenges" has brought out the fact, that the existing police force was organized by the British masters. In the post-
independence period, instead of projecting the police as an instrument of welfare of the public, the political leadership exploited it for parochial and political ends.

R. K. Mukherjee, in his paper “Indian Police and New Challenges” has highlighted a number of factors which have led to a number of crimes in society. He has emphasized the need to build-up a police force having a high degree of professional excellence, faith in moral values, capability and fearlessness so that it can win over people’s confidence and co-operation and negate the rising political interference in its day-to-day working.

P.D. Malviya in his article “Police -- The Challenges Ahead” has specified that the existing police force can function in a changing society like our with much respect and ease if some emergent steps such as Police accountability towards people, de-politicisation of the force, award to committed workers etc., are taken.

Venugopal Rao in the “Anatomy of Police Violence” deals with the increasing police violence in recent days. According to him this is a challenge in the context of police – public relationships.

S.R. Maheshwari in his article “Police and Criminal Justice in India” identifies political interference in police work as the most serious challenge. He suggests that if the functioning of the police is to be improved the nexus between crime and politics must be liquidated.

Rustamji in “Communalism: A Challenge to Law and Order,” considers communalism as the most important challenge before the police force. He has extended meaningful suggestions to be considered by the policy makers.

P.D. Sharma in his paper “Policing a Plural Society; the Challenges Ahead” says organizational inadequacy, personnel inefficiency and procedural lags are the main obstruction in effective police functioning in a developing society like ours. Sharma has suggested relevant administrative reforms in the police set-up.

Ajay Mehra in his paper “Functions and Role of Police; An Analysis of Police Behavior in Colonial and Democratic India” has tried to look into the role and functions of the Indian Police in the pre- and post-independence scenarios. The main argument of the author is that while the function of the police has remained
the same, its role has undergone complete transformation. Awareness in this regard will help the police to evolve a system to function effectively.

"Rural Policing" by S.K. Chathurvedi throws light on rural security in ancient times and has listed out a number of factors resulting in the increase of incidents of, agitations, riots, arson, road and bank hold-ups etc. in rural areas. To combat with these emerging challenges Chathurvedi has suggested policing with public cooperation incorporating modern technology in rural areas as the only alternative. S.K.Chathurvedi concludes by saying that the existing police organization is over-burdened with numerous policing and non-policing jobs and the police are rapidly losing people's faith. So he suggests that there should be a re-thinking about organization of the existing force at all levels, so that it could win over the people's confidence and co-operation. It may also function for democratic values and welfare goals.

Regarding the work environment Gautam(1993) is of the opinion that a rational pay structure is the pre-requisite for sound personnel policy and an important part of service condition. A life of dignity, high social esteem and prestige, good and equitable remuneration and a reasonably good career planning are the other aspects of service conditions to attract the best talents to the police service.

Guatam (1993) points out that the constables suffer in their private life on account of their professional obligations and are always on duty, resulting in strains and stress in family life. Further Guatam points out that in functions and social gatherings the police are found to be there, only to make traffic arrangements and maintain law and order. Even if the functions run for hours, their fate is to be on their legs.

Gautam's study reveals that as for the social prestige, policemen themselves do not want their kith and kin to join the police so long as they can find alternative job even though with some what less pay. The mere mention of the word "police" inspires hatred in many. Hence he suggests that unless a positive police personnel policy is taken up no positive results can be expected.
Highlighting the problems of policemen related to working conditions, Gautam suggests that:

- The police officer is supposed to be on duty for all the 24 hours should be reflected in his pay scales.
- He has to do night duty not less than 15 days a month. Therefore there is a need to be compensated for night duty, working over time with occupational hazards. The studies conducted by the International Labor Organization have indicated that night duty affects health and family life.

As for a career in the police services, Gautam remarks that though policing has become very complex, the relative career value of the police services has shown a decline. Many bright people are not willing to opt for this career. He also suggests attractive retirement benefits as it enhances the prestige of police service.

Another important problem, Gautam mentions is housing problem and its consequences. The housing problem in the police department is very acute. New police posts have been created without providing accommodation to them. The owners of private houses are least prepared to rent out their houses for a police post.

According to Gautam the residential problem is more acute than housing an office. In urban areas the rent is beyond the paying capacity of police officers of sub-ordinate ranks. The house owners do not wish to rent out their houses even to Gazetted officers for fear of being forced to fix a fare rent. Very rarely one can get accommodation for reasonable rent within once paying capacity.

In majority of the cases one gets the house for sheer personal obligation, very often from the owners who do not have very desirable antecedents. This is about the senior ranks. About the ordinary policeman and some junior ranks like ASI & SI, the situation is different. On the one hand, respectable people are usually hesitant to rent out a house to them, and on the other hand, there are people of
shady character who are very happy to have a police officer as their tenant or neighbor.

Acute residential accommodation problem, paucity of funds, a house at reasonable or cheap rent comes as a bonus to policeman who does not have many options in this regard. Thus, they get a house in undesirable localities and have undesirable people as their neighbors. This creates wrong impressions about these policeman in particular and policemen in general. It also constrains these policemen from taking action against their neighbors and their friends for various reasons. This may not always be in the public interest particularly when the house owner is of questionable character.

To put the above in nut-shell, most policemen who are not provided with the decent shelter and some how have managed to live in semi-savage conditions in barracks or an accommodation with the help of the people of questionable character and in the localities infested by hoodlums. High rents according to the author lead them to adopt unlawful means of compensation. Low rents and houses located in bad localities create an un-favourable impression about them in particular and the police in general. This ultimately impinges on their effectiveness. This is because it is natural for police to develop a soft corner towards his neighbor and also the neighbors to influence him in one way or another.

Elaborating the housing problem of police Gautam points out that the houses in which the police reside are so overcrowded that it has become hygienically unmanageable and hazardous. In addition to the housing problem, there are no proper arrangements for potable water facilities. Private houses also do not offer any better facilities since only that type is available for petty rents and not in good localities. Staying in bad localities has had effects on the children of these officers particularly as they themselves are not available or are unable to spare time for their families.

Gautam highlights some other problems of police. His study reveals that most of the policemen and police officers live alone at the place of the duty leaving their family back at their homes. Hence, most of the policemen lead a forced bachelor’s life for most of their career.
Regarding leave facilities Gautam in his study found that the policeman hardly gets any leave. In other words, for a policeman getting leave is an occasion much happier than that of getting a promotion as it means life for him.

Besides these problems, Gautam highlights many other problems of a policeman, which have been totally neglected. For example, a policeman does not get his weekly off nor does he enjoy holidays. On the other hand when everybody in the country is celebrating important festivals the policeman is on his rounds. Festivals are the occasions when there appear maximum apprehensions of religious and communal riots. And so there is greater demand for a policeman to be extra alert. Further right from the young age of 19-20 years till the retirement day a policeman is deprived of all the facilities and things that make the human species social beings and even human beings.

The study also reveals that most policemen above 40 years of age suffer from blood pressure, anxiety neurosis etc. The task pressures, inadequate and unimaginative training does not equip the policeman to cope with the challenges. As per Gautam the need of the hour is to remove the de-humanizing factors that the living conditions and the working environment of the policemen create. He suggests that in normal times, the policemen should not be asked to work for more than 8 hours a day and the number of night duties in the month should also be restricted to maximum of 6 days. Gautam further suggests that Government should provide the policeman residential facilities near the place of work or provide to and fro transportation. Children and dependants of police men should be provided free or subsidized education and guaranteed admissions to schools in case of transfer of parents. These issues are vital to the policemen’s families and their children's future which otherwise will be a cause of worry for him reducing his interest, efficiency, effectiveness etc.

In his study Gautam found that the policemen are over-worked, and deprived of leisure time and therefore there is a need to develop a hobby because "all work and no play makes Jack a dull boy" Hence he suggests that games, entertainment and library facilities should also be made available as periods of leisure are very important for a social being. This helps individuals to relax which
in turn brings about fresh energy and a new enthusiasm to work effectively and efficiently.

The author suggests introduction of suitable motivation factors to encourage and raise his self-esteem because it helps him to work efficiently. The rigid practice of discipline and its implementation make matters worse. Absence of holidays leaves him no time for himself and makes him behave in a mechanical manner. Frequent spells of leave would prevent fossilization of his mind and psychological fatigue. Hence, conditions ensuring the all-round growth of the policemen have to be created because this will benefit him to perform their role effectively and fit into the expectations of people in society.

Young boys, according to Gautam, entering the police service, in most cases one would find that his language and conduct change for the worse. He becomes power hungry and rarely gets an occasion and leisure for introspection because of being over-worked and ever busy. Hence, he suggests that policemen need situational changes. This would enable him to see himself face to face. According to him sub-human working conditions, deficient training, public condemnation are bad enough to add to his frustration and overall work environment which is dehumanizing and de-intellectualizing. These are some of the factors, which need to be looked into because these have remained unresolved. These result in secondary stress and anxiety.

Sultan Akbar Khan in his research study entitled "Power Police & Public" has analyzed data about police officials who are in service. This study throws light on the selection & training of police who belong to different cadres. It also highlights their image, their relationship with the public. Further it sheds light on the effect of the length of service on the overall personality of the serving police officers at the middle and higher level. He suggests that awareness and assertion about the inadequacies of the police system can bring about an effective and needed change in this law enforcing agency for improving its performance.
Stress in Police

"Stress in Police in India-Recognition, Diagnosis and Strategies" by Dr. Pragya Mathur Kumar as the title suggests is a comprehensive study of stress in police in India. The study highlights the causes and effects of stress on the mental and physical health of the police. The author recommends various measures and techniques to cope up with the stressful situations experienced by the police personnel.

'Police work' by Peter B. Ainsworth and Ken Pease, is a book which deals with application of psychological method in police work. The book answers some important questions like why don't people rush to help when there is an accident, why do eyewitnesses give different accounts of the same event, how can you get people to co-operate with police, how can police officers reduce their own levels of stress etc.

The book has made use of practical day to day examples from real life and shows the police officers who are serving and who are being trained, as to how they can make their own work more efficient. It highlights the practical implications of current thinking on such topics as communication, behavior in groups, the treatment of crime victims, crisis intervention techniques, countering prejudice and fear of crime.

"Police Today" by Sankar Sen is a book which contains articles on different aspects of policing today. According to him the role of police in India today has become "hazardous, stressful and thankless." On the other hand he opines that police organization has remained archaic, rigid and authoritarian. It is unsuitable for facing the challenges of law enforcement in modern times. He suggests that for controlling crime and maintaining order of the segments of criminal justice system must work united. He also suggests that mutual confidence between the police and the public can be restored only when there are some significant changes in police functioning and the criminal justice system. According to him there are no
readymade solutions for deep rooted problems of police organization but an awareness of the complexity of the problems will help in finding solution for them.

**Police Reforms**

'The Police Act Drafting Committee's (PADC) term came to an end on 31 January, 2006. Any significant attempt to reform the Indian police must begin with the men at the bottom, the constabulary, not at the top. However, such changes would call for a struggle against the nature of Indian society itself,' says former IPS officer K S Subramanian, in an article, 'Police reforms: creative dialogue needed' Subramanian notes that, the Committee's terms of reference are too narrow.

He lists out the terms of reference (TOR) of the PADC as follows:

1) Its first task is the drafting of a new Police Act to meet the challenge of the growth and spread of insurgency/militancy/ naxalism.
2) Secondly, it must help bring an attitudinal change in the police including its working methodology to elicit cooperation of the community and to meet its expectations from the police in a modern, democratic society.
3) Thirdly, it must provide for the use of scientific investigation methods to tackle "futuristic trends and organized crime including cyber crime and technological additions in the hands of criminals etc."
4) Finally, "the concern for human rights, weaker sections, women and the people belonging to Scheduled Castes/ Scheduled Tribes" must be addressed.

Subramanian makes a critical note here that, in listing out the TOR, social justice concerns and service provision has been placed last in the order of importance whereas it should have occupied top priority. He opines that, 'the challenges on the criminal justice front are not confined to the drafting of a new Police Act, although it is equally important.' He suggests that, 'a whole range of deeper issues need to be considered.' In the event of drafting a new Police Act, Subramanian suggests that, it must be drafted carefully and well, because, he says, 'it could become the second most important official policy document after the Constitution of India.
Subramanian refers to the one-day 'national consultation' Commonwealth Human Rights Initiative (CHRI) held in New Delhi, which he attended, to consider 'what must go into creating the police that we want for our country.' He points out that Kamal Kumar, a senior police officer, who spoke about police accountability did not mention some important issues, such as, the role and position of the constabulary in the police organization. He makes an important statement, that, the disparity in human quality between the bottom and top ranks of the police hierarchy in India is striking and it reflects the disparity in the larger society. At this juncture, Subramanian suggests that, reforming police from constabulary upwards is the key. He notes that, it is known that over ninety percent of all policemen are in the ranks of constables and head constables. The constabulary is ill educated, poorly trained; it lacks initiative and looks up to superior ranks. The disparity in human quality between the bottom and top ranks of the police hierarchy in India is striking and it reflects the disparity in the larger society. Initiative and responsibility are concentrated at the top of the police hierarchy; the bottom layer is not allowed to display such qualities. Thus, the Indian police are said to 'systematically put its worst foot forward.'

Subramanian says that, this is not surprising. He refers to the Police Commission of 1902 which said that, 'the duties of a constable should be of a mechanical character'. It added that 'duties requiring the exercise of discretion and judgment should not be entrusted to constables, from whom such qualifications cannot be reasonably expected. The Constables were not expected to have an intelligent understanding of their responsibilities. The end of colonial rule in 1947 did not change the role of constables as agents of colonial rule nor reduce their predatory disposition towards the people.' He opines that though a 'despised minority, because of its predatory activities and its human rights violations, the constabulary remains an exploited section in the police hierarchy.' Hence, he suggests that, "any significant attempt to reform the Indian police must therefore begin with the men at the bottom, not at the top. The quality of police performance can improve only if the bottom rung changes. The quality is hindered by human deficiencies, not legal impediments. The problems of police practice can be
resolved only by reshaping the constabulary. Further, judicial suspicion of the police can only be removed by better performance from the bottom up; favouritism and political influence play a large role in police activities.”

He further suggests that, “the ranks of assistant sub-inspectors, subinspectors and inspectors must replace the constabulary. These ranks should be capable of taking independent initiative and discharging the essential duties of a police officer. The new police officer should begin to break the suspicion that tarnishes police relations with the public, the judiciary, the politicians, and even superior police officers. The armed police must be reduced in numbers making available more unarmed policemen for patrolling and for police station duties. A greater measure of egalitarianism should be introduced in police ranks by raising the responsibility, pay and respect of the lowest ranks.”

K.S. Subramanian, reviewing Arvind Verma’s book, ‘The Indian Police: A Critical Evaluation” remarks that, the book brings a breath of fresh air to discussions on police reforms in the country. Subramanian points to the fact that, Verma’s broad conclusion in the book relate to the modernization of Indian police. Aspects that need consideration, pointed out by Verma are as follows:

1) working with grass root NGOs,
2) deployment of modern technology,
3) replication of successful experiments abroad,
4) And above all, recognition of the importance of 'research as a vehicle of change.'

Critically examining Verma’s book Subramanian notes that the book falls into three large parts which are as follows:

1) The first covers well trodden ground on the organizational history and model of colonial policing in India and argues that this 'police system is the frame that has to be broken to make the police organization relevant to Indian society today.'
2) The second examines the managerial challenges of public order maintenance and the issues of crime, corruption, politicisation and training. The need to control 'situational discretion' by the construction of 'relevant
data sets' and to eliminate the 'cultural indoctrination' that creates a gulf between the leadership and the subordinates in the police are underscored. Verma addresses the cultural roots of corruption and politicisation together with the problem of police accountability.

3) The third and final part evaluates the work of the National Police Commission (NPC) in an innovative and interesting manner. It attributes the 'failure' of the Commission to accomplish its tasks to a variety of factors including its composition, methodology, neglect of research, neglect of cross-country experiences together with a flawed perception of the policy culture and politico-administrative environment in the country.

Research studies, articles, debates, seminars, conferences etc. conducted in the context of organization and functioning of the police, the following aspects are generally highlighted.