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Director R&D (BPR&D)

MY ELEVEN YEARS AT THE ACADEMY

A A Ali

Within minutes of joining the Central Police Training College, Mount Abu, as a probationer, on October 7, 1955, I found much to my consternation, that I had stepped back in time. During the preceding five years, I had become used to being treated as an adult at the turbulent university I had graduated from. Now I found myself once more in a school like situation, as it was back to compulsory attendance at classes, supervised extra curricular activities, organized games, and regimented meals. It was mortifying to be treated as nothing better than a school boy all over again. Neither I, nor my batch fellows, barring one rebel, made an issue of it, though, because my generation was yet one, which accepted the diktats of family

elders, school masters and people in authority, much more readily than the succeeding generations. I accepted the situation without demur by rationalizing to myself that a controlled regimen must be appropriate for a disciplined, uniform service.

It took a little time to understand that the philosophical underpinning of the system of the training of IPS probationers was a vestige of the past. At the beginning of the last century, the Police Commission of 1902-03 had, while discussing the kind of youth the members felt would be suitable for the Indian Police, made the startling observation that while they thought “university men” were needed for the

ICS, for the corresponding police service they preferred “school lads”. Consequently, training programs designed for the needs of lads fresh out of school and the police training institutions themselves kept the public school as the model. And, just as independent India adopted the colonial police system, unconcerned about its inappropriateness, so was that training philosophy accepted unhesitatingly for the CPTC. Surely, it was not a mere coincidence that while the defunct Lawrence Public School, at Mount Abu, was selected for locating the CPTC, Metcalfe House in Delhi was selected for the IAS training institute.

My memories of the year spent at the CPTC, despite the antediluvian living and working conditions, are very pleasant, barring one painful one.

Mount Abu, itself, was then a small but beautiful hill station. The air was cool and crisp; ideal for drill, P.T. and long rides. The camaraderie was excellent; it had to be, because there was hardly any one else in Abu for us probationers to socialize with, except the thirty-five of us. Life was congenial, though monastic. The saving grace was the presence of three remarkable men on the directing staff: J.W. Rodrigues, R.K.S. Deb and S.H.J. Pratt. Of course, there was the Commandant, too - Sardar Waryam Singh, IP. A handsome figure of a man who in his mid-fifties could climb the rope as well as any “ustaad” and who looked glamorous in his blue patrols at formal dinners. But, he was quite a bit remote. Mr. Rodrigues, was the Assistant Commandant, and for us the person who really ran the institution. He was strict, tolerated no nonsense, and had a great eye for detail. Above all, he was fair and just. He was respected. Mr. Deb, the Chief Law Instructor, had Supreme Court and High Court rulings at his fingertips and was a moving legal encyclopedia. He loved law and taught it with an infectious enthusiasm. He was the world’s best law teacher. Mr. Pratt, the Chief Drill Instructor, was a tiger on

the Parade Square, but gentle as a lamb off it. Jim Corbett has described the tiger, as a gentleman, the description was certainly true of this one. Mr. Pratt, was loved. The three together epitomized what an ideal IPS officer ought to be: conscientious in the performance of duty, fair and compassionate in treatment of subordinates, fully conversant with the laws of the land and committed to his constitutional obligations, and gentle with the citizen. For me, time spent at the CPTC, as probationer, was worthwhile because of these gentlemen.

I am sorry to mention the painful experience. Two of my colleagues, and I, tied for the first place in the equitation examination. The college authorities decided to award the Equitation Cup by holding a tent-pegging competition between the three of us. We were allowed to select our horses and practice on them before it was held. On the day of the competition, I found that my horse had been deliberately lamed the previous night. Someone had slashed the soft underside of its hoof with a sharp blade. Disgust and disappointment were hardly assuaged by being awarded the Sports Cup at the POP.

The probationary course came to an end in December’56 and exactly five years later, in December’61, I was back in CPTC, this time to attend the six months long Advanced Course. Mine was the fourth in the series. The course had been designed with great care by people who had a feel for training. It was a programme appropriate for the target group, that is, young superintendents of police. The CPTC authorities- S.C. Mishra, the Commandant, and E.L. Stracey, the Deputy Commandant, seemed, to hold the belief that, if the participants could have been entrusted with managing the district police, they could as well be trusted to take part in the Course responsibly. We were therefore, very delighted to find that compulsion was absent in the schedule of training. So much so that, formal

classes were only held in the pre-lunch session. The afternoons were free, though it was expected that we would make use of the library then. Similarly, we were expected to do PT in the morning and play games in the evening, but whether we did so or not, was never made an issue of. If any watch was kept to see whether we complied with these expectations, it must have been kept a secret. However, as the liberal belief in the goodness of human nature underlay the course, it is unlikely that this was done. And there was little truancy.

The only classes held in the afternoon were tutorials, once a week, in which we met the Assistant Commandants, assigned as guides, to help us prepare the individual and group (Syndicate) papers which we were expected to produce at the end of the course. We did not have to walk down to our guides’ chambers in the main building, which was half a kilometer away. On the other hand, the guides came over to Palanpur House, which was our mess and we met over a cup of tea. All of us appreciated this and other acts of consideration shown by the college authorities. For example, at our request, the Commandant withdrew an order preventing the participants from bringing their families with them and some families, including mine, did join the participants during this course.

The long duration of the Course gave us the opportunity to do justice to the themes, which we had selected for our dissertations. A body of literature on ‘Police in India’ was built up, Course by Course, and published. This was the first attempt in our country to study the police in all its aspects-philosophical, managerial, and operational. David Bailay, who wrote the first authoritative book on the Indian police system, “Police and Political Development in India”, visited the CPTC while researching the subject, made extensive use of the Advanced Course papers, and acknowledged their worth. In passing, I would like to mention two papers, one

written by J.P. Sharma on the 'District Police Administration' and the other by Abraham Varghese on the 'Chasm between Precept and Practice in Police', as two of the best and recommend them to all young officers. During the Courses, many academicians came as guest faculty and a direct spin-off of their interaction with the trainees and staff was that, some of them developed interest in the police as a subject for scholarly study and research.

The major contribution of the Advanced Courses was that they provided ample time to the participants at a very crucial period in their careers to resolve doubts, if any, about their profession and their role and place in the Indian police system. I had had certain experiences, which were quite unsettling. For example, I had been witness to burking and fudging of crimes; simple vagabonds being rounded up on trumped up charges merely to inflate preventive action figures; suspects being routinely beaten up during interrogation and, worst of all, a staged encounter in which the dead body of a dacoit leader, bludgeoned to death in sleep by another gang member, was shot up the next morning by the police and shown as killed in an encounter. The last was a sickening experience, which troubled me the most. Had I not attended this Course, I may perhaps have accepted all this as part and parcel of policing and succumbed to the cynical belief commonly held by many policemen that, the law was best enforced by breaking it. It firmed my resolve to act strictly according to the law in future, come what may, failure or success notwithstanding.

I believe the Advanced Course has been the best training programme organized by the CPTC/Academy.

In 1969, I came to Mount Abu as a delegate to attend the POP week. An Assistant Director, G.K. Kasture, was about to leave the Academy on

completion of tenure and he asked me whether I would like to take his place. I was looking for an opportunity to go on deputation because the schooling of my children was suffering in MP, and I said yes. He took me to meet the Director, B.B. Banerjee, who agreed to have me. So, I was back in Abu again in May 1970.

I stepped into trouble the day I joined the Academy as Assistant Director. My immediate boss and I took an instant dislike to each other, and we had to bear up with each other for over a year till he left on transfer. As a parting gift he wrote an A.C.R. in which he found fault not only with my work but even with my face! The latter, fortunately for me, made the bias in the report, so obvious that the report was expunged. It did little damage except for the mortification, which I felt when my name was not brought on the central panel of DIG.s, when my batch was considered for empanelment, because my A.C.R. for 1970-71 was blank. He, however, did me one favour. He assigned me the job of teaching Public Administration, hoping, perhaps, to do me down, as this was a subject I had never studied. This was a challenge, which I had to meet. I studied and taught it in its modern form of management studies and have reason to believe, quite immodestly, that the study of management and behavioral science became acceptable in police circles thereby. Except for the one hiccup, the five years that I spent at the Academy as Assistant Director were happy ones.

This was an important period in the Academy's history, for various reasons. The Academy was agog with excitement in anticipation of the move to its permanent home in Hyderabad, where construction was complete and the Academy campus was ready for occupation. The news came that K.C. Pant, Minister of State in the Home Ministry, was to visit the Academy. All of us believed that he was coming to announce the government's decision

sanctioning the move. An exhibition of photographs of the new campus was arranged for his benefit. He came, he saw and he poured cold water on our hopes. The central government had come to the conclusion that the economies of both Mount Abu and Mussoorie would suffer irreparable damage, if the Police Academy abandoned the former and the IAS Academy the latter. Besides K.C. Pant, there was another Minister of State in the Home Ministry, R.N. Mirdha, and it is believed that Mirdha, who was from Rajasthan, took up the cause of the shop keepers of Mussoorie, while K.C. Pant, who was from the hills of UP, worked for those of Mount Abu and scuttled the move. It took us at the Academy quite some time to recover from this disappointment.

The Academy soon had to face a crisis of another kind. There was consternation when news was received that a woman had qualified for the IPS and she would soon infiltrate this male bastion. Hurried staff meetings were held. Debates ranged about where she was to live; what she would wear, especially during PT; how would she be addressed by the "Ustaads"? Innovative suggestions were made; some one even suggested that she should be given a room in the Director's bungalow. However, in the end the right decision was made; no difference was to be made on grounds of sex — the woman probationer would live in the IPS Mess along with her male colleagues. The storm in the tea-cup was stilled for good, once Kiran Bedi arrived and did not ask for any special favours. The ustads solved their own problem by calling her "Bedi Saab."

The arrival of S.G. Gokhale as Director caused much unease because he broke deeply entrenched attitudes and practices connected with the treatment of probationers. He decided to treat them as responsible adults and took the revolutionary step, for he was much criticized of permitting married

probationers to bring their families to Mount Abu. It was believed that this would be the end of discipline, because it was presumed that the married probationers would neglect training. The fear was soon set at rest; a married probationer topped the Course, excelling in both indoor and outdoor subjects. Not only in this matter but in other ways too, Mr. Gokhale showed that he cared for the probationers and he was hugely popular with them as a consequence.

S.M. Diaz took over from Gokhale towards the end of 1974 and persuaded the Home Ministry, now headed by Brahmananda Reddy, to agree to move the Academy to Hyderabad. Anticipating pressure from the Rajasthan government against the move, he forestalled a change in decision by establishing a presence at the Hyderabad campus quickly. As a Senior Course was scheduled to begin in the latter half of January 1975, he decided to organize it at the new campus. I was in charge of the Senior Course and was directed to proceed to Hyderabad and make the necessary arrangements; I did so and took over the campus in the beginning of January from the CISF, who were using a part of it, for their recruits' training school. They had used only a portion of the campus leaving the IPS Mess, most of the Main Academy building and the Auditorium untouched. They had however used the suites in the Senior Officers Mess to accommodate their recruits and the dining hall as the kitchen. In the few days that were at our disposal before commencement of the Senior Course, the Mess was renovated and furnished. Hyderabad police, the CRPF and CISF helped in making administrative arrangements. Guest faculty was arranged from Administrative Staff College of India and Osmania University. The Senior Course commenced on schedule. In the meantime, the Academy staff, their

families and the equipment was brought in special trains to Hyderabad. The infrastructure for the probationers' course was in place when they arrived in February. Mr. Diaz had achieved a miracle.

I was appointed the Director in December 1984, at a very propitious period for training institutions. The Prime Minister, Rajiv Gandhi, was personally interested in training and so were the two Ministers of State in the Home Ministry, dealing with the training of All India Services, Arun Nehru and P. Chidambaram. Rajiv Gandhi, who had visited the Academy a few months earlier had been scathing in his note on its inadequacies and had asked for proposals to be sent to the Government for improvement of the infrastructure. Soon after joining the Academy, I met Arun Nehru with the list of proposals which would need substantial funds for implementation. I was quite apprehensive about their fate, and was really surprised when he not only did not turn down the demand but picked up the telephone, dialed V.P. Singh, the Finance Minister, and talked to him about the additional funds required for the NPA. This was not just a flamboyant gesture. Funds did begin to flow in within days. Everything we asked for was given.

Not only funds, taking the cue from their political masters the Home Ministry officials began to take an interest in the other needs of the Academy too. Vacancies in the directing staff were filled up with care and those selected and others already in position, were systematically sent for training courses abroad to upgrade their instructional and professional skills. BPR&D was directed to assist in the redesign and reorientation of existing programmes. Many new short-term courses were introduced. I would particularly like to mention that the Ministry agreed to our proposal for

broad basing the Senior Courses by allotting seats to the Defence Services, other Civil Services and the Judiciary, and for organizing Re-union Seminars for IPS officers on completion of twenty five and thirty years of service respectively. The Ministry also gave us the responsibility of conducting a part of the Foundation Course for IAS and CS probationers.

Within a short time, the Academy developed a training infrastructure second to none anywhere in the world and began to be recognized as a center of excellence. To top it all, in recognition of the services rendered since its inception, the Academy was awarded the President's Colours on its fortieth anniversary on September 15, 1988. It was the proudest moment of my life to have been the Academy's Director when this honour was conferred on us.

When I left the Academy at the end of March, 1990, for my last assignment in service, I did so with the satisfaction of having achieved the long cherished dream of being its Director.

NOTE

Dramatis Personae

- J.W. Rodrigues, IPS (M.P. — 1949)
- R.K.S. Deb, WBP (later IPS-WB)
- S.H.J. Pratt, U.P.P
- Sardar Waryarn Singh, IP (Punjab-1941)
- S.C. Misra, IP (U.P.1933)
- E.L. Stracey, IP (Madras-1943)
- J.P. Sharma, IPS (Rajasthan-1954)
- A. Varghese, IPS (Karnataka-1955)
- G.K. Kasture, IPS (Maharashtra-1952)
- B.B. Banerjee, IP (Bihar-1934)
- Kiran Bedi, IPS (U.T.-1972)
- S.G. Gokhale, IPS (Maharashtra-1949)
- S.M. Diaz, IPS (Tamilnadu-1949)
- A.A. Ali, IPS (M.P.-1955)

POLICE AND POLITICS IN INDIA

Book Review by Shri T Anantachari

There is widespread criticism that the police in India is highly politicized and, what is more worrying, that the police have developed nexus with criminals too. While the police performance in some spheres, which are very vital to national security and integrity, has been commendable, the same cannot be said of the police in terms of their political neutrality, partisanship and their links with the organized- crime world. In spite of such a stark reality, there has not been much of a sustained attempt on the part of academics, sociologists, political scientists and political parties to spare some time and indulge in a painstaking effort to understand and remedy the situation. Newspaper reports on

individual events touching upon the police issue are galore. They appear with unflinching periodicity in the numerous daily newspapers. But if one were to look round and search for detailed, in-depth studies and analyses by journalists and public personalities, one is bound to be disappointed. Maybe because of this, that the overwhelming majority of the literature on matters like the philosophy of policing, the role and position of police in a democratic set up like ours, the human rights aspect, the crucial role that law enforcement plays in matters of social change and social justice or the various facets of violence, including terrorist violence, all these and more, which are vital to understand and

assess police performance, have been written by policemen themselves. It is unnecessary to repeat that all these matters are of vital concern to the society as a whole, not merely to the police organization. In almost all other countries, books like the one which Dhillon has written, would in all likelihood have been written by a non-police research scholar, a political scientist, a management expert, a sociologist etc.

It is true that when one studies the police system in a country, it becomes necessary to rip open every aspect of that society, as one can easily see from the numerous painstaking accounts in this book. In particular, the Chapters “State Police-II” and “State Police-III,” besides the chapters on “Sectarian Violence” and “Socio-political Violence”, would help the readers to appreciate the wisdom of the above observation in perspective. One can understand the reluctance and unwillingness on the part of people in Government to undertake such an exercise, but neglect on the part of the academics and the rest of the civil society is puzzling. Such neglect has in a large measure, contributed to the dilatory tactics being adopted by successive governments to promote police reforms. It is difficult to think of many countries with such neglect by non-police persons and their consequential failure to contribute to the proper understanding and evaluation of the police and policing philosophies. An understanding of this situation is important and relevant to pass a judgement on the police problem in our country and the relevance of a book like the present one. Unless there is genuine

concern and interest on the part of the various segments of our country, police reforms, however much justified and unavoidable, will not materialize. Dhillon’s book helps to remind all of us of this important message.

When a person like Kirpal Dhillon writes a book on “Police and Politics in India”, it is difficult not to pay serious attention to its contents. Dhillon is a multi-faceted personality. His latest book running to 600 pages, is bound to attract wide ranging readership for more reasons than one. He has shared his first hand experience of a lifetime. That he was not merely a policeman but an academic, research scholar, writer and a human rights activist - all these and more, have lent an extra dimension in critically looking at the over-all ‘police-problem’. Those of us who did not get to read his earlier book “Defenders of the Establishment: Ruler Supportive Police Forces of South Asia” have now an opportunity to make up by reading his current book.

‘Colonial heritage’ is a much bandied term whenever the police-problem is discussed. Dhillon has taken pains to bring out the obvious fact that even after more than 50 years of independence, we have failed in many respects to set right what passes off for ‘colonial heritage’. We are yet to address the basic need of our society, namely, a non-partisan and reliable police which would be a dependable instrument for upholding ‘Rule of Law’. Unfortunately, on the contrary, we seem to have gone from bad to worse. There is a general agreement that not only are politicians interfering in police functions but, on many occasions, the police have

also interfered in political developments. Communalism, casteism and regionalism are but a few of the instruments which many in the police have leaned on and exploited for securing personal and sectoral interests. Many influential policemen at various levels, have successfully blocked any moves towards making police less open to political manipulations. For many in the police, as is the case with the political groups and bureaucratic echelons, the present system offers the best possible protection against accountability. It is no wonder that the author found a lot of inadequacies in the training approach to help in improving professional standards in the police. Pursuit of professional excellence is obviously the casualty. What transpires from all these is that unwillingness to give shape to basic police reforms and vested interests within the system are more important reasons than ‘colonial heritage’.

The renewed attempt by the author to highlight all these and more, has once again raised hopes of wider debate to pave the way for effective police reforms. In this voluminous book, the author has given extensive references for those who may evince further interest in the matter. His book also can help research scholars to take up many issues which merit detailed study but obviously for reasons of time and space, the author himself was not able to do. While this book is a welcome addition to the literature on police, it would come in handy as a good and valuable reference to all probationers in the police. It is hoped that all police training institutions and libraries would make this book a valuable addition to their existing collections.

POLICE FROM THE PERSPECTIVE OF PEOPLE

P S Bawa

There is often a concern for the police-public relations, community policing, people-friendly police, and a lot of varieties on this theme. Various experiments are tried and left in the lurch to fend for themselves. The object has been to woo the people, so that police becomes acceptable, popular, and effective. The attempts so far have been on the surface and peripheral at best, and ineffective at the worst, having no impact on the situation and the project.

There are reasons for this inconsequential outcome. The important one is that police has been more concerned with crime, criminals, and criminality. If none of these is involved,

the concerns of police are missing. They chase a criminal after the commission of crime, investigate a crime, or feel uneasy at the spate of incidents that remain unsolved. In pursuit of their ends, they get involved in the process of law that they are required to follow and fulfill. This is policing from the perspective of police.

It is felt that police is meant only to deal with criminals or victims who suffer the impact, though the latter aspect too goes by default. Even the victim of crime gets lost in the maze of procedural compliance and the complexity of the tasks and the resultant delays. The common perception thus is

that a common man has nothing to do with police and hence is not a subject matter of concern. In other words, the common man who is not a victim of crime has no place in the priorities of police. The focus on crime alone and the police being oblivious of the existence of the common man has distanced the organization from the people who too have their own problems, partly concerned with aspects of crime, and largely those that have a connection with deviance from the norms or just common inconveniences that are beyond the domain of other departments but solvable by police.

It is thus imperative that police must consider the perspectives of people. What are these? What are the concerns of people? What are their expectations from police? What are their priorities? What disturbs them the most? Can police help them within the framework of law, their mandate, and their objectives? It is therefore necessary to examine these questions for an appreciation of the role of police in society that goes beyond the dealing with crime, the basic function, others being no less important. This realization alone would enable police to come closer to people if the organization so desires.

At the outset it must be appreciated that the majority of people are law abiding, if they know what the expectations of law are and what are the limits of its tolerance. They are trustworthy. They love peace, order, non-interference, security, unpolluted air, clean environment, etc. All these are not possible unless the totalities are controlled, regulated, and made to abide by law. So here are some of the expectations of people from police.

PEOPLE WANT TO BE HEARD

Whenever there is any problem, a citizen wants a solution, preferably by police, as it is the only organization that is accessible. It may be the case of a missing person, a lost dog, a carcass

lying on the road, a heap of garbage thrown outside the house, a matter of obstructive parking, or an odd instance that causes 'obstruction, inconvenience, annoyance, risk, danger or damage' (terms used in Police Act and Code of Criminal Procedure). None of these instances may fall within the ambit of crime, or if a crime, may not be a cognizable one. An ordinary person, not well versed in law, does not know the distinction between cognizable and non-cognizable crimes. He just wants to be heard as there is no other shoulder he can lean upon.

In a case like this, police would often express unconcern for want of a legal obligation or that this does not form a theme or a mandate of the organization. Both responses, though legally valid, may be tactically unsound. Police can certainly act even though the issue is not a cognizable crime or one falling within the police mandate. Police has two options. One, police can take cognizance of the problem under the preventive sections of law in case there is apprehension of breach of peace, so that the non-cognizable does not take the shape of a cognizable offence. The other response, if not possible to handle the problem directly, can be to intimate the concerned department for action or seek assistance, wherever it is available.

There are two positive outcomes of this approach. People will have a trust in the efficacy of police and a satisfaction of being heard. The other is that various departments shall be compelled to design systems to sort out problems.

No problem is to be considered too trivial to handle. For an individual, a problem is a disturber of sorts. A cycle theft is a big loss for a poor man. The missing child for any one is a calamity all by itself.

PEOPLE WANT ORDER

People may not be able to

articulate their need for orderly pavements, roads, traffic, and the conduct of road users. But they like the pavements to be available for free movement, roads to be wide if free from encroachments, drivers who do not mess up the common space by undisciplined parking and rash driving. They do not like to be disturbed by avoidable noise of the loudspeaker after the permissible hours. Visits to senior residents in their homes would be of no avail if the ear-rending amplifiers are permitted to disturb their sleep and rest till late after midnight on the pretext of a celebration or a propitiation, and it is no satisfaction that after this noise has ceased, the drumbeats occupy the air space.

People do not like violation of time limits by pan shops, the vehicles registering their presence with the missing exhausts, or belching black smoke, or anything that comes in conflict with law.

PEOPLE WANT POLICE TO ACT ON THEIR OWN

Generally, police operates on the reactive mode. They wait some one to complain of an inconvenience, danger, risk, or a nuisance. They rarely take action on their own. The risk in informing is inviting an enmity in the vicinity, if the perpetrator is someone known or living close by, as the information gets leaked about the identity of the complainant. In fact, all acts of inconvenience are borne by those who live close. Hence there is less chance of the disturbed taking the risk of annoying someone in the neighborhood. The people expect the police to take stock of the violation and take remedial measures on their own. They have both the duty and the power to do so.

People are also not aware of the distinction between traffic, control room, and local police. Their only concern is that the officer whom they

approach is a police officer and he would listen their problem, irrespective of the specialized wing he belongs to. It is for the officer to transmit the concerned breach and not for the citizen to run from pillar to post.

This may be called the awakening the *kundalini* of power. Use of power is different from the availability of power to check, restrict, advise, start the process if need be, and to enforce law. People want police to use their authority to deal with the deviators.

PEOPLE WANT TO BE TREATED IN A DIGNIFIED MANNER

Whatever be the status of the individual visiting a police station or approaching a police officer for the rectification of a problem, he expects to be treated courteously and seriously. He likes his presence to be acknowledged and not taken lightly. It is irritating if the officer does not look at him with an inviting and a helpful gaze, if he is ignored by the personal distractions of the officer, if he is made to sit and kept waiting without being asked about the reason of his visit. In sum, people do not like to be taken lightly and expect a reasonable response from police.

PEOPLE WANT A BETTER IMAGE OF POLICE

People are proud of their police if it is effective, responsive, and performing their duty. They want police do their chores and not idle away time, basking in the sun, reading a newspaper when they are expected to respond to a problem at hand. They dislike the look of an officer who is sloppy, ill-dressed, casual in his approach and has a poor presentation of self to the public like striking a deal with a violator, closing an eye to a violation, denying the existence of a problem, not looking at the bottlenecks in traffic and doing something about the problem. They want police to be vigilant to check aberrations, transparent in dealings and

not arbitrary in their application of law. They expect a certain standard of dignified morality or moral dignity.

The most despicable sight is that of an officer, in uniform, violating laws that he enforces on others. A policeman driving a motorcycle without wearing a helmet, a police driver wading through red light signal even there are no indications of an emergency, obstructively paring his vehicle, or colluding with a violator are some of the irritating sights. People have their eyes wide open. Though they may not register their protest, they do so silently by diminishing the level of respect. They expect police to comply with rules they are supposed to enforce. If corruption is a crime, people grudge its commission by one who is supposed to catch the corrupt, whatever be the extent of benefits the individual derives for avoiding the enforcement of law against him. Therefore, no police person can afford to behave in an illegal manner as it is not condoned by people who make a 'silent objection' without daring to point out bluntly, even when they connive at the illegality.

PEOPLE WANT PROMPT RESPONSE TO MANDATORY ITEMS

Though not a victim of crime, a common man has some other connections with police. These relate to some of the mandatory requirements that police alone can solve; for instance, verification of application for passport or employment can only be made by police. Similarly, an individual may require a copy of the injury or inquest report, site plan, or a permissible document for seeking compensation in an insurance claim. He may also seek police clearance for temporary use of public space for a private purpose like a marriage or a condolence gathering. Such verifications, copies, or clearances are expected to be done promptly, as people have a vital interest. Any delay is likely to jeopardize the interest of the

individual and becomes a liability to police image.

To fulfill the expectations, it would do well for the organization to attend to this area of administration by making clear and simple procedures that are made known to people who could get their problems solved. Fee to be levied, if any, for submission of request, time within which response is to be made, the officer dealing with it, and the procedure for redress, if the service is denied or delayed must be worked out in advance and suitably displayed for information.

PEOPLE WANT POLICE TO BE INCORRUPTIBLE

It is no use saying that people get the police they deserve, thus implying that since people are corrupt and seek advantage, the police perform succumb to the temptation. The fact is that people deserve an incorruptible police force so that laws are upheld, temptation to impunity is checked, and there is more of order, justice, and security. Police personnel are not only more disciplined than an ordinary individual, they have a mandate to perform, uphold the rule of law, enforce its tenets, and create a law-abiding society. It is police alone that can habituate people to follow law. 'Zero tolerance' of violations needs to be followed not only with regard to traffic but also relating to other laws. Any spectacle of violation or deviation from norms in the presence of police gives a double signal of police being ineffective due to an act of connivance or sheer lethargy. The danger with impunity is that, over a period of time, it is difficult to reverse. The process must start so that people acknowledge the worth of living by law. The dragon of law has to strengthen its grip gradually by making people realize that enough is enough and there is no leeway hereafter.

Therefore, people want their police to be honest in dealings and authentic in approaching problems. People must

be supported in their lawful activities. Their lawful expectations must be fulfilled. They do not like to be harassed. They had rather like to be told that 'this cannot be done' than given the hope with conditions attached thereto. They

would appreciate plain speaking, transparent functioning, and openness. They do not like coercive, unnecessary, and illegal use of force, intimidation, threat, fear, dressing down, or any type of collusion.

Such a police force shall be popular, have an excellent image, and useful to the people. This will enhance the effectiveness of governance thus bringing a lot of incidental benefits.

Steps To Happiness

Author Unknown

Everybody Knows:

You can't be all things to all people.

You can't do all things at once.

You can't do all things equally well.

You can't do all things better than everyone else.

Your humanity is showing just like everyone else's.

So:

You have to find out who you are, and be that.

You have to decide what comes first, and do that.

You have to discover your strengths, and use them.

You have to learn not to compete with others,

*Because no one else is in the contest of *being you*.*

Then:

You will have learned to accept your own uniqueness.

You will have learned to set priorities and make decisions.

You will have learned to live with your limitations.

You will have learned to give yourself the respect that is due.

And you'll be a most vital mortal.

Dare To Believe:

That you are a wonderful, unique person.

That you are a once-in-all-history event.

That it's more than a right, it's your duty, to be who you are.

That life is not a problem to solve, but a gift to cherish.

And you'll be able to stay one up on what used to get you down.

CBI - THE ROLE & CHALLENGES

U S Misra

INTRODUCTION

This great institute has **made it possible for me to be here before you today**. It is my experience that only strong and sound foundations can support one's lofty professional ambitions. The fundamentals that you learn here in the Academy will be with you in good stead throughout the long careers that loom ahead of you.

In simple terms, **a criminal investigation is the process of discovering, collecting, preparing, identifying and presenting evidence to determine what happened and who is responsible**. I consider Criminal Investigation is the cream of police

sciences. The purpose of investigation is not the mere discovery of truth, but the demonstration of truth beyond all reasonable doubt in a Court of Law through the meticulous collection of admissible evidence. **Investigation is the bedrock of the criminal justice system** and it is, therefore, most crucial component to run the criminal justice system. Any investigation speaks only with evidence. Truth stands proud in a Court of Law only on the solid and sound foundation of evidence. Any flaws or defects in investigation are fatal and cannot be corrected by any judiciary, however, committed to justice and truth.

To begin with, I would like to ask you what is common to tigers, trains and

rockets? The answer, dear gentlemen is CBI—all these have been the subject of CBI investigations.

I will explain the riddle during the course of my speech. Some weeks ago I received a call from the Prime Minister's Office for an urgent meeting and upon arrival there, the Principal Secretary told me that the situation relating to Sariska Wildlife Sanctuary was very grave as apparently there were no tigers at all available there and then added that it was the desire of the Hon'ble Prime Minister that the CBI investigate the matter thoroughly and file a Report. I was surprised that this was being entrusted to a Central Police Organization like CBI when there are so many Indian Forest Service officers around and so many other eminent zoologists and wildlife researchers in this country, but nevertheless we took up the matter and after we had filed our Report, shortly, the Hon'ble Supreme Court of India has issued a notice to CBI to respond about the demand that CBI should make enquiries about tigers in other sanctuaries in our country. The officers in the team were not wildlife experts, they were not attuned to environmental issues, but yet they performed very well in the matter? Why is this so? This is because the officers worked very hard and with absolute honesty. They spent hours getting attuned to the fundamentals and operational aspects of wildlife research, tiger tracking, system of keeping tiger surveillance, system of gauging the life of a tiger through its body parts, etc. The CBI has come a long way from the investigation of corruption cases to tracing and safeguarding tigers! It is an organization which is unique because it commands the trust of the Parliament, the Judiciary and the Public.

THE ORIGINS OF THE CBI

The Central Bureau of Investigation, the premier investigating agency in this country traces its origins

to the establishment of the Special Police Establishment (SPE) in the War and Supplies Department by the Government of India in 1941 amidst the Second World War. It was created to counter and control the menace of rampant corruption that was ravaging the Ministry. Thereafter, upon conclusion of World War-II, since it was also felt expedient by the Government that such a dedicated investigative body was required to investigate and control corruption in the other Central Government departments, by a new Act, the Delhi Special Police Establishment Act, 1946, the scope of its functions were expanded. Its powers extended to cover all the Union Territories and with the consent of the State Governments, even their territories, for acts of **bribery, corruption and abuse of official position** for private gain by central government public servants. The superintendence of the Delhi Special Police Establishment also passed over to the Ministry of Home Affairs. With the passage of time, as more and more corruption cases and other complex cases involving violations of the Import Export Control Act, cheating, misappropriation were investigated by the SPE with a great degree of professional competence, **this inevitably led towards the greater institutional expansion of the CBI.**

THE EVOLUTION OF THE CBI

On April 1, 1963, following the Recommendations of the Santhanam Committee Report, the Central Bureau of Investigation was established by a Special Resolution passed by the Government of India with a single Investigation and Anti-Corruption Division under an Inspector-General of Police, Mr D.P. Kohli. A year later, following the heavy workload of economic and fiscal offences, another separate specialized wing, the **Economic Offences Wing** was added to the previous division, which was rechristened as **General Offences Wing**. Under the visionary leadership of the

Founder-Director of CBI, the CBI grew in stature—it investigated more cases, it detected more cases, it prosecuted more cases, it secured convictions in more cases and it won the appreciation of more persons—its reputation for thoroughness and trustworthiness was established.

One of the paradoxes I have noticed while serving the government is that the more good work you put in, the more work you are entrusted with by the government. With the CBI it was no different. Its reputation for professional efficiency and competence with impeccable integrity were duly noticed. **The resultant reward—more cases.** There was a spate of demands to take up even conventional cases like kidnapping, murder, rape, etc. by the State Governments and the Constitutional Courts—notable among them being, the Deendayal Upadhyay Murder case, Bhopal Gas Tragedy, ISRO Spying case, Purulia Arms Dropping case, Beant Singh murder case, Haren Pandya murder case, General Vaidya murder case, Banking Sector Scam involving Harshad Mehta, Rajiv Gandhi Assassination case, Babri Masjid Demolition Case, Bilkis Bano case, Satyendra Dubey Murder case and even scores of cases involving atrocities committed against the weaker sections of society. The CBI steadily rose in stature to command the trust of the public, parliament and the judiciary. **Thus, the organization has evolved from an Anti-Corruption agency in a single Department to become the only multi-faceted, multi-disciplinary central law enforcement agency with the capability, credibility and the legal mandate to investigate and prosecute offences anywhere in the country.**

THE STRUCTURE OF THE CBI

Today, the CBI has transformed into an immense umbrella organization housing several specialized investigating branches/units working

towards enforcing a broad spectrum of laws in a court-sustainable manner across the country. The CBI today has seven divisions, namely,

- **Anti-Corruption Division** tasked with the sourcing of information, registration, detection, investigation and prosecution of corruption cases.
- **Special Crimes Division** tasked with the investigation, detection and prosecution of conventional cases entrusted to the CBI for investigation by the State governments and/or Constitutional Courts like murder, kidnapping, rape, atrocities on minorities and weaker sections of society, theft of antiques and other national treasures, drug-trafficking, human-trafficking, terrorism, organized crime, espionage and so on.
- **Economic Offences Division** tasked with the sourcing of information, registration, detection and prosecution of cases involving violation of fiscal laws, cyber crimes, crimes against our protected wildlife.
- **Legal Division/ Directorate of Prosecution** tasked with rendering legal advise to the investigating officers and prosecuting the cases effectively in the Courts of Law.
- **Administration Division** tasked with handling the administrative requirements of the organization including, but not only, budgetary and financial matters, service matters, recruitment, promotions, deputations, transfers, repatriation, disciplinary proceedings, interfacing with the Ministry in charge of the CBI and so on.
- **Policy and Coordination Division** tasked with handling matters pertaining to **Interpol** including maintaining a **24x7 on-line interface** with Interpol and the National Central Bureaus of other

member countries to follow up on matters pertaining to crime and law enforcement, coordination with other Police Organizations, Govts. in the country, managing the CBI Command Centre and in organizing important conferences and seminars related to law enforcement.

- **Central Forensic Science Laboratory** is a scientific institution of the Ministry of Home Affairs under the administrative control of the CBI with ten state-of-the-art laboratories in Ten Divisions, viz., Physics, Chemistry, Biology, Serology, Ballistics, Documents, Fingerprints, Polygraph and Lie-Detection, Photography and Scientific Aids Unit and Computer Forensics and Digital Evidence Analysis rendering comprehensive forensic analyses of evidence in criminal cases.

Today, in the CBI there are **74 investigative Branches** and 12 investigative Units situated all over the country, but particularly concentrated in the capitals of States and other cities like Dhanbad, Jabalpur, Nagpur, where there is a heavy concentration of central government owned PSUs. In addition to that there are 6 **non-investigative Special Units, 3 in Delhi and one each at Kolkata, Chennai and Mumabi**, devoted to source, collect, develop and process specific and actionable information/intelligence about professional lapses, dishonesty and corruption amongst the CBI officers and other Central Government public servants and 3 other non-investigative Branches/Divisions relating to Interpol, Policy, Coordination and Training.

I would like to say a few words about **Interpol** here to dispel some exaggerated notions of the functioning of the organization that some of you may be having. The Interpol does not have officers who travel across countries combating and capturing dangerous

criminals. Interpol is an international association of Police organizations of all the member countries dedicated to improving the liaison between these respective police organizations towards the fulfillment of their relevant police duties. It has an office (named NCB or National Central Bureau) in each of the member countries towards attaining this objective, which remain continuously in touch with each other and with Interpol Headquarters in Lyons, France on a **24x7 on-line basis** to communicate the requirements of a member country to another. In India, the Interpol Wing of CBI serves as a liaison point between the State Police Organizations and the respective Police Organizations of other countries. In every State Police Department there is an Interpol Liaison Officer (usually from the Crime Branch or CID) who routes the requirements of the respective State Police through the Interpol Wing of CBI, which then guides and liaises on his behalf in processing his requirement. For instance, if a criminal like Dawood Ibrahim is wanted in a case by Mumbai Police, the Interpol Liaison Officer would route his request through the CBI Interpol Wing, which shall then process according to the laid down protocol in the required format and then send it across on-line to the Interpol Wing of Pakistan (or the United Arab Emirates, or any other country as the case maybe) and the Interpol Headquarters. If further clarifications like identification particulars (fingerprints, blood group, moles, scars, passport number, last known residence or office in the country, etc) are sought by the Interpol Wing of the requested country, then this too is immediately conveyed to the Bombay Police to provide the same. NCB Delhi also coordinates efforts to issue various kinds of notices like Red Corner, Blue Corner, Yellow Corner Notices and acts as the nodal point for investigation abroad.

Crimes : Over the last three years, the CBI has registered 1159, 1068 and 1193 cases and disposed of 1137, 1112 and 1282 cases. The conviction

percentage in the cases disposed of in the previous year 2004 is 66.33% and right through the life of the CBI thus far, the conviction percentage has been around 70%, which is upto international standards. But we have taken some steps to improve this percentage by improving our quality of investigation and supervision.

THE LEGAL FRAMEWORK OF THE CBI

The officers of the Central Bureau of Investigation derive their powers of investigation from the **Delhi Special Police Establishment Act 1946**. This Act confers concurrent and coextensive powers, duties, privileges and liabilities on the officers of the CBI with the Police Officers of the Union Territories. In addition to that, the Central Government may extend the power **with the consent of the State Governments**, to any area in any State. While exercising such powers, the officers of the CBI of or above the rank of a Sub-Inspector of Police shall be deemed to be officers-in-charge of Police Stations of respective jurisdictions. The CBI can investigate only such offences as notified by the Central Government under section 3 of the Delhi Special Police Establishment Act.

The **Central Vigilance Commission Act 2003** grants powers to the CVC to exercise superintendence over the functioning of the CBI in so far as it relates to the investigation of offences relating to the Prevention of Corruption Act 1988, although it cannot give any specific directions to investigate or dispose of a case in a particular manner. This act is an outcome of the famous Vineet Narain Judgment of the Supreme Court and you can go through this landmark judgment in the CBI website.

SINGLE DIRECTIVE

The Central Vigilance Commission

Act 2003 has also amended the Delhi Special Police Establishment Act 1946 by inserting Section 6-A, whereby no inquiry or investigation can be conducted against a public servant of the rank of Joint Secretary or above in the Central Government and Public Sector Undertakings owned/controlled by the Central Government. This provision popularly is known as the "Single Directive", which was earlier struck down by the Supreme Court in the Vineet Narain Case as being unconstitutional. While the purpose of this section is laudable in as much as it is intended to only prevent or protect any harassment of senior policy making officers from investigation on the basis of frivolous and motivated allegations, our experience in working the section 6A reveals that we lack a fail-proof mechanism to speedily, properly and effectively sift through the allegations and the grounds, before forming a sound opinion about whether or not to allow investigation in the matter. In certain cases, these delays can be fatal to the success of the investigation - as we experience.

JURISDICTION OF CBI VIS-A-VIS THE STATE POLICE FORCES

Since Law and Order and Crime are essentially State subjects under the Indian Constitution, the original jurisdiction to investigate crimes lies with the State Police. However, not necessarily for reasons of inefficiency of the State Police investigative skills, but for reasons that I need not elaborate in lengthy detail, certain cases are generally reserved for investigation by the CBI, which are:

- a) cases involving corruption by central government public servants
- b) cases involving the financial interests of the central government
- c) cases relating to the violation of central laws
- d) cases concerning mega-fraud,

cheating, embezzlement of scandalous proportions relating to companies and persons

- e) cases committed by organized crime syndicates or professional criminals which have inter-state ramifications and
- f) cases having inter-state and international ramifications involving several official agencies, where from all angles, it is considered necessary that only a single investigating agency should be in charge of the investigation and
- g) cases referred by the State Governments and the Constitutional Courts (High Courts and Supreme Court) to the CBI for investigation

Here, I also feel it incumbent upon myself to mention in brief about the salient procedures necessarily involved in a typical **investigation in CBI**, which ipso facto is different from a typical investigation conducted by the State Police forces. In the CBI, in any case, a team of Investigating Officers are constituted (with the number varying proportionally with the dimensional complexities of the case) under a Chief Investigating Officer, whose work is constantly and minutely subjected to calibrated value-added supervision by a hierarchy of officers extending right up to the Director, CBI. The Chief Investigating Officer in the CBI is not the final authority for decisions in respect of a case, he is the final executor of the decisions approved by the Director, CBI. During any typical investigation, the supervisory officers, in addition to facilitating a smooth investigation through administrative arrangements for camping, logistics, communication facilities, resources, funds, interfacing with the nodal officers of other relevant organizations/agencies/ departments, and availability of the most appropriate forensic evidence support in cases, also have to contribute towards the logical progress

in the investigation by value-addition in their decisions. In the CBI, proposals and requests for approval and decisions, directions, orders and other instructions are always given only in writing. It is this architecture of procedural discipline that ensures the tall standing of the CBI.

Would any of you gentlemen be able to tell me, which was the biggest train accident in Indian history? It is the Gaisal Train accident tragedy, which claimed the lives of about 400 persons in northern part of Bengal. When the investigation of this case was entrusted to the CBI, all wondered how the officers would manage the technical complexities involved, but you may be surprised to know that what was taught to the Engineering staff in the Railways over two years was completely mastered by our officers within two weeks—shunting, track management, signalling, communications, track changing, etc.—and thereafter investigated and prosecuted the case. So you can gauge for yourself that one of the secrets behind the successes of CBI investigations is the dedication towards thoroughness. The procedures normally used in day to day operations are first mastered and then a quick audit is done as to know whether there were deviations, if there were deviations, whether these are minor occasioned by occasional acts of minor negligence or common human oversight and whether these deviations are major and motivated by any extraneous factors or malafide.

RECRUITMENT AND TRAINING IN THE CBI (HUMAN RESOURCES DEVELOPMENT)

Recruitment in the CBI takes place by way of -

- 1) Direct recruitment at the level of
 - a. Constables,
 - b. Sub-Inspectors of Police, and

- c. Deputy Superintendents of Police
- 2) Deputation at the level of
 - a. Constables/Head Constables
 - b. Sub-Inspectors of Police/ Inspectors of Police
 - c. Dy.Suptd. of Police/Addl. Suptd. of Police
 - d. Suptd. of Police/ DyIGsP/ Jt. Director/Addl. Director/ Spl. Director/Director
- 3) Departmental Examination at the level of Sub-Inspectors of Police open to Constables and Stenographers and Ministerial Staff.
- 4) Absorption at the relevant levels for officers on deputation from the ranks of Constables upto the level of Dy./Addl. Suptds. of Police.

Recruitment of officers on deputation to the CBI is done on a highly selective and very stringent basis. The Director, CBI is appointed by the Central Government based upon the recommendation of a High Power Committee consisting of the Chief Vigilance Commissioner, Vigilance Commissioner, Union Home Secretary and Secretary, Ministry of Personnel, Public Grievances and Pensions for a minimum period of two years and cannot be transferred except with the previous consent of the Committee. IPS officers can be taken on deputation to the CBI upon completion of seven years of service or more in their respective cadres after their names are recommended by the aforesaid Committee after consultation with the Director, CBI, for appointment to all the posts of the level of Superintendent of Police and above, based upon seniority, integrity and experience in investigation in anti-corruption work. Officers appointed in the CBI to the posts of Joint Directors (equivalent to the rank of Inspectors-General of Police), Additional/ Special Directors (equivalent to the rank of Addl. Directors-General of Police) must

be cleared by the Appointments Committee of the Cabinet. The Committee can, upon consultation with the Director, CBI, also recommend the extension or curtailment of the tenure of any officer in the CBI. IPS Officers who coming on deputation to the CBI for the first time have to undergo an Orientation Course of three months duration.

In view of the escalatory expectations of an impatient public that the CBI take up investigation in hitherto uncharted and highly specialized arenas in diverse fields, the CBI Academy has been designed and re-jigged to catalyze the transformation of the CBI into a multi- disciplinary investigative agency. It has a well-designed multi-tier training regimen in CBI Academy Ghaziabad, whereby CBI staff of various ranks are trained to meet upto the demanding requirements of the emergent trends. The CBI Academy is no longer a mere finishing school for an officer cadet. It is now a continuing school for every police official in this country and abroad. Courses are being regularly conducted for police officers of several countries in recent years, like Sri Lanka, Afghanistan, Palestine, Nepal, Thailand and others.

THE ROLE OF THE CBI

(A) In present and emergent national economy

Corruption by definition is the very antithesis of public service because **it is the use of public office for private gain**. It means self-advancement at the expense of societal and national advancement. It epitomizes disservice to the public. The potential and natural growth and development of our economy is serially stunted and deeply distorted by the devastating effects of corruption. The result—our country can never grow and develop at the logical pace of its immense potential. **Transparency International** shows that India is one of the most corrupt countries in the world. It is rated at 90/145

countries with a Corruption Perception Index of 2.8 on a scale of 10. The parallel economy fuelled by 'black money' including that derived from corruption is immense and it threatens to infect and overwhelm the entire national economy.

Contrary to the much touted 'mantra' that dismantling the Licence Raj would spell the doom of corruption, liberalization and privatization have only facilitated mega-corruption of such magnitude and scope that the national economy was threatened as borne out by the **Banking sector securities scam of the 1990s**, (Harshad Mehta & Hiten Dalal, the MESCO scam, the UTI scam and more recently, the scams ravaging the Telecom and Construction sectors. Corruption has merely transmogrified itself into a trans-sectoral, transnational phenomenon, involving the public sector, the private sector, civil society, the media, and other relevant international organizations. The consecutive petty corruption prevalent in the Licence Raj has been replaced by selective grand corruption. The rules may change, but the players remain the same.

An unscrupulous stock-broker indulging in megamanipulation of the securities sector in furtherance of personal gain in another country or in a part of this country can ruin the life-time investments of several persons, bankrupt several companies, desiccate the spirit of initiative and enterprise in the financial sector and deprive other industries of funds, produce stagnation in various industries in the country, paralyze the national economy at large, trigger a massive capital flight and reduce the financial standing and fiscal worth of the country in the eyes of the global community. Investigation as an institutional response to crime has been compelled to change with the pace and complexity of events.

The words of Pino Arlacchi, Executive Director of the UN Office for

Drug Control and Crime Prevention (ODCCP), are relevant in the present context, "Never before has there been so much economic opportunity for so many people. And never before has there been so much opportunity for criminal organizations to exploit the system". Today, because of the greater organizational abilities of the organized criminal networks, terrorists and collusive elements (corrupt officers) from society, organized crime has become a virtual "high-gain, low-risk" activity that threatens our state and society.

I strongly feel to curb this apparently irresistible propensity towards corruption, it is time for us to consider a law like in the Western countries that enables full recovery of the total corrupt proceeds and slap heavy punitive fines instead of merely sending the culprit to jail.

The crusade against corruption in the future cannot ignore the uses and applications of the latest technology. The history of crime shows that the latest technology will always be led by market forces to be used by the unscrupulous men to further their selfish ends and that ultimately the law enforcement use this against them with better innovation. *The sheer interdependency of our social lives and the enormity of the stakes—local, regional, national and transnational—indicates that it is not merely enough to be forewarned about these potential dangers, but it is necessary to be forearmed against them so as to be in a position to neutralize the danger when it surfaces and mitigate its deleterious effects.*

Although, as may be seen from the annual statistics of last year that CBI has investigated 1008 cases of corruption involving the Prevention of Corruption Act, 1988, as against 152 under economic offences, yet it is necessary to understand that these are

cases, which in view of the emergence of the element of organized corruption are all cases, which also involve other offences of criminal breaches of trust, cheating, forgery, falsification of accounts, misappropriation, misrepresentation of facts, fraud, money laundering as also offences under other relevant laws—fiscal and special criminal statutes. If a corruption case involves only greater magnitude, the degree of difficulty in investigation is something that can be surmounted after a lot of hard work, but when it involves an element of organization/institutionalization, then the degree of difficulty in investigation is often times accentuated to insurmountable proportions. This sort of organized corruption also results in a constant and severe drain of national wealth. A typical example would be the Bofors case—several players from several fields in several countries performing several distinct, but related tasks towards a common objective. Once corruption becomes organized, it is very difficult to detect, investigate, chargesheet and prosecute. But nevertheless, through enduring relentlessness, the CBI has continued to do the best it can within the last limits of national and international law to unearth conspiracies relating to organized corruption and through such acts play an important role in preserving a modicum of integrity to the national economy.

(B) The Role of the CBI in National Security

As you know many of our regions especially North East, Jammu & Kashmir and some areas of Andhra Pradesh, Maharashtra are racked by terrorism and insurgency movements. In the recent past a number of important people have been targeted by various groups and a number of important institutions, including the Indian Parliament was attacked by these subversive anti-national groups. In addition to that there is a spate of crime relating to the insurgency movements in the North East

and elsewhere, particularly in Jammu & Kashmir. The most disturbing thing in the recent trends in our country relates to nexus between the terrorist groups and the organized criminals. The Bombay Blast case in 1993 and Haren Pandya Murder in 2003 are a few examples. Similarly organized gangs in Central India especially in UP, Bihar with the help of even outside forces have disturbed the public order through surgical strikes. In recent times planes have been hijacked, leaders have been killed, trains have been blasted, oil pipelines have been sabotaged, etc. These incidents due to their very nature, cannot be treated as ordinary crimes. These smack of anti-nationalism and threaten the integrity and sovereignty of our country.

In a democracy like India with an independent judiciary, as law & order officers, we cannot afford to pull out our guns and shoot the culprits, but to enforce the law through investigation and prosecution.

In this matter being the Centre's numero uno law enforcement agency, CBI is entrusted increasingly with cases relating to terrorism, insurgency, organized crime and by successfully investigating such cases including those with international dimensions, CBI has contributed to some extent in controlling these anti-national activities through investigating and prosecuting important cases like IC-814 hijacking case, Bombay Serial Blast case, Rajeev Gandhi assassination case, Sardar Beant Singh assassination case, Haren Pandya murder case, number of cases in Jammu & Kashmir and Punjab, and in the entire North East. All I have here to say is that these cases are complex with inter state and international ramifications, highly technical in nature and having components like money laundering to cyber crimes to use of sophisticated gadgets, etc. But by rising above the ordinary, the CBI has investigated such

cases with great credit. A short word about cryogenics, space travel and CBI. When the ISRO Spying case was referred to the CBI, the team mastered the basics of cryogenics; rocketry; launching protocols; procurement, usage, operations and disposal procedures in respect of material relevant to ISRO; the entry, internal movement and exit protocols for officers and visitors in ISRO; the extent of indigenous use of material; the extent of foreign technological collaboration and assistance, etc., before completing the investigations and filing the relevant final report in the said case. In the CBI prosecution is taken only on the basis of records.

(C) The Role of CBI in Social Crimes

Sex-trafficking, trafficking and abuse of minors and humans, mass rape and other violent atrocities on minorities amidst riots or/and other instigated events, destruction of valued symbols and structures of minorities, dowry death cases, cases of prostitution are some recent additions to the already heavy kit of CBI. This is a dangerous trend, which if not checked in time, and as frequently as these events occurs, can erode the very legitimacy of the system itself and bring the downfall of all societal values established through centuries of social revolution and evolution. The demolition of the Babri Masjid, scores of Bride-burning/dowry-death cases, Sati case of Roop Kanwar, Bilkis Bano case in Gujarat, child abuse cases in Goa, etc. reveal that the CBI has been able to successfully complete the investigation in cases where there were failures on the part of the State Police. The CBI, through a typical impartial and thorough investigation of these cases and taking action as logically expected, revives the faith of the public in the system and thereby restores the legitimacy in the system. This is a great social role played by CBI

and I feel this role will be consolidated more over the years to come.

IN CONCLUSION...

The perfect investigator is yet to be born and the perfect investigation is yet to be conducted. Investigation is the result of honest hard work within the framework of the law. It is the bedrock on which the criminal justice system rests. It cannot be ignored. Investigation is more a cerebral function and less, a physical one. It is not the mere discovery of truth, it is the demonstration of the truth beyond all reasonable doubt. I can understand that your youthful enthusiasm may have no patience for the procedural rigours and patience required of an investigation, but nevertheless my experience and conscience necessitates me to enjoin you to conduct an investigation within the parameters of the law as this in my understanding and experience is the only way to success in investigation. Fair methods of investigation enrich the criminal justice system and foul methods impoverish it.

Today, as I approach the sunset of my long career in public service, I understand that you are in the dawn of your career and I can see it in several eyes here today that you too would like to join the CBI and perhaps even become the Director of CBI someday. How can I help you to reach there? My answer to you is this: honest hard work within the parameters of the law. This is how I have got to where I am today. If you are honest, you will be able to devote additional time and the energy to work harder to acquire more knowledge to do better, to correct your defects and to improve upon your strengths and to achieve what others can only wish for. I wish every one of you a very long and illustrious career in the service of the public.

TRANSFORMING POLICE INTO AN EFFECTIVE INSTRUMENT OF PUBLIC SERVICE

(Prize winning essay in the Prime Minister's Silver Cup Essay Competition - 2004)

Sankar Sarolia

One does not require sophisticated empirical evidence to state that Indian police have not been able to wipe off the colonialist stigma of being viewed as an instrument of coercion rather than an instrument of public service. Historians have clearly documented how the police started as an organ of terror and awe in the hands of an alien power. With independence, the objective of a terrorising force no more remained. But Indian police have remained as high-handed and opaque as they were before. They continue to treat the people with hostility and contempt and the people still regard them with a sense of fear rather than assurance. Often, they function as if in

isolation and are despised by the people. So much so that rather than being an instrument of public service, they have become a pariah to the public.

In a democracy, police work must be discharged for the well-being of the community. For Indian police, achieving this objective is equivalent to cleaning their Aegean stables. Maintaining civil order requires as much of police action as of public cooperation with the police. In India, the latter is singularly inadequate even if the former was thought up to the mark. People need the police, but they do not like them. But, the police could not become an

instrument of public service unless they had people's unqualified acceptance. This requires a major shift in the way people think about the police.

THE NEW ROLE SET

Ideally, in a democratic society, the police should play the role of a benevolent protector of people's rights. They should act as a guardian of civil order and social justice. The yawning gap between the ideal and the real has put Indian police and their performance under close scrutiny by the public. With the pronouncement of the principles of democracy, egalitarianism and welfare state, the manner of policing should have undergone a sea change. However, the hangover of authoritarianism and negativism has refused to subside. At the same time, the democratic imperatives have brought Indian police to confront a number of paradoxes of a functional and behavioural nature. For example, on the one hand, they must maintain order, which may require use of force, and, on the other, they must be people friendly. To an extent, such paradoxes have prevented the police from becoming an effective instrument of public service. However, the problems besetting Indian police are not limited to paradoxes such as the one mentioned above. They go much further than that. At the broadest level, they relate to questions of fundamental importance. For example, what are the police meant for, whether to be an integral part of the executive branch of the modern-day democratic government or whether to serve the people regardless of the orientation of the executive?

INSTRUMENT VERSUS PUBLIC SERVICE: POLICE AT CROSS PURPOSES

The orthodox view of the police is that they are part of the executive arm of the government and hence an instrument of law enforcement. But the modern view regards the police as an agency of public service. Obviously, the responsibilities

that an agency of public service shoulders have to be in the interests of the masses rather than any select group or set of groups. The democratic and welfaristic nature of our body politic has engendered innumerable pieces of social legislation which require the police to provide services in an impartial and fair manner, with particular regard to the well-being of special deprived groups like women, children and the scheduled castes and tribes (SCs and STs).

However, the traditional role of order maintenance, the way it is understood and implemented, often flies in the face of this. The reasons are not far to seek. Our politics, progressive as they are, promulgate legislation that entails police action for the benefit of the masses. But the governing classes have a vested interest in not letting the police function according to such legislation, as they otherwise risk losing control over the police. In order to safeguard the interests of the community, it is of paramount importance that the police have functional autonomy and a disinterested approach, something often precluded by persistent political and other types of bureaucratic interference. Amidst such a tussle, Indian police have tended to lose their direction among conflicting objectives. It is about time they got their priorities right. This returns us to the fundamental question that we raised earlier: whether the police are an executive instrument or whether they are an agency of public service.

It is instructive to look at the two approaches to police in turn in order to better understand the implications of each.

THE INSTRUMENT APPROACH

When used as an executive instrument, the police typically become an accredited tool of the government for its own survival. Police, being a well-organized and hierarchically arranged instrument, are responsible for the

sustenance and maintenance of social and political solidarity. Those who view the police purely as an instrument are influenced and impressed by the structural characteristics of the police organisation. This structuralist approach is traditional and represents a conservative paradigm for delineating and understanding the role of the police in society. Moreover, it is a narrow, rather negative, concept, which draws on and emphasises the para-militaristic and muscle-oriented aspects of police functioning.

Arguing for the "instrument theory", Professor Bayley maintains that the police as an executive instrument are competent to do any job for the simple reason that they are uniformed and visible. Their activities and functions percolate down to the grassroots. They are a relatively homogeneous group, capable of shaping policy and responsible for its execution. On the negative side, they are charged with the job of arresting and destroying forces that sabotage security and retard development. On the positive side, as a cementing agency of national integration, they can act as an instrument which can insulate society from the jolts of violent socio-political upheavals.

THE PUBLIC SERVICE APPROACH

As against the "instrument approach", the other view of policing as a service is a positive and progressive one. It emanates from the developmental dimensions of the modern philosophy of policing in a changing society. On simple administrative and organization-theoretic parameters, the police organisation fits well into the scheme of a service agency, as it is arranged in a hierarchical order with a view to performing specific tasks. The liberal political philosophy of a democratic social order lays emphasis on equality in social life and belief in rationality. The basic objective of the police in such a

society is to render service to the people. In the Indian context, the constitutional provisions, the preamble, the directive principles of state policy and the fundamental rights, all promise the furtherance of egalitarianism, welfare and democracy. In such a socio-political and administrative milieu, the police ought to naturally function as an agency of service to the people. They are always expected to ameliorate the state of the weak and the poor. More specifically, the police personnel have a basic and fundamental duty to protect and preserve the rights, privileges and interests of the STs and SCs and other socially exploited and downtrodden groups. As an agency of public service, the police have a direct responsibility for safeguarding the most basic elements of human life by providing solace to the people in distress and tribulation.

THE BASIC QUESTION

The basic and fundamental problem regarding the police in any democracy is how to make them function as an efficient and impartial law enforcement agency motivated and guided by the principle of public service while upholding the constitutional rights of the people. The present debate whether the police are an instrument of the executive or a service agency originates from an unreasonable emphasis on the functional aspects of policing while subduing the significance of others, especially the behavioural ones. A holistic, balanced and rational approach will pay appropriate attention to all aspects of police functioning, keeping in view the democratic demands, developmental compulsions and egalitarian principles.

WHERE WE ARE AND WHERE WE WANT TO BE

Indian police owe their existence to the rather antediluvian Police Act of 1861. Ever since their inception as a paramilitary organisation, they have had

a negative image, unsatisfactory public relations, low efficiency and thus poor performance. In order to redeem them from this pathetic state, a suitable model of their transformation is urgently needed. One such model is a transformation from a coercive, paramilitaristic and muscle-oriented force to a community-friendly service organisation. The National Police Commission, 1977 drafted a police bill with the intention of reorganising Indian Police as a public welfare and service-oriented citizens' organisation. The preamble of the proposed Act makes it clear that the police have to function both as an agency of investigation and prevention of crime and as an "efficient and effective agency" for promoting the dynamic rule of law and rendering "impartial service to people", keeping in view the "requirements of the constitution, law and the democratic aspirations of the people". The preamble, thus, makes it clear that the police in a democracy must work as an instrument of public service and not only discharge their traditional duties efficiently, but also help bring about desirable social change. The message that the preamble of the proposed Police Act conveys is more than just symbolic. It is not just about a new law that Indian police need. It is about a fresh mindset and philosophy, a completely different work culture and a new set of values that the police will have to adopt if they wish to become an effective instrument of public service. Ostensibly, the statement of intent is noble and well chosen. But things go completely awry when it comes to implementation. These recommendations are as old as the National Police Commission itself. For more than two-and-a-half decades they have just remained that, namely recommendations. No serious political effort has been made for the proposed reforms. Legislative apathy clearly shows that the move would entail a major loss for politicians and other interest groups in terms of the influence they are routinely able to exercise over the police.

What ought to be done at this stage is more than just obvious. We next provide a list of parameters on the basis of which a proposal for the transformation of policing in India could be constructed.

TRANSFORMATION PARAMETERS: AN OVERVIEW

Some of the basic parameters for our proposed transformation of Indian police into an effective instrument of public service could be the following;

- 1) Replacement of the negative philosophy of force with the positive one of a progressive organisation for public service.
- 2) Shift in the orientation of police from coercion to public service; from regular use of force to use of force only in exceptional circumstances.
- 3) Demilitarisation for transformation into a citizens' police organisation.
- 4) Replacement of suspicion and hostility with trust and harmony in police-community relations.
- 5) Development of a fresh interface between the police and community for better synergies in social management
- 6) Legislative and organisational action to bring about the requisite reforms including organisational adaptation, procedural modifications and behavioural change.

The ultimate objective of all these efforts would be the transformation of Indian police into a service-oriented, democratic organisation.

THE MODUS OPERANDI

The desired transformation of the police into an instrument of public

service requires not only a set of well-articulated strategies, but, more importantly, their implementation with sincerity and commitment. We may identify strategies both at micro and macro levels.

(I) MICRO LEVEL TRANSFORMATION STRATEGIES

The micro level strategies would concentrate on change at individual level. This would provide the foundation for the proposed philosophical shift. Some specific issues of focus are the following:

- 1) Behavioural change;
- 2) Positive attitude and swift response to the problems of community;
- 3) Greater extra-professional contact with the people;
- 4) Service orientation;
- 5) Individual specialisation and professionalisation.

We shall now discuss each of these micro-level issues in turn.

1) Behavioural Change: All members of the police should be given a printed chart enunciating the steps and patterns to be adopted by them to make their behaviour humane, kind and service oriented. Behavioural change is a continuous process. Its pursuance and monitoring is required on a routine basis. The role of police leadership in this context is very important. They must ensure that the prescribed patterns of behaviour are strictly adhered to and the defaulting members suitably dealt with.

2) Positive Attitude and Response: People in general feel that the police are indifferent to their difficulties, that they remain absent during the time of need, and that police response is often of little help. It is hard to deny that quite often the police do not address problems with a professional attitude. An important factor, among many others, responsible

for the missing professionalism in police functioning is a lack of effective organisational supervision and monitoring. For example, there are no records of how long it takes to lodge a complaint with the police. If there was some electronic mechanism that could record the report-making time, the action-time and the requisite follow-up of each matter handled by the police, it could significantly raise the levels of police responsiveness and accountability and save innocent people a lot of needless harassment that they routinely undergo when dealing with the police. Moreover, proper response and timely action will improve the image of the police and thus help build a healthy police-community relationship.

3) Extra-professional contact with the people: Police-community interactions shall have to be intensified for establishing a rapport between the two sides. The police should meet all sections of the community as citizens. For example, one way of doing so could be attending the meetings of various clubs and civil organisations. Likewise, the police can organise social gatherings at various levels, where people from different walks of life can be invited. These informal interactions will help shrink the distance between the police and people.

4) Service orientation: Much of people's dislike for the police is due to the very nature of the police work. In order to overcome this dislike, the police will have to widen the range of work they do by including tasks with an exclusive service orientation. For example, occasionally, they can visit orphanages, hospitals, schools, slums and habitations of the downtrodden and exploited social classes with the aim of giving them appropriate assistance, service and help. During natural and epidemic calamities, the police can proactively provide support and relief to people in distress. Moreover, routinely, they can provide help to the

general public in a variety of ways, e.g. showing a stranger the way, helping visually and otherwise disabled people cross a busy thoroughfare, advising people on general non-professional matters and so forth. Initiatives like these will render policing a humane rather than belligerent endeavour. In our view, service orientation is the key to the proposed transformation.

5) Specialisation and Professionalisation: To a great extent, poor professional competence is responsible for the poor image of the police. Police personnel of all ranks would have to endeavour to make themselves efficient through better intra-organisational coordination and greater in-house on-the-job training. It is important for the members of the organisation to actively share their experiences and assist each other. They must attend various in-service training programmes willingly with the aim of improving their own functional efficiency.

(II) MACRO LEVEL TRANSFORMATION STRATEGIES

Macro level transformation strategies would concentrate on reforms at organisational level. These reforms would be largely of a methodological and procedural nature. The macro-level transformation strategies could be executed at the following levels:

- 1) Pre-induction stage
- 2) Induction methods
- 3) Post-induction stage
- 4) Placement level

1) Pre-induction stage : At present, recruitment at various levels in the police is not based on any prior academic or professional prerequisites. It would be useful if newly entering personnel had some prior academic exposure to police work and its requirements. The police could forge partnerships with the academia and design certificate, diploma and degree

courses in “Police Sciences” at school, college and university levels. Moreover, courses at different levels could become the stepping-stone for induction at various hierarchical levels. For example, a certificate in Police Science could entitle a student to be recruited at the level of constabulary, a diploma holder could be eligible for the subordinate ranks, and a degree holder could be allowed to compete for State and Central Services. This scheme would not only provide the police with committed personnel but also keep non-serious people away from the police. Most importantly, at an academic level, the philosophy of public-service-orientation in community policing could be instilled in prospective police personnel.

2) Induction methods : After the aforesaid pre-recruitment orientation through various academic courses, the actual recruitment would become a sort of “selective breeding” conforming to the professional requirements of community policing. At this stage, there is a need for more scientific learning methods rather than the routine, insipid training recruits have been getting for many generations. Appropriate measures should be evolved to examine the physical fitness, mental awareness, professional suitability and behavioural compatibility of persons to be recruited at various ranks. Various methods of examination could be adopted including written and practical tests, case studies, interviews and casual observation. Conscious efforts shall have to be made at this stage to fully develop the public-service orientation acquired in a very preliminary way at the pre-induction stage.

3) Post-induction stage: At this stage, it would be necessary to provide sporadic reinforcement for the spirit of public service instilled and developed

in freshly inducted personnel. Such reinforcement could be in the form of on-the-job exercises as well as structured intensive training courses.

4) Placement level follow-up and feedback: Follow-up, monitoring and feedback after training are as essential as the training itself. Regular monitoring gives police personnel not only an incentive to keep their service orientation but also a chance to get useful feedback on their efforts. Feedback also facilitates the evolution of better training techniques.

CONCLUSION

An organisation is an aggregated whole of individuals. Also, individuals draw their identity from the organisation. Individuals and organization are complementary to one another. One does not progress to the exclusion of the other, but both progress, if at all, in tandem. Thus, if individuals improve, the organisation improves naturally. Likewise, organisational reforms facilitate the improvement of individuals. From this standpoint, the micro and macro level police transformation strategies go hand in hand. Such coordinated reform could begin a new era of change and innovation, without any major additional expenditure. The transformation of Indian police into an effective instrument of public service is not a project involving massive monetary investment at the expense of the taxpayers. It involves investment of a different nature, of conscience, of thought, and most importantly of commitment to the cause of public service.

THE EPILOGUE

Admittedly, police work is unenviable. The police are not only

responsible for crime prevention and order maintenance but also liable for a range of other social issues, which makes their remit rather wide. The police cannot just either be an executive instrument or a service agency. They have to be both, which involves an extremely subtle balancing act, e.g. between stability and change, force and service, historical staticism and political dynamism, etc. The dilemma of the police profession is that combating crime and rendering public service often become conflicting objectives. The challenge before the police, not just in India, but in democracy at large, is how to make these two objectives harmonise. Their equipment is militaristic but their obligations are social. They must maintain order for the benefit of the people. But they must fight the obscure criminal who is one of the very people they must serve unflinchingly. Anyone appreciating this paradox would realise how difficult the task of community policing is. Throughout this essay, we have said what the police should do to become an effective instrument of public service. We would be remiss if we squarely blamed the police for the entire set of problems that we have outlined above. The relationship between society and an institution is analogous to the relationship between the institution and the individuals forming it. We have said the institution and individuals must progress in unison or else they shall not progress at all. A similar argument holds for society and the institution. The police must strive to become an instrument of public service, but not while they are derided as a venal and incompetent organisation, but while they are given an opportunity to become an agency of public service, through statute, through organisational reform and most importantly through a philosophical reorientation.

CHANGING FACE OF POLICEMAN IN INDIAN CINEMA

(Lecture delivered to probationers of 57 RR on 22nd January, 2005.)

Mahesh Bhatt

One particular line of Vallabhbhai Patel, which resonates in my heart as I stand here is “a policeman who loses his temper, who loses his cool can hardly be pardoned or called a policeman.” And I found that even before I was born, the directions for the police force were already laid down. And I also conceded to the Academy Director that, it is very comforting to realize that, here in this National Police Academy there are individuals, there have been individuals, before I was born, and there will continue to be, after I have gone, individuals to keep the nation sound or to keep it online and try and make it adhere dear to the vision, those life sustaining visions on which the same

societies are formed. I think I am one of these tools brought in by your Academy to help you achieve that awesome task in these changing times - whether there is chaos in our civil society. I come from the world of movies - movies have been my source of livelihood. I stand here because I have achieved some kind of distinction in the world of movies. But my value system was formed much before I joined the world of movies. I learnt life’s most basic lessons even before I went to school. I am reminded of a story my mother would tell me as a child, even before I went to kindergarten. I used to give her a tough time having my late night meals. So she would tell me that “Son, there are two

dogs in each one of us and they keep on fighting with each other all the times. There is a good dog and there is a bad dog. And they fight inside us all the time.” So I would ask her which dog finally wins. So taking an opportunity in feeding me with another morsel she would say the dog you feed the most wins. If you feed the good dog, the good dog will win, if you feed the bad dog, the bad dog will win. I think that one of the most simple lessons of life told to me by my mother still resonates as I stand here.

Well, there was a time in Indian cinema when the moviemakers fed the image of the good dog. Kamalji says that in Hindi movies the cops come at the very end. Well they came late, even when we were toddlers, when we were young and going to the primary school. Even then the cops came very late in the scene. The reason was very simple. It is not to belittle the cops. It is because the moment the cops came the dramatic tension dissolved, the villain did not have an upper hand. So the trick was of the screenwriter. The director was to keep the cop out of the loop. Not because the film-makers of those days wanted to belittle and humiliate the policemen. The moment the cop came, the audience felt “Aha ha, all is going to be well, and Pran saab is going to be dragged into the jail and the hero and the heroine will sing the last song and walk into the sunset”. That was the reason. It was not some vicious design. I remember, when we were growing up, there were tales of great police officers portrayed in movies like Ganga Jamuna. I will never forget that film. According to me, the best film of Dilip Kumar in the Indian cinema, where a rural village man who is a victim of the zamindar and the moneylender of those times sells his own pound of flesh to become a police officer, but by then unfortunately the odds have turned against him at home and he is forced to become a dacoit and the drama is between the brother - the elder brother and the younger brother

played by Dilip Kumar and his younger brother by Nazir Khan saheb. The greatest Hindi film in which finally to maintain autistic to the tenets on which our country is formed, the younger brother pulls the trigger and shoots his elder brother and Dilip Kumar saab dies saying “Hey Ram”. It has never, never seized to fascinate me. But the drama through which the characters go left us spellbound. Even if you watch those films today, that film today, you will be completely left spellbound. It is an inspiring piece of work. A kind of remake of that was attempted by Yash Chopraji in Dewaar, which was made with Amitabh Bachchan and Sashi Kapoor which have the same kind of conflict. But those were the times, when you found that the policeman went through the inert.

You see one of the greatest definition of drama was given by William Faulkne. Human heart in conflict with itself is the life blood of drama. Good drama born within the man. And when a character chooses to sacrifice his own flesh for values, larger values, life sustaining values which keeps communities, nation and society together that’s when he is worthy of living upto the creed which are instilled in you here. I was reading another one quotation on your wall that ultimately you must pursue first to serve the nation, then you serve the comforts of your men and finally your own comfort. There is also a board, where I saw that your own comfort comes last. Well you have those characters there acting out these lines which were etched there on the walls to last for ever. And they were portrayed in our movies. The last time I saw a good portrayal, a fair portrayal, an uplifting portrayal of cops in the Hindi films in the mainstream in the cinema was Dewaar of Yash Chopraji. It was in 70s. Thereafter a change to the Amitabh Bachchan persona of Zanjeer. It was derived from the angry cop which was based on the Hollywood film of Clint Eastwood, of Dirty Harry where a cop cannot deliver justice by remaining

within the confines of what is prescribed, but has to step out. But as they say, if you devour a monster, you become a monster. If the evil man compels you to become like him, then he will succeed in destroying you. That’s when the image of the cop moved away from the Ganga Jamuna, a portrayal of good cop into a cop who behaves like a criminal, who uses the same lingo, talks to the bad man in the same language, not with a dignity with which a good cop would behave in the earlier films and the audience clap because they found that the goodness of yesterday was merely bookish. It wasn’t working in the day-to-day life. When Zanjeer came, there was a major change but still the cop was portrayed as good man. Even in Arthsatya, as Kamalji mentioned, the cop comes from a small town background. He is not from the metros. He also adheres to the values by standing up against the local politician, the gangster who wants to use politics as a means of conducting his racket. I remember even in my last directorial film Zakhm which had a negative portrayal of cop also, in the climax of the film, there is a cop who is being dominated by the corrupt cop finally stands up and tells the corrupt officer - a Sub Inspector speaks upto his senior officer that I get the authority from the Constitution of India, not from you. I remember when it was being shown in Raipur, the film was banned by the Govt. At that time when I was having a kind of nationwide tour gathering public opinion for the film, I remember that it was shown to the police of Raipur. In this show there were only constables and the entire hall clapped. Because they finally found that there was a constable level character who stands up against his evil boss and does what is prescribed by. But somewhere things did went wayward.

But I don’t think I can stand here and defend my fraternity for being lazy and not doing sufficient research and not even making interesting films that contributed to the police forces image

being really destroyed in the public perception. But I would also tell one thing, some painstaking thing that the police is also responsible to a large extent because you can't correct your virtual image and hope that it goes on with the people well in the day-to-day life. They find that the face of the police they actually deal with is quite different from what they portray on the screen. Because, it is just like, *say diina thodkar aap naak seedi nahin kar saktein*. I remember when the underworld was in full boom in Mumbai recently where the media went to town and over-exaggerating the nexus between Bollywood and the underworld and they got good TR ratings and sold the newspapers, there was an attempt made by the then Commissioner to kind of intimidate the film industry and bring about some kind of law in the film industry which prevents them from portraying police people in bad life. Now that was pathetic. Because I know the way the police behaved in those days, the way they played into the hands of the local politicians for their own benefits. And the entire society in Bombay was buzzing with tales of how the police officers were eating out of the hands of the politicians to settle, to get benefit from them. When you behave in a manner and in the next breath demand that they should be portrayed well, it is not going to happen. When I look back into my own life I am reminded of an incident that took place when I just begin my film career in 1973. I had just become father and I was a struggling filmmaker and those were the days of emergency. I remember one day I came home from a film party. I had a few pegs and I was a sort of little high. And when I came home, and my little daughter Puja, she was about 6 months and she has very high fever, almost 105, and my wife was panicky and my house was incomplete, an historical house. So I ran across to the hospital which was just across the street. And there the doctor on duty was reading James Hardley Chase. And I went to him and told him,

"Sir I just stay across the road. We cannot find a doctor, my daughter is very sick. Can you just come and attend to her, we cannot bring her here, she is shivering. And he arrogantly said, "No I will not do it. You bring her here". I said, "I can't bring her here, it is raining, I can't bring her here, she's got fever". I said, "you are doing nothing, come across". The man was impertinent and I lost my cool, which I shouldn't have. But I am an ordinary man - live in civil society, drunk, emotionally provoked by the situation. So I grabbed him by his collar, by then I was overpowered by the ward boys. And the police came and they took me to the police station. And in the police station, what I expected did not happen. There was a constable, who was on duty, who heard me and also heard the version of the doctor. And in his wisdom he turned around and said to the Doctor, "the man is young and he is high, he has a child, who is sick, you were sitting down and doing nothing. The least you could have done is respond humanly and gone across". If he wanted, he could have locked me up. But he used his wisdom and did not lock me up and did not aggravate the situation. But after he had shouted at the doctor, he took me aside and told me, "Listen, this is not a Hindi film scene where you go into hospital and grab people by collar." The warmth, the concern and the sense of delivering justice in that constable still resonates in my consciousness and I portrayed this man in one of my films - it is called "Aashiqui". And I have such several warm memories of my introduction of police which I have blend into my films. But when I go to Gujarat, and I find that when the complete law and order system collapses, and when the highest police officers occupying the highest chair, when I go to him and tell him about the urgent need to attend to the grievances of the victims of the carnage, the man instead of instilling confidence in me and hope in me, folds his hands and says, "Mr. Bhatt, you are a celebrity, please go away, there is a danger to your life".

I find that pathetic. Now you cannot help me from portraying that man also in memory. You cannot be selective. You cannot say only portray me. I am not in a PR exercise here. I am not going to indulge in a PR exercise. I will portray you positively, I will applaud for your courage. I will thank you for looking after me and my kind. But what if you do not do what you swear to do here. When I trust you with the lives of mine, my wife and my children, when I am out at work and when you violate that trust, by God, Ishwar, I am going to make sure that I will scream and say, what your real face is. And that is my right. And that right comes from the same source from which you get just your right to go all out there and make me fall in line if I violate it. So I think what is important to know is that in these times it is getting progressively difficult for anyone in any field of life to stick to the moral values, which I have found, our fathers and our grandfathers spoke about and make a decent living. We will always be tempted to be seduced by those forces which we call evil. Well, you people are choosing the life of a priest. You are choosing to be role models. In moments of chaos we look up to you. We look to you for answers. If you don't have it, you don't do it. Because when all sanity is lost, when all hell breaks loose, I look towards my police officer to show me the way. And if you cannot show me the way and you behave just like the brute next door, then you have the society of today. So this is the world that you are getting into, this is the beginning. From here either you ascend towards the highest peak where people will applaud you years from now or from here you begin a journey down into the quagmires of hell by you become like anybody else. You will be one of those police officers who uses your uniform to belittle, humiliate the common man whom you pretend to be concerned for. Or you would be one of those rare people, who have done everything to adhere to the principles, on which our founder fathers fought for this country's freedom. The choice is

yours. And it is a difficult choice. I understand this. But at least here, I see no cynicism. I see that there is innocence. I see a commitment to the values, those life sustaining values. I see *ki yehan to kum se kum Ganga jo saafhein, paak hein, woh merejism se lag kar gandhi hojaathi, voh alag bath hein*. Kunki, I being what I am, I cannot but turn you like me, but you need to fight me. Because you have chosen this extraordinary job of being a policeman. There is some mistake in staggering data that was given to me that more police officers die than army officers in a war situation. You lose 1500 people, in Kargil, but and I am told 900 police officers every year lose their lives in line of duty. Yes, we applaud you, we salute you because you have chosen to do this. And only when in real life when the behaviour of the policeman changes, will they begin to reflect positively in the movies. Or by introducing some kind of law you can do what that senior officer in Mumbai tried to do, is to bring out some legislation. Then I said you will only break the mirror and not correct your face. The choice is yours. I think that most difficult thing to do is, to go out there in the trenches of society and be what these words are, not pretend to be that. Because the world sees you, you are what you do. Not what you say you are. When we make movies I always tell my actors "you know a character is what he hides, not what he reveals". And the common man has a way of finding out what you really are. If you don't walk here, you will be talking like the politician or like that holy man, whose words are just empty words. And whenever, in our life we have met a police officer who has indicated to us that he has the sanity not to be biased or to be partial, but to use his judgment fairly, he has left a trace of him. The reason I talk about that police officer, who is an anonymous man who will never be, even I do not remember his name, I pay tribute to the constabulary which is ultimately asked to deliver the results in the field. I know there the handful of officers that when they go,

they cannot but depend on the constabulary to deliver what they are supposed to do. But I have seen that. And when I have seen that I talk about that. But when I see a senior most police officer do what he did in Gujarat, and then become a part of the crooked system to cover up and not to express even remorse. You use all your energy to not only subvert but then you spend the entire energy and become a part of that crooked power hungry political group to conceal your barbarism and then you expect me to portray you fairly? I am not going to be a part of the PR department. But when I see courage there, when I see attempt, even if you fail, at least attempt to courage them. Be sure that, we for our own survival built and when the public rubs or comes in contact with you and sees your real face and if I portrait them badly, the public won't buy tickets to see a wrong portrayal of the police. There was a time when the police was portrayed properly because the police was like that. Otherwise, you know United States of America, you will do barbaric deeds, bomb the day lights out of Afghanistan and Iraq and do a PR exercise through New York Times, CNN and BBC and expect the world to kneel down and say that "Oh! you are saviours of the world, its not going to happen. Fifty percent of United States is against George W. Bush. And just because you win elections, and you got this brute power doesn't mean that you are looked upon as the saviour of the world. Similarly, the police. Unless nobody can belittle or mock at Nelson Mandela - Nelson Mandela is not dependent on the world media for his portrayal, to be portrayed well by anybody - he is what he is. The power he gets is from his own action. He was 28 years in the prison of Robben Island, and then steering South Africa to what it is today. He is not dependent on CNN or the PR exercise, or he didn't request, please portray me as a good man or the Gandhi of the 21st Century? No. George W Bush is. He needs it. So I would say, the choice is clear. Do you want to have the moral stature of Nelson

Mandela? That is the life you are choosing. I am a weak man, I am a confused man, I am vulnerable to outburst of anger of greed - you are there. How are you going to stop me from being that. And how are you going to stop yourself from not converting into a person like me. And that is a very tough call. I don't have simple answers. I cannot sit down and say choose that life of martyrdom, sacrifice all that you have, just because you have chosen to be a police officer, because I know this choice is very easily flaunted from platforms like this, but when you go there and live it, it is very, very tough. But I know that the world today is stitched together and it is what it is because there are people there, there are institutions like the National Police Academy, which are at its source trying to instil in individuals like you, who will go out there and govern the world to be a sane place exactly built on the principles of our founder fathers. That is why the world is sane. Somebody, somewhere is doing the right thing. That is why we are still together. The police is the glue, police has to keep on playing that role - I know that its a thankless job. But yes, I would certainly carry the impressions I have gathered from here and I think some kind of a beginning should be made, where the people from the entertainment world are brought regularly here to have some kind of interaction, so that they can become ambassadors of what you have here. Only individuals can perhaps become conduits of this kind of spirits that you have here. And may be the starkness that looms over our head can finely be disorder, I was reading another line, "Don't curse the darkness, light a candle". When you are lighting a candle, then I applaud you for that. With all the corruption that I have faced in my 55 years of life in the police department, I cannot forget the good deed of that constable. I cannot forget the good deed of a few police officers whom I met in my most trying moments who despite of, though the seniors said, "stick to the line of duty", and those people should

be portrayed aggressively. Unfortunately, it doesn't happen. But as I said, once we become a Nelson Mandela then you don't depend. Then the media will portray you the way you are and even if they don't give us time to think.

It is a privilege standing here with you and talking to you and I am very grateful, to the Director of the Academy, for giving me an opportunity to come here and to widen my understanding about the police force, which is a very

important limb of my day-to-day life and I will carry back memories of this place and I hope to maintain a vigorous exchange with all of you.

Thank you very much

A Walk In The Mountains

Author Unknown

*A son and his father were walking in the mountains.
Suddenly, his son falls, hurts himself and screams: "AAAhhhhhhhhhhh!!!"
To his surprise, he hears the voice repeating, somewhere in the mountain:
"AAAhhhhhhhhhhh!!!"*

Curious, he yells: "Who are you?"

He receives the answer: "Who are you?"

Angered at the response, he screams: "Coward!"

He receives the answer: "Coward!"

He looks to his father and asks: "What's going on?"

The father smiles and says: "My son, pay attention."

And then he screams to the mountain: "I admire you!"

The voice answers: "I admire you!"

Again the man screams: "You are a champion!"

The voice answers: "You are a champion!"

The boy is surprised, but does not understand.

Then the father explains: "People call this ECHO, but really this is LIFE.

It gives you back everything you say or do.

Our life is simply a reflection of our actions.

If you want more love in the world, create more love in your heart.

If you want more competence in your team, improve your competence.

This relationship applies to everything, in all aspects of life;

Life will give you back everything you have given to it."

YOUR LIFE IS NOT A COINCIDENCE. IT'S A REFLECTION OF YOU!

MODEL ACTION PLAN FOR MAOIST INFESTED REGION

Giridhari Naik

Action asks for action plan, action plan needs scenario planning. Scenario planning with conceptual elegance is essential for fighting against left wing extremism. Scenario planning and agenda setting shape the salience and substance of action planning. The action plan is basically an agenda setter; it sets the agenda for the purpose of system building, security building and force building. So, a good exhaustive action plan needs to be formulated with the objective to develop a system to fight Maoist menace, contain it and ultimately eradicate the evil. With the above objectives in mind, the anticipated needs and felt needs of the area, the police force and different other

branches of administration have to be conceptualized, strategized and encapsuled in the form of a Model Action plan. The issue of proportion and imagination with regard to the overall system's requirement must be taken into consideration while shaping the Action Plan. The Model Action plan has 3 broad aspects, viz:

1. Policy Plan.
2. Operational Plan.
3. Organizational Plan.

POLICY PLAN

The Maoists are out administering the area by violence,

propaganda; and by the parallel administration by their organization. In interior areas they have destroyed the administrative and democratic fabric of the area. So, to marginalize the Maoist and defeat their sinister intention and to restore civic administration in the interior areas, a grand policy of redemption has to be carefully chalked out. This grand policy must have correct, appropriate sub set of policies.

If the policies are correct then any number of tactical errors will not create much damage for a party to fight the battle. If the policies are wrong then, in spite of huge tactical advantages, the side will be defeated. In the context of Maoists it has become crystal clear that policy induced setbacks have hampered anti extremist operations to a large extent. So, the policies have to be properly dovetailed. For the purpose of action planning the policies can be broadly divided in to two categories:

1. Policies related to police department and other security forces with direct bearing on Maoist problem.
2. Policies related to other departments of Govt. and as well police with indirect but great bearing on Maoist problem.

Policies related to police department and other security forces with direct bearing on Maoist problem.

- Surrender policy/ Rehabilitation policy
- Response to problems like kidnapping by Maoists
- Incentive policy
- Propaganda policy
- Security policy
- Policy against infiltration of Maoists in to govt. departments.
- Policy to provide Magisterial Power to SDOPs.

Policies related to other departments of Govt. and as well Police with indirect but great bearing on Maoist problem.

1. Policy on vigilance action
2. Transfer policy
3. Village development policy
4. Policy on smooth running of schools, hostels and Balak Ashrams
5. Policy on unemployment
6. Road construction policy
7. Social welfare policy
8. Health policy
9. Policy on encroachment of govt. land
10. Model village policy
11. Policy of clustering of govt. buildings
12. Town planning in Maoist infested area.
13. Policy on PDS
14. Policy about forest produces
15. Policy to monitor and review
16. Policy on restoration of civic administration

The Govt, has to formulate appropriate policies on the above items to rejuvenate the system. Some of the policies on the above issues exist, but not in the form which fits into Maoists infested area. These policies have to be closely tailored to counter extremist activities.

In the past, some wrong policies of talk with Maoists without resolving the issue of surrender of weapons, distribution of land to land less people, release of arrested Maoists, withdrawal of criminal cases of Maoists had only helped the Maoists giving them legitimacy and helping them in swelling their support base. On the other hand, these policy fiascoes have cornered the Govt., demoralized the administration and put the Govt in a very awkward

situation. Through appropriate and correct policies a number of well coordinated and well synchronized actions on a number of fronts can be taken to redeem the situation.

OPERATIONAL PLAN

Combat power comes from sound operational plan. Well laid out operational plans are required to achieve and maintain the momentum of operations. It must have offensive and defensive components. Defensive component speaks about security plan of police stations, D.R.P.Lines, Battalion HQs and District Head Quarters and Sub Divisional head quarters. The offensive plan must have the policy of 'clear and hold', 'search smash' policies. Operational security must have prime importance, while formulating operational plans.

Operational plan must perfectly deal with tactical environment and situation. Tactical environment and situation provide pictures about the extremists, terrain, topography, and ground situation, the estimate of the situation, the scope and complexity of the problem. The operational plan must have the crystal clear concept of operation from start to finish. The brief skeleton of the operational plan have the following elements:

- **Objectives of the operation** - The out come of any campaign hinges on the identification and maintenance of the objectives of the operation. So, the objective must be clearly defined, decisive and attainable.
- **Force requirement** - Area, task and enemy strength have great bearing on the strength of force required in any area. The principle 'A good attack plan calls for gathering a strong force' should be adhered to while projecting force requirement for any operation.

- **Reconnaissance plan** - While conducting large scale operations, physical reconnaissance, photographic reconnaissance, and aerial reconnaissance of the area must be done.
- **Deployment plan** - Ability to deploy effectively and sustain combat forces is very crucial for fighting. So, proper deployment of forces in right number at strategic places will help in harvesting operational opportunities.
- **Combat support service plan** - Conducting operation against LWE means waging a protracted war. In a protracted war, the force, require a number of support services. Replenishment of ration, water, arms, ammunition, batteries, P.O.L., etc., are very important aspects. Medical aid, casualty evacuation, post-mortem facilities are other important support services. Transportation, communication, bomb disposal and intelligence collection are the crucial support services.
- **Assault plan** - No plan ever survives the contact intact. But, even then, the meticulous preparation of assault plan gives security forces an edge over the enemy. So, it must incorporate the minute details of operation. The different types of operations to be performed in any area and the different stages must be clearly chalked out. It must be area specific and task specific.
- **De induction plan** - After achieving the objective, the extra force mobilized must be de-inducted. The de-induction plan must have security element.

ORGANIZATIONAL PLAN

Operations cannot be sustained without sound organizations. So, organizational planning has to be done

in such a manner that the organization equips itself to face the onslaught of Maoists. Organizational planning consists of:

1. Institutional planning
2. Manpower planning
3. Infrastructural planning
4. Resources planning

INSTITUTIONAL PLANNING

Institutional remedies should emerge to confront the depredations of left wing extremism. Maoists have formed a network of organizations to extend their sphere of influence. The institutional reorganization rejuvenation of security forces have to be done to counter, growing network of Maoists and their honey comb secret and divisive organizations. The left wing violence breaks down the institutional framework. So, a lot many institutions have to be created which will form the framework of a system to fight the Maoist menace.

- **Intelligence unit**: More Intelligence and selective force can defeat the guerrillas. So, dedicated full fledged intelligence unit is required to collect and collate intelligence. The unit must have well trained personnel and equipment to deal with human intelligence and technical Intelligence.
- **Govt Railway Police unit**: Some of the important Railway Stations do not have Govt. Railway Police stations. These Railway Stations are used by Maoist for transit purpose. The Government must establish GRP Stations at important Railway Stations.
- **Commando unit**: A coherent specialised fighting force of jungle fighters have to be raised to take the war to the Maoists on their own ground. The hunter killer teams get much success against the Maoists. Crack counter

extremist units must be maintained in a high state of readiness to combat the menace.

- **Training unit**: A jungle warfare training institute is required to imbibe a new set of operational and survival skills among the policemen. "Training hard and fight easy" dictum is the rock bottom doctrine of counter insurgency operations. Jungle craft training is essential for fighting the Maoists. Well equipped, properly manned, training institute with correctly designed curricula can only train the manpower to counter guerrilla warfare by the Maoists.
- **Full time Supervisory officers for operations**: Each district must have posts of Dy. S.P. operations for better management of anti-Maoist operations. It is very much required for making the operations effective and continuous in any period of the year. Since the S.P. of the district remain most of the time busy with V.I.P. duty, law & order problem, conventional crime- he can't devote much time always. Where as anti-Maoist operation is a very demanding task consisting of a lot many sub-tasks, e.g., man power planning, logistics, intelligence, communication, coordination with other forces and intelligence collection. Again, in the extremely infested range, a Dy. Inspector General must be assigned with the task of operational management. These posts can definitely do justice to the operational responsibilities in the region.
- More number of compact Police Subdivisions.
- For ensuring basic policing each subdivision should be compact. The span of control of each SDPOs must be three to four police stations. Now, besides administrative work, much

mandatory investigation work has to be done by Dy. S.P. The SDPOs must be entrusted with magisterial powers to maintain peace and maintain good behaviour among notorious characters.

- **Legal units:** Legal units have to be created at Police Head Quarter level to deal with court cases related to different cases arising out of counter measures of the security forces.
- **Printing unit:** A small unit has to be established at PHQ level, so that different sensitive documents related to training and other materials documents can be printed at the unit.
- **Establishment of new Police Stations:** The roots of leftwing extremism lie in the lack of effective state presence across large swathes of forested areas of the country. So, a number of Police Stations have to be established at strategic places. In extremely Maoist affected areas, the jurisdiction of each Police Station must be about 100 Sq.Kms. In highly infested areas, each Police Station should have 300 sq. Km. jurisdictions. In mildly infested areas, the Police Station must have minimum 400 Sq.Km. jurisdictions. But, unfortunately in extremely infested areas the jurisdiction of some of the Police Station exceeds five hundreds Sq.Km. and in other areas each Police Station has jurisdiction of more than 1000 Sq Km.
- **Establishment of cultural troupes:** Chetna Natya Mandli - the cultural wing of Maoists conduct mass propaganda in rural areas by performing dance and songs. To counter the propaganda done by Maoists, security forces should have cultural troupes of local people who with police escort can go to different villages, and perform cultural programs to woo the masses.

- **Establishment of Police medical units at all the districts:** Medical service at some of the Maoist infested areas is very poor. The injured and sick policemen deployed in interior areas are deprived of timely medical help. So, police medical units must be established.

MANPOWER PLANNING

Anti-Maoist operation is a manpower intensive operation. Huge manpowers with different skills is required for conducting different tasks. Besides tasks, space and total strength of Maoists have great bearing on the manpower of police force.

Most of the Police Stations have very less strength; even the DRP Lines do not have adequate strength. The basic unit to fight anti-Maoist operation is the Police Station. So the strength of Police Stations have to be increased to such a level that the Police Station can defend itself and can launch small anti-extremist operations. Some of the highly Maoist infested Police Stations have only 1-2-8 police strength. The strength of these policemen cannot withstand the attack of Maoists. The police outposts in Maoist infested areas need to be upgraded to Police Stations. At a few strategic places, temporary bases for security forces have to be established. The strength of DRP Lines of all the Districts of the Maoist infested region have to be upgraded.

In the recent past, a few cases of infiltration of Maoists into police force have come to notice. So this important aspect of manpower planning should not be lost sight of. Proper mixture of local people and outsiders and proper security vetting has to be done.

Extremist activities are the work of the young men. The old and physically unfit men of the constabulary are no match to the young guerrillas. So, there should be some mechanism and policy

to induct young blood in to the police force in the Maoist infested areas.

INFRASTRUCTURES

Developing infrastructures of an area is the high return investment. A thoughtful security infrastructure is the first line of defense. The precarious infrastructural position constrains the operational environment of the security forces. The security force without proper infrastructure is riskily exposing themselves to LWE attacks. It devastates the morale of the security forces. The survivability of the security force depends to a large extent on the building, fencing and morchas. The following infrastructures must be developed in the infested regions:

- Police Station building
- Staff Quarters and supervisory officer's Quarters
- Police hospitals
- Police school
- Firing Ranges in all the districts
- Ops. Briefing Room/Sand Model Room at the district HQ and Range HQ
- New Police Stations
- Barracks for force
- Fencing of Police Stations, O.Ps., DRP. Lines
- Proper Morchas/Trenches.
- Solar lighting of all PSs., and all the DRP Lines.
- Provision of adequate toilets at the Police Station level
- Counter-insurgency training centre
- Obstacle Courses
- Construction of strategic roads.

Police hospitals, Police schools, Firing Ranges, Operation Briefing Room, Sand Model room, Obstacle courses must be developed in all district head quarters. Fencing of Police Station, DRP.

Lines, concertina fencing for quarter guard and vulnerable Police Station must be done. Proper Tower Morchas and underground Morchas, Trenches at the Police Stations, DRP Lines must be made to fortify these buildings so that these defenses can absorb the huge attacks of Maoists. Strategic roads with police security must be built to facilitate development and domination of the area.

RESOURCE PLANNING:

Maoists are regularly upgrading their arms, ammunition and equipments. So, police must look after its equipment. Resources play a vital role in fighting Maoists. Lack of resources affects capabilities tremendously. Operational efficiency depends on logistics and resources.

The resources can be divided under the following heads:

- Communication
- Surveillance
- Arms/Ammunition
- Mules/vehicles/ helicopters for transportation
- Equipment for photography
- Computer equipments
- Equipment for cultural troupes
- Equipment for training purpose
- Recreational facilities
- Navigational equipments
- Resources for medical and sanitation purpose
- Protective equipment
- Miscellaneous

COMMUNICATION EQUIPMENT

All the Police Stations must have telephones and H.F. links. In some of the Police Stations which do not have telephone connection must have long range cordless phones. The parties which go for operations must have satellite phones.

SURVEILLANCE EQUIPMENT

Police Stations and police parties must have binoculars, Night Vision devices, hand-held thermal imaging system and stealth cameras.

ARMS/AMMUNITION

The Police force must have superior fire power than the Maoists. They must have A.K.47, M.P.5, INSAS, 2" Mortar, 51" Mortars and AGLS. The old ammunitions must be spent on training, and new ammunitions must be used during operations. Sometimes the Maoists use the human shield for attack. This creates a baffling situation for police, while using maximum force. In these scenarios the police have also to use non-lethal weapons. So, the police party must have tracers, stun grenades, pepper guns and laser dazzler.

MULES/VEHICLES/HELICOPTERS FOR TRANSPORTATION

Mobilization of the force is the main problem for conducting operations. So, the police force must have means of transportation from helicopter to mules. The helicopters have extensive use in anti-Maoist operations. It has been used for reconnaissance purpose, force deployment purpose and as well for casualty evacuation purpose. It must have muffled motorcycle, anti-landmine vehicles and demining vehicles. Now a days casspir anti-landmine vehicles and hydedrima demining vehicles are very useful in mined areas.

COMPUTER EQUIPMENTS

All the SDPOs must be provided with computers, scanners and laser printers. All the S.Ps must have scanners and laser printers. All the districts must be provided with LCDs and Laptop computers.

PHOTOGRAPHY

Digital cameras must be provided

to each Police Station for investigative purpose, intelligence purpose and also for training purpose.

DOG SQUADS

Each police Subdivision must have dog squads.

EQUIPMENT FOR TRAINING PURPOSE:

Equipment for mechanical firing range needs to be procured. Low cost gadgets used for moving targets will be of much use to inculcate firing capabilities among the forces. Other low cost training gadgets must be procured.

RECREATIONAL FACILITIES

Games facilities have to be provided to each Police Station, so that the policemen get recreational facilities. volleyball, basket ball, weight lifting, chess materials, etc., may be provided to each Police Station. Each DRP Line must be provided with a good gymnasium. Each Maoist affected Police Station must be provided with a television.

NAVIGATIONAL EQUIPMENTS

Topographical map sheets and digitized maps must be procured for the force. Global Positioning System should be provided to the police force.

RESOURCES FOR MEDICAL SANITATION PURPOSE

Medical Mobile Operation theatres with all the facilities for emergency operation system must be provided to all the Police Districts, so that the Mobile Operation Theater can be put very close to the scene of encounters to save the lives of people getting injured during encounters. All the police stations must be supplied with first Aid Kit and tank water purifying tablets. All the places must have adequate toilets and running water

facilities. All the posts must be supplied with Syntex tanks and water filters.

PROTECTIVE EQUIPMENT

Bullet proof vests and helmets must be provided to the police forces who actively participate in anti-Maoist operations.

MISCELLANEOUS

Vulnerable Police Stations DRP lines must have C.C.T.V. system and alarm system. Explosive detectors must be procured for demining purpose.

The acquisition of resources, development of manpower, institutions and infrastructures must follow the rule

of immediacy, or urgency and rule of criticality. According to the rule of immediacy, the total needs may be classified as vital, essential and desirable. Vital needs must be fulfilled immediately and then the essential and desirable needs. The rule of criticality suggests that critical minimum resources, infrastructures, resources and institutions must be decided for any area, and the needs must be fulfilled forthwith, otherwise it will jeopardize the internal security of the country.

The planning to tackle Maoist threat in most of the provinces of India and most of the infested countries is woefully bad. The consequences of fundamental planning omissions have now become great obstacles to action.

Habit of undertaking everything with insufficient means, flawed policies or lack of policies, and the tendency not to recognise ground realities have become very fatal for the internal security of the country. Now, the Model Action Plan has delineated the problem correctly, prioritize the issues appropriately; the model has captured the essence of anti-Maoist action plan. But, any plan is as best as its execution. Now, it is the turn of decision makers to apply policy reasoning to remove drawbacks from policy domain, make proper institutional arrangement, mobilize adequate resources, strengthen manpower, conduct vigorous operations, and achieve the strategic objective of containing and eradicating Maoists from their regions.

*He who expects men to be always
as good as their beliefs,
indulges a groundless hope;
and he who expects men to be always
as bad as their beliefs,
vexes himself with a needless fear.*

– J S Kieffer

THOUGHTS ON THIS & THAT: 25 YEARS IN THE IPS & BEYOND

Jayanto N Choudhury

*“The time has come,” the Walrus said,
“To talk of many things:
Of shoes - and ships - and sealing wax -
Of cabbages - and kings -
And why the sea is boiling hot -
And whether pigs have wings.”*
- Lewis Carroll

A quarter century is a generation; long enough for an infant to become an adult or the spring of man’s youth to turn into the autumn of middle age. Officers entering service today were not born when I first walked through the gates of the NPA in 1978 with others of the XXXI batch. I have now crossed that milestone beyond which retirement is no longer a distant

mirage and before which senior officers were demi-gods who could do no wrong. Are there any issues and thoughts that my generation has in common with the present cohort of the IPS? I am sure that each generation of police officers faces the same dilemma as they pass the baton to the next.

India is experiencing an unprecedented tempo of change that has placed enormous strains on its institutions of governance. Yet issues from yesterday still confront today and will need to be addressed tomorrow. Perhaps Generation Next of the IPS will move closer to solutions that have eluded their predecessors. In this essay,

I will not presume to raise themes that have profound professional significance or that are backed by in-depth research. Instead, I will share my thoughts on a few unconnected themes relating to this unique service and raise issues for IPS officers to ponder.

RAISON D'ETRE OF THE IPS

This used to be a popular issue in the 70's and 80's, a time that marked a change in the balance of power between the centre and the states. It was then that Central Police Forces and Organizations began to raise their own leadership cadres and the state police services quota for promotion to the IPS was increased. The pros and cons for the continuance of the IPS in its present form are well known. There are many who even now question the relevance of this service, considering state police services as more suitable to lead local policing, and permanent officer cadres for central organizations. Therefore, direct recruitment to the IPS is deemed unnecessary.

What remains distinctive and unquestionable is the unique network that the IPS provides, stretching across the nation and knitting together diverse police and security organizations. The 'steel frame' may be passe, but virtual networks are 'in'. And that is just what the IPS is - a virtual network of just 2000 men and women from Kashmir to Kanyakumari, from Panjim to Port Blair, linking the leadership of all CPOs, CPFs and the 28 state police departments.

A former army officer serving in the BSF perceptively remarked that the regimental spirit in the army was no match for the bonding within an IPS batch and in fact across the service. Countries like the USA are actively seeking formal structures to forge effective links between local, state and federal law-enforcement. Here, the concept of the all-India services provides this crucial link between district, state and central police

organizations. Amazingly, it is only the shared experience of the initial one-year training that is the basic glue, bonding batch-mates over the next three decades. The reunion seminars and vertical interaction courses reinforce this bonding and can be developed further. What other ways are there to strengthen this unique network bequeathed to the nation by those farsighted founding fathers of our Constitution?

FOR BETTER OR WORSE

A colleague observed that allotment of cadre was the single most important factor in an IPS career. When I joined service there was restricted choice in cadre preferences. I understand that today cadre allotment is a random process. Is this fair to the more remote states or unfair to those who are ahead in inter-se seniority? After all, the choice of service itself is a function of rank achieved in the civil services exam. It is a fact that serving in Mumbai, Bangalore or Delhi offers a far better quality of life and more opportunities for professional development than (say) Chandel or Tura. The trend toward creation of yet smaller states will make this an even more critical issue in the future because states have a common structure of police administration regardless of local needs or the size of the department. Hence, DGPs head state police forces in states as large as UP or Bihar and as small as Sikkim or Mizoram supported by the same phalanx of ADGPs, IGP's and so on.

Many suggestions have been made - from linking smaller states with bigger ones (the AGMUT model) to converting to a truly All-India service above IGP level. Against the natural advantages of local knowledge and familiarity with the force, there are illustrious examples like Julius Ribeiro and KPS Gill in Punjab, Chaman Lal in Nagaland and several Commissioners of Police in Delhi who have had brilliant tenures as chiefs of police though

'outsider' IPS officers. 'Outsiders' may have the advantage of not carrying accumulated baggage whether favours traded or lobbies aligned with. Nevertheless, there are many other factors to be taken account of. The reality is that major police appointments in the states will remain political decisions in the foreseeable future. What is true is that the talent pool will be greatly enlarged, if candidates for top police and security jobs anywhere in the country are objectively selected from amongst all empanelled officers. What else can be done to further make the cadre system a strength to police leadership and effectively harness the skills available in the service?

THE REVOLVING DOOR

Deputation to a CPO or CPF at different levels is part of an IPS career. At the annual All-India DGPs Conference the shortfall in the deputation requirement is invariably raised. Yet in a number of states, senior officers do not get the responsibility and authority commensurate with their ability and experience, and non-IPS officers hold cadre posts. Today the CPFs are much larger than the CPOs, yet most IPS officers prefer a slot in a CPO except at the top levels. Perhaps this is because of greater job satisfaction in CBI or the IB, despite the relative lack of the perks of a non-uniformed service. A DIG or IG rank officer in the CPOs has more than just administrative challenges unlike the CPFs that normally operate under the state government or army. CPOs could also be preferred because CPF deployment is primarily in frontier or disturbed areas and the motivation for central deputation is usually to experience working in Delhi or avail an opportunity to serve in the home state of the individual. Many feel that, if this is not possible, it is preferable to continue serving the state particularly those states, where there is no shortage of creature comforts or facilities for health and education. (NE cadres are an obvious exception!)

Often, an IPS officer joining a CPF at the top rungs without any previous experience of command in the armed police can only function as a bureaucrat. More so, because tenures as CPF chiefs are short. Since the core role of top-level leadership is to provide strategic direction and interface with higher levels of government, technical skills needed at lower levels of armed policing are not essential. However, some awareness of the systems and culture of CPF leadership is useful, since the present size and complexity of CPFs cannot accommodate dilettantism.

It is sometimes proposed that IPS officers should man only CPOs for which they are better suited and leave the CPFs to be led by their own cadres. Others hold that, above certain levels (say IG); IPS officers on deputation to CPFs should be permitted to remain on permanent secondment instead of compulsorily rotating to their parent cadres. Yet another suggestion is that, CPF officer cadres at higher ranks should be treated as feeder services to the IPS. What is the option that would best preserve the role of the IPS as a common network for higher leadership of all police organizations?

STARS & BARS

Like in all other government organizations, there has been rank inflation in the police hierarchy. Capital cities in most states have a surfeit of star plates and the crossed sword and baton badges of rank that once denoted the summit of police leadership. Promotions are no longer dictated by the needs of an organization, but solely by the career aspirations and pension prospects of the individual. In order to preserve or improve upon inter-service parity, officers are promoted to higher pay scales after completion of given years of service, regardless of whether additional appointments at that level are functionally required.

There are states where the hierarchy is so top heavy that Additional

DGPs and IGPs outnumber district SPs. An honest survey would reveal that only a fraction of these high level appointments have appropriate responsibility and workload. In fact, there are many examples of higher ranks at jobs that have been upgraded solely to accommodate promotions. Instead of an SP or DIG CID as in the past, there may be one or more IGPs, in many cases without any major increase in workload or real increase in authority. At the same time, IPS officers skim through the key level of SP by 13-16 years service, and thereafter often do not hold executive jobs. This is a waste of resources, since the executive leadership level is the cutting-edge, and where the police particularly in the states need quality leaders most.

In the present structure, the most obvious solution (that has been mooted in the past) is to upgrade the DIGP's level (super-time scale) to that currently of an IGP. Another option is to have a running IPS pay scale up to the IGP level with extended increments in the higher levels. DIGPs can be designated on the basis of organizational needs such as span of control, particularly in the CPFs. Such changes would extend the availability of RR IPS officers for executive field leadership posts unto at least 18 years, the current requirement for promotion to the IGPs scale. However to preserve the quality of intake into the service, this partial de-linking of pay scale from rank would need to protect relative status vis-a-vis other services since this is a central concern for a candidate choosing between government services.

Similarly, the levels above IGP can have another running scale instead of the existing multi-tier levels, few of which denote higher responsibility or authority. Promotion from the first level pay scale to the second should mark a distinct change in role and QRs. There could be a screening interview (with a board constituted by the UPSC) to evaluate suitability for the higher level akin to the Senior Executive Service in

some countries. Naturally the head of every organization will continue to be appointed by a system of seniority and selection. Such changes will conform to contemporary management wisdom that advises flattening hierarchies and will deploy IPS officers more optimally without affecting their relative status. Also, imagine the bureaucratic rigmarole it will do away with!

Problems arise because of the need for parity with other services, particularly the IAS and the army. All services are confronted with similar problems of top-heavy leadership, yet the principal concern of each service is to zealously guard its relative position in the pecking order. And to put the other service in its proper place! The fact that real power is increasingly moving outside government bureaucracies is lost sight of. In its crudest form it is a 'beggar's banquet'. Each service remains locked in mortal combat over crumbs, a phenomenon that becomes most evident during deliberations of Pay Commissions, and machinations that follow recommendations for changes in the status quo. So the vicious cycle is perpetuated. What is the best way to achieve a balance between organizational requirements and individual aspirations?

MIRROR, MIRROR ON THE WALL...

The annual performance review is intended to be an essential tool to evaluate the performance of an officer over time. An effort was made by DoPT in the late 80s to design ACR forms, so as to provide an opportunity for self-appraisal and define specific areas for performance review at different pay-grades. Such an exercise though laudable needed to be followed-up periodically to ascertain whether the objectives of the changes were achieved or whether further fine-tuning is needed.

In many states, the ACR is irrelevant to either promotion or

postings. Promotions follow the escalator principle (once on, you are carried to the top) and selection for postings are a function not of what you do, but whom you know. In GOI, ACRs become important for empanelment to senior posts. Recently, there has been a revival of discussion on the need to adopt a carrot-and-stick approach to performance, so as to shake the official structure out of a perceived lethargy.

In real terms, what does this mean for the IPS? Already, the criterion for empanelment is that an officer has an overwhelming preponderance of 'Outstanding' grading. The real issue is how valid the present system is to assess performance or potential? Remember, in the existing ACR system there is no effective basis for relative comparison, both across organizations and over time. Nor is there any across-the-board understanding of what is being assessed. In a recent case the Principal Home Secretary of a particular state who has been designated the Reporting Officer for ADGPs asked the DGP (who was not in the chain of assessing officers) for his comments on the 'turn-out' of ADGP level officers!

Most Reporting, Reviewing and Accepting authorities understand the inadequacies of this assessment system. They give the 'Outstanding' grade freely - unless they plan to 'fix' the individual in which case they write 'Very Good' or 'Good' which is the kiss of death! Even states that were conservative earlier in giving ACR gradings, have realized that this only serves to bar cadre officers from holding top central posts and now follow the rules of the ACR game.

Little attention is paid to the self-appraisal portion filled by the officer reported upon. Likewise, the 6-7 pages assessing the officer's quality of work and attributes entered by the reporting officer is usually a routine exercise in platitudes. In practice, the bottom-line is the column 'Grading' which mars or makes the individual's promotion

prospects (at least in the centre). The reviewing officer usually looks at just this bottom-line, more often than not endorsing the assessment of the reporting authority. The accepting authority seldom has direct knowledge of the work of the officer reported on. Changes, if at all at this level, are (perhaps) because of a view that there are too many gradings in a particular category or something similar, unrelated to the performance of the individual reported upon.

Is there a solution? The numerical assessment used in the defence services is even more controversial and even a meaningless difference of 0.1 has blighted promising careers. The recent experience of top levels in the defence services approaching the highest court for justice in the matter of promotions speaks for itself. The corporate world is experimenting with 360-degree assessments and concepts like assessment centres. Of course, for the private sector, the value addition by an individual is a simpler measurement - has he/she increased profits for the organization? How can value addition in a service function like police leadership be effectively evaluated?

Some system of appraisal is necessary and useful, if it is also used to give individual feedback and act as an organizational barometer. What is certain is that the present system of ACRs is not achieving this. It needs review, and not just to give greater weight to an individual's self-appraisal or clarify expectations at different levels. How can ACR's become more meaningful as a databank of organizational skills, a measure of individual achievement and also of comparison (however odious!) within and across organizations?

THE IRON TRIANGLE

There is often talk of the unholy politician-official-criminal nexus and how it is preventing the country's progress. Just as there are good and bad politicians, there are good and bad

officers. Today, in addition to politicians and officials the media, judiciary, corporate sector, academia and NGOs have a growing influence on governance. There is nothing to stop a coalition of 'good' politicians and officers aligning with positive elements in these constituencies to form an 'iron triangle' in support of good governance.

This will need a shift in the mental models of how we perceive both politicians and these other constituencies. From district level upwards, it will need recognition of power groups who actually determine the direction and substance of governance. The colonial partnership of the DC and SP is inadequate to meet challenges of the more complex systems of governance today. The hangover of keeping the 'neta' at arms length is antediluvian. In any case, the contemporary generation of political leaders is often as qualified and with social skills at par with any government officer. Similarly, the view of governance as the 'white man's burden' of the government machine alone is outmoded. - there are numerous examples of sectors like the corporate or academic world and NGOs contributing with ideas, resources and action to improving the quality of life for the BOP (Bottom of the Pyramid) millions. Judicial activism by just a few enlightened judges has sometimes achieved what the behemoth of bureaucracy could not.

There is always a risk - the risk of officers being manipulated and corrupted by these interest groups that often have their own agenda. But this view assumes that only government officials are the keepers of national and the people's interests, something that we know to be untrue. If IPS officers accept the reality of governance as it is, perhaps it will be easier to learn to map a strategy that leverages the strength of these diverse coalitions. This is likely to yield greater dividends than bemoaning political pressures or looking at NGOs with jaundiced eyes.

There is a need for IPS officers to reach beyond officialdom and build coalitions with positive elements in other power groups. Effective officers instinctively do this. This is also crucial, if police reform is to move beyond Police Commission reports gathering dust. How do you orient IPS officers to work with these diverse power centres in achieving the goals of effective policing and governance, yet avoid becoming mere puppets or part of the politician-official-criminal nexus?

WORK-LIFE BALANCE

A distinguished police officer of yesteryears had said, "You can either be a good police officer or a good husband, not both." Police work at the field level is highly stressful. It involves long hours, moments of intense strain and remaining on call when the rest of the world is asleep or having a good time. It requires an understanding the criminal mind, the potential for group violence and not shirking from firm measures when called for. All IPS officers go through these phases. Yet, some manage to become patrons of sport, culture or social work, even if only encouraging these activities as a means to unit cohesion or better public image. As an aside, the strength of all central and state police forces is over 2 million. If a concerted effort is made to spot talent, and even 0.1 % of resources dedicated to promoting excellence in selected disciplines, what can stop the police producing several Maj. Rathore's at future Olympics? Just think what wonders this would do both for the police-public image and self-esteem!

At an individual level, sound physical health and work-life balance would immeasurably add to the quality of police leadership. The caricature of a policeman is of an overweight ignoramus who remains at the thana 24 x 7 because he has no other life. At higher levels, the work ethic encourages extended hours in the office, again resulting in mental fatigue and a host of

physical ailments. A dedicated work ethic is crucial, but neglecting self and the family has not been shown to boost performance. In fact, research today discounts the Type-A workaholic and views balanced personalities as being better decision makers and leaders. How then to promote the balanced scorecard lifestyle?

LIFELONG LEARNING

A renowned IPS officer (himself a learned man) once asserted, "Policemen only read on horseback." This reflected the prevailing disdain for intellectual development and a belief that 'macho' field policing was the beginning and end of an IPS career. This is a pity because the essential difference that sets apart higher leadership is intellectual skills. The qualifications of entrants to the IPS are impressive. A wide spectrum of academic disciplines is represented in every batch. At the same time training facilities available are state-of-art. The NPA is world-class. On the other hand, contributions made by IPS officers or police academies to the conceptual development of policing or professional innovations in the field are too few.

Again, except (to an extent) for the basic professional course how many training courses at higher levels add value to police leadership skills? Fields like technology and management are developing at an exponential rate. Unfortunately, there is no mechanism to incorporate these changes in real-time to police training. We continue to prepare for the 'last war'. Individuals have acquired contemporary skills, cutting-edge knowledge or developed strategic abilities by their own efforts and have applied these to better leadership. There are many Kiran Bedi's who have introduced path-breaking innovations. Yet rarely have these become part of the institutional skills of the service. For many others, Napoleon's description of one of his generals is more accurate - "One year's experience repeated 30 times".

How to extend the learning curve in a police career and make the leadership catalysts for innovation and intellectual growth of the profession? Is it time for police training institutions to embrace a changed role? This could be by (a) Also becoming centres for applied research in policing with a closer interface with experts and scholars from other disciplines (b) Inviting a rigorous academic audit by objective academic authorities or by seeking accreditation to a renowned institution of higher learning like MDI or an IIM (c) Instituting a one-year course for IPS officers with 17-20 years service like the National Defence College or Police Higher Command Course in the UK. This could take a cross-disciplinary approach and be designed in consultation with renowned academic/training institutions from other fields. The curriculum should be sufficiently rigorous, focussing on strategic skills, a systems perspective on national security and governance issues, and familiarity with advanced concepts in leadership and management. Self-development can also be facilitated.

As part of course requirements, officers should write an individual dissertation on a subject related to their policing experience and a group paper on themes relating to governance particularly policing, organizational analyses or national security issues. Officers should be required to present their theses both for peer review and to a group of experts. This course should include field visits to selected places in India and abroad, both neighbours and developed countries. An element of pre-selection and on-course evaluation would make such a course more prestigious.

It may not be feasible to have such training, so that each IPS batch is together, but 3-4 years batches can be grouped to reinforce service bonding. Of course, this will be expensive, as is the NDC or a similar course run by the IIPA. Would the investment be worthwhile? After all, police and security

organizations in India account for manpower of over 2 million and an estimated annual expenditure of Rs 50,000 crores. It remains true that 'if you spend only peanuts, all you'll get are monkeys'!

OFFICERS AND GENTLEMEN

At one time the higher police leadership had the public reputation and self-image of having elevated ethical standards. IPS officers were considered above factors like community and religion in providing impartial leadership during crises like communal riots. There are many instances of police leaders standing firm against improper orders from higher authority even at the cost of career prospects. An IPS officer was believed to have higher professional ability and standards of integrity and was sought for in difficult situations. The identity of the service was Integrity, Professionalism, and Service. This was the USP for giving young officers the responsibility of supervising veterans who were far more experienced in fields like crime investigation, police administration or managing law-and-order.

There is a general impression that there has been a significant dilution in professional standards and ethical values, as with all other institutions of governance. The CVC website and public reports of ethical misconduct confirm that there has been a transformation in acceptable principles of probity. There are examples of police leaders at the highest level abjectly succumbing to pressures, not just compromising with professional integrity but also betraying the trust of communities it was their dharma to protect.

Some regard this as inevitable because of the changed composition of the service and the general shift in social

mores. The all-India services remain a remarkable triumph of social engineering. These services have provided avenues for advancement undreamt of before Independence for intelligent youth from socially and economically deprived sections. At the same time, state police services today have far better career prospects because of a higher intake into the IPS. There is a view that this has been a prime cause for the change in the standards and culture of these services. This is just not true. Diversity is a strength not weakness, particularly since the police serve a diverse and dynamic society that is itself undergoing a social transformation. Other fields like micro-credit in the banking sector re-affirm that honesty and positive values are not confined to the upper social or economic classes.

Nonetheless, the continuance of the influential role of the IPS will depend greatly on whether the service can maintain higher professional standards and a corporate culture that demands an exacting ethical code from its members. Only then can the IPS retain its status as the undisputed elite of police leadership. What is the socialization process that can retain this distinctive identity of the service, enforced not by Conduct Rules or the PC Act, but by peer pressure and an esprit d'corps?

RETHINKING THE FUTURE

There has been a revolutionary transformation in the country's socio-economic environment in the five decades since independence. Naturally, there have been enormous stresses on its institutions. In this period of flux, the IPS has provided distinguished service at the helm of India's police and internal security apparatus. There have been many IPS officers who have earned a place in the ranks of 'Great Captains'. A

few form a rogue's gallery without an iota of leadership qualities. Instead, they have exhibited unacceptable levels of self-indulgence, avarice and unscrupulous ambition. Nevertheless, IPS officers as a group have acquitted themselves honorably and with competence.

Contemporary and future challenges demand hard introspection on the strengths and weaknesses of the service, and courage to face the need for change. Nothing lasts forever, least of all institutions, in a time of rapid change. However, I believe that the IPS still has some mileage left in providing quality leadership to India's state and central police and security organizations. All IPS officers; my batch now in the final decade of service and those before and after us have an equal responsibility to develop a shared vision and navigate the service toward the desired direction. As I was told by a very senior officer when I first entered service "Son, the only difference between us is our dates of birth" - implying that we were all professional peers in the IPS. So let us dare to 'dream the impossible dream' and let the IPS be the torchbearers in the quest for the 'unreachable star' of police reform.

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MARKET APPROACH TO POLICING – SOME INTERNATIONAL TRENDS

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INTRODUCTION

Globalisation, privatization and core competence, terms often used in business management parlours have found their way to discussion on more efficient and effective policing. Experiments have been going on in advanced countries particularly Britain, US and Australia on new strategies in policing. An effort is made here to capture some of the salient features and logic behind such initiatives.

NEW PUBLIC MANAGEMENT

Globalisation, defined as the quantitative and qualitative increase in the scope and intensity of the process

of internationalization (Cope, Leishman and Starie, 1997), is on the rise. Events, decisions and activities in one part of the world are impacting individuals and communities in distant parts of the global system (Held and McGrew, 1993). In this era of escalating globalization, states are increasingly in competition with each other (Palan, 1993), changing their role from “welfare states” to “competition states” (Cerny, 1993). This shift has led to a strategic reorientation and structural reorganization of states (Jessop, 1994) through a process of shedding peripheral functions in favor of focusing on the core functions of the state that enhance its competitive position. The core functions of the state are themselves being restructured

through a process of shedding activities that are peripheral.

The most prominent form of restructuring of states and its core functions as a result of globalization, particularly in the west, is through New Public Management (NPM) that emphasizes the injection of market forces into government. NPM rests on the twin doctrines of removing differences between public and private sectors and on shifting focus of public organizations away from complying with procedures and rules towards getting results (Hood, 1994). It asserts the superiority of the market over the state and is characterized by the traits mentioned below (Cope, Leishman and Starie, 1997).

- a) **Competition:** NPM reflects the view that greater competition between the public and private sectors in the public sector promotes efficiency and customer responsiveness.
- b) **Centralization:** NPM centralizes the making of policy in the hands of the core government. It separates “steering from rowing”, leaving the government to steer while other agencies row (Osborne and Gaebler, 1992).
- c) **Decentralization:** NPM decentralizes delivery of public policy to a plethora of agencies that exercise managerial and operational discretion within the limits of policy strategy set by the government.
- d) **Fragmentation:** NPM fragments government because of the steering/rowing split that encourages further client/contractor and purchaser/provider splits within government.

NPM AND POLICING

Some policy areas such as education and healthcare have been more exposed to NPM. However, the

application of this doctrine to policing has proved to be an enormous challenge for governments embracing its tenets. There are three important aspects that set the police apart from other government departments and agencies, and create this challenge. They are:

- a) **Statutory Authority Status:** As a statutory authority, law provides the independence of police and its policy-making powers. Governments tend to adopt an arms-length policy and allow the police to act with greater degree of independence than they do with many other government agencies (Manison, 1995).
- b) **Discretion:** The police enjoy enormous discretion in performing their duties and it sets the police apart from most other government departments and agencies (Manison, 1995). Police operate within an environment that at times requires them to act and make decisions on the run. All laws, rules, regulations and instructions cannot cover every contingency. Police discretion has evolved to cope with the variety of situations they face (Manison, 1995).
- c) **Power of Negotiation With Respect to Police Policy:** The police play a key role in policy making because governments need their cooperation and consent for any policies to be implemented. As a result, governments have traditionally consulted and negotiated with the police staff associations while making policing policy (Cope, Leishman and Starie, 1997).

NPM commits the government to fiscal restraint, efficiency performance and cutting back of the public sector (Miller and Rose, 1990) and emphasizes cost control, financial transparency the autonomy of organization sub-units, the decentralization of management

authority, creation of market and quasi-market mechanisms separating purchasing and providing functions and their linkage via contracts, and the enhancement of accountability to customers for the quality of service through creation of performance indicators (Power, 1997).

Applied to the context of policing, the police organization must embrace the tenets of NPM that commits it to fiscal restraint, the decentralization of authority and the creation of market mechanisms. But paramount is its accountability for performance to its customers. In this background, the police officer can no longer be seen as a self-directed decision maker answerable only to the law. Rather, he is a person subject to organizational and occupational/professional rules and norms (Lustgarten, 1986) and performance requirements like other employees.

EVALUATING APPLICATION OF NPM WITH REGARD TO POLICING

Traditionally, the principal concerns of politicians and the community in a democracy has been abuse of the enormous powers vested in the police and their protection from political interference, so that they are not seen as partisan servants of the government of the day (Manison, 1995). With NPM, new concerns regarding the economic use of resources by police and the outcomes of their activities and policies get added (Manison 1995). In addressing these concerns, NPM embraces a theory that public institutions have failed the test of effectiveness and efficiency, and to correct this deficiency they need to adopt the managerial techniques and administrative structures of private, for-profit corporations (Chan, 1999) through the processes centralization, decentralization, fragmentation and competition mentioned earlier.

To summarize, the effectiveness of applying NPM to policing will have to be evaluated, as to how well it addresses the following concerns:

- a) Abuse of powers vested in the police
- b) Their protection from political interference
- c) Improving their effectiveness and efficiency
- d) Accountability for performance against expectations with regard to their services

INTRODUCING NPM: THE BRITISH EXPERIENCE

The oft-quoted experience in introducing NPM in policing is the attempt of the Conservative Government in UK in the early 1990's. In the background of seemingly inexorable rise in recorded crime that raised many questions about police performance, the government launched a raft of reforms drawing on a series of studies like the Sheeny Inquiry, the Posen Inquiry and the White Paper on Police Reform (Cope, Leishman and Starie, 1997). The reforms recommended were wide-ranging covering every aspect of policing and ranged from a detailed look at their compensation, introduction of performance related pay and fixed term appointments to the devolution of decision making to local police commanders who would have autonomy in setting local priorities and deploying resources. Unlike earlier reforms that were negotiated with police staff associations before introduction, these reforms were pushed through. Police reaction and parliamentary resistance to these reforms was swift and well-organized leading to many measures being dropped or diluted (Leishman, Cope and Starie, 1995), especially those pertaining to compensation and job structures.

However, other restructuring efforts in line with the tenets of NPM were successfully implemented. The

restructuring has involved both centralization and decentralization. The police exercise greater managerial and operational autonomy within an increasingly centralized policy and financial strategy. Following the result of various inquiries, chief constables have greater freedom to manage their police forces but local policing plans have to be consistent with policing objectives set nationally. Responsibility for making operational decisions has devolved downwards, but these must be consistent with the strategy determined locally that in turn must be consistent with national-level strategy. As a result of this simultaneous process of centralization and decentralization, "steering" the police is increasingly centralized and "rowing" decentralized (Cope, Leishman and Starie, 1997).

Privatization has taken the following significant forms (Cope, Leishman and Starie, 1997):

- a) **Load Shedding:** It involves the transfer of responsibility for service provision from the police to the private or voluntary sector. Private policing has expanded significantly with the private security industry employing more staff than the police.
- b) **Compulsory Competitive Tendering:** This involves public sector workers competing with private contractors to carry out work previously done in the public sector.
- c) **Charging for Services:** The scope of services provided by the police that would be charged has been increased with a conscious effort being made to exploit the commercial potential of their services.

Researchers have found that policing is increasingly couched in business rather than service terms. The language of community policing has picked up private-sector jargon such as

"client group consultants", "customer service" and "partnership" while emphasizing decentralization and responsiveness to local demands (Chan, 1997; O'Malley and Palmer, 1996). In this background, policies such as fee for service, contracting out of non-core tasks, performance contracts, and fixed-term contracts become more natural and less controversial (Leishman, Loveday and Savage, 1996; Davids and Hancock, 1998).

EVALUATING EXPERIENCE SO FAR

The British model of police reforms has been adopted by Australia with individual Australian territories introducing reforms and legislation, based on this model. As laid out earlier, we evaluate the experience of applying the principles of NPM to policing with regard to how well the concerns of abuse of power, protection from political interference, improving efficiency and effectiveness and accountability for performance against expectations, are addressed.

Abuse of Power: Despite the emphasis placed by NPM on performance, government's evaluation of the success of their reform process is dominated by how well the traditional concern of abuse of power is addressed. Governments have always attached considerable importance to establishing systems of accountability, so that citizens can be reassured that despite the extraordinary powers conferred on them, police are not out of control nor their actions free from appropriate scrutiny (Chan, 1999).

The traditional legal and disciplinary procedures to control police misconduct had failed primarily because of an occupational culture that excuses and encourages abuse of power (Bayley, 1995). The advent of NPM has brought with it a new principle of police accountability that involved a shift in regulatory style away from centralized

control towards a combination of self-regulation and external oversight (Chan, 1999). This reflects a commitment to push controls further into organization structures, inscribing it with systems that can be audited (Power, 1997).

Police organizations are being scrutinized internally, through setting up of special units within the force to investigate complaints of abuse of power, and scrutinized externally through the setting up of watchdog agencies. For example, the Australian police have set up the Office of Professional Responsibility and Professional Integrity Branch for internal scrutiny, while the Office of the Ombudsman and the Independent Commission Against Corruption act as watchdog agencies. Individual officers have to keep records of their activities, they are monitored continuously by tracking systems built into information technology and audited regularly with respect to major investigations, critical incidents, operational readiness and record-keeping standards (Ericson and Haggerty 1997).

Power (1997) identifies two unintended consequences of these measures:

- a) **Decoupling:** This involves setting up special units to deal with accountability requirements while the rest of the organization carries on with business as usual. Accountability, then, becomes an issue of image management.
- b) **Colonization:** The accountability process dominates organizations and individuals to the detriment of their own performance.

Ericson and Haggerty (1997) have documented how the “paper burden” has become the source of alienation for police officers, who see this type of accountability requirement as a major source of distraction from the “real” police work of fighting crime.

External investigations have not led to significant increase substantiation rates of complaints against police (Goldsmith, 1995), and are invariably and instantly resented by police creating a conspiracy of silence (Power, 1997). The attempt to overcome police resistance to external investigation by combining internal investigation with external oversight too has not been very successful with cultural resistance to both internal investigation and external oversight proving to be a major stumbling block. The new accountability’s project of managing the risk of official misconduct is continually frustrated by evidence of its failure and the consequent swing back to punitive control strategies (Power, 1997). In the area of police governance the state is ambivalent about the slogan “let the managers manage”, given the inability of its accountability technologies to control abuses (Chan, 1999).

Political Interference: In a democracy, it is important that police perform as an independent agency accountable to the law and community. Their statutory status is one way of facilitating this outcome (Manison, 1995).

Although police enjoy greater independence than other public agencies, their independence has now been balanced by increased accountability mechanisms, particularly institutional one’s, given the right of government and quasi-government agencies to inquire into police activities. Despite the police being more accountable than they have ever been, their independence has been maintained by taking an arms-length approach to their management (Manison, 1995).

The increased emphasis placed on accountability to the community too has enabled the police to maintain their position away from direct political control, while keeping in touch with contemporary needs and standards (Manison, 1995).

Efficiency and Effectiveness: The application of managerial techniques and administrative structures of private, for-profit organizations to improve the efficiency and effectiveness of police services seem to have encountered the least resistance. Measures, like the devolution of decision-making powers to lower levels in the organization, load-shedding through transfer of responsibility for service provision from the police to the private or voluntary sector as evident in the significant expansion of the private security industry, have been relatively easier to implement.

Accountability for Performance: The fundamental tenet of NPM is that public service providers are accountable for performance to their customers. To establish accountability, authorities have embraced the concept of establishing Key Performance Indicators (KPI) to measure performance. In discussing the British experience in this regard, Nash (1998) indicates that while KPI have been established to measure police performance and measurable targets set, these have failed to match what police organizations did in their everyday work.

NPM AND ACTUAL PERFORMANCE

The application of NPM to policing has not necessarily resulted in improvement in performance. The principal object of policing is the protection of the public through prevention of crime rather than its detection and punishment after the crime is committed. However, detection has eclipsed prevention (Crawford, 1994) and it is estimated that only 1% of officers were appointed specifically to undertake crime prevention work compared to 40% in detection (Nash, 1998). It is, therefore, not very surprising that recorded crime has been on the increase and the police are viewed as

not being particularly successful in controlling crime.

This failure has been analyzed and attributed to the over-reliance on a single strategy (Repetto, 1972) and the failure to develop adequate local management of the use of police resources (Ackroyd, 1993). While Repetto (1972) suggests a broader strategic approach as a solution, Ackroyd (1993) calls for a convergence of an adequate policy-directed and locally sensitive approach to management of policing based on an integrated use of technology to reverse this trend.

The police have traditionally followed a strategy of Deter (prevent crimes from occurring), Detect (detecting crimes when they occur) and Apprehend (apprehending crime perpetrators) or a DDA strategy to control crime. This is achieved by the following techniques that are aimed at repressing desire by foreclosing opportunity (Repetto, 1972).

- a) **Omnipresence:** Projecting the high probability of police presence at any given point in time and space in order to heighten the offenders perception of risk
- b) **Aggressive Patrol:** Locating and challenging suspicious persons
- c) **Rapid Response:** To emergency calls, so that criminals may be apprehended in the act

This strategy has tremendous limitations as crime targets are numerous and significant criminal activity is invisible. Repetto (1972) quotes a study, which states that in the city of Los Angeles, a patrolling policeman's chances of encountering a robbery in progress are once in 14 years. This calls for adopting a broader strategic approach to crime prevention (Repetto, 1972) that includes both opportunity-minimizing strategies and desire-

lessening strategies that targets criminals rather than crimes. Underlying this approach is the view that it is appropriate to work with the source of the crime rather than its multitudinous effects. These include tactics such as crime pattern analysis, so that high-risk targets can be identified and protected and supporting the work of multifaceted agencies operating in neighborhoods where repeat offenders are concentrated.

The solutions suggested attempt to re-establish and strengthen community links and call for a return to community-based policing involving greater public and police interaction and cooperation and the need for multi-agency partnerships to control and prevent crime thereby improving performance.

ACHIEVING ACCOUNTABILITY-IMPROVING PERFORMANCE

Accountability in public organizations will not be achieved by reporting simple performance measures. The main requirement is that those in public service organizations should feel responsible and accountable to the public for whom they work (Joubert, 1988). The challenge to achieving such accountability is to gain the support of the rank-and-file organization for reforms (Reiner 1995). Such accountability must go beyond the requirement of probity and propriety in public servants and encouraging initiative, innovation and experiment (Joubert, 1988) so that actual performance is improved. We present below a case study of the New York Police Department (NYPD) wherein accountability was achieved by obtaining the support of the rank-and-file organization. A return to the principles of community-based policing and the encouragement given to innovation and experiment led to improved performance through enhanced service delivery. We draw on the paper by Drummond, Ensor, Laing

and Richardson (2000) in developing this case study.

THE NYPD EXPERIENCE

NYPD is the largest municipal police department in the USA. The department employs 40,000 uniformed officers to police a daily transient population of approximately of 11 million. New York's crime record was one of the worst in America and NYPD's most challenging period began in 1993 when crime figures were at record levels calling for urgent action. To make matters worse, the police force exhibited poor morale. By pioneering community-based policing initiatives and obtaining the support of the rank-and-file organization, NYPD succeeded in reducing overall crime by 44% and murder by 69% by 1997.

The first and the most crucial step in this process was the development of a clear understanding of the "customer". NYPD understood that its customer was an "unwilling/reluctant" one who approached it only from legal necessity or at a time of crisis or conflict. It was necessary to establish exceptional service delivery standards in catering to these types of customers so that their unwillingness/reluctance is overcome. NYPD implemented a service delivery program called CPR standing for courtesy, professionalism and respect. CPR is compliance tested with officers posing as members of the public and duty officers were rewarded or rebuked depending on the level of compliance.

Staff commitment is a precursor to customer service and the exercise of understanding the customer helped establish the concept of the internal customer, the staff of the organization. Internal customer interfaces were improved to listen to the staff and actively respond to their needs thereby enhancing internal service delivery. Such improvement tended to be based on the experience/knowledge of the staff

and they were actively involved in process redesign (for example, it reorganized aspects of training and equipment specifications in response to officers' demands). Typically, changes were pilot tested before being applied to the wider organization and involved significant degrees of employee training. This led to the development of streamlined internal processes and improved staff morale. The improved internal customer interface, streamlined processes and higher staff morale established a behavioral shift allowing concepts and principles of service and customer care to be more readily transferred to external customers leading to improved external customer service.

Feedback played a crucial role in determining customer service policy and once again staff were involved in designing service systems/processes and improvements targeted at specific customer groups. NYPD brought customer representatives into command centers to explain major initiatives and public reactions to initiatives and campaigns were also monitored.

Communication is crucial to securing staff support and effective service delivery to external customers. The top management of NYPD played an active role in ensuring effective communication. Streamlined information flows created a high degree of awareness among staff and provided feedback to top management. NYPD emphasized lateral flows of information that enabled cooperation among different units and improved service delivery.

It established a sense of staff pride through:

- Praise and recognition as appropriate
- Staff feeling that senior managers are accountable

- Empowerment of staff
- Improved/good working environment
- Organization recognition - being part of an organization that is highly respected

Strong control mechanisms ensured continued customer focus and clarity of purpose. While control systems are formalized, they are not blunt measures and flexibility, problem solving and learning are the themes behind these measures. It is a robust but fair system wherein everybody knows what he or she is being measured on and how he or she is being gauged.

From the above, it is evident that by garnering the support of its staff, NYPD ensured that they felt responsible and accountable to the public for whom they work. It also ensured that actual performance improved by encouraging initiative, innovation and experiment, so that service delivery matched the expectations of its customers. Mechanisms for obtaining feedback enhanced service design to different groups and effective communication improved service delivery through cooperative effort among different units. Strong control systems were established to ensure continued customer focus and clarity of purpose.

CONCLUSION

Modernising the police force should essentially focus on the people, both those in service and in the society. This seems to be the message. Given that police operates within the constraints of a number of forces from within and outside, a micro level change management approach with objectives of building human relationships between the police and the community may be the answer. Evidences available from many places in India such as Cyberabad suggest that a willing leadership can bring about lasting changes.

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*Aim at perfection in everything,
though in most things it is unattainable;
however, they who aim at it, and persevere,
will come much nearer to it,
than those whose laziness and despondency
make them give it up as unattainable.*

— Chesterfield.

OUT OF HARM'S WAY

Shatrujit Singh

Most Police officers dread the thought of being woken up in the middle of the night by a call from the Police Control Room. Reason: they know, by experience, that it would bring bad news - snatching, robbery or perhaps a dacoity in their area of responsibility. No prizes for guessing the immediate reaction. Most remember God, or whoever they believe in, and pray for something 'less problematic'. Personally speaking, I would consider an officer lucky to escape with just a snatched empty, old commercial vehicle, that too from another State, with no major injury to the driver or the attendant. Mark the words another state

and empty here. A crime has more news value if it has a local connection. Media does not bother much and in fact, to be fair to them, they often don't even come to know of crimes involving outsiders, unless it is too serious an incident. Crime on the Railways, where no one really belongs, is an example. Regarding cargo, the less the better. In fact, happiness of a police officer is inversely proportional to the value of stolen property. A truckload of costly goods like pharmaceuticals, cosmetics or auto parts valued at anything upward of 70/80 lakhs would be a blow measuring nothing less than 6.5 on Richter scale, with the District Superintendent of

police feeling tremors in every crime meeting for the rest of the year. One such incident is enough to throw crime statistics of the entire District topsy-turvy.

Next in the ascending order of undesirability, in my opinion, would be a dacoity in a remote area, because a similar incident in an urban area is likely to create much more hue and cry in the public, and more importantly in the media, for almost a week or until a bigger incident takes place in the neighboring district, whichever is earlier. Still worse would be a property crime with major injury to the victims.

As per the figures of National Crime Record Bureau, more than 6000 dacoities, 18000 robberies and nearly one lakh burglaries - thefts from dwelling units - are reported in the country every year. Newspapers are full of crime stories every day. But barring a few, none arouses much concern. Perhaps familiarity has blunted our emotions so much that these incidents have stopped registering. Only the victim realizes the true impact of a crime as he is the one who loses his hard-earned savings and if the financial loss is accompanied with injury or death of a near and dear one, he is devastated.

Every year, gangs of these nomadic criminals leave their villages and travel across several states committing ghastly crimes in town after town, never staying longer than a few days at one place. During the day, they roam around selling balloons, cheap crockery or similar stuff. That is the time when they select their targets, generally corner houses or those with three sides open, in affluent and upcoming localities on the outskirts of a town. After the initial recce, they strike, almost always on dark nights when the visibility is poor and invariably between midnight and 3 a.m. Blunt objects like heavy stones, thick branches of nearby trees are generally used as weapons, though

sharp weapons and even firearms are not unheard of now a days. After forcing entry into the house, either by removing the window-grill or by breaking open the doors, they ruthlessly attack the sleeping inhabitants and inflict fatal injuries on the head in order to neutralize any possible resistance before decamping with valuables. Some of the injured die even before they realize what has happened. Many others end up in ICU. Sometimes the womenfolk are sexually assaulted too, a fact almost never reported by the victims' families because of the social stigma it carries. Police comes to know of it much later during interrogation of the suspects; if and when they are caught (and that is a big if).

The only clues the police get from the scene of crime, or whatever is left of it after being trampled by neighbors and well-wishers, are fingerprints and some description of the criminals. Description is useful only in case of known (read local) criminals. Fingerprints on the other hand can certainly be of greater assistance provided we have a national database to match them with. This is no big deal in this age of Information Technology. In fact, India is one of the five countries in the world that have the required technology - Fingerprint Analysis and Criminal Tracing System developed by CMC. But the real hurdle is, Sec-7 of Identification of Prisoners Act 1920, which makes it mandatory to destroy fingerprints and photograph of a person in case he is discharged or acquitted by a court. It implies that fingerprints of only convicted persons can be stored in a database. And who get convicted in our country? Only those who don't have money or the muscle-power to defend themselves. As a result, real criminals never figure in the database of Finger Print Bureaus and, therefore, fingerprints lifted from the scene of crime do not lead to a breakthrough. The problem is further compounded by the lack of a credible database on population in the country.

Illegal immigrants alone are in millions. Given such a dismal scenario, solving a crime of this nature is worse than looking for a needle in a haystack.

What is the remedy then? Thankfully, prevention of such crimes is lot easier than detection. Simple precautions at the time of constructing a house, or even later, can effectively rule them out.

Most people build a house once in their lifetime. With no past experience, they depend heavily on the team of architect and contractor for all important decisions. Like typical Bollywood directors, our architects too suffer from a complete lack of original ideas. They blatantly resort to cut and paste, offering a remix of designs to their hapless victims (read house owners). The entire emphasis is on size, arrangement of rooms, elevation, look and cost, and in the process, security takes a back seat. In fact, why blame architects and contractors. To be fair to them, they sell what the public wants. We have reached a situation where calibre of an architect or contractor is adjudged primarily on his ability to manage completion certificate.

Coming back to the issue of prevention of house-breakings, windows and doors are the only vulnerable points from where a forced entry can be made in a modern concrete house. Unfortunately, the kinds of grills that are in vogue now a days are no deterrent for thieves. Using a simple tool, a kind of mini crow-bar with one end pointed, these can be removed in no time. In comparison, good old parallel bar design with metal passing through the wooden frame deep into the wall on both sides, was extremely sturdy. But, with time, it got discarded in favor of fancy designs. However, minor inexpensive changes can make any design solid as a rock. Readers must have observed that window-grills are fitted into the wooden frame using screws. The problem with

these screws is that they pop out the moment a crowbar is inserted between the grill and the wood and pulled up. This can be effectively checked by welding a metal strip right next to each screw with its other end welded to the next parallel bar in the grill.

In case of doors, the weakest link is a latch, which again is fitted on the door using screws. In the event of sustained blows from outside, screws are unable to hold and soon give in. Experience has shown that if nuts and bolts are used to affix latches, it can make the job of criminals much more difficult. Similarly, distance between a door and the adjoining window is another important parameter. If it is too short, thieves are able to open the inside latch by putting hand through the window. Architects/contractors often overlook such simple facts.

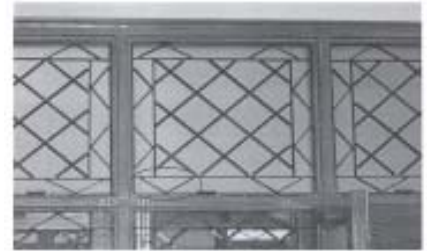
Modern technology has further simplified our job. Security systems are now available that can detect an intrusion, even if there is no one at home, and can send alert signal simultaneously to several pre-programmed telephone numbers.

Private security agencies that offer emergency response services

round the clock on a monthly subscription too are available. Cost? Well, a reasonably good alarm system for a four-bedroom house would not cost more than twenty thousand, which is less than 1% of the total cost of construction. Very little considering the sense of security it gives.

While working as a district Superintendent of police in Haryana, I was able to convince higher authorities and got the State Urban Development Authority (HUDA) to amend its by-laws making installation of security systems mandatory in all new houses before a completion certificate is issued. But the implementation, it is learnt, is lax due to connivance of unscrupulous officials. Sadly, people choose to pay extra bribes to circumvent this bye-law and in the process, end up compromising their own security. This further reflects poorly on the quality of their advisors, again contractors and architects.

With little common sense (one doesn't have to be a genius to plan such simple changes) and bit of extra investment, independent houses can be made quite safe to live in. It certainly is worth the effort. After all, isn't security the main reason why people prefer to live in group housing societies?



Two example of strengthening of grill by welding V-shaped metallic strips over the nails. Also note that the door is too close to the window and the house owner is forced to lock the door from inside to avoid its opening through the window



An example of parallel bar design - Horizontal and vertical - with bars passing through wood and going onto the walls

*Perfection is immutable,
but for things imperfect, to change is the way to perfect them.
- Constancy without knowledge cannot be always good;
and in things ill, it is not virtue but an absolute vice*

- Feltham

VIOLENCE IN THE LAND OF THE APOSTLE OF NON-VIOLENCE - AN OVERVIEW OF COLLECTIVE VIOLENCE IN GUJARAT*

S M Mahindra Simha Karna

ABSTRACT

The present article describes the possible connotations of the word "Violence" and the epithet "Collective". It then defines violence for the purpose of this paper as socially, a negative act used to detract, destroy or deform human life or sources on which human life depends (Rajendra Sing, 1988). It opined that collective violence is when a large number of people are collectively involved in any violence or violent activities. The article attempts to

examine the causes and categories of collective violence in India, with special reference to communal violence in the state of Gujarat, on account of it assuming the form of organized violence that may pose a major threat to the unity and integrity of the country. It discusses randomly, various incidents of communal riots in Gujarat and the need to evolve strategies to find out the root causes and remedies and suggests funding of studies on this direction instead of funding the police and the army to combat the phenomenon.

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INTRODUCTION

“Mahatma Gandhi is Dead!

Non-violence is dead!

Gujarat itself is not feeling very well”.

More than five decades after his assassination in 1948, Mahatma Gandhi has become a symbol and a myth to people of all faith. He was the father of the nation and the apostle of non-violence. His non-violence agitation earned us our freedom from colonial clutches. Yet we are still far from taking the measures of this most enigmatic and remarkable apostle. Ironically Gujarat, the abode of Gandhiji, has proved to be the country's largest theatre of communal conflicts, both in the past and present. Coincidentally, the first riot for which authentic records are available occurred in the city of Ahmedabad in the year 1973. Thereafter, communal riots became part of the feature of life in this sub-continent. In Gujarat, violence has registered an increase, disproportionate to the promotion of communal harmony, not only as regards communal violence, but also in the magnitude of the phenomenon and its assuming the nature of state sponsored crime against humanity. The recent communal violence in Gujarat (2002) has changed the phase of communal violence and its definitional problems, signifying the attachment of the prefix 'hyper' to the epithet communal. The attaching of the prefix 'hyper' to a known concept or activity signified in this paper, the involving of a collective responsibility in such activity or concept deemed to be a collectivity of irresponsibility unique to organized violence. While it is excellent to have the strength of a giant, it is Tyrannous to use it like a giant (Shakespeare).

In Gujarat, communal violence emanates from perceived political, social or economic deprivation lurking in religious fundamentalism whose extreme manifestation has always resulted in the organized violence. Communal violence

has enabled malicious actors to cause new forms of victimization that go well beyond the potential loss to the individual victims, and affects our national economy, and indeed our national integrity.

DEFINING COMMUNAL VIOLENCE

Before proceeding to examine, the available empirical evidence on communal violence in Gujarat, its definitional problems have to be lucidly stated. Violence is defined in this paper as a willful application of force or power in such a way that is physically or psychologically injurious to lives or sources on which lives depend. Communal violence is therefore that which communal issues constitute the principal bases of contestation.

TYPES OF COMMUNAL VIOLENCE

There are two major types of communal violence:

1. Intra-communal Violence and
2. Inter-communal Violence

Intra communal violence is the violence that arises within a communal group, as has been the case of Sunni-Shia Muslims, or Catholics-Protestants. Inter communal violence emanates from disputes/differences between two different communal groups. Hindu-Muslim riots are the major examples of this type of violence.

Inter-communal violence is endemic to Gujarat, where the conflict between Hindu and Muslims has acquired chimpanzee behavior. The key to communal violence in Gujarat is the elite manipulation of the social mechanism, which provides opportunity to inflame the passions of gullible masses, and promotes communal bitterness. Thus, today, Gujarat has come to reflect the concerns and fears of its masses, especially Hindus and Muslims. The struggle for socio-economic, political

and cultural supremacy among communities in Gujarat has altered caste dynamics. Consequently, the middle and backward castes have acquired greater political and economic clout and are asserting themselves in these spheres. These caste leaders are used by major political parties to polarize the people on communal lines to achieve their narrow political goals.

The menace of communal violence continues in strength, in spite of hundreds and thousands of lives engulfed year after year.

DIMENSION OF VICTIMIZATION

Based on the available empirical evidence, this paper examines three major incidents of communal violence in Gujarat in 1969, 1985 and the year 2002 respectively.

THE COMMUNAL DISTURBANCES IN AHMEDABAD IN 1969

Ahmedabad, the capital city of Gujarat comprises of more than 25 localities. This city has been most sensitive city in India from time immemorial. It has produced a good number of communal riots of low and high intensities. The communal riots of September, 1969 was one of the high intensity communal disturbances, ever to have taken place in Gujarat during the last century. The immediate causes of this riot was stated to be the incident which took place at a temple - Jaganath temple which situated along side a mosque. None could believe that a mere cow dung could inflame passion which erupted in to violence that claimed innocent lives and property. Consequently the riots spread to all the 25 local cities of Ahmedabad before making impact in other parts of the state. There were incidents of attack on shops, houses and religious places. Besides arson and looting, there were incidents of killings in the city of Ahmedabad and Baroda.

According to the state government statistics, the number of houses and shops damaged was 6,742, estimated at Rs. 4,23,24,069 the number of people injured was estimated at 1,084, and the dead was put at (between 437 to 660), refugees in the camps were about 27,750. The following table explains the extent of victimization:

The communal disturbances in Ahmedabad in 1969

Source : Ghosh, 1987

The situation was too volatile that the Army had to be called out to assist the police and the State Government to put down the riots.

The table of woe (above) explains the number of both Hindus and Muslims who were victimized by this riot.

The need to retain the hegemony of the upper castes has led to the hospitality and resentment against most government directed social justice policies and programmes in Gujarat and to their subsequent thwarting. In 1985, the anti reservation agitation and communal riots grinded the city of Ahmedabad. It was a total eclipse of violence in which everybody was at war with everyone. The upper caste Hindus were fighting the lower caste Hindus on one side. Hindus versus Muslims on communal front, the police against the people and the press on a triangular war, while the government was struggling with the opposition. There was a total breakdown of law and order in the city of Ahmedabad. The riots were not

confined to Ahmedabad only, but spread to other parts of the state including Baroda, Surat, Rajkot, etc. In the ensuing violence, many people were stabbed to death, among them Muslims and Harijans. About 60 Muslims were killed, 200 injured and 1000 families displaced. 2000 Muslims took shelter in the relief camp and more than 10,000 were lodged in the refugee camp in Bapunagar. The victimization in this riot is better explained in the following table.

Anti-reservation Agitation and Communal Riots 1985

Victims	No. of Families displaced	The no. in refugee camp	Injured	No. of Dead
HINDUS	-	Not Slated	-	-
MUSLIMS	1000+	2000	200	60
OTHERS	-	-	-	-
TOTAL	Above 1000	10,000+	200	60

(Source : Ghosh, 1987)

Those of us who had experienced both incidents examined above, September 1969 in Ahmedabad and the communal/anti reservation eclipse of 1985 in the very same city, would hopefully believe that by now the evil of communal riots would be laid to rest. But our compatriots in Gujarat appear to be in a constant state of readiness which reflects harbored bitterness, hatred, anger and revenge.

The recent communal violence in Gujarat (2002), which has already been described in this paper as ‘hyper’ communal, was just a demonstration of a heightened communalism that has been planted over the years and the beginning of a new phase of organized violence mechanized by the state officials. The pogrom was in effect a state sponsored terrorism. It would be referred to as communal violence if there was a clash between the two involved communities - Hindus and

Muslims; instead, the state officials assisted miscreants to pull out citizens of the state from their various houses, and brutally stabbed them to death. This form of terrorism is inconceivable in a contemporary civil society. Today, we refer to terrorism as gun actions like shooting, suicide bombing, bomb blasts, and of hijacking of aircraft, but the betrayal of a responsibility is the worst terror ever. Yet the state administration was assuring itself and the people that they are protected under it. Little wonder than, Tolstoy wrote of the hypocritical sympathy expressed by Russian landed gentry for the serfs: “I sit on a moving back, chocking him and making him carry me, and yet assure myself and others that I am sorry for him and wish to ease his lot by all possible means except by getting off his back”.

The inept handling of the carnage (2002), resulted in the high handedness of the pogrom. Every communal violence constitutes terror. And every terror leads to the moral and economic enslavement of the people and their full submission to the masters. According to INSAANIYAT (2002) the losses incurred in these riots were estimated as follow:

Hyper-Communal Violence in Gujarat 2002

ECONOMIC LOSSES:

Income losses	900 crores
State revenue losses (Sales tax)	120 crores
Central taxes loss	200 crores
National Transport Network losses	150 crores
Foreign exchange reserves (from 407m down to 80m)	327 million Dollars
Losses suffered in ornaments including gems/jewellery	200 crores
Losses in textiles	300 crores
Chemicals	200 crores
Transport	400 crores
TOTAL	2,797 Crores

PERSONAL LOSSES/INJURIES

The Godhra incidents left more than 100 people dead out of which 59 people were killed in Godhra train disaster Feb., 27th, 2002. Thousands of people rendered homeless, many others burnt live, women raped, pregnant women stabbed, women and children molested, several killed, more than 2 lakhs in relief camp.

CAUSES OF COMMUNAL VIOLENCE IN GUJARAT

Communal violence might be triggered by some disguised incidence which might look simple, and below this simple incidence lies a set of complex factors, then at the bottom of these complex factors are the root causes which gradually build up to make these complex factors and lead to the basis which trigger off communal violence. Therefore, if we are to treat effectively communal conflicts, we have to thoroughly examine and understand the root causes of communal conflicts. Some of these causes assume the form of religion, political, cultural, poverty and illiteracy and socio-economic concerns.

India is a pluralistic society, in a pluralistic society secularism is manifest. Secularism is the tolerance of religion / culture of all faiths. Communal violence, therefore, stems from the fact of non-tolerance of other religions by the dominant religions community. Religion itself does not produce violence. In fact, religion has been a source of social control. But of late religion has become the most threatening force that divides societies and polarizes the people on communal lines. In order to defend religion, the youth of today charge with emotion especially during occasion of festivals and other religious events to engineer collision among groups who are vulnerable enough to inflame passion. Tragically the instigators of these youth are the elites who lurk in the socio-religious organizations. And who perceived in the nefarious activities

of these organizations, a mechanism for promoting political mobilization through which intra-group solidarity and identity were heightened. Therefore, communal violence is the expression of these heightened emotions and sentiments of people such as anger, hatred, revenge, frustration, envy, etc.

The basic reason for Hindu-Muslim conflict in Gujarat is the struggle for socio-economic and cultural supremacy, besides the underlying differences in the theological and social assumptions of Hinduism and Islam. Sometimes, the society produces factors, which lead to social discrimination and economic exploitation, and those who suffer from these shortcomings of the society often deem it necessary to rebel against the institutions which precipitate such suffering (Gujarat, 1985). Such rebellion often turns out to assume the form of communal action and may lead to violence. The rejection of the ideas and practices of social and economic equality, human and citizenship rights and secularization of society can be attributed to the growth of a cult of capital which permits capital accumulation by any means. The resentment and violence that was evident during the anti-reservation agitations is a case in point. Therefore, the problems of communal violence in Gujarat have their roots in the more pervasive culture of the state, which has a wider connotation in the retention of a social order that privileges hierarchy and relations of dominance and subordination to the growth of a backward capitalism. In this sphere, the political apparatus may not be able to contain the surging reactions of the people, which can as easily manifest into violence.

Gujarat also lags in cultural reform. This is another factor that bedevils the attitudes and social behaviour of the people in the region whereas the pace of change and adoption to new value in

Gujarat is very slow the old values and norms have not been completely wiped out. In such a situation, where old values are gradually given up, and the new values have not established themselves, there is every possibility that persons, individuals, and institutions may enter into a state of normlessness. Because this lag has created ambiguity in the form of guide for the attitude and behaviour of people and organization which is meant to effectively support the attitudes, values and norms; all these get confused in a state of cultural lag. It becomes imperative therefore, that new values should be facilitated and established, such values as secularism, peaceful coexistence and change, values of the roles and relationship between different elements of society. In the absence of collectively cherished values and norms there is bound to be social disorganization which can manifest into communal violence.

Poverty and illiteracy are the twin causes of the under-development of the society. When a commanding population of the society are illiterates, little or nothing is expected of the, vis-a-vis the changing demands of the society. Hinduism and Islam contain so many ills which need to be changed with the growing need of the society. With the vicious circle of poverty and illiteracy, these changes cannot be effectively managed.

The politicization of communities, the various alignments of forces, laterally as well as vertically, and the mushrooming of political parties in our political system are the factors that engineer polarization. Some political parties founded on the basis of caste, religion or other communal harmony, a logical next step to communal harmony, a logical next step to communal tension which triggers violence.

Since 1990's our political system has undergone a great and significant

change. From single party rule to multiparty government, which in political terms are called coalition government, the strength of any government depends on the manner in which such a government is formed. Government formed on coalition basis compulsorily adopt appeasement policies and programmes to satisfy the various mushroom parties and some fundamentalists who form part of the coalition. Weak governance therefore is a manifestation of appeasement policies and the institutionalization of weak bureaucracies. If the bureaucracy is weak, law and order cannot be handled efficiently. In a situation where the law and order are perverted to suit the interest of a few, those alienated are bound to rebel and this rebellion may be in any form of violence.

Apart from religion, political and socio-economic causes, partisan journalism is strongly acquiring ground in the causation of communal tension. The press in particular, have turned to be prophets who describes in their style what has happened, what is going to happen next and the possible outcome. And the people in an attempt to pre-empt the situation engage in activities harmful to the social harmony.

PREVENTIVE/CONTROL MEASURES SUGGESTED

- There is probably, background of grievances and rivalry between Hindus and Muslims in Gujarat and exploit religious fundamentalism or socio-economic disparities, at the cost of the innocent masses who often fall victims of this nexus. Communal violence can be prevented/controlled by the exercise of political will along side with the co-operation of the people and deployment of forces. Unfortunately, our political leaders with an eye on the elections employ every tactics, regardless of the consequences,

to create election issues to further their political interest. Therefore to combat communal violence, we have to incorporate socio-economic and political fairness in the process of development, so that they will serve as instruments for eliminating exploitation and discrimination.

- Year after year our governments spend crores of rupees in funding the police and the army to combat communal violence. But little regard is given to promote studies to discover the root causes of these violence. No police force in India is free from communalism, casteism, indiscipline and politics. Police indiscipline was reflected in the police riots when the army had to be called out in some places to disarm the rioting policeman, including some members of Para-military forces. Against this background, army became accepted institution, which is used frequently to put down large-scale riots. The report of the statesman in its editorial titled "Weapon of Last Resort" dated 6 August, 1986, that the army was called upon to assist civil power on 476 occasions between 1951 and 1970; and 747 times between 1980 and 1984 is a case in point. The army is the Government's weapon of last resort, to which it unfortunately needs to resort to more and more often.
- The army and police can control an outbreak of violence, which is a matter of a ceasefire, but they cannot investigate and redress the hurting issues in the minds of the people. Therefore, to underscore the root causes of communal violence, and to evolve possible solutions, scientific investigation has to be conducted to find-out the hurting issues and causes of these hurting issues in

the minds of the people. The government should instead, fund research programmes in this direction than to spend on funding stray bullets and uniforms. The army and police may have the force to bind India and Pakistan together, but not the expertise and intelligence required to sort out their differences. It is easy to suppress the people, but difficult to suppress their spirit.

- Even then, the handling of riots cases by the law enforcement agents especially the police and the judiciary is another aspect of victimization, as justice in most cases never gets done. Jungle justice reigns where social justice failed. Until perpetrators and accomplices of communal riots are punished, our struggle for communal harmony will continue to remain a paper work. The courts, by large, failed to administer justice promptly. Rarely, if ever, communal criminals have been convicted in courts. Therefore, punitive measures, in line with criminal punishment, including imprisonment or fine or both against perpetrators and accomplices of communal crimes, should be taken, if we want to deter others from taking part in new adventures.
- Effective and efficient non-partisan bureaucracy; our bureaucracy should be strengthened to maintain a sustainable law and order situation, if bureaucracy is weak, law and order will be at shambles, if law and order is at shambles, there would be no curbs on religious fanatics who destabilize the communal harmony. Therefore, effective and efficient non-partisan bureaucracy should be established to ward off crises in the social order. Strong and

non-partisan bureaucracy alone can establish informative intelligence agencies, which can check and curb the activities of these religious fanatics.

- Secular primary education should be imbibed in the education system and issues of secular principles included in the syllabi and curricula, so that in the young age the children are moulded with secular ideas, tolerance and moral principles. A political system founded in secularism must by necessity have the will to impart these ideals to the people through education, reforms and development. There are certain interconnected reasons, which prepare the grounds for communal violence. These reasons such as the ills contained in both Hinduism and Islam that make each intolerant of the other, have to be reformed with the growing needs of time. Through secular primary education, the evil of religious conservatism could be wiped out among the children, as they grow to be the leaders of tomorrow.
- Another source which is not the cause, or effect, of communal conflict but certainly of major player in communal tension is the media. If the media, especially print media, could play an honest

and non-partisan role in their reporting on violence, the severity would be minimal. Most conflicts, especially communal conflicts are exaggerated by the media. But, if there could be an honest, investigative, non-partisan journalism, our effort to curb the evil of communal riots would bear good fruit.

- Besides, Gujarat being a border state should be provided with adequate security to check infiltrators and enemies whose desire is to destabilize peace and order in this country. One of the surest ways of enabling this ulterior desire is our continuous indulgence upon transient ambitions and political advantages.
- We need a state machinery which is efficient and impartial enough to put down communal riots and ensure safety of all citizens; and we need at the helm of affairs men and women of unquestionable communal character who are genuinely above communal prejudices; only then, our goal of peaceful co-existence and communal harmony will be achieved.

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*A man must require just and reasonable things
if he would see the scales of obedience properly trimmed.
From orders, which are improper, springs resistance,
which is not easily overcome.*

– Basil

FOOT PRINTS ON THE SANDS OF CRIME

Book Review by S Anandaram

The Author of the book 'Foot prints on the sands of crime', Ramakant Kulkarni, retired as Director General of Police, Maharashtra about 15 years ago after a very distinguished service. He was labelled 'India's Sherlock Holmes' by the media for his exploits in the Bombay Police. The book is more in the form of his own 'memoirs' rather than an in-depth account of many sensational cases he had handled. In fact, he shows us how little incidents in his own life contributed to his success in work. Being autobiographical, he tells us how a simple rustic lad, graduated into a hardboiled policeman. It provided him innumerable

opportunities to redress the depressed, discipline depredators and help uphold the rule of law in a society transiting through a difficult period of history.

Born in a not very affluent family in a small village near Goa, he was sent away to his grandfather, to study, as his village did not even have a school! At Ankola, his maternal grandparents home, when he was studying in the high school, he appeared for a Government Scholarship examination and stood first in the district. In his own words : "Before long, I had cornered a couple of other scholarships as well and, ceased to be a burden on the family.

Before drawing the monthly scholarship, however, I had to obtain a good conduct certificate from the headmaster, who was a deeply religious man with a stern countenance. He insisted that I recite an entire Canto of the Bhagavat Gita before drawing the monthly scholarship. Little did I realize then, that the Bhagavat Gita, which I had been more or less forced to learn by that well meaning teacher, was to exercise, in the years to come, such a profound influence on me. In moments of despondency, when everything seemed lost, or whenever I groped desperately for a solution to a formidable problem, I could draw sustenance from the Gita.”

After school, he migrated to Bombay for collegiate education. A well meaning uncle, found him a part-time job in the Central Bank of India and he joined a morning college. In his own words “I did well at the college and bagged prizes for elocution and poetry and also won the election to the students council. I composed poems, could mimic remarkably well and exhibited considerable histrionic talents.” At college he made a profound impression on the teaching staff and the principal in particular, who even paid his fees on his behalf without even being asked, when Kulkarni’s name appeared in the defaulters list and he was unable to raise funds in time! To quote from the book once again “After graduating with Honours in Philosophy and Psychology, I joined the Government Law College. Since I had to clear out of the hostel, I took up lodgings with a young man who had a psychological disorder, as an unpaid companion”.

He appeared for the IAS and allied services examination and succeeded in the very first attempt to get into the Indian Police Service. The fact that he had been studying while still holding a regular job, and also managed to join the NCC, deeply impressed the Chairman and members of the Commission.

The quick transformation from a humble, studious college student to a cadet in the National Police Training College, as should be expected, produced some comic situations. To quote : “My bearer, Karson, was a devoted old man who laid out my uniform every morning, with the stars and the lanyard in position and my shoes shining spic and span. The parade dress in those days consisted of ankle boots, socks, and hose tops, shirt, shorts, a sambrown belt and a topee, not to talk of the accessories like the sword, rifle or baton! Even more complicated was the ceremonial dress, which consisted of riding boots, spurs, breaches, tunic, shirt and a tie, cap and a Sam brown belt with a sword! The whole business of riding boots was highly complicated affair. For someone unaccustomed to the ways of the ‘burra sahibs’ watching an officer with his legs raised high, while the room bearer tried desperately to pull off the riding boots, was indeed a comic sight. I was also not accustomed to being waited upon and consequently, in the initial stages at least, I was rather uncomfortable. Dressing up for dinners was another pain in the neck. The standing orders prescribed a separate dress order for summer, winter, Sundays, holidays and so on. It is true that in due course, I became reconciled to this drill, for as Churchill had said, even eels get used to skinning. In fact, my entire stay at Mount Abu, was one long inspection.”

On completion of his training at Mt. Abu, he was posted to Ahmedabad Rural - then part of Bombay State - for practical training. Here he was confronted with the usefulness or otherwise of the use of third degree methods by the police and here is what he had to say- “I was attached, for a period of two weeks, to an Anglo-Indian Officer to study the work of a Sub-Inspector. He was an impetuous officer, with a congenital dislike for desk work. Nothing seemed to please him more than getting into battle dress and driving off

in his jeep at breakneck speed. They had suspended him from service thrice and prosecuted him in court twice, mostly for using third degree methods. Believe me, sir, he said, ‘whatever I did was for the police department and not for any personal gain! “Whenever there is a tough assignment, they say, I am the man for it. I do get an occasional pat. However, if something goes wrong and there are allegations, I have to fend for myself. Now, Sir, a hardened criminal will not voluntarily part with the booty, however much you cajole him. He knows that when you produce him before a magistrate for remand, he and his lawyer can complain. He also knows that when the remand period is over, you can do precious little. What do I do in the circumstances ? Do I sit back and tell the complainant, the victim and my seniors that the culprit refuses to talk?”

I reflected a great deal on what he had said. In fact, throughout my career as a detective, I have tried to find an honest and satisfactory answer to this dilemma of the police in a democratic society! The police who see crime in the raw, are frequently witness to victimization, are required to control crime and maintain order most the rule of law. As functionaries charged with that responsibility, they belong to a system, which emphasizes initiative and effective response. It is this tension between the operational consequences of ideas of order, efficiency and initiative on the one hand, and legality on the other, which constitutes the principal problem of the police. The use of third degree methods is punishable by law and is frowned upon by the courts, criticized by the press, condemned by the human rights activists and used as a convenient allegation by the accused and their lawyers. Along with the bravado associated with it, goes a secret foreboding of the consequences. I am not sure whether senior officers are really unaware of the practice. The usual stance is that they are not a party to it. Hasn’t someone said that conscience is

the inner voice, which warns us that someone might be looking ?”

Hardly had he settled down in Ahmedabad, he was transferred to Poona to be in-charge of one of the two divisions in the city. The other division was held by Mr. Dhande, a promoted officer, considered one of the outstanding detectives in Bombay Presidency at the time. Whenever he was free, he would walk into Dhande’s chambers, to listen to his experiences and the lessons he had drawn from them. It was his considered view that the investigation of serious crime essentially required harmonious team work, executed in a sustained and professional manner. The emphasis was on harmony. In selecting a team therefore, compatibility more than anything else should be the consideration. A motley group of officers, all of whom, competent by themselves, but incapable of getting along as a team, created more problems than they solved, as personality clashes and professional jealousies interfered with the task on hand. His tenure in Poona was marked by uninterrupted success in the field of crime. According to him, it was sheer determination and hard work at first, aided by abundant luck. Crime was not spectacular - business in those days. Preventive action, which is practically unheard of today, was considered to be very important since detection of cases and conviction of offenders, effectively curbed the incidence of crime.

On promotion, he was posted to Beed, a rather backward district, ceded by the old Hyderabad State to Maharashtra, known to be crime prone. Here he and his wife concentrated on improving the living conditions of policemen and the community, sincerely doing whatever little good they could for them. Simultaneously, he began studying various crime records, particularly at the police station village level, as also an excellent book on the subject ‘The criminal tribes in Bombay

Presidency’ by an Englishman, M.Kennedy. His hard work was aided by hard working lower category policemen who felt it was their duty to respond, help and aid their S.P. in controlling crime and criminals in the district, in return for all that Kulkarni and his wife had done for them to improve their living conditions. Impressed with his refreshing new approach, and excellent results at Beed, the Government transferred him to the neighbouring ‘Parbhani’, another backward district ceded by Hyderabad State to Maharashtra. His approach to work being the same, the results were again equally satisfying.

His good work earned for him postings, in crime investigation outfits, in the cities Ahmedabad, Bombay and Poona. Even when he went on deputation to the centre he was posted as the Director, National Institute of Criminology and Forensic Science, New Delhi. On a number of occasions, he was called upon to help investigate sensational and difficult cases even outside his beat as in the case of Manvat Murder cases in Parbhani District of Maharashtra or the assassination of the Prime Minister, Smt Indira Gandhi.

While he was posted as AIG, Economic Affairs wing, CBI at Bombay, the CBI at Delhi was desperately looking for the international smuggler, gunrunner and desperado, Walcot and his associate, another foreigner. Walcot, it is, who had hit the headlines, escaping from India in a ‘Piper” aircraft without clearance, from Safdarjung airport at Delhi, giving a slip to airport authorities. He went to Pakistan and then to London to resume his smuggling activities. He was described as dangerously reckless, who seemed to derive a devilish pleasure in flouting and ridiculing authority.

A message was received from Delhi by Kulkarni at Bombay that two foreigners had escaped with a stolen car, giving the local police a slip and that he

should proceed to the area to see what it was all about and whether it had anything to do with Walcot. Kulkarni, being from the area, tracked the foreigners and found them to be Australian hitchhikers who had stolen a car at Bombay and were trying to sell the same at Goa. They were traced, handed over to Goa Police and later on convicted for stealing the car. This incident, tickled Kulkarni and he engaged himself in an exhaustive search for Walcot in Bombay and he was able to run him down to a Bombay hotel, with his accomplice, Donze. They were duly interrogated and they laid bare all their smuggling activities, cheating, how they talked themselves out of situations and how they had daringly escaped from India. After an exhaustive investigation, they were charge-sheeted, tried and convicted.

Many years later, when he was Deputy Commissioner, Crime, Bombay City, he had a visitor at his office, ‘Walcot’, who had after completion of his sentence, been released and he had come to say ‘Goodbye’. He was looking all dishevelled and shattered. When Kulkarni questioned him, about his Indian experience - he said - “Oh more than I could stomach ! It was hell. But you were fair - very fair; you did your duty ! With that he left. Perhaps we owe it to Kulkarni and his absolute integrity, fairness, and thoroughness that Walcot does not include India anymore in his international smuggling beat.

His long tenure in the Bombay CID and Bombay City crime meant handling investigation of any number of cases, of different hues and in the book he has given interesting details about some of them.

There were murders galore, some of which required persistent investigation to get to the bottom. There was a case of murder of a labour leader, with factions overtones, and his known integrity and impartiality helped solve

the case. Also a case of murder with the find of a headless body near the municipal dustbin and another lifeless body in a train both of which were solved successfully after painstaking investigation.

The famous 'serial killing' murder cases of Bombay, which drew headlines in Bombay press involved persistent enquiries and detailed investigations, before a near mad man Raman Raghavan, was run down and convicted for killing any number of beggars and wayfarers sleeping on the road side, all, apparently for no reason at all!

A real challenge was the 'Manwat' murder cases, which had caused an uproar in the State. In his own words "On the outskirts of Manwat in Parbhani District, some seven murders had been committed under the most mysterious circumstances and they remained undetected in spite of the efforts of the local police, and later of the State CID. There was wide spread panic in the area and the State Government came in for scathing criticism. The Home Minister sent for me and told me that the Government had decided to send me and Inspector Vakatkar to solve the cases. Never before in the history of Bombay CID had officers from the Bombay City been deputed on an assignment in the moffusil."

He was familiar with the area as he had been S.P., Parbhani earlier. As the car was approaching the area, Kulkarni spotted an old man frantically wanting to meet him and when Kulkarni got down and wished him, an advocate of the place, he said he knew that the cases would now be detected, as "Kulkarni" had taken charge of the investigation. It is interesting how he went about this difficult investigation. In his own words: "I have learnt from experience that in

criminal investigation one can never operate effectively in a borrowed outfit. It is important that the men should feel that they belong to you. I therefore collected all the men at the Manwat Police Station that evening and told them that if ever we were to achieve a break through in the case, it would be mainly through their un-stinted cooperation and effort. It was they who formed the back bone of our system, moved about among the common folk and as the sons of soil knew the local populace and its prejudices better than anybody else. If only they could rally round, the entire Police Department and even the country would feel proud of them. I suggested that they fan out, mix freely with the public, collect information and share it with me. I told them that I was not an outsider or a newcomer and that I had once been their own District Chief. My doors were always open and they could pass on to me whatever information they collected, irrespective of its worth. This strategy paid rich dividends. Head Constable Sangappa, who pioneered the break through, had collected useful information from a local. Even thereafter, it took more than a month of persistent enquiries, to unearth the whole conspiracy as a case of child sacrifice to unearth an unknown treasure.

There is also another interesting case of Pheroze Daruwala, a candidate for the Lok Sabha elections in Bombay City, who committed the ghastly and calculated murders of four helpless persons known to him, all for gain, apparently for his election campaign. The case required persistent enquiries before it could be solved and the accused was convicted and sentenced to death. The queer character sent a Diwali/New Year greeting card to Mr. Kulkarni and his family on the eve of his being sent to the gallows!

At Delhi, when he was the Director of the Institute of Criminology and Forensic Science, he was asked to assist in the investigation of the assassination of the then Prime Minister Smt. Indira Gandhi and he did this without batting an eye lid though he was in charge of two full time posts.

Another interesting case, is a case of theft from Raj Bhavan, Bombay, when the Governor was away on tour. Naturally, insiders and servants were suspected, but investigation came to a dead end without any clues. The case was eventually solved when an informant tipped off Kulkarni that sherwanis answering to the description of some of the articles stolen from Raj Bhavan were put up for sale in the second hand market. When the case was eventually detected, it was found that a couple of drunken ex-convicts on their prowl on a rainy night, had managed to break into the Raj Bhavan without knowing what building it was, and had walked away with the sherwanis, etc., from the wardrobe, which they had been able to open. When the dust settled down after the outcry that if even the Raj Bhavan is not safe in Bombay, what security can the public expect, the policemen heaved a sigh of relief!

The book makes very interesting reading. The story value apart, there is a lot for police officers to learn. It clearly brings out that to be a successful police investigating officer, one has to have persistence, patience, willing cooperation of subordinates, and above all honesty of purpose. Results achieved by him stand testimony to his being rightly labeled 'Sherlock Holmes' by the Bombay media.

Sadly, he passed away a month ago, and in him I have lost a very dear friend. I dedicate this review to his memory and pray for his soul.

POLICE TRAINING AND FIELD REALITY (Bridging the Gap by Networking the Interface*)

Jacob Punnoose

THE PROBLEM

Many feel that there is a big gulf between the training given in police training institutions and the practical reality that the trainee has to encounter in the field. Sometimes, some police leaders have publicly taken the stand that all what is taught in the institution must be forgotten, if success in field is to be achieved. Such a view may be an extreme one and may not be shared by the large majority of police officers, but all agree that training given in institutions does not fully meet the requirements of the job in the field.

DEFINING THE BROAD PARAMETERS OF THE PROBLEM

When we speak of the interfacing the training process with field reality, it is best to define a few fundamentals.

Training seeks to enable the trainee to competently and effectively handle any problem that a functionary in the field has to face; it attempts to equip the trainee with the knowledge, skills and attitudes necessary to attain that end. Training, at the same time, is also an effort to shape field activity

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along the lines determined by declared public policy and constitutional objectives.

Training in an institution necessarily takes place in an artificial environment; even the best simulation is only an approximation to reality. No real situation can ever be fully anticipated. Therefore, a perfect match between training and the real field situation is hardly attainable. There are many interactive and unpredictable factors which turn simulations topsy-turvy; they catch the best of trainees and the best of trainers off guard. However, a training institution which has a responsive interface with the constantly evolving field situations can constantly update its syllabi, methodology, simulations and emphases, so that the gap between the trainer's concept of the field and the reality is so narrow that a well trained trainee can easily bridge the gap by enlightened and zestful self-exertion.

There is no *a priori* assumption that all gaps between training activity and field reality are due to defective training. There are several undesirable practices in the field. Correct training does not seek to enable the trainee to continue such practices; it must enable him to identify, resist and if necessary reform such bad practices. No institution can or should teach any trainee any technique or skill to violate the law with impunity or to make corrupt gains or to achieve personal goals which conflict with the goals of the organization. **If training exhorts the trainee to change or desist from bad field practices, such a divergence is a positive aspect of the training.**

Similarly, but at the opposite end of the spectrum - there are many genuine professional challenges encountered in the field, which call for extraordinary personal intelligence, cultural sensibility, general understanding, attitudinal adaptability, analysis of situational

peculiarities and practical wisdom. Ensuring that every trainee has individually been endowed with the full extent of all these capabilities, which are mostly subjective and predetermined, may be beyond the scope of any trainee development programme. When training large numbers, one necessarily deals with generalized abstractions of perceived reality. **We try to ensure minimum standards of performance rather than excellence by all. No training programme can totally surmount these limitations.**

The interface that we seek attempts to transcend the different limitations outlined above. In eliminating bad practices in the field, training should deliberately attempt a divergence, while in most other matters **training divergence from the field is to be minimized as far as possible.**

Policing is an attempt to modify and control (within defined and acceptable limits) social and individual behaviour in tune with generally accepted norms with the support of state authority and general social approbation. Policing, in interaction with the society, therefore attempts to make the individual and groups to conform to idealized norms. **This is a dynamic process in which the police ideal, policeman, the individual and the society - all get modified in the continuous process of interaction and changing structures, values and systems.** Training must take note of this dynamic evolutionary process.

RECOMMENDATIONS TO ENSURE BETTER INTERFACE BETWEEN FIELD REALITY AND TRAINING PERCEPTION

1. Training Courses must be designed on the basis of **Training Needs Analysis** with constant review and updating for successive batches. The capabilities required in the field must be constantly kept in view.

2. Those parts of the training programme which serve neither an attitudinal purpose nor a field purpose should be replaced with training activity felt to be more relevant to field activity. Nothing should be done simply because **"It has always been done in this way; how can we change it, even though we do not know the purpose it serves?"**
3. **Impact of training must be constantly analyzed** on a regular basis by interaction with trainees, their field superiors and the public at the receiving end of police services handled by the trainees.
4. **Teaching methodology must base itself on practical application of knowledge** and situational variations that the trainee will encounter. Case studies, simulations, peer group discussions, mind-experiments and mind-games must be part of instructional process.
5. Policing concerns it with conflict situations. The policeman is constantly called upon to solve problems and find solutions to human conflicts and human problems. Therefore the **trainee must be constantly exhorted to see themselves as problem solvers who have to constantly interact with dynamic reality.** Problem solving skills must be sharpened. Duty situations taken from contemporary field situations, which call for the individual policeman's intervention in a problem-solving situation, must form the basis of such problem solving exercises.
6. The policeman on the spot has to take a decision; the public expects him to take definitive action. Very often, the policeman is alone, when he has to take a decision on a problem, that has arisen without warning. **The trainee, therefore, must not be made to develop the self image of a mindless mechanism;**

he must be encouraged to think of himself as a person, who, whatever be his personal difficulties and problems, will sacrifice personal comfort in a disciplined manner to uphold the law and use discretion even when acting alone.

7. The training institution **must take note of contemporary social realities** and educate the policeman on **developing democratic, social, cultural, literary and ethical sensibility**, which will enable him to appreciate his environment and to apply the law effectively.
8. The training course content must include **interactions with those in the field and field visits**. These experiences should be collectively analyzed, discussed and debated with field officers and faculty.
9. Every police **training institution must have a Board of Advisors** having a fair portion of field officers, enlightened members of the public and representatives of sister agencies. Such Advisory Boards must regularly meet and debate public expectations. They need not have any administrative authority but be merely advisory.
10. The training institution must have a cell, which scans newspapers and TV channels **and builds up a database of notable police successes and notable police failures**. The media reports must prompt the institution to collect accurate details on incidents. There should be in-house brainstorming sessions of the faculty on how to use the incident as training inputs. Even editorials, articles and reports on operations can be analyzed.
11. Members of **stakeholder groups must periodically address the trainees** and clarify stakeholder expectations from trainees when they complete training.
12. When talking about future

activities in the field, the undesirable tendencies in the field must be enumerated; the trainees must be told clearly why they are considered undesirable or illegal; what are the precautions that they must take to avoid becoming the victims of such bad practices; **what alternative desirable methodology will achieve the purpose (where purpose is desirable but the field method is undesirable)**.

13. The training staff of the institution must have a fair percentage of officers who have done good quality service in the field. **It is better to keep posts vacant rather than post unsuitable/unwilling officers**.
14. There must be a **field research unit attached to every training institution**, and field research projects must be undertaken with reasonable frequency so that the faculty themselves develop analytical and research oriented mindsets.
15. Institutional **faculty must monitor the progress of the trainee during the first year** in the field. For this purpose, we may even think of institutions **developing interactive web portals, which can be used** for performance appraisal of the trainee. This can also be used to get trainee feedback and suggestions. Field supervisory officers must also send **appraisal reports** to the training institution on each trainee.
16. Training institutions **must develop action-oriented check-lists** for common and important practical field situations that the trainee will encounter in the field.
17. Wherever possible, the trainees must be called for a **second phase of training** as part of the initial induction, after, a reasonable length of exposure to the field.
18. Training institutions must have **constant interaction with**

neighbouring universities, centers of learning, experts in behavioral psychology, communication experts, forensic experts, etc., so that their inputs can be constantly availed of, to improve the skills and attitudes of the trainees.

19. The system of every **new entrant being formally allotted a field mentor** for the first three years of his service can be introduced. For example, a new Sub-Inspector trainee sent from the institution to the field can be attached to a good Senior Inspector who should continuously aid, advise and counsel him.
20. The trainee must be **psychologically equipped to handle sub-cultural peer-pressure and mala-fide superior pressures** running counter to desired organizational ethics. Success in the field must not be merely equated - in the training institution, at least with good postings, good money and great glamour. The concept of professional excellence by doing the right thing in the right way must be constantly stressed. The work of a surgeon is to be judged by the quality of his operations - not by the hospital in which he works nor the charges that he levies. Similar standards must apply to policing also.

CONCLUSION

All persons involved in the process must recognize that **field reality is the practical compromise between the organizational ideal and social reality**. Hence, the purpose of interfacing is to bolster the training effort to enable the trainee to achieve the ideal through a pragmatic process, in tune with the reality. At the same time, we must instill in the trainee the practical ability to recognize and respond meaningfully to contradictory pressures and practices and corrupting influences.

RELEVANCE OF ETHICS TO POLICE

R R Varma

Ethics being a science concerned with human character and conduct related to morally proved norms of behaviour in society, can be of distinct benefit to improve police efficiency and image. Moral laws have the potential to bring about qualitative change in the work culture of police and can contribute to improve its image.

At the outset, I may state that the duty done at the inner call of conscience and not merely as a legal or contractual obligation bears palpable moral in-put. It transcends routine and blazes a new trail. The more dangerous the performance of such a duty, the more evocative and radiative are the effects

of appreciation by people. No doubt, an honestly performed dangerous duty generates ripples of applauds and smoothens the heart of the performer with a sense of fulfillment. We may note that it is integral to the mystique of a great moral rendering that it inspires the rank and file for higher work culture apart from creating general goodwill and creative aspirations. Therefore, earnestly using ethical approach by police in their dealings with people can be a rewarding experience.

No doubt, with more education, increasing unemployment and rising crime graph, police job is becoming more challenging and risk prone

compounded by the fact that training and modernization are not moving at pace. Therefore, some policemen try to shirk and dodge dangerous responsibilities. Some policemen succumb to unethical and illegal malpractices such as accepting illegal gratification and even implicating the innocent. Resultantly, the prime law enforcement responsibility of the state tends to lose its credibility. Therefore, it is necessary to refurbish drastically police efficiency and morals. One of the more effective methods to achieve these ends can be to enhance the moral outlook of the police force including the precepts of ethics in their basic and refresher training courses. This project is to be designed pragmatically, so that observers of ethical precepts, while performing their duties, are rewarded and violators are punished.

It has been noticed that in our country the two main challenges confronting the police are the factor of police distancing from the public and lack of desired level of efficiency to combat various groups of armed insurgents and other resourceful criminal.

The issue of growing distance between police and public is a worrying factor because it can be frustrating to both, police efficiency and public aspirations. In a developing democratic society aspiring to accomplish time-bound economic project and socio-cultural targets to meet the basic needs of a vast population, social peace is an important priority. Therefore, there is a national demand for security and sound public order. To achieve this, police need public cooperation and even participation, but it is seen that a chasm of distance between police and the public is exhibiting widening trends.

It is alleged that for this scenario police cannot disown its own part of responsibility which is palpably reflected in police arrogance and arrogation. Arrogance being assumption

of undue importance and arrogation being assumption of undue authority, make a deadly combination to attract people's dislike.

It is seen that mostly the victim of police arrogance and arrogation are individuals and sections of people who lack clout and resources. On the other hand, while dealing with influential circles some police functionaries exhibit questionable behaviour smacking of double standard. Such ignominious instance damage police image and generate public criticism. The second cause is the element of corruption. No doubt high grade corruption pervades various echelons of our state hierarchy from top to bottom, but fortunately police involvement in this abhorrence of national shame comparatively speaking is less, not because there are more saints in police than sinners, but because it is a non-trading and non-commercial department. But a sting of corruption by a policeman hurts the most. It is so, for two reasons. Firstly, it is the official duty of police to prevent corruption and prosecute the corrupt. Therefore, when police itself induces in this crime, it become scandalous and people feel insecure and shocked because they have no where else to go. Secondly, the most sacrosanct things to people are their life and property. When they are attacked the victims in their hour of crisis, rush to the police and unfortunately as the allegations are, the rich and resourceful perpetrators of such crimes win over the police officials and the genuine victims are not meted out a fair deal. Instances are not lacking when police don't even entertain complaints of such people and some of the complaints are even shouted at, such instances add insult to injury and leave deep scars on the heart of aggrieved people who can never, forgive the police.

The third factor is lack of police impartiality. We know that in modern society impartiality, speaking the truth, resisting greed etc. are axiomatic statements observed in preaching rather

than in practice, but there are occasions and situation, when bargaining with impartiality can cost heavily to the cause of truth and sanctity of faith which form the very basis of socio moral foundation of the society. Imagine in sensational cases involving people's life and honour, if police ignore facts and gets involved by taking side then the very soul of justice at the initial stage of a probe gets killed. Such unethical instances vitiate the atmosphere for police image. Alternatively, if a police officer investigating sensational cases of crime resisting pressure, stands boldly firm to find out the truth, he does a yeoman's service to police image and morale. In fact, such high standards of duty are performed by officers who are rooted in moral convictions because morality is always a source of strength and courage.

The worst morally indefensible actions alleged against the police are accusations of implication or the innocent in criminal cases and that too under pressure from higher circles and the unlawful incidents of custodial deaths. There are unpardonable excesses which no civil society can tolerate. No wonder not only the elite segments but the society as a whole rebels against such excesses. In fact, the very use of third degree in police custody is abhorrent to a civilized society.

Having discussed these negative factors, now it appears necessary to put into public focus certain impressive achievements of police, which by any reckoning are a saga of excellence and sacrifice selflessly performed at the alter of duty. Every year thousands of policemen lay down their lives in harness while guarding the territorial integrity of the country and protecting the life, honour and property of the citizens. While performing such operations, so many officers and men have laid down their lives.

It is the police force of the country, which protects international

borders of the country against the hostile enemies, armed smugglers, intruders, terrorists and inter-state Mafias. In encounters with these elements thousand of policemen lay down their lives to protect the fellow country men.

Now it is not a bit enigmatic that despite all this, police continue to be at the receiving end. For this, there appear to be two reasons. For one, in the past the colonial masters used the police as the instrument of repression and cruelty. This image is still haunting the police and secondly unfortunately, during the present era of independence too, people do not find spectacular change in police behaviour and performance. People feel that political bosses are still using police and they are not equipping and enabling it as are objective of law. No doubt, a few black sheep in the police have acted as a spoil-sport, but the main reason for alleged police lack of efficiency and image lies elsewhere. The reason is that the police is not the master of its own house. It does not have the minimum autonomy essential to discharge the onerous law enforcement responsibility, in this vast and diverse country badly encumbered by hordes of criminal gangs, intruders, mafias, insurgents and terrorists.

It may be added that the law and crime analysts are of the view that if Dharamveera Police Commission Report

is implemented, some of the law enforcement problems can get resolved.

All said and done the question still remains that Police will have to put on extra effort to improve its image and efficiency. The imperative of security is too vital to be neglected. Therefore, the situation needs close assessment and proper redressal.

Political leadership and police top brass need some soul searching because they owe it to the nation to deliver conditions in which human dignity and honour cease to be under threat. The prime responsibility of the police being law enforcement, a part of which has become anachronistic, it is therefore important to suitably amend some of the obstructive and delay causing procedural laws, updating police basic and refresher training courses, particularly in states, with emphasis on scientific aid to investigation and forensic science. Some of the changes in police administration concerning recruitment, posting and transfers have also become overdue. But the scope of this article being the relevance of ethics to police, therefore, I need not digress. The importance of the vital theme of ethics and its persuasive power is obvious from the fact that it emanates from the supreme source of the ten commandments of Moses and ten basic principles of yoga Vaman and Nivama. Therefore, morality can gainfully

influence police image and boost mass approval, have the power to affect human conduct and character. But it is to be noted that ethical principles may be brief and simple to state, but to follow them practically in challenging police functioning is the real fire test. It is a challenge fraught with intra and inter departments harbs and various extraneous pressures, which may not be easy to resist. No doubt, therefore, to usher in this epoch of ethical resurgence in police character and conduct, police top brass will have to pioneer this move by leading the rank and file from shoulder because no endeavour involving major changes can be achieved without personal examples and in such efforts sermons and preaching do not help, only service and sacrifice can produce results. The entire effort is to be directed at finding out the truth impartially while doing the duty. No doubt serving the truth is the prince concern of ethics and finding out the truth during investigation of crime is the prime duty of the police, therefore to serve the cause of truth is the confluence of both, the ethical concerns and police duty. In fact in this world there is no achievement greater than honestly and impartial performance of duty. Even in Bhagwat Gita, God declares that "the one who performs his/her duty with perfect impartiality and honesty, unbothered by danger and difficulty, is the dearest to me, such a person sees me and I see him".

*Do not think of knocking out another person's brains
because he differs in opinion from you.
It would be as rational to knock yourself on the head
because you differ from yourself ten years ago.*

– Horace Mann.

CUSTOMER ORIENTATION OF POLICE PERSONNEL AND THEIR MOTIVATION AND JOB SATISFACTION

B Sandhya

INTRODUCTION

Service Delivery to the needy sections of the society is the prime concern of any modern Police Force. Quality of Service Delivery depends upon the orientation of personnel towards customers. There are a number of factors which determine the level of Customer Orientation of personnel.

A.K. Sinha et al. (1996) mention that customer satisfaction is of the person who uses the service. Everything that anyone does at work is for a customer inside or outside the organisation. They quote Sir John

Woodcock, former Her Majesty's Chief Inspector of Constabulary, "Each member of every police force, has to be imbued with a passion for the customer of his or her services, as an individual, the abusing husband, the belligerent squatters are customers, different but equally as much customers as the victims of crime, the frightened child, the tourist asking the time". The U.K Police in its operational strategy and policy statement mentions that public reassurance is one of the key responsibilities and will be explicitly addressed in all policies. Particular attention will be paid to the needs of disadvantaged and vulnerable groups. It also mentions that treating people

fairly in an organization is key to effective service.

According to Gary Dessler (1983) high performance can be achieved by satisfying employees needs and by stressing respect for employees' rights, high morale, participative leadership, and attaining high productivity from committed cohesive work groups. Employees' morale is influenced by many situational factors including job security, pay, advancement and leadership style.

R.S. Dwivedi (1995) describes recent assumptions about human motivation. The practical reasons behind helping workers to satisfy their needs through their job is to encourage them to do their job better. Samuel Deep's opinion about job satisfaction is that, it is not equally important to all workers. Needs satisfied 'through' the job creates job satisfaction; needs satisfied 'around' the job prevents job dissatisfaction.

A worker to whom job satisfaction is important is likely to be significantly and positively affected by a positive work environment. By the same token, a worker to whom job satisfaction is unimportant is likely to be only moderately affected by a positive work environment.

Yvonne Brunetto and Rod Farr-Wharton (2003) mention that a number of police services have undertaken changes in management practices, although change has been slow because of significant resistance and new management practices are most often discussed and measured in terms of their impact on organizational processes - most specifically in relation to outcomes. According to them, in addition to policy-led reform, changes in the expectations, values and beliefs of western societies have also encouraged changes in police management and accountability practices, police officers' workplace behaviour and their rewards. As a result,

most police services in Western democracies now have established protocols documenting how each policing task should be undertaken and how clients should be treated. Hence not only has the organisational context within which policing takes place changed, but also the work practices of police officers have changed.

THE STUDY

A research study was undertaken to measure the Customer Orientation of Police Personnel (the Grass Root Level, i.e. the Constabulary, the Cutting Edge Level, i.e. the Station House Officers and the Middle Level, i.e. the Circle Inspectors and Deputy Superintendents of Police) in the Kerala Police. The sample consisted of 287 Head Constables/ Constables, 130 Sub Inspectors and 11 Circle Inspectors/ Deputy Superintendents of Police. In the study, the Motivation, Job Satisfaction and Interpersonal Relations of the police personnel and their Customer Orientation Level were compared to find out whether there is any correlation between the above factors.

The level of job satisfaction, motivation, faith in the organisation and it's leadership, job priorities, ability to do teamwork, etc. determine the general outlook of the police personnel, which will, in turn determine whether an organization has got sufficiently knowledgeable and service minded personnel. As these are the basic factors, which will constitute the pillars on which the structure of Customer Orientation could be built, first, the general outlook of our sample was assessed.

i. Purpose of Joining the Police Department

55.3% of the sample joined the Police Department for the purpose of employment. 28.9% joined the Department due to liking for the job. 9.1%

joined the Department as a lifetime ambition, whereas 6.1% were attracted to the job due to the power and status associated with the job. It is significant to note that only one respondent has joined the Police, seeking monetary benefit.

ii. Job Satisfaction

According to Samuel Deep (1978) human needs form the motivational base for human behaviour. The objective of sound human relations in management is to ensure simultaneous satisfaction of human needs and organizational goals. Every worker expects to satisfy his physical needs, security needs, social needs and esteem needs to be met at work. Job satisfaction means that important human needs are fulfilled through the performance of one's work.

K.K. Ramachandran (1999) points out certain peculiar features of Police Department. Those who are really job-involved take initiative at work for realizing organizational goals or for helping the people. In the process they commit mistakes and they get punished by the Department or the Court, or get enmity of influential political persons. Thus the sincere, job involved staff are dissatisfied in the Department.

In our study, 78.5% of the respondents replied that they are satisfied with their job. 19.2% replied that they are satisfied with their job to some extent. Only 2.3% replied that they are not satisfied with their job. The reasons cited for dissatisfaction include lack of freedom, lack of timely promotion, insufficient salary, harassment from superiors, superiors not protecting in risky situations, forced to do things against conscience, etc. About the career in the Police Department, 64.8% are content, 31.2% feel contented in the career to some extent. Only 4% reported that they are not content. Those who are not content in the career are more from the Grass Root Level with 4 to 11 years of experience and also from the

Middle Level with 28 to 35 years of experience.

Four percentage of the sample regret joining the Police Department. 12.8% of the sample regrets joining the Department to some extent. From the Grass Root Level 4.5% regret joining the Department and from the Cutting Edge Level 4.6% regret joining the Department. From the middle level only 1.3% regret joining the Department. At the Cutting Edge Level and Middle Level, there is nobody who regrets joining the Department, who are with 4-11 years of experience. At the Middle Level, there is only one person who regrets joining the Department.

iii. Interpersonal Relations

According to Samuel Deep (1978), interpersonal relationship is that aspect of organised human behaviour, which deals with developing harmonious work relationship.

Interpersonal relations in an organization are extremely important in determining the behaviour pattern towards outside customers. When the respondents were asked whether they generally get support and encouragement from their superiors, 64.6% told that they get support. 31.8% told that they are supported to some extent. 3.6% respondents told that they are not. Those who felt that they did not generally get support and encouragement from the superiors are more from the level with 4 to 11 years of experience (6.2%). From the Grass Root Level, those who have 4 to 11 years of experience felt more that they did not generally get support and encouragement from their superiors. 4.9% from the Grass Root level, 2.3% from the Cutting Edge Level and 1.3% from Middle Level only felt that generally they are not getting support and encouragement from their superiors.

As far as support from subordinates is concerned, only 0.8%

felt that they are not getting enough support from their subordinates. When the respondents were asked whether superiors and colleagues support them during difficulties in personal life, 10.5% respondents told that they are not getting such support. Those who felt that they are not being helped in personal difficulties by colleagues and superiors are more from the Cutting Edge Level (13.8%). From the Grass Root Level, 9.1% felt so, whereas from the Middle Level 10.4% felt so. Nobody with the experience of 4 to 11 years at the Cutting Edge or Middle Level felt that they are not supported by colleagues and superiors during difficulties in personal life. Nobody from the 28 to 35 years of experience group from the Middle Level also felt so.

iv. Motivation

Motivation is the force that activates dormant energies and sets in motion the action of an individual.

Studies by Metcalfe and Dick, (2000) have shown that attitudinal commitment is shaped by organization support, management support and appraisal, rank seniority and tenure length. There is strong and significant relationship between organizational commitment and the respondent's experience of organizational support, management support, appraisal and rank seniority. Commitment falls significantly as police officers move from constable to the rank of sergeant. In our study we examined the above research findings and got much evidence in their support.

Table 1.1 shows that 53.2% felt that they are getting enough motivation to do their job with commitment. 40.1 % felt that they are motivated to some extent. 6.7% felt that they are not at all motivated. Those who reported that they are not getting enough motivation are less at the Cutting Edge Level. From the Cutting Edge Level 60% reported that they are getting motivated and 36.9% reported that they are motivated

to some extent. Those who reported that they are not at all motivated are more from the Grass Root Level with 28 to 35 years of experience (13.5%). The next category who reported that they are not at all motivated are from the Grass Root Level with 4 to 11 years of experience. The most important motivating factors for a large number of personnel are satisfaction of the customer, appreciation from public and press, verbal appreciation from superiors, self-motivation and reward.

Table 1.1
Length of Service and Motivation
of Police Personnel to do Job
With Commitment

The Customer Orientation of Police Personnel was measured using a scale in which the Knowledge, Attitude and Practices of Police Personnel were scored using a set of questions. The Score obtained, i.e. the Knowledge, Attitude, Practice (KAP) Score indicated the level of Customer Orientation of the Police Personnel.

v. Knowledge Attitude Practice (KAP) Score and Categories

The Mean KAP Score of the sample was found to be 174.40 with a Standard Deviation of 31.55.

KAP Score of Grass Root Level, Cutting Edge Level and Middle Level personnel are given in Table 1.2.

Table 1.2: KAP Score of the Three Categories of Personnel

Do you feel regret joining in your the Department?	n	Grass Root Level	Mean KAP Score	Standard Deviation	Total
Yes	474	83	176.8723	31.9570	174.4028
No	20	11	159.5545	31.3866	174.4028
		77	195.7403	24.9301	174.4028
		Total	174.4028	31.5541	

ANOVA test showed that the difference is statistically significant with F value of 33.916. $P < 0.0001$, which is statistically highly significant.

It can be concluded that the supervisory officers, i.e. the Circle Inspectors and Deputy Superintendent of Police (Middle Level Officers) are more Customer Oriented compared to the constabulary and the Cutting Edge Level. The Sub Inspectors (Cutting Edge Level) show much more Customer Orientation compared to the constabulary. Customer Orientation is least among the Constables.

vi. KAP Score and Motivation

The KAP Score of those who get enough motivation to do their job with commitment and the KAP Score of those who do not get motivated are given in Table 1.3.

Table 1.3: KAP Score and Motivation

Are you getting enough motivation to do your job with commitment?	n	Mean KAP Score	Standard Deviation
Yes	461	175.7939	31.0521
No	33	154.9697	32.5763

Independent sample t-test gave a t value of 3.709 with df 492, the result showed high statistical significance with $P < 0.0001$.

Those who are motivated to do their job with commitment show better KAP Score. The personnel who are not motivated have the least KAP Score. Their KAP Score is even less than that of those who regret joining the Department and those who are not satisfied in their job. Motivation seems to be even more important than Job Satisfaction, as far as Customer Orientation is concerned. This may be due to the fact that Customer Orientation can be developed only in persons who are willing to interact with people and help others. Those who are not motivated to do their job with commitment may not be able to interact with people in an effective manner. This points towards the need for motivating the personnel to do their job with commitment.

vii. KAP Score and Job Satisfaction

The KAP Score of those who are having Job Satisfaction and those who are not having Job Satisfaction are given in Table 1.4.

Table 1.4: KAP Score and Job Satisfaction

Independent sample t-test, gave a t value of 2.157 with df 492, $P < 0.05$ ($P = 0.031$) which is statistically significant.

Those who are satisfied in their job are having better KAP Score compared to those who are not satisfied in their job. Those who do not have job satisfaction show a lower KAP Score than those who regret joining the Department.

The KAP Score of those who regret joining the Police Department are given in Table 1.5. Those who regret joining the Department have low KAP Score.

Table 1.5: KAP Score of Those who Regret Joining the Police Department

Independent sample t-test gave a t value of 1.802 with df 492, $P < 0.05$ ($P = 0.072$) which is statistically not significant.

As the personnel who are generally satisfied with their job show more Customer Orientation than those who are not satisfied in their job, conscious efforts to ensure job satisfaction for more personnel would better the Customer Orientation of the

police personnel in general. Those who regret joining Police Department also may not show much interest in customer satisfaction.

vii. KAP Score and Professional Freedom

“Freedom to” (rather than “freedom from”) is the freedom to create the results we truly desire. (Peter M Senge 1990)

The KAP Score of those who feel that they have got sufficient Professional Freedom to deal with Customers and those who do not feel so are given in Table 1.6.

Table 1.6: KAP Score and Professional Freedom in Decision Making

Independent sample t-test, gave a t value of 4.995 with df 492 and $P < 0.0001$, which is statistically highly significant.

It is seen that those who think that they have professional freedom to take

a decision while they deal with customers show a better KAP Score. This leads to the conclusion that professional freedom with regard to decision making with respect to Customers leads to increased Customer Orientation of police personnel.

CONCLUSION

The result of the analysis can be summarized as follows:

1. Customer Orientation of police personnel is more among the Middle Level Officers compared to the Cutting Edge Level personnel. Customer Orientation is least for the Grass Root Level personnel. This points towards the need for more training, communication, etc at the Grass Root Level with a view to inculcate the spirit of Customer Orientation in them.

2. Better-motivated personnel (those who are motivated to do their job with commitment) show better Customer Orientation. Hence various motivational techniques may be used by Police Forces for inculcating the spirit of Service Delivery.

3. Those personnel who are satisfied in their job show better Customer Orientation. Those who regret joining Police Department show poorer Customer Orientation. Aptitude tests at the recruitment stages and assessment of job satisfaction level of the personnel periodically during the

career with measures to improve job satisfaction of personnel are required for improved Customer Service.

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*If you be pungent, be brief;
for it is with words as with sunbeams
– the more they are condensed,
the deeper they burn.*

– Southey

ACTIVITIES OF BPR&D - AN INTRODUCTION AS R&D ORGANISATION

R C Arora

INTRODUCTION

Bureau of Police Research & Development was set up on 28 August 1970 in furtherance of the objective of the Government of India for modernization of Police Forces. It manifests a more direct and active interest in this subject by the Central Government. Late Dr. Anand Swarup Gupta, an IP officer of 1939 batch (UP cadre) was appointed as its founder Director.

The BPR&D was assigned the responsibility of promoting a speedy and systematic study of police problems in a changed society and to bring about rapid application of science and technology to the methods and techniques of the police functioning in the country. The BPR& D has over the

years evolved as a multi-faceted consultancy. A number of additional responsibilities have been assigned to the BPR&D over the time, which is a reflection of the trust, which the Government and Police forces have reposed in the BPR& D. The services of the BPR&D have also been utilized by police forces of friendly foreign countries for human resource development of their police officers.

MOTTO AND MISSION

The Motto of BPR&D is “Promoting Good Practices and Standards”. In pursuance of this Motto, the Bureau follows the Mission of:-

1. Investing in Research & Developing Policies and Practices for Police and Correctional Services.

2. Seeking and Securing Appropriate Technology for Enhanced Performance.
3. Investing in Human Resource Development through Training and by Imbuing Scientific Temper.
4. Formulating Strategic Vision to Meet Future Challenges and Assist Stakeholders.
5. Building Police as a Professional Service for People.
6. Fostering Co-operation and Coordination among State & Central Police Organizations for Common Vision.

ORGANISATION COMPARABLE TO BPR&D

Following are some of the comparable organisations functioning in the world:

- United Kingdom (Britain) - Research Development & Statistical Directorate;
- United States of America (USA) - National Institute of Justice; and
- Japan - National Police Agency.

ORGANIZATIONAL SET-UP

To begin with, the BPR&D had the following Divisions:-

- (i) Research Division
- (ii) Development Division

Thereafter, following Divisions were added to the organization:

- Training Division (1973)
- Forensic Science Services (1983)
- Correctional Administration (1995)

In the meantime, following organizations have been set up to take over some of the functions of BPR&D:

- Institute of Criminology & Forensic Science (1976) (renamed as Lok Nayak Jaiprakash Narayan National Institute of Criminology and Forensic Science)
- National Crime Records Bureau (1986)

- Directorate of Forensic Science (2002)

RESEARCH DIVISION

It is involved in identifying the needs and problems of the police services in the country and initiate, stimulate and guide research in this field, in coordination with various academic and professional institutions. It also organizes seminars, symposia, workshops and congress on various subjects of topical interests to the police forces in India to develop national consensus and draw actionable conclusions.

BPR&D plays an important role in the Modernization of Police Forces in the States. A Concept Paper for Police Modernization was prepared in the year 2000, which is used as a reference point for the up-gradation of infrastructure for the State Police Forces. Bureau is also closely associated with Modernization of Prison Administration in the country as well as development of Coastal Security with the Police Forces of the Coastal States. The expert inputs from BPR&D obtained and used gainfully by the State Police Forces and CPOs to prepare their Modernization Plans. As an ongoing exercise, BPR&D obtains information from the States and CPOs respecting their sanctioned and actual Police strength in various ranks, expenditure incurred on Police and infra-structural facilities available in those States.

An Annual compilation of such statistics and information under "Data on Police Organizations" is published every year and circulated among all the States and CPOs for use by them as a reference book.

BPR&D also provides a useful forum for the officers and practitioners in the field of Criminal Justice to write about various aspects of policing and then get it published in our quarterly "**Indian Police Journal**" which has very

wide range circulation in the country and abroad. A monthly "**Newsletter**" in English and "**Police Vigyan**" (quarterly) in Hindi are also published by the Bureau.

RESEARCH GRANT

The Bureau invites research proposals from different educational institutions, non-governmental organisations as well as government organisations on police and prison related subjects as well those related to the criminal justice system. The Standing Committee on Police Research is the apex body to finalize these proposals by giving its concurrence. The committee also aids the BPR&D in the following manners:-

- (i) To advise the Bureau in identifying the problems and needs of the Police forces; assist in preparing feasibility studies and give advice on the award of research projects to the outsiders.
- (ii) To assist the Bureau in maintaining liaison with outside institutions in the area of police research.
- (iii) To keep a continuous watch on the progress of various research projects.

The Bureau has completed 146 research studies till date either by outsourcing or by in house study. Some of the important and interesting research studies undertaken are: -

- Use of Forensic Science in Criminology Justice Administration.
- To estimate quantities and impact of Influx of Small Arms and Explosives in India.
- A study on Creating a Functional Positive Police - Politician Interface for Public Order Maintenance.
- Impact of Traffic Fine on Motor Vehicle Drivers.
- Crime Against Women and Role

of Section 498 -A of Indian Penal Code, 1860.

- Evolving norms for the Police buildings in the States.

DOCTORAL FELLOWSHIP IN CRIMINOLOGY & POLICE SCIENCE

Doctoral fellowship in Criminology & Police Science was started in the year 1986-87 with the approval of MHA. The main objective of the fellowship is to encourage and foster research and development in the field of Criminology and Police Science.

The scope and the field of the studies covered by these fellowships include the priority areas pertaining to Criminology and Police Sciences and Correctional Administration. This will also cover police organization and functioning, criminal investigation, role of the police in changing society, crime, criminal and victim, criminal justice system, organization and functioning of criminal courts, correctional administration, juvenile delinquency, prisons and prisoners, their correction rehabilitation and the like. The number of fellowships awarded each year is six and the duration is tenable for the period of 3 years. The value of fellowship is Rs. 5000/- p.m. for the first two years and Rs.5600/- p.m. for the third year. The contingency grant is Rs.5000/-per annum along with the departmental assistance of Rs.3000/- every year. The fellowships are given to such candidates who are registered with any recognized Indian University for Ph.D programme. Besides, the candidates should have 55% marks in Master Degree in Criminology, Sociology, Social work, Psychology, Social Anthropology, Public Administration, Law or Political Science or M.Phil. So far 43 thesis have been submitted.

CONFERENCES/SEMINARS

A number of important Confer-

ences and Workshops are arranged by the Bureau with participation from different disciplines of the Criminal Justice System. Some of the important Conferences/Workshops which have been recently conducted/sponsored by the Bureau are given below:-

1. Crime Against Women Workshop (2004).
2. Crime Against SC/ST Workshop (2004).
3. Crime Against Elders Workshop (2004).
4. National Conference for Women in Police (Biennial-2005).
5. All India Police Science Congress (Annual- 2005).
6. National Workshop on Good Practices in Police Housing (2005).
7. Seminar on Public - Police Interface with Special Preference for Traffic Police (2004).
8. Use of Handcuffs - Rationale approach (2003).
9. National Seminar on Developing Stress Management Programmes for Law Enforcement Personnel and their Families (2004).
10. Workshop on Crime Against Women- Role of Sec.498 A IPC (2003).
11. Sponsors All India Conference of Indian Society of Criminology every year.

DEVELOPMENT DIVISION

The Development Division keeps itself abreast with developments in the application of science and technology to police work in India and other countries and studies new procedures with a view to promoting induction of appropriate equipment and techniques in police infrastructure and functioning. It constantly scouts for new technologies and scientific products and examines feasibility of their adoption in our country. It has been

laying standards in procurement/application of number of equipment like Body Armours, Bullet Proof Vehicles, Weapons, Motor Vehicles, etc. The responsibility of this division has increased many folds ever since the States have embarked upon the programme of upgrading their weaponry/equipment, under Modernization of Police Scheme.

TRAINING DIVISION

The Training Division was established on 13 September 1973, pursuant to the recommendations of Gore Committee on Police Training to function as Central Police Training Directorate to cater to the training needs to the police forces in the country. It is also involved in evaluating the existing programmes and designing training strategy and methodologies of the training establishments throughout the country by assessing the future needs of police training. This Division liaises with the State Police Training Institutions and other academic bodies and helps in preparation and circulation of syllabi and training materials of different specialized courses. It also conducts quality audit of police training institutions to facilitate their upgradation. The Training Division is involved in big way in both training of Police officers from friendly foreign countries in India as well as organizing specialized courses for Indian Police officers both in India and abroad with the help of foreign trainers. Similarly, the Training Division has also conducted training needs analysis of various ranks in many friendly countries with a view to helping them develop training programme for their police personnel and to avail of such facilities in India whenever needed.

CENTRAL DETECTIVE TRAINING SCHOOLS

Three Central Detective Training Schools, headed by a Principal each, are functioning at Kolkatta, Chandigarh and

Hyderabad under the Training Division of BPR&D. State Police Forces with middle level are imparted short term and long term training in the scientific techniques of investigation in these schools.

CORRECTIONAL ADMINISTRATION DIVISION

The Correctional Administration Division was established in the BPR&D on 16 November, 1995, with a specific charter of functions, which includes responsibilities relating to the study of problems affecting prison administration and the promotion of research and training in this field. The Division has not only been sponsoring research and training programmes through State Governments and academic institutions but has also been undertaking on its own various projects on issues deserving priority attention from the view point of public policy. The priorities in this regard are determined on the basis of a national consensus emerging at various fora, such as Advisory Committee on Prison Reforms, Regional Meetings of the Heads of Prison Departments of States, and Vertical Interaction Courses for Prison Officers.

This Division undertakes departmental research as well as sponsor research projects on priority areas in the field of correctional administration in consultation with the Advisory Committee on Prison Reforms, which is the apex body for this purpose. Since 1995, 7 research projects were completed and 6 research projects are in hand with this Division.

TRAINING PROGRAMMES

BPR&D organizes five Vertical Interaction Courses for Prison Officers in each region of the country every year. In addition to it, 24 training programmes are being organized by the BPR&D for the prison officers of middle supervisory level on Human Rights in Prison

Management as a part of the National Action Plan of the Government of India on Human Rights Education.

CONFERENCES/SEMINARS

This Division organizes and participates in following seminar/conferences:-

1. All India Conference of DG/IG Prisons and Secretaries (Prisons) of all States/UTs (Annually),
2. All India Prison Duty Meet (Biennial)
3. Asian and Pacific Conference of Correctional Administrators (Annually).

MODERNIZATION OF PRISON ADMINISTRATION

BPR&D identified deficiencies in the living conditions of prisoners due to overcrowding in prisons and also the dilapidated conditions of staff quarters available in various States and UTs. Thereafter, a scheme for Modernizing the Prison Administration was formulated by the Bureau. With the result, Ministry of Home Affairs, Government of India has introduced a non-plan scheme for five years with effect from the financial year 2002-2003 with an outlay of Rs. 1800 crores on cost sharing basis in the ratio of 75:25, the share of the Central Government being 75% and that of the State Governments of 25%. One of the main objectives of this scheme is to reduce overcrowding in prisons by way of constructing additional prisons and to repair and renovate existing prisons. In Addition to it, this scheme provides provision for adequate sanitation and water supply in existing prisons for the prisoners and residential quarters for prison staff as one of their basic minimum needs on 100% level of satisfaction.

PUBLICATIONS

- Compendium on judicial pronouncements of Supreme

Court of India and various High Courts on working of prisons.

- Compendium of the NGOs involved in Prison programmes in India.
- Directory of prison officials in India (yearly).
- UN Training Manual for prison staff (Hindi version).
- UN Training Guide for prison staff (Hindi version).
- Three handbooks on Rights and Duties of Prisoners, Prison Staff and Visitors.
- Status Reports on, 'Implementation of Recommendations made by the National Expert Committee on Women Prisoners' headed by Justice Krishna Iyer.
- Status Reports on, 'Implementation of Recommendations made by the All India Committee on Jail Reforms (1980-83)' headed by Justice A.N.Mulla.
- Status Reports on, 'Implementation of Recommendations made in the United Nations Standard Minimum Rules'.
- All India Model Prison Manual

BPR&D is headed by an officer of the rank of Director General of Police and assisted by two Inspectors General/Directors. There are three Deputy Inspectors General/Deputy Directors in Research, Development and Training Division who are assisted by AIG/Assistant Directors and other officers/staff.

The important telephone numbers of the BPR&D are:

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011-24369825 (Fax)
2. 011-24363054, IGP/Director (Trg)
3. 24361726 IGP/Director (R&D)
4. Director (Admn.), 011-24362401
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