# Chapter 1

## Introduction

1.1 Statement of the Problem  
1.2 Significance of the study  
1.3 Objective of the study  
1.4 Hypothesis of the study  
1.5 Research Methodology  
1.6 Scope of the study  
1.7 Limitations of the study  
1.8 Chapter Outline  
1.9 Conclusion
Chapter 1

Introduction

1.1 Statement of the Problem

Maharashtra is the third largest state and its capital Mumbai is considered as the financial capital of India. However, increasing cosmopolitan population and migration in search of employment has increased the problems of the city manifold. Mumbai is always on the hit list of terrorist and high alerts make the police community to put more hard work to keep law and order. Increasing number of slum areas, increasing number of vehicles and increasing number of crimes has led to pressure from community, media, government and police department itself.

Thus, the role of Mumbai Police is vital. Mumbai police is the most prestigious institution once considered second after Scotland Yard. They have a challenging task with the changing economic, political, and social environmental scenario. Efficiency and performance of police depends on work culture of police organization. The department of home affairs and commissioner of police play a vital role in deciding the work culture in police department. The researcher strongly feels that the work culture in police stations needs to be changed with changing multitasks in future. The police stations are the fulcrum points which come in contact with public in general. Superior – subordinate relationship, leadership style, incentives, working conditions influence the efficiency and effectiveness of police force of police stations. Thus the study intends to highlight the behavioral attitudes of various police employees working at police stations. The recommendations and suggestions through the study shall help to cultivate a desired type of work culture and reduce the pressure and stress among the police force. The police department should make attempts to cultivate certain core values, which will make the organization strong and successful.
The police touch the very life of people. As coercive arm of the state, they are called upon to maintain order and play a role in ensuring the rule of law. By preventing criminal activity and apprehending offenders, the police play a significant role in providing security and dignity to the citizens. Undoubtedly, the role of the police in India is extremely significant in view of the democratic policy and multicultural, multi-ethnic and large size diverse population of the country. The police are a crucial factor in the existence and development of India.¹

Police organizations follow the tradition bound value system. Their bureaucratic way of functioning is the aspects which make such organization ineffective, inert and indifferent to the problems of the society. Police department is not an exception. Still they follow old British colonial structure, which leads to inefficiency and bad public image.

Police staff has to play a major role in maintaining law and order. Mumbai Police is directly controlled by Home ministry of Maharashtra State Government. Unfortunately, the general belief and approach towards this important institution is based on myths, fear, suspicion and disbelief. Today, the major problem areas are authoritarian approach, rigidity and hard handling, absence of friendliness, faith, fair treatment and fearless approach. Lack of professional approach, political interference, corruption, lack of discipline are other criticisms made against police force. Eighty percent of the police force in Mumbai is constabulary. They face the public on the road, dangerous criminals, law breakers and gamblers. Increase in their training inputs, working conditions and self respect will definitely enhance the police image. Change in work culture is an important aspect, which can improve the situation.

The current debating on policing in India is focused either on the big ticket initiatives like National Intelligence Grid Project of India (NATGRID) and National Counter Terrorism Center (NCTC) or on bread and butter issues of recruitment and transferring of policing. Implementing the recommendation of various police-

commissions on police reforms is lying unimplemented despite the directions of the Supreme Court. It is an essential but not a sufficient condition towards meeting future challenges. These recommendations even if implemented, have limited effect in the absence of perspective planning. There is an urgent need to continually research the subject of future policing in the country. The prospective challenges for the police are related to change in environment, progress in technology and the original robustness. Policing environment is incessantly changing with an intrusive media, higher educational standardizing, demographic changes, rapid urbanization, rapid politicization of the socio-political movements, violent expression of public discontent and myriad internal security threats emerging in recent years.2

1.2 Significance of the Study

Quotation by August Vallmore3

“The policeman is denounced by public, criticized by preacher, ridiculed by the movies, berated by newspapers and unsupported by the prosecuting officers and judges. He is shunned by the respectable, condemned while he enforces the law and dismissed when he does not. He is supposed to possess qualifications of a soldier, doctor, lawyer, diplomat and educator, while his remuneration less than that of a daily labourer.”

This quotation speaks about the plight of police in general and the urgent need to redress their grievances and improve public-police partnership.

The idea of a disciplined, people oriented and proactive institution is not new. Since the history of civilization, attempts are made by every organization to cultivate certain core values, which will make the organization strong and successful. The basic problem with respect to government institution is how such institution can be made

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pro-people. Their original set up, the tradition bound value system, the bureaucratic way of functioning are the aspects, which make such organization in effective, inert and indifferent to the problems of the society

Sen\(^4\) has rightly emphasized the role of police. According to him, today, India faces serious problems of crime control and order maintenance. Never after independence, has the country had to confront problems of the magnitude affecting internal security. Forces of disruption in the public sector will be as important as in private destabilization are trying to tear apart the country’s unity and integrity. In this grim situation, the role of police has become more crucial. The police have to act as agent of stability in the marketplace, innovation, society convulsed by disorder and lawlessness.

There are challenges of rapid urbanization. World Bank estimates that by 2017, 500 million Indians, nearly 38 percent of India’s population will be living in the cities. There is an estimation that 61 percent of the Maharashtra will be living in cities by 2026. Unless the manning, equipment, training and doctrine of policing is attained to these migratory trends, persisting with the old colonial rural policing model will further exacerbate social tensions caused by urban migration.

Chudhary\(^5\) rightly emphasizes the need to change the work culture in police organization. He justifies the need saying that for countries seeking to move ahead in the global. For providing an environment free of problems of law and order, crime and security of property rights, many developed countries like USA, UK, Australia and Canada have made impressive advances in reinventing the police. He also states that the terms like citizen focused service, performance management were management mantras in the private sector, are applicable in the working culture of the police department in the developed nations. The reforms in police administration in


these nations were implemented with a view to restructure and change the internal culture of the organization and increase the operational performance, efficiency and cooperation. In the developed nations, a new policing order is emerging that derives a momentum not just from some government initiated police reform document but from the global process. Today, the environment necessitates that public institutions including the police be more flexible and adaptable in their functioning, deliver high quality service, be sensitive to the needs of the customers, give their employees the sense of meaning, empowerment and provide world class services that they begin to start expecting. However, the current edifice of the Indian police is a legacy of past. Lethargic, centralized bureaucracies, bound by archaic rules and regulations and strict adherence to hierarchical chain of command are misfits today in the ever-changing technologically advanced society.

Umranikar⁶ elaborated on second report of National Police Commission. The report examined the police role, duties, powers responsibilities with respect to prevention and control of crime. According to the commission, basic rule of police is to function as a law enforcement agency and render impartial service to law in complete independence. To satisfy public expectations, they recommended new police act with new duties. In the third millennium, the Indian police system has another opportunity to change itself to meet the demands of the Third Wave Culture, the information Revolution, Globalization, Economic Liberalization, which have transformed every aspect of our lives. The police may no more be considered as a mere law enforcing agent, but a service provider catering to the security, safety and well being of the society. According to him, the police act 1961 created the police force to save the interest of rulers and not people. Time has changed and there is a need today to have in police force a managerial philosophy, a value system and an ethos in tune with modern times. To ensure that policeman is seen as a friend of citizen, in whom, common man could response trust and faith, there is a need to ensure honesty and transparency. Frequent and arbitrary transfers demoralize the

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administration. Excessive uncertainty of tenure can cause a great deal of mental anguish. There is a need to find out an effective and working solution to this problem. People must have confidence in the profession of police, its honesty, integrity and efficiency. The police service must regain the pride in uniform and earn the affection, respect and honour of our community.

Traditional and modern policing has considerable differences which require thorough understanding of their changing role and increasing expectations of general public. Umranikar has given the major differences which are visible in the following box.

**Box 1.1: Traditional and Modern Policing**

<table>
<thead>
<tr>
<th>Sr. No.</th>
<th>Parameters</th>
<th>Traditional policing</th>
<th>Modern Policing</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Definition of police</td>
<td>A government agency principally responsible for law enforcement</td>
<td>Police are the public and the public are the police.</td>
</tr>
<tr>
<td>2</td>
<td>Role of police</td>
<td>Focusing on solving crimes</td>
<td>A broader problem solving approach</td>
</tr>
<tr>
<td>3</td>
<td>Effectiveness of police</td>
<td>Response time</td>
<td>Public cooperation</td>
</tr>
<tr>
<td>4</td>
<td>Police professionalism</td>
<td>Effective response to serious crimes</td>
<td>Keeping close to community</td>
</tr>
<tr>
<td>5</td>
<td>Role of headquarters</td>
<td>To provide necessary rules and policy directives</td>
<td>To preach organisational values</td>
</tr>
</tbody>
</table>

Source: J. Y. Umranikar, Police Reforms in India, p.310.

The above box emphasizes that modern policing needs public cooperation and community support.

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As expressed by Verma, the responsibility of maintaining order in lawless society, where legitimacy of government has been eroded deliberately by its elected representative, where criminal elements enjoy patronage, where politics, crime, corruption, brutality produce injustices of most horrendous kind, policing is never a comfortable vocation. Dedicated and professional officers dealt with the problem, helplessness and left the service primarily because of politicization of the service and abominable working conditions.

As observed by Ghosh, the maintenance of law and order and detection and prosecution of offenders are primarily the responsibility and statutory duty of the police. In the performance of his duty, policemen take risk and face danger almost every moment, a fact which is little understood and least appreciated. The policeman moves around the clock in all weathers throughout the years risking his health. He has very little family life. Reports of policemen laying down their lives in the discharge of their duties are received from all parts of the country. Our constitution has confined fundamental rights on the citizens. For the protection of these rights and the democratic way of life, powers of interference with the life, liberty and property of the citizens have been confined by the law within constitutional limits on policemen. So policemen should not be afraid and should not resent public criticism and judicial review of their actions. Police is a very important limb of the administration. If the limb is not healthy and efficient, the entire body and politics will become weak and paralyzed. Efficiency, honesty and impartiality will earn them the esteem of the people. He also observed that the role of the police in the modern society is that of a community leader. All other agencies agree that no social education programme in the interior can be successfully created without active police help. For example, eve teasing, gambling, hoarding and proficiency, food adulteration, untouchability etc.


Subramanian\(^9\) feels that in a civilized society the policeman is the custodian of law and order at the local level. He represents the people’s desire for good civil behavior, peaceful conduct of activity in public places, freedom to the citizens for moving about safety and security in all parts of the city or rural areas and generally keeps peace in normal times. He should be respected by the society, appear fair and impartial, is looked up for guidance and support of the citizen when some trouble befalls him. He is generally seen as a benevolent but tough guardian of the citizens.

As written in his paper by Soothill,\(^{10}\) he expresses that public should decide what kind of service they want. The traditional role is to use regulations for gambling, prostitution etc. Today, the police should be considered as a last resort in regulating pleasures. Empowerment does not mean the rule of consensus should prevail in police department, orders still come down from the top but they will be fewer. There would be need to ensure that the lower level officers are not hoarding power. Just because the top officers want the power to flow down doesn’t mean that power has reached the frontline officers. Thus, employee empowerment is an important cornerstone for motivating the policemen. Only an empowered employee can be inspired to produce results beyond the routine call of duty. With the implementation of the Supreme Court order of 22\(^{nd}\) September, 2006, on making the police independent, the police departments in India are expected to gain greater autonomy in their functioning. However, any functional autonomy that would come to the police departments in due course of time can translate into efficiency and effectiveness only when it is coupled with another shift of power—from top managers in the department to the frontline officers. To empower the frontline policemen would mean to give them authority that goes with their responsibility, allow them a say in the affairs of the police department and provide an environment where they can recognize, care about and tend to citizen needs.\(^{11}\)


As stated by Mathur, the police culture needs a closer scrutiny. A culture is based on occupation especially one that provides a total context of everyday life. Thus, police culture is supported by intensive training and socialization in the organization. He also provides the information that police socialization is the process whereby new police entrants learn the values, behaviour patterns, attitudes and action characteristics of their work group. There is near consensus among social scientists that authoritarianism. Suspicion, racism, hostility are main characters of police culture. Policemen, from the beginning are taught not to talk about police work with anyone outside.

Mumbai police as stated in their mission must ensure the rule of law, enforce the law impartially and firmly without fear or favour and strive to create free environment that is conducive to growth and development. Work culture is one aspect, which can improve the situation. Hence, the researcher has selected the problem titled “A Study of Work Culture in Police Stations of Maharashtra State with special reference to Mumbai Metro Region.”

The copy of research project report shall be submitted to Maharashtra police department and Mumbai police headquarters. The findings of research work shall be helpful to identify the problems in police force which fails to create a healthy work culture in police department. The researcher strongly feels that the recommendations and suggestions given by her will be accommodated in the policies and procedures framed by Mumbai police headquarters and Home Department of Maharashtra. The non work culture should not become a practice in future. So the department should act upon the reforms as early as possible. At the same time the constabulary force which occupies eighty percent of Mumbai police force is undergoing a continuous pressure due to crimes, industrialization, migration and high density population of the city. The study will be useful in identifying the causes of such stress and its effect on the well being of the police force. For enhancing the efficiency and effectiveness of police,

healthy work culture is a pre requisite. The training and recruitment of the right candidates will increase the professionalism in the police force. Thus; the study proves valuable suggestions in this respect. The study will also focus on effective human resource management at the police station level. So it will provide suggestions to senior inspectors who look after day today administration of the police station. The study also intends to bring new role of police employees and will be useful in changing the public image of the police through effective community policing and public private partnership.

1.3 Objectives of the Study

The study deals with a variety of aspects related with work culture and work system in the internal administration of police department. The policies of home department and decisions by commissionerate of police are extremely important in deciding the work environment of police station level. The senior officers of police stations levels are the superiors, who decide the work culture in the unit. They have to follow good human resource practices, while effectively implementing the government regulations. Police being the principal agency responsible for the maintenance of law and administration has to work for development of society which requires a planned order of work related system and values. Whether such values exist in the present set up and to what extent they are followed in real life is the principal aspect of this study. From this point of view the researcher has laid down following objectives.

1. To examine the role and application of basic work culture values in police department.

Basic cultural values in police department have been influenced by the fact that it is a defense and disciplinary force. While studying the history of Mumbai police and Indian police in general, it was observed by the researcher that the culture of Indian police including Mumbai police is an outcome of the British colonial culture. After so many years of independence, the culture has remained more or less
same. There is an urgent need to bring about reform and replace the present culture. A preferential work culture should be closely connected with community policing in the light of changing global economic, political and social environment. The role of work culture is a vital aspect in the efficient functioning of police. Work culture in a police station not only affects the morale, motivation and self respect of an employee but also creates an image for the public. The role of core values is diminishing in the society and political scenario and thereby in police organization. Being the protector of the general public, they are expected to follow a particular code of conduct.

The core values are also reflected in the mission of Maharashtra police and Mumbai police. Discipline, integrity and honesty can be considered as basic work culture values. The core values are also inculcated by the leaders in the organization by setting an example by themselves. The researcher believes that the application of basic core values will definitely improve the performance of the police. It will bring professionalism which is needed for service-oriented organizations like police. Healthy work culture will also reduce the present stress among police employees and cultivate a good image of Mumbai police among citizens. The role and application of core values is reflected in the questions like the comments of senior police officers in relation to values shared in the department. The other variables taken into account are the role and contribution of police union if any, different causes leading to stress in life and the perception of stress by higher level and lower level employees at the police station level.

2. To identify the set of principles used by police personnel at their work place.

The principles used by the police personnel can be defined as the guidelines which affect the working of police force at police station level. The principles are the standards which if achieved, guarantee success of an organization in the long run. The scientific and modern principles of management like decentralization and delegation of authority, scalar chain, equity, team spirit and discipline will bring professional approach in the working of the police force. The motivation and morale of policemen will increase if there is an effective implementation of such principles. The principles
should provide direction towards accomplishment of goals of the respective police stations. The most important principle which has to be strictly followed in police station is discipline. The discipline has many dimensions in police organization right from attending parades to writing diaries, issuing memos and taking punitive actions. The extent to which the discipline is maintained depends on the policies of police commissioner, directions issued from time to time and the control by senior inspectors at the police station level. The absence of discipline leads to demoralization among the sincere and hardworking employees and adversely affects the healthy work culture. Other principle was following the mission of Mumbai police that is *Sadrakṣaṇāya Khālanīghrahaṇāya* (Sanskrit: सदरक्षणाय खलनीघ्रहणाय, "To protect the good and to punish the evil"). What is the attitude of employees towards the job is also considered an important criterion which reflect the principles used in police organization. The researcher has asked certain questions to determine whether the attitude is favourable or unfavourable.

3. **To identify the hindrances in the development of core values.**

The hindrances are those factors, which don’t allow the effective application of core values in day to day administration of police department. Such obstacles can be internal or external. Being a government organization, most of the limitations come from the bureaucracy. The researcher intends to verify whether such practices exist in the police stations. Bureaucratic interference, political pressure, pressure of work, absenteeism leading to the shortage of staff and malpractices leading to corruption are some of the important hindrances which are demoralizing the police force. Bureaucratic interference is due to the fact that police department at state level including the Maharashtra and Mumbai police are directly controlled by the Home department. All policies right from recruitment to retirement are formulated and implemented by Ministry. This always leads to unnecessary paperwork, delay in decision making and sanctioning amount due to employees. Political pressure is always expected and as already mentioned by many experts, politics and policing cannot be separated. The values observed by the ruling political party do influence the
core values in police department. Mumbai police is also badly criticized for rampant corruption from top level to bottom level. Corruption has brought a bad name for Mumbai Police Organization. Shortage of staff and absenteeism also adversely affecting the work culture in Mumbai police.

4. To examine the reasons of limited and/or non application of their values.

It was realized that the police force in Mumbai are finding it difficult to apply at the workplace the values that they learn during the training programme. Being the financial capital of India, Mumbai has huge population and still migration from other states is a problem to be attended to. There are large numbers of slums which mushroom the crimes. There are several occasions like festivals, cultural programmes, political gatherings, visits of VIPs and foreign delegations, examinations, security of heritage buildings and temples, religious gatherings, sports, morchas and dharnas which requires the presence of police on the streets including senior officers and police constables. The stress among the police force is alarming which results in health related problems. Lack of adequate physical facilities at police station level are also limitations in non application of values. The researcher also feels that the factors like grievance handling procedures, counseling facilities, performance appraisal and its effective feedback, accessibility to superiors are also important in cultivating effective work culture. Such factors are taken into consideration by the researcher to achieve the above objective.

5. To offer the set of suggestions to improve the set of core work related values.

The study of the hindrances in the development of core values is the principal area which enabled the researcher to provide a set of suggestions to improve the present system. The suggestions are related to broad areas like human resource practices at police station level, training inputs and methods before and after joining the police force, policies of the government, programmes, procedures at police headquarters and public support in community policing are the crucial areas which need urgent improvement to improve the present work culture. The suggestions are
gathered through various sources. It covers the suggestions by superiors that are higher level officers, lower level employees who actually work on the field and interact with public. Suggestions from retired police officers and IPS officers from different states including Maharashtra are also incorporated in this study. The researcher believes that the suggestions given by National Police Commission from time to time can be highly recommended to improve overall work culture.

6. To develop a model of work culture system that can be implemented in the existing set up.

Different countries in the world, especially the developed countries like the U.K. and the U.S.A., have made reforms to improve the work culture. This has helped them to improve the efficiency and effectiveness of police force in their respective countries and thereby improve public image. Mumbai police have sent the delegations to study the reforms and especially a new technology adopted by western countries. Introducing anything new in the existing system is really difficult but not impossible. The support of society and educated lot will make it possible if the present police become efficient and global service provider. No system can be a good model but can work better than the present system and achieves betterment of the society. The researcher believes that the present organization structure needs to be modified taking into consideration the challenges faced by the police force in a city like Mumbai and a touch of modernization and professionalization is required to develop a model of effective work culture.

1.4 Hypotheses of the Study

Hypothesis is a tentative proposition formulated for empirical testing. It is tentative answer to a research question. The present research centers on the concept of work culture as a principal and core aspect of matured work system. The research intends to mobilize the work related values that are adored in the organization of police, the ideal set of values and the action that can be taken to attain the most cherished work related values. The researcher has taken into consideration the work
culture in lower level police force namely constables, higher level police force, namely senior inspectors and at Mumbai police headquarters. The values which were considered as variables were discipline, integrity, honesty and community policing. The objectives of the study were to identify the hindrances in the application of such core values and also to find out the reasons for limited or non application of such core values. Hence, the study has the following hypotheses examined in the light of realities as they are and their impact on behaviour and decision making in the police organization.

1. **A majority of police staff does not consider values as principle and core aspect of their work.**

   The values like honesty, integrity and discipline are the principal aspects that should govern the work of police staff. There is a deterioration of these values in society at large and thereby in the police stations. The malpractices are rampant which give setback to such values that can develop a healthy work culture. This hypothesis was tested on the basis of question for senior police officers at police stations. They were asked whether such values are followed in their respective police stations, whether no such values are observed in the police stations, if such values are widely shared in their organization or they are followed only at top level management. The hypothesis was tested for questionnaire I following Binomial proportion test,

2. **A majority of police staff believe that a basic change in value system is required to improve the existing work culture in the police organization.**

   The public sector organizations like police need drastic reforms suggested by National Police Commission from time to time. The changing environment has changed the nature of crimes. Globalization has increased international crimes. The changing technology has increased the number of cyber crimes and financial frauds. The researcher believes that only a change in the existing value system will improve the work culture in police stations and thereby Mumbai police department. This hypothesis was tested on the basis of questions asked to both lower level and higher
level employees with respect to existence of police association or union and the reasons which create stress among Mumbai police force. Police force reflects the societal values and with the change in values of the society, there is a need to bring effective change in the value system. The hypothesis was tested for both questionnaire I and II by Binomial Proportion test.

3. A majority of police staff believe that if the healthy work culture is inculcated in the organization, then only the existing set of police can work effectively.

Today Mumbai police should work more as a service provider. The quality of service will improve only when the quality and performance of human resources are enhanced. For testing this hypothesis, the hindrances for effective application of work culture were taken into consideration. They were considered by the researcher as political and bureaucratic interference, pressure of work, absenteeism and malpractices leading to corruption. Binomial Proportion test was applied for testing this hypothesis.

4. There is a significant difference in the perception of job among police employees in relation to designation and gender.

The researcher has made comparison among the police employees at various police stations in Mumbai city on the basis of gender i.e. male and females, higher level and lower level employees etc. For testing this hypothesis, ANOVA and t test were used. The perception about the job indicated various variables like the priority given to job related factors leading to job satisfaction. The researcher has taken fourteen important variables that included job security, adequate salary, fringe benefits, opportunities for promotion, comfortable working conditions, interesting work, sound organisational policies and practices, respect and recognition, responsibility, doing something worthwhile in the job, technically competent, restricted hours of work and pay according to ability and competence.
5. **There is a difference in the stress level among police employees in relation to designation and gender.**

In Mumbai police, due to shortage of staff and multitasking, the stress level was found to largely affect the existing work culture. It was observed during the review of literature that Mumbai police are more stressed due to the nature of duty. The stress is created due to number of factors. Some important variables are taken into consideration by the researcher to identify which is leading to maximum stress among the employees. Six statements consisting the reasons for stress were asked to all respondents to identify the major causes of stress. It was assumed by the researcher that there is an indirect pressure, interference with the family life, lack of support from superiors, feeling of stagnancy in the role due to lack of opportunities, tension due to the present nature of the police job, demoralization as they have to do many things that lowers their self esteem and lack of sleep due to problems related to work. For testing this hypothesis, ANOVA test was used to compare the stress levels among the police employees on the basis of gender and designation.

### 1.5 Sample Design of the Study

A sample design is a definite plan for obtaining a sample from a given population. Maharashtra police organization is too large to be covered under the study. Therefore the study of work culture was undertaken with special reference to Mumbai Metro Region. It covers Mumbai city, Mumbai suburban, Thane part and Raigad part. The work culture at Gramin (Rural) is not covered under the study. The researcher has determined the geographical coverage of the study, the relevant population, method of sampling frame, the techniques of data collection and hypotheses testing.
1.5.1 Geographical Coverage of the Study

The present study was undertaken in the geographical area of Maharashtra State with an emphasis on territory of Mumbai Metro Region. The justification of selecting Maharashtra and Mumbai Metro Region is as follows:

1. Maharashtra State has a prestigious police department with a long history,
2. Mumbai being capital of State of Maharashtra, there was enough scope to the researcher to select and study the representative police stations.
3. This was a place to undertake a right type of pilot study for evaluation of work culture in police stations.
4. Mumbai police have more challenges including continuous threat of terrorism which has increased the pressure on limited staff and has created problems for developing healthy work culture.

1.5.2 Population of the Study

The universe of the study is all employees of police stations in Mumbai Metro Region. The higher level officers up to the last level of hierarchy that is police constables are covered under the study. Each police station has an average of 200 employees. The hierarchy of the police staff at police station level is shown in table 1.2 below.

1.5.3 Sampling Frame

The study has covered a set of respondents from police employees working at different levels in the police stations. This has been specified in the table below. There are 6 regions, 13 zones and 91 police stations in Mumbai city. About 50 percent of the police stations in south, east, central, west and north region were covered under the study. The following table shows the universe size and the number of respondents selected for the study.
### Table 1.1: Sample size of police staff in Mumbai police stations

<table>
<thead>
<tr>
<th>Sr. No.</th>
<th>Category</th>
<th>Universe size</th>
<th>Number of respondents</th>
<th>Percentage (Approx)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Police inspectors</td>
<td>580</td>
<td>31</td>
<td>5%</td>
</tr>
<tr>
<td>2</td>
<td>Assistant police inspectors</td>
<td>720</td>
<td>40</td>
<td>5.56%</td>
</tr>
<tr>
<td>3</td>
<td>Police sub inspectors</td>
<td>2045</td>
<td>102</td>
<td>4%</td>
</tr>
<tr>
<td>4</td>
<td>Assistant police sub inspectors</td>
<td>2520</td>
<td>120</td>
<td>5%</td>
</tr>
<tr>
<td>5</td>
<td>Head constables</td>
<td>5750</td>
<td>290</td>
<td>5%</td>
</tr>
<tr>
<td>6</td>
<td>Police Naiks</td>
<td>5370</td>
<td>268</td>
<td>5%</td>
</tr>
<tr>
<td>7</td>
<td>Police constables and other staff</td>
<td>15,015</td>
<td>448</td>
<td>3%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
<td><strong>32,000</strong></td>
<td><strong>1299</strong></td>
<td><strong>4.06%</strong></td>
</tr>
</tbody>
</table>

Source: Compiled from the field study.

### Table 1.2: Region wise Sampling Frame

<table>
<thead>
<tr>
<th>Sr. No</th>
<th>Region</th>
<th>Police Stations</th>
<th>Number of employees</th>
<th>Police stations covered under study</th>
<th>Number of employees covered under study</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>South</td>
<td>17</td>
<td>3987</td>
<td>8</td>
<td>250</td>
</tr>
<tr>
<td>2</td>
<td>East</td>
<td>15</td>
<td>3550</td>
<td>7</td>
<td>189</td>
</tr>
<tr>
<td>3</td>
<td>Central</td>
<td>20</td>
<td>4648</td>
<td>10</td>
<td>230</td>
</tr>
<tr>
<td>4</td>
<td>West</td>
<td>21</td>
<td>4538</td>
<td>10</td>
<td>240</td>
</tr>
<tr>
<td>5</td>
<td>North</td>
<td>16</td>
<td>3426</td>
<td>8</td>
<td>200</td>
</tr>
<tr>
<td>6</td>
<td>Armed police force and others</td>
<td></td>
<td>11851</td>
<td></td>
<td>190</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
<td><strong>89</strong></td>
<td><strong>32,000</strong></td>
<td><strong>43</strong></td>
<td><strong>1299</strong></td>
</tr>
</tbody>
</table>

Source: Compiled from the field study
1.5.4 Data Collection

The data required for the purpose of present study comprised both from primary and secondary sources.

The secondary data was collected by visiting Bureau of Police Research and Development, Ministry of Home Affairs, New Delhi. Reports of various National Police Commissions, information and records maintained by various governments and other related agencies regarding police force like Mumbai Police Commissioner’s Office, training center at Marol were the sources used to draw conclusions. The secondary sources comprised of books from libraries like Mumbai University, S.N.D.T. University, Bureau of police research and Development (BPR&D), Tata Institute of Social Sciences (TISS) and Mumbai Police Headquarters. Other publications included Mumbai Samwad, The Protector, Research papers and review reports published in journals, Newspaper articles in Loksatta, Times of India, Mumbai Mirror, DNA, Hindustan Times Etc, Unnoted and other non-classified information contributed significantly to the secondary sources.

Direct visits to police stations in Mumbai metro region was the major source of primary data collection. Random Sampling method was adopted while selecting the police stations. Equal representation was given to each zone. The questionnaires were prepared for two categories. Questionnaire I for the higher management including Police Inspectors, Assistant Police Inspectors, and police sub Inspectors and Assistant Police Sub Inspectors. It consisted 32 questions related with general personal information, working conditions, Human Resource policies and practices, technology, grievance settlement procedure, counseling, discipline, stress in work, attitude towards job, community policing, training in new fields, leadership style etc.. Questionnaire II was framed for the lower level employees including Head constables, Police Naiks, Police constables and Police Shipais. It consisted of 28 questions related to general information, facilities at police stations, motivating factors, practices at police stations, grievance handling procedures, counseling facilities, stress, feedback on performance, attitude towards job, community policing, training etc. Both
questionnaires were translated in Marathi for effective communication. Interviews with ACPs, DCPs and retired DIG were also conducted to know their experience and obtain valuable suggestions.

1.5.5 Techniques of Data Analysis

The researcher has collected both qualitative and quantitative data from different respondent segments. The data being varied in nature required statistical treatment by using different techniques. The researcher has applied Binomial Proportion Test for testing first, second and third hypotheses. ANOVA and t tests are used to test the fourth and fifth hypotheses.

1.6 Scope of the Study

The need of the study is socially relevant. Being a protection force, it reflects the well being of the society. It is unfortunate that numbers of incidences are increasing which highlights the stress and pressure of work for police employees especially in cities like Mumbai. There are many unfortunate incidences reported during last two years with a glaring number of suicides, health hazards on duty, shoot outs at immediate superiors out of frustration and stress. These are alarming signals pointing out an urgent need to change the situation.

The present research shall provide the familiarity and will achieve insight in changing work culture in police stations. The work culture needs to be nurtured, shaped as well as strengthened to improve the quality of its employees. It shall help to know the variables that are missing to cultivate the work and will suggest the steps to be taken to cultivate the desired type of work culture. A study is required in the light of changing concept of policing in other countries as per needs of the society. Advanced technology is another important area the police have to adapt themselves. The cyber crime, financial frauds have not limited to Mumbai city or a country. It has
become a global phenomenon. This requires effective information and intelligence network.

The study will give insight into the personality and work related traits of the police staff, which is not suitable for healthy organizational climate. It also brings out important variables that affect the present police work culture in Mumbai city. The core values and principles are required to be complied with by the disciplined force like police. It shall identify the limitations and obstacles for the effective implementation of core values. The changing role of police and the measures to improve the efficiency is also a part of study which indirectly affects the police culture. The police reforms are due urgently which will reflect the security of the populous city like Mumbai. The study also intends to suggest the training inputs that are required for delivering a committed, positive productive police staff.

1.7 Limitations of the study

The study covers police stations in Mumbai Metro Region only. There is weightage given to only urban area. It does not cover the respondents from rural area. The work culture in rural area is significantly different than urban area. The study covers the work culture related to police station. There is a scope to study work culture in other branches of Mumbai police department like crime branch, social service branch etc. The topics related to human rights, community policing have further scope for independent research which is not covered by researcher in detail. The psychological aspects of the work culture like behaviour and attitude of police employees are difficult to measure. There was a time constraint for police to fill questionnaire and give details of interview. Frequent visits to police stations failed to get required responses. Women respondents were few as they are placed on different duties outside the police station. Thus, the sample size represents less proportion of women police. The superiors’ influence over subordinate is alarming which prohibited some of the subordinates to give frank opinion.
1.8 Chapter Outline

The study has been conducted and organized into ten chapters which will definitely provide the deep insight in to the present work culture and the desired work culture. The chapters are arranged in such a way to provide logical flow of the factors affecting the work culture at the police station. The details of the chapters are given below:

Chapter 1: Introduction

This chapter is an introduction to the entire research work. It introduces in a systematic manner the entire framework within which the study is conducted. The chapter provides with the background of the study and the need to conduct the study in the present changing role of the police from oppressors to service providers. The importance of this study lies in the fact that a city of Mumbai with high density of population, increased threat of terrorism poses challenges to the police force in maintaining peace and order. Work culture decides the organization culture which needs the drastic reforms to increase the morale of police staff and improving their overall efficiency.

The chapter also provides a brief review on the significance of the study, objectives of the study, hypotheses of the study and the research methodology adopted. The limitations of the study are also highlighted followed by expected contribution, scope of further research and the chapters’ scheme.

Chapter 2: Conceptual Framework of the study

This chapter intends to explain the various concepts used in research topic, objectives of the study, hypotheses and questionnaire. The concepts like culture; work culture, organization culture, Human Resource management, Human Relations Management, Organization Behavior and Occupational Stress are explained in depth. The chapter is further classified into concepts related to police department like police, police stations, Maharashtra police and Mumbai police. Researcher has also tried to
simplify the concepts often used in human resource management and have a great impact on the existing work culture. The major concepts that have been included in the questionnaire were discussed in detail. They are communication, recruitment and selection, performance appraisal, training and development, human relation management, motivation and morale, promotion and transfers etc. Work culture is a part of organization behavior. Thus, the researcher has made an attempt to explain the concepts like value system, core values, attitude, perception and team work. The researcher has made an attempt to explain organization behaviour which has a deep impact on work culture in an organization. The other variables which definitely affects the work culture in police organization are considered in the research are discipline, leadership, empowermen to employees, occupational stress, and job satisfaction. These concepts are clarified in the further chapters.

**Chapter 3: Review of Literature**

This chapter has covered a summary of literature referred by the researcher relating to the field of study. The literature available on the topic selected is comparatively less. The literature is restricted to the police department only and is not available to general public at large. However the attempts were made by several IPS officers to share their experiences during the tenure or after retirement. These books and articles served as a great input for conducting research. The researcher has studied the literature from following sources:

- Books
- Journals
- Magazines
- Research articles
- Newspaper articles

The chapter is written under the following broad heads.

1. Review of literature relating to work culture which covered the type of work culture prevailing in the private sector organizations and public sector
organizations. The concept of work culture was discussed by many human resource management experts. It overlaps the concept of organization culture. The perception and practice of work culture differs from country to country and from organization to organization.

2. Review of literature relating to the areas of human resource management for which the researcher has selected important areas like recruitment and selection, training, promotion, motivation and morale, organization structure, authority, responsibility, accountability, performance Appraisal and superior-subordinate relationship with respect to the police force in India and specifically for Mumbai police.

3. Review of literature with respect to work culture in police department which covers the areas like discipline, values, behaviour and attitude of police employees at the police station level, stress among police force, corruption and other malpractices, politicization of policing etc.

4. Review of literature with respect to challenges before police department and particularly in a city like Mumbai were reviewed taking into account the major areas like changing role of the police in changing environment, public image of the police, community policing technology in policing and leadership etc.

5. Review of literature with respect to police department which specifies the unique features of police department which has a bearing on its work culture.

6. Review of literature with respect to Maharashtra police which covers a brief history, mission and important features highlighted in the literature.

7. Review of literature with respect to Mumbai police which covers the brief history and working of Mumbai police.

8. Review of literature with respect to International police organizations which covers their work cultures and the reforms made to improve the work culture.
Chapter 4: Profile of Police Stations in Mumbai:

This chapter provides a brief outline of the organization structure and hierarchy of the Maharashtra police in general and Mumbai police in particular. It provides information on the organization structure, location, addresses and total number of police staff at the police stations in Mumbai. The data represents various wings of Mumbai police and manpower requirements at police station level. The authority, responsibility and powers delegated are also reflected at a glance. This information was collected from the secondary sources like Mumbai police website and Mumbai Police Headquarters.

Chapter 5: Human Resource Management in Police Stations:

This chapter provides information on the various aspects of Human Resource Management and its application in the police department. The researcher believes that police staff being a service provider must possess human skills and thus the training in the recent practices in Human Resource Management. Human skills are very important due to the changing role of police in the society. They are not merely force to maintain law and order but professional service providers. On day–to-day basis they have to deal with complainants of different nature. They have to deal with superiors and subordinates, political bosses, government authorities, media, senior citizens, criminals as well as school going children. The areas covered are recruitment and selection, training, transfer and promotion policies, leadership styles, communication systems, authority responsibility and accountability, motivation and morale, superior-subordinate relationship, compensation management and performance appraisal of the police staff.

Chapter 6: Work culture - Police Officers at Police Stations:

This chapter provides the dimensions of the work culture at the higher level management at police station. The senior inspector is an in charge of police station. He controls the day today affairs of the police station and is solely responsible for the performance of his subordinates. His team includes Police Inspectors, Assistant Police
Inspector, Police Sub inspector and Assistant Police Sub inspectors. Senior police officers at police station also create a desired work culture in the police stations. Their style of leadership, which is mostly autocratic and bureaucratic, influences the work culture of their subordinates. The researcher has made the attempt to know and understand the discipline, grievance settlement system and counseling methods adopted at police station. Work culture of police administration is also an important determinant of work culture at the police station. Administration of police force is undertaken at two levels. At the higher level authorities, i.e. Police Headquarters and at Department of Home Affairs, missions, policies and programmes are formulated that are important to cultivate healthy work culture.

Based on the primary and secondary data collected, the chapter provides the detailed analysis of the data related to the objectives of the study. Starting with the profile of respondents for questionnaire I, it provides tables and graphs which describes thoroughly the working conditions at police station level, job satisfaction in relation to human resource policies, hindrances to create a healthy work environment, sharing the core values within the organization, management of day today administration, leadership, communication between superiors and subordinates, adaptation of technology. The researcher has also provided practices at police station level like employee counseling, direct access to superiors, feedback on job performance, discipline among subordinates and stress at work. The perception about the job is also important to develop a good work culture. Hence the positive attitude is very important. Community policing programmes will help to decrease the crime rate in a city like Mumbai. Mumbai police have no doubt initiated good community programmes. The researcher has made a sincere attempt to know the interest of police employees in such programmes and the difficulties faced by them in the effective implementation

Training is an indispensible part of Mumbai police. The researcher has tried to analyse the new areas of training and the obstacles in effective training. Attempts were made to know the main concern in the department, style of leadership, empowerment to subordinates, participative management and ability to take decisions.
Chapter 7: Work Culture - Police Constables at Police Stations:

National Police Commission has its first report which has rightly identified the constable as its first object of reforms. The constable’s behavior determines the image of police in the country. Work culture of constables is important because 80 percent of the police personnel belong to the category of constables. It is observed by the researcher that training imparts the culture which is not practical when it comes to actual police station duties.

The work culture at lower level management at police station level has been greatly affected by the educational qualifications, marital status as well as gender. The areas covered by the researcher under the study include stress among the police constables, factors affecting the motivation and morale, hindrances in developing healthy work culture, relationship with the subordinates, attitude about the existing job, participation in community policing and training in international crime handling. The respondents at this level were eager to share their practical difficulties which affect not only the performance but their family life to a great extent.

Chapter 8: Stress of Mumbai Police:

The chapter was framed separately to focus on the major problem found especially in Mumbai police personnel at all levels. The researcher has made an attempt to identify the causes of such stress. The strategies for coping up with the stress, role of superiors in minimizing the stress among subordinates as well as the grievance settlement and employee counseling which if profoundly improved can reduce the stress to a substantial extent. Humble efforts were made to compare the stress among male and female employees at police officers’ level, police constable level. The stress is also comparable on the basis of designation which is analysed in the said chapter.
Chapter 9: Conclusions and Findings:

The conclusions were drawn by the researcher after review of open ended questions in questionnaire, opinions of the respondents for improving the present work culture in Mumbai police stations. The review of literature, particularly books written by IPS officers also contributed to draw conclusions. The interviews with IPS officers and senior police inspectors at police station level, 21 general conclusions and 24 specific conclusions are drawn. On the basis of data analysis, 28 general findings were drawn. The specific findings are 60 in number related with higher level police officers, lower level police officers and major aspects of work culture like human resource practices, hindrances in healthy work culture, leadership style and values like discipline which requires prime attention.

Chapter 10: Suggestions and Recommendations:

The suggestions and recommendations are drawn by the researcher on the basis of analysis of primary and secondary data. Review of literature also provided the inputs for suggestions and recommendations. The informal discussions with the staff at police station level and interviews with the retired IPS officers also were taken into account while providing valuable suggestions and recommendations. Suggestions are provided in general and specifically in important areas of work culture at higher and lower level police force as well as on gender and designation basis.

1.9 Conclusion

The role of police is definitely undergoing a drastic change in modern society. In the city like Mumbai, it is becoming more challenging. The shifting of role from law and order keeping to community policing requires the basic change in the value system of police staff at police station level. It requires a desired change in the mindset of police staff, political leaders and public in general. The leadership at top level plays a significant role in bringing desirable reforms in police department by shaping a healthy work culture. Only recruiting more police employees is not
sufficient. Effective training and motivation at lower level is must. Better human resource and human relationship management will remove the hindrances in creating healthy work culture. This chapter provides brief review of the research topic, objectives, hypotheses and the chapter outline. This will enable the stakeholders to know the background and significance of the study.