

Research Project Report

**Practical Viability of Separating
Law and Order Duties from
Crime Investigation Duties in Police**

Report Submitted by

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Foreword and Background Note

The research project on “Practical Viability of Separating Law and Order Duties from Crime Investigation Duties in Police” was sanctioned by the BPR&D sanction order no. 30/19/2008-RD-AD dated 25 April 2009 by the Bureau of Police Research and Development, Ministry of Home Affairs, Government of India to the Research Director Mr Vineet Kapoor, then Superintendent of Police, Police Training School, Indore, and presently working as AIG Training Madhya Pradesh. The above mentioned research subject was researched through an extensive research methodology adopted for this project. This research methodology involved extensive field visits, field observations, interviews, focus group discussions and response collation of various stake holding responders through especially design questionnaire for this research.

This research project also utilized the opportunity of testing the hypothesis of the research subject by closely observing and evaluating the experiments undertaken in the state of Madhya Pradesh during the course of last one year. The practices adopted by some other states like Maharashtra (particularly Mumbai), Delhi, Goa and Gujrat were also taken into consideration. Since the research project increased its scope of study by utilizing the opportunity of assessing the experiments conducted within the scope of this study in Madhya Pradesh, the date of submission had to be extended in order to be able to give at least one year's time frame to assess and evaluate the experiments undertaken in four districts of Madhya Pradesh which was launched by August-September, 2010. The research study in this way incorporates various research methods which are all field based and contextualized within context of field level working of police forces, particularly the district police and police station establishments which are so crucial for the scope of the study.

This research project has used field level data and experience to understand the various viability issues involved in separation of various functional roles of police at the district and police station levels. This research study attempts to comment on the police reform issues related to structural reorganization of police on the basis of functional specializations at the basic level of police working, that is the police station and police district which are entrusted to bare the primary responsibility of crime investigation, law and order and public order management. Based on the field observations, experimentations and evaluation of the responses received from the cutting edge level police functionaries working at police station, sub divisional and district level, this research work attempts to find certain working solutions related to the practical viability of separating law and order duties from crime investigation duties in the police. The researcher hopes that certain findings and recommendations of this study may prove useful for policy implications.

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Research Project Director

CHAPTER I

Introduction:

Practical Viability of Separation of Investigation from Law and Order

The Indian Police as a professional organization lacks the concept of specialization and organizational division into specialist job roles. This is particularly true with the lack of functional separation and specialization at the police station level which happens to be the basic unit of field level civilian police working. Various police commissions and literature of police reforms has of late expressed great concern over this issue and expressed the need for separation between the key police functions of investigation and law and order. The police reforms literature has aptly recommended the change in the organizational structure to accommodate this functional separation and bring about specialization in the police working so that the police efficiency increases, the professionalism increases between different job roles and job expectations. Most important of all, the burden of work on police reduces and gets streamlined in order to create space for a more professionally sound and effective way of policing.

Since the police reforms related literature has been often sighted to argue for this aspect of restructuring of police work, this research study would not be repeating those issues and references again here as that background would be considered as given. Within the background of the strong argument in favour of the separation of crime investigation from law and order wings within various police jurisdiction, this study would be concentrating on the "Practical Viability" issues involved within this argument. Therefore this research study would straight away discuss the practical viability issues involved in the separation of different job roles in police working by adopting various research methods highlighted in this chapter.

The research work concentrates on understanding the needs for the specialization in the police service and functional separation of police job roles in Police station and police district level police working by critical evaluation of the police work and its output within the context of professional efficiency and user satisfaction. The key job role of crime investigation is particularly evaluated critically in the context of professional efficiency and output. Examining the various aspects of police working and demand for professional efficiency would be argued within the context of the evaluation of available data. The field level testing of the requirements of separation of various job roles and specialization for police working would then be done through the stake holder view points through questionnaires, interviews, focus groups discussions and critical observation schedules.

Adopting this methodology, the opinion of the stake holding police officers and police personals working at the police station level, would be the primary sources of understanding the need for change in the work structure. The collation of responses of these stakeholders would help to understand the modalities of the separation of police job role, particularly in the context of crime investigation and law and order. Basing the argument through the collation of the opinion of the stake holding police officers, the research output would also be utilized for finding out the ways and means that is the modalities of bringing about change in the work structure of policing. An in depth study of various police practices and working solutions adopted by various police forces in

different states would be done in order to arrive at some working models for devising a working solution for the above mentioned issue of separation.

The research work also critically evaluates experiments done by some states in this regard and examines the policy implications attached with this experimentation. The existing models adopted by some states and collation of responses from various stakeholders of police working has helped this research study to arrive at certain normative standards for separation of crime investigation from other functional roles of field policing like the Law and Order and general and routine policing issues. These would then form the recommendations and policy implications attached to this research study.

The Research Project on "Practical Viability of Separation of Investigation from Law and Order" was initiated with an aim at researching various issues involved in separation of Investigative function of police and its separation from the Law and Order and other duties at the basic units of the Police working that is the Police Station and the Police District.

Statement of problem

The present study was entitled as "Practical Viability of Separating Investigation from Law and Order". The main aim of the study thus relates to evaluation of the Practical Viability aspects of the separation of Crime Investigation from other police duties relating to the enforcement of the Laws and the maintenance of the Public Order. The various aspects related to this research problem could be covered by adopting following objectives of the study.

Objectives of study

The present research work is an analytical study of the practical aspects of introducing specialization in police working and separating the basic functional level of the police job through a division of police duties related to Investigation and Law and Order. The major objectives of the study covered in this research project are:

1. To analyses the existing work structure in the basic police units of police stations and police district and to critically evaluate the need for job specific functional separation.
2. To assess the needs for job related specialization within the police working through collation of responses of the stake holding police personals.
3. To study the existing patterns of specialization and job related functional separation prevalent in different states of India and to draw logical patterns of innovation existing in the practices adopted by these states.
4. To examine the working solutions adopted through different states practices and experiments conducted by them in order to draw inferences for innovation and replication.
5. To evaluate and draw policy implication for separation of crime investigation with other police jobs like law and order etc with an aim to create replicable working models for innovation, efficiency and jobs specific skill requirement in police working.

The research design submitted to the BPR&D refers to the registration of responses of various stake holding groups within the police administration and others closely associated with the Criminal Justice System. Collation of the responses from these stake holders is based on the research instruments in the form of questionnaires, observation sheets and interview formats. Looking at the high level of subjectiveness in police organizational behaviour and culture of policing, the leadership orientation in governance issues related to day to day police administration, form an important part of deriving patterns of practice. Understanding the context of how police cultures affect police practices and draw limitations on the innovations and preconceived and planned change, the research work has been designed to cover the subjectivity and culturally rooted context of policing. Therefore the qualitative methods have been an important part of the research design of this study.

Another aspect of research work is the critical evaluation of different police practices and work structures which already comply with some kind of separation. Identification of certain practices and mapping of the organizational structures has been made. Critical evaluation of these practices from the point of view of policy implication for a planned change in the division of work at the Police station level has to be done and analytical appraisal has to be made in the wider context of organizational changes this would imply. This analysis would lead to practical viability issues. The evaluation and analysis of this aspect forms an important part of the research design adopted for this research work.

The third major aspect of the study remains the experiment which was taken up in four major cities of MP in last six-to-eight months. Here a police subdivision of three police stations each was identified in all the four cities and then a selective implementation of the separation of the functions was planned. The research project was also delayed because of this experiment as the implementation districts took a long time in getting this experiment implemented. The stake holder's opinion has to be recorded and evaluated apart from recording of planning and implementation efforts spent by the state headquarters and range and district level leadership in this regard. Practical Viability aspects have been seen and analyzed in the context of how separation would get implemented and how it would perform when other variables are taken in as constant. This aspect has been seen from the context of how policy, planning, organizational behaviour and culture impact an innovation in a public service delivery and law enforcement agency.

Methodology

A Combination of Qualitative and Quantitative methods were used during the course of this research to arrive at the research outcomes. Following the above approach the present study was conducted in three phases.

Phase I

The phase I involved extensive visits and observation of the existing patterns of practices and examination of various innovation adopted by different police forces. These observations were done at various police work unit i.e. at the police station level, at the district police office level and at the level sub divisional of the police. The research study was conducted by visiting extensively the four district in MP namely Indore, Gwalior, Jabalpur, Bhopal where special experiment was being conducted by MP Police regarding the separation of Crime Investigation from law and order. Close observation of police station in New Delhi and its Crime Branch and Deputy Commissioner offices was done for examining the patterns of practices. Similarly visit to Ahemdabad in Gujrat and close observation of police station, Deputy Commissioner Office, Joint Commissioner Office and Crime Branch was undertaken. At Mumbai, close observation of police stations, Deputy Commissioner and Crime Branch offices was conducted. At Panjim in Goa, close observation of police station, SP office and Police Headquarter was done. The close observations were done and field visits were undertaken to arrive at close examination and observation of the pattern of practices adopted by different states and working solution found by them to innovate and execute specialization in police working. A careful record of this observation along with the circulation of questionnaire and conducting of interviews was done to form one of the most important bases for this research work.

Phase II

The Phase II covered the quantitative research design, data gathering and analysis through quantitative techniques and statistical tools. Sample of around 250 police officials and members of general public and concerned stake holder groups were selected randomly as respondents. These questionnaires were total five in numbers and were circulated among different categories of specialization and job specifications. Detailed description of questionnaire would be done in the following pages.

Phase III

The phase III involved qualitative methods in research design and analysis, which concerned mainly with the recording and analyzing the views, opinions and verdicts of different stake holder individuals and groups through an in-depth analysis achieved through various qualitative data gathering, processing and analyzing techniques. The qualitative methods used during the research involved an identification of different stakeholders and then devoting attention in careful recording of their views through techniques like personal interviews, questionnaires, focus group discussions, pre-decided and designed stakeholder workshops etc.

Stake Holder Workshop and Focused Group Discussion

Some workshops and focused group discussions were organized with the stakeholders of police working. These workshops and focused group discussions were organized with field level police officers, police station house officers, supervisory police officers, complainants who had earlier approached the police station for some problems, the media persons, academics, social workers who were collectively between 25-40 in number in each workshop conducted. The workshop organized by the researcher at various venues, these workshops were organized in each study area, that is three workshops were organized in Madhya Pradesh at Bhopal, Indore and Gwalior respectively, one workshop was organized in Mumbai and one in Panajim in Goa and one at New Delhi. Research issues related to different aspects of functional separation of Crime Investigation from law and order and other police jobs were discussed and opinions expressed by the stakeholders were carefully recorded. The views of these officers were recorded and the inferences based on the group discussions were used for this research.

In-depth Personal Interviews

Personal interviews of station house officers, supervisory level police officers, and senior police leaders in each state were taken for assessing the various aspects of the separation of functional roles between different police specializations like Crime Investigation and law and order. The in depth interviews followed pre- decided question schedule and accommodated scope for recording newer and individual concerns. The opinions expressed were recorded and proved very helpful as a research source.

Design and Procedure of Data Collection

The present study used some qualitative data in the forms of interviews, workshops and group discussions which were recorded for use in the research work. The major work was survey based in nature.

Tools

The quantitative methods for data collection were based on five principal questionnaires. In relation to these questionnaires, the following tools were developed by the investigators for data collection.

Questionnaire 1

Questionnaire to assess investigation function and need for specialized work distribution at field level policing

This questionnaire was designed to assess the opinion of the respondents who were in supervisory capacities. The questionnaire was designed to analyze the work of the police station from management perspective. This covered 20 questions in total requiring the opinion about the

investigation work followed at the police station level. The questionnaire was designed to cover various aspects of crime investigation at the field level and to assess how the crime investigation part is dealt in a situation where job specific specialization is missing at the cutting edge level.

Sample, Selection, Filling and Distribution

This was an exhaustive questionnaire which required maximum an hour to fill the questionnaire if answered in one sitting. The mode of distribution of the questionnaire was based on selection of the names of supervisory officer through random selection based on placement list of officers available at the police headquarters and then sending them questionnaire pack. Care was taken to include fair proportion of officers serving as Sub Divisional Officers of Police, Additional Superintendent of Police, Superintendent of Police, in order to have a representative sample at this level. The questionnaire was circulated by post and it was required to be returned within 15 days of the receipt. The whole exercise involved sending questionnaires all around the state of Madhya Pradesh. This exercise of sending and then receiving the questionnaire back took around three months time and then collating the information and using social science statistical tools in analyzing it took another six months in total.

Questionnaire 2

Questionnaire for assessing the response of police station level police personals regarding separation of work

This questionnaire was designed in Hindi and English and was circulated amongst the police personals of various ranks ranging from constables to inspector of police. The main aim of the designing this questionnaire was to assess the specialization needs for police services at the police station level. The respondents were asked to comment on various aspects of policing and how jobs specific specializations can affect police working positively. The opinion was also drawn to gather the response as to the modalities of functional separation by getting opinion regarding the level of specialization and separation the mode of specialization and separation and the systematic change requirements for bringing about the change in the work culture.

Sample Selection, Filling and Distribution

This was a simple questionnaire having question asked in a very simple manner so that it becomes easier for the police station staff to comprehend the issue and to comment on it accordingly. This questionnaire has two parts the first part related to the Basic Concept of Separation and weather the respondent was in favor separation or specialization or not. The second part of the questionnaire contained the modalities of separation. The view point of the respondent as to the best option available for separation was taken too arrived at solutions regarding separation of crime investigation and law and order. Adequate space was provided to the respondents to comment on the innovative practices already in use in the respondents work place. Respondent were chosen from all the four above mentioned district from MP and police personals from Panjim in Goa, Ahemdabad in Gujrat. The responses were taken in the language most conducive to them that is, in Hindi in MP, in English in Goa and Gujrat.

Questionnaire 3

Questionnaire for assessing the need for a separation of functional rules of police and suggestion for modalities of separation from supervisory police officers

This questionnaire was designed for supervisor police officers who could comment on need for separation of functional roles of police and how this separation could work out.

Sample Selection, Filling and Distribution

This was circulated among officers of MP Police, Goa and Maharashtra Police and opinions were sought from them. This was designed in English with questions containing the desirability of separation and suggestion regarding the modality of separation.

Questionnaire 4

Questionnaire for assessing response of officers undergoing the experiments at four districts of Madhya Pradesh. This questionnaire was designed in English to assess the opinion of supervisory police officers in leadership position in the four districts of MP, where the experiment on separation of investigation and law and order were being conducted. The districts involved were Indore, Bhopal, Jabalpur and Gwalior. The officers of these districts were requested to comment upon the modalities on separation and the problems they experience by implementing the order for separation for above mentioned job roles.

Questionnaire 5

This Questionnaire was to assess the response of police station level officers working in the police station where the experiment for separation for investigation and law and order work was implemented. This was done in the four district of MP which has been mentioned above. All those police stations in these four district of MP which were chosen for the implementation of the project were included in the circulation for this questionnaire. The staffs of these police stations were the primary stakeholders in this project and therefore their view point was important. The respondents were given a simply designed questionnaire in Hindi. The respondents were asked to comment for the need for separation and to evaluate the modality of separation used in the experiment in their respective police station and police district. The respondent ranged from constable to inspector and their comments were highly informative regarding the concept of separation and specialization.

Interviews, Focus Group Discussions, Seminars and Workshop

The analysis and processing of qualitative data required different approach and sufficient planning. Efforts were directed to make pre decided guidelines which were followed in obtaining and recording qualitative data. This was devised with an aim to have a standardized set of criteria and to retain a sense of objectivity in selection of issues concerning the research, which sometimes becomes difficult to maintain in a social science research environment. This involved the following three items; Interview related Guidelines, which involved devising a set of guiding points on the basis of which the interviews were objectively conducted.

The Focused Groups based outline, in which an outline of the central concerns which had to be highlighted were decided and then the course of the discussion was guided on a defined criteria and orientation.

Workshop Agenda, involved devising certain agenda points through which the workshop was guided and led. The workshop was aimed at discussing issues raised in research objectives and principal observations in the research so far conducted. Since stakeholder perceptions and observations were very important part of this exercise, efforts were made to stick to agenda items and conduct discussions to ensure objectivity and systematic and holistic understanding of the issues and stakeholder observations.

Chapterization

The research work is systematically divided into different chapters in order to present the research work in logical sequence with the systematic approach at dealing with the issue. The chapterization is intended to cover the basic premise of the research problem and to cover the basic components of the research as mentioned in the objectives.

There are in total six chapters in the research study, the chapterization scheme is presented below:

Chapter 1:

This chapter provides introduction to research work by stating the research question and stating the objectives on which the research is based. This chapter also deals with the various aspects of the research study by highlighting the methodology, the tools developed and the research methods adopted. This chapter also deals with the systematic approach utilized in analyzing the finding of research and gives a glimpse of the chapterization scheme of the under the study.

Chapter II:

This chapter deals with the various aspects of police working in India and discusses the problematic status of investigation as a specialized police job. This chapter is totally based on the interpretation of the responses to the questionnaire circulated among the responding police officers who work as police station house officer and at supervisory level in the field. This forms the basis for understanding the need for specialization in Indian police. Due to the rising challenges of police in modern societies and multiplicities of job rules of police, the investigation as specialized work often suffers due to heavy burden of work and multiplicity of task performed by the police. Based on the data available through National Crime Records Bureau and other organizations, it has been highlighted how the professional efficiency of police get affected adversely due to lack of specialization and separation of functional role in police.

Chapter III:

This chapter also delves with the various aspects of police working and various professional issues involved in police working. Based on the data available through National Crime Record Bureau and the opinion expressed through the questionnaire, it was found that the professional efficiency in police service has deterrents because of the low level specialization and separation of functional job roles in the police.

Chapter IV:

Chapter IV is a chapter based on the experience of an experiment conducted by MP Police. This is a unique aspect of the study that is the research issue of the functional separation of police job roles was undertaken through live experimenting. This was ongoing project of MP Police in which MP Police was launching this separation of crime investigation and law and order in the selected police station within selected district of MP. The present research work included this experiment within the scope of this study. This experiment was studied over an extended period of more than a year to arrive at conclusions regarding separation of police functions related to crime investigation and law and order and other duties. Based on concrete examples and experiment this chapter is able to highlight the viability issue of separation of crime investigation from law and order and other duties. The viability issue is dealt with through the experiment and its failure. The causes indicating the viability issue can be understood through the course of experiment and through the responses of the stake holding police officers who are the part of this project. This live example, undertaken in four district of MP namely Bhopal, Indore, Jabalpur and Gwalior, makes the study a practical oriented research work which has got some concrete experience to share and feed the policy formulation issues.

Chapter V:

The chapter V deals with the study of different practices regarding separation and specialization adopted in five different states in the county. This study is based on extensive field work undertaken and careful examination and observation done to arrive at an understanding of the patterns of practice and innovation adopted by different stakeholders holding states. This chapter is based on the experience received and close observation and evaluation of the practices in the states of MP, Maharashtra, Goa, Gujrat and Delhi.

The second part of the chapter deals with the proposed models of separation of police work. Based on the experience of different states which has been studied and pattern of practice revealed through the opinion of different stakeholders in various workshops, three models of separation have been proposed. These models of separation of job roles of police form a very important an interesting bases for the study of separation of police work between investigation and law and order and other duties. These models have very important policy implications and are used as policy issues to be covered in the inference drawn from the research study.

Chapter VI:

The last chapter deals with the conclusion drawn from the research study for policy formulation guidelines and recommendations to be used in planning and policy making. This chapter analyses the research questions to all the above mentioned objectives in a logical sequence and going through the scheme of chapterization, the experiment undertaken, the data analyzed and the responses received from various stakeholders in the system. The concluding chapters analyses the issues step by step going through each objective and then devising policy implications for the subject under study. The concluding chapters draws remarks upon the policy implications related to separation of crime investigation from law and order and other functions in the police work.

CHAPTER II

Evaluation of Some Aspects of the Police Job at the Police Station Level: Assessing Needs for Functional Separation and Specialization

This chapter deals with the context and background of management of various police jobs in a police station in particular reference to Crime Investigation function and the need for the functional separation of various job roles in the police. The contextualizing of the crime prevention and investigation work, for assessing the need of functional separation between Investigation and Law and Order functions would be done by giving attention to the problems of investigation and human resource management and related issues through the analysis of the available data on crime and the various aspects of crime..

The detection, investigation and prevention of crime make the most important professional components of the policing. Due to the various reasons related to human resource management and other management and administrative problems, the crime work as such gets a back seat. In most of the police stations crime detection and crime investigation gets neglected and it is not given due attention. It is here that the need for the functional separation between Investigation, Law and Order and other police jobs becomes a necessity for a more professionally oriented and streamlined work output from the police organization primarily at the district level. Crime management includes crime prevention and crime control, crime investigation, excellent detection, quick disposal of registered cases and good conviction.

Professional Management of police work at the district level includes quick response on the reports of victims, maximum visibility of police, proper checking of criminals, preventive arrests of very active criminals, opening history sheets and keeping close surveillance over criminals, good investigation and good rate of conviction, maximum service of arrest warrants and arresting absconders. Good surveillance of criminals can prevent crimes or it can lead to arrest of criminals before they could commit crime. Movement of criminals, their source of income, their interrogation, and keeping watch over their associates and relatives can prevent crime. Due to low conviction rate the habitual criminals also get acquitted and after getting bail or getting acquitted by the court they again start committing more serious offences, as they know that law is favorable to them and due to lacunas in investigation or due to various other reasons they can be acquitted even in most serious offences.

The Context of Investigation

Investigation is very important in police performance as it has links with the overall security scenario in the society. If detection of offences is improved, the criminals have a fear in the mind that they can be arrested and convicted, therefore they may not commit crime. Similarly if conviction is improved then criminals have to spend some time in jails and till then society would be relieved from the crimes which he could have committed. Conviction gives a very clear message to other criminals that law is very strong and they cannot escape from conviction. By using latest techniques of surveillance, criminals can be apprehended red handed or before they could commit crimes. Crime management is very important to instill a sense of security in the

minds of citizens. Crime Investigation is one of the most important professional work of the police and its quality depends upon the inputs received in this work.

The inputs received in the investigation function is dependent upon the numbers of police officers engaged in it, the quality of human resource deployed for it, the expertise available or developed for it, the resources in terms of infrastructure and equipments available for it, the priority received by this function in comparison to other police jobs like Law and Order and routine police administration etc. This is also dependent upon the human resource available for investigation function in reference to the volume of crime in a particular jurisdiction and the amount of dedicated time police is able to give to the investigation, considering the innumerable demands of all other police duties and exigencies coming up on day to day basis through which a police in a non specialist work distribution system has to go through and needs to prioritize its work. In the context of quality and volume of various police jobs and in particular the investigation job, the position of police could be understood by analyzing the following data about various facets of the police work and the output of police work in order to help us find the spaces for the need for improvements in the existing systems of police work and its distribution amongst specialist streams.

Population & Crime: T

The population of the country in the decade (1996-2006) has increased by 20.2% while IPC crime reported a lower growth rate of 9.9%.

Population & Crime

| Census Year | Population | Decadal growth | % | IPC Crime | IPCCrime rate | Increase/ Decrease |
|-------------|------------------------------|----------------------------|-------|-----------|---------------|--------------------|
| 1901 | 23,83,96,327 | | | | | |
| 1911 | 25,20,93,390 | 1,36,97,063 | 5.75 | | | |
| 1921 | 25,13,21,213 | -7,72,177 | -0.31 | | | |
| 1931 | 27,89,77,238 | 2,76,56,025 | 11.0 | | | |
| 1941 | 31,86,60,580 | 3,96,83,342 | 14.22 | | | |
| 1951 | 36,10,88,090 | 4,24,27,510 | 13.31 | 6,01,964 | 179.9 | |
| 1961 | 43,92,34,771 | 7,81,46,681 | 21.64 | 6,25,651 | 142.9 | 23,687 |
| 1971 | 54,81,59,652 | 10,89,24,881 | 24.80 | 9,52,581 | 172.8 | 27,930 |
| 1981 | 68,33,29,097 | 13,51,69,445 | 24.66 | 13,85,757 | 200.8 | 4,33,176 |
| 1991 | 84,64,21,039 | 16,30,91,942 | 23.87 | 16,78,375 | 197.5 | 2,92,618 |
| 2001 | 1,02,87,37,436 | 18,23,16,397 | 21.54 | 17,69,308 | 172.3 | 90,933 |
| 2006 | 1,11,980000 (approximate) | about 9 crore in 5 yrs. | | 18,78,293 | 167.7 | 1,08,985 |

Source: crime in India 2006

Crime rate: Crime rate is defined as the number of crimes per 1,00,000 population.

Total cognizable crime under IPC and crime rate

| Year | IPC | Crime rate of ipc | IPC & SLL | Crime rate of IPC and SLL |
|------|---------|-------------------|-----------|---------------------------|
| 1996 | 1709576 | 183.4 | | |
| 2001 | 1769308 | 172.3 | | |
| 2002 | 1780330 | 169.5 | 5526528 | 526.0 |
| 2003 | 1716120 | 160.7 | 5494814 | 514.4 |
| 2004 | 1832015 | 168.8 | 6028781 | 555.3 |
| 2005 | 1822602 | 165.3 | 5026337 | 455.8 |
| 2006 | 1878293 | 167.7 | 5102460 | 455.7 |

Source ; Crime in India 2006

This clearly indicates that population is increasing but crime rate is decreasing. Crime rate has reduced from 183.4 in 1996 to 167.7 in 2006. Though in comparison to 2005 it has increased from 165.3 to 167.7 in 2006. More population and inadequate resources will definitely create various problems and this will result into more crimes in the country in addition to various law and order problems. For crime management in India it is very important to compare crime situation with other countries.

Crime in comparison to other countries

In U.S.A. total violent and property crimes recorded by Police in 2006 are 1, 14, 01,313 while population is 29, 93, 98,484. In our country total IPC offences are only 18, 78,293, with population more than 110 crores. Thus crime rate is 167.7 in India while it is 3,808 in U.S.A. Crime rate in USA is 22 times more in comparison to India. Total rate of murders is 5.7 in USA and it is 2.9 in India, there is difference of 2.8 murders for one lakh population in both countries. Thus in USA Crime rate of murders is double in comparison to India. Crime rate of Rapes in USA is 30.9 in 2006. Total 92,455 rapes were committed in USA in 2006. Crime rate of Rapes in India is 1.7 in 2006. Total rapes reported are 19,348 in India in year 2006. USA has 18 times more rapes in comparison to India. If we see the crime rate of property offences it is 35.0 in India while it is 33,345 in USA in 2006. Total property offences in USA are 99, 83,568. It includes 4, 47,403 robberies. In India total dacoities and robberies are 4747 + 18456 = 23,203. In India total IPC offences are 18,78,293, while total crimes in USA are 1,14,04,313. Total crime in USA is about 10 times more than India

Comparative Crime between USA and India

| Country | Year | Murders | Rape | Robbery | Burglary |
|---------|------|---------|--------|------------------|----------|
| India | 1960 | 10910 | | 6263 +3981(D) | 114540 |
| USA | | 9110 | 17190 | 107840 | 912100 |
| India | 1970 | 15708 | | 16958 +9837 | 166339 |
| USA | | 16000 | 37990 | 349860 | 2205000 |
| India | 1980 | 22149 | 5023 | 23493 +15194 | 166695 |
| USA | | 23040 | 82990 | 565840 | 3795200 |
| India | 1990 | 35045 | 10068 | 25440 +11089 | 131331 |
| USA | | 23440 | 102560 | 639270 | 3073900 |
| India | 2000 | 37399 | 16496 | 20926 +6825 | 105391 |
| USA | | 15586 | 92455 | 447403 | 2183746 |

Total Decadal Crime and Crime Rate in India and USA

| Year | Population in India and USA | Total Crime IPC | Crime rate |
|------|-------------------------------|--------------------------|------------------|
| 1996 | 93,19,00,000 26,52,28,572 | 17,09,576 1,34,93,863 | 183.4 5,087.6 |
| 1997 | 95,52,00,000 26,76,37,000 | 17,19,820 1,31,94,571 | 180.0 4,927.3 |
| 1998 | 97,09,00,000 27,02,96,000 | 17,78,815 1,24,75,634 | 183.2 4,615.5 |
| 1999 | 98,66,00,000 27,26,90,813 | 17,64,629 1,16,34,378 | 178.9 4,266.5 |
| 2000 | 100,21,00,000 28,14,21,906 | 17,71,084 1,16,08,072 | 176.7 4,124.8 |
| 2001 | 102,70,00,000 28,53,17,559 | 17,69,308 1,18,76,669 | 172.3 4,162.6 |
| 2002 | 105,06,00,000 28,79,73,924 | 17,80,303 1,18,78,954 | 169.5 4,125.0 |
| 2003 | 106,82,00,000 29,06,90,788 | 17,16,120 | 160.7 4,067.0 |

| | | | |
|------|---------------|-------------|---------|
| 2004 | 108,56,00,000 | 18,32,015 | 168.8 |
| | 29,36,56,842 | 1,16,79,474 | 3,977.3 |
| 2006 | 110 crore | 1878293 | 167.7 |
| | 299398484 | 11401313 | 3808.0 |

Source: Crime in India – NCRB,

Crime in USA at FBI website -http://www.fbi.gov/about-us/cjis/ucr/ucr#ucr_cius

The comparative crime statistics between different countries help to analyze the conditions of crime and police response to crime in a systematic manner. Here by taking the comparative view of crime with one other country which has a large population base and a heterogeneous society, comparison could be made regarding police response to crime. It is interesting to note that the rate of crime is significantly lower in India and the most interesting aspect within this scenario is that the crime rate is declining. The crime rate in India is lower than many countries of the world. There could be criminological explanations to the lower rate of crime, but one cannot ignore the fact that given the complex social setup and existing conflicts within a developing society the crime figures could not be so low on a comparative scale with other countries. Lack of legal awareness, education and access to justice are important reasons which might figure in a systematic and dedicated study on this issue. Although this analysis is not within the scope of this study, the inference from this statistical fact definitely points out to the prevalence of one important tendency in Indian Police and that is the prevalence of the burking of crime.

Burking of Crime in India

The burking of crime is a very serious problem in police work and it has got direct effect on the public image of the police. The burking is a pan India practice and occurs as a direct fall out of the load of crime investigation, low man power available for investigation and lack of specialization in the police work at the police station level resulting in multiplicity of job roles. The load of multiple functions and the resulting tendency of shrugging works have long term implications on police efficiency and police image. Since registration of the offences directly relates to the implication of conducting investigation which involves long term time and qualitative work commitments and court related commitments, the easiest option available is to avoid crime registration and its investigation. Burking forms an important element of the police job related and police management related problems, which have remained under researched. There is a small attempt to include Burking as an analytical issue in crime investigation scenario in India. This is an attempt to see how the burking of crime has a relevance to the need for the functional separation of investigation with Law and Order and other police jobs.

With the increase in population, unemployment, industrialization, urbanization and poverty, crime has increased marginally but crime rate has reduced. It is very difficult for a complainant to get the crime registered in most of the police stations in our country. Generally complaints are taken in writing and then they are not registered, and no legal action is taken. Thus there is a large gap in registered offences and actual crimes. This encourages the criminals and they commit more and more crimes and citizens suffer. By not registering the offences police

manages to keep crime under control on records and thus they can also save time by not investigating the crimes. Generally burking of offences is under the head of property offences and other IPC offences. Police take reports in writing and then enquire into informally without showing on the records.

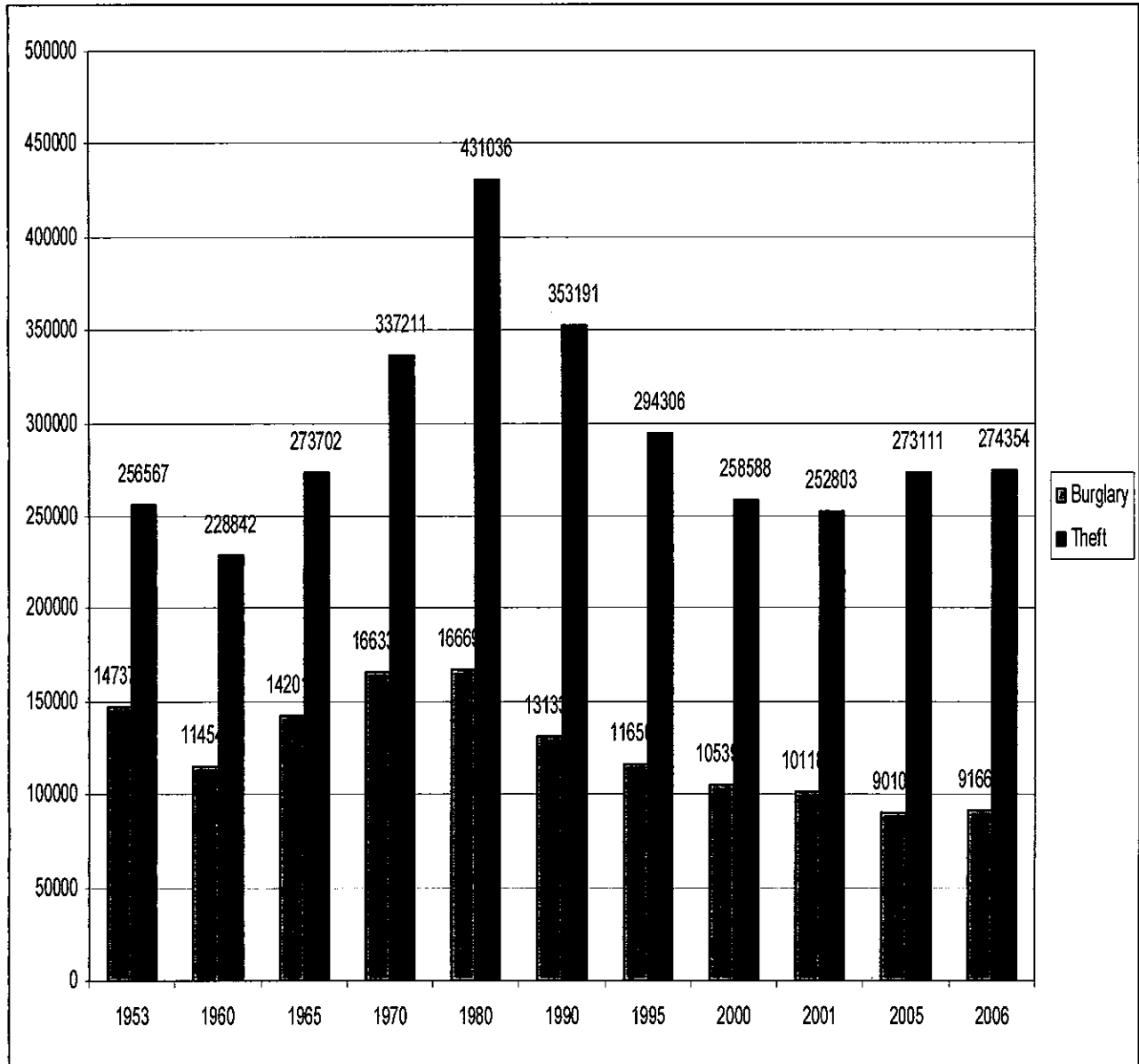
Crime figures from 1953 to 2006 show startling crime statistics in India.

| | 1953 | 1960 | 1965 | 1970 | 1980 | 1990 | 1995 | 2000 | 2001 | 2005 | 2006 |
|----------|--------|--------|------|------|------|--------|--------|--------|--------|--------|-------|
| Dacoity | 5579 | 3981 | 4955 | 9837 | 1519 | 11089 | 8335 | 6825 | 6154 | 5141 | 474 |
| | | | | | 4 | | | | | | |
| Robbery | 8407 | 6263 | 8067 | 1695 | 2349 | 25440 | 22443 | 20926 | 19901 | 17673 | 1845 |
| | | | | 8 | 3 | | | | | | |
| Burglary | 147379 | 114540 | 1420 | 1663 | 1666 | 131331 | 116507 | 105391 | 101182 | 90108 | 9166 |
| | | | 15 | 39 | 95 | | | | | | |
| Theft | 256567 | 228842 | 2737 | 3372 | 4310 | 353191 | 294306 | 258588 | 252803 | 273111 | 27435 |
| | | | 02 | 11 | 36 | | | | | | |
| Murder | 9802 | 10910 | 1231 | 1570 | 2214 | 35045 | 37467 | 37399 | 36202 | 32719 | 3248 |
| | | | 0 | 8 | 9 | | | | | | |

Source: Crime in India 2006

Decline in the registration of Crime under Burglary and Theft

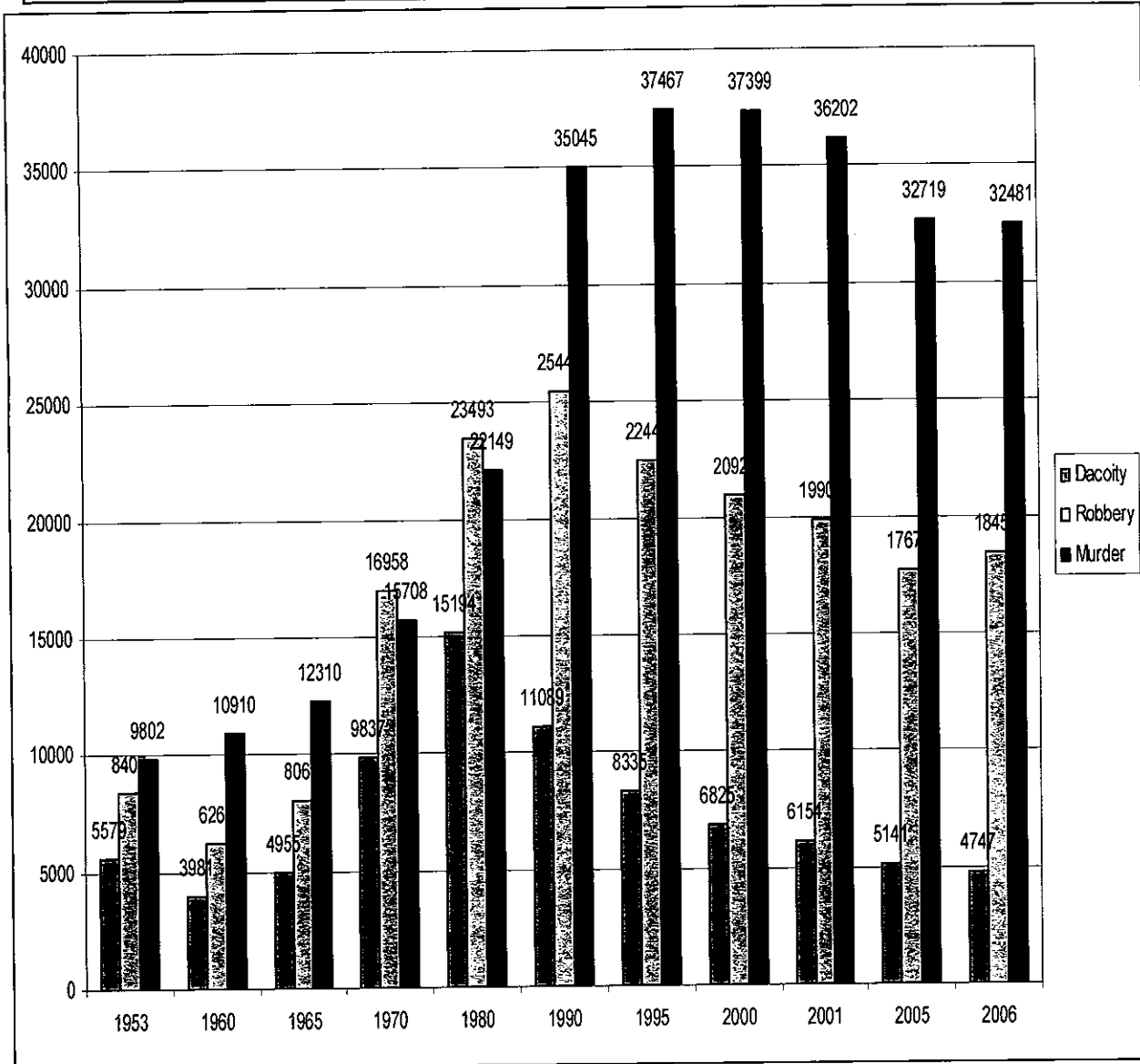
| | 1953 | 1960 | 1965 | 1970 | 1980 | 1990 | 1995 | 2000 | 2001 | 2005 | 2006 |
|-----------------|---------------|---------------|---------------|---------------|---------------|---------------|---------------|---------------|---------------|---------------|---------------|
| Burglary | 147379 | 114540 | 142015 | 166339 | 166695 | 131331 | 116507 | 105391 | 101182 | 90108 | 91666 |
| Theft | 256567 | 228842 | 273702 | 337211 | 431036 | 353191 | 294306 | 258588 | 252803 | 273111 | 274354 |



Source: Crime in India 2006

Declining Trend of Crime Registration in India

| | 1953 | 1960 | 1965 | 1970 | 1980 | 1990 | 1995 | 2000 | 2001 | 2005 | 2006 |
|----------------|------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|
| Dacoity | 5579 | 3981 | 4955 | 9837 | 15194 | 11089 | 8335 | 6825 | 6154 | 5141 | 4747 |
| Robbery | 8407 | 6263 | 8067 | 16958 | 23493 | 25440 | 22443 | 20926 | 19901 | 17673 | 18456 |
| Murder | 9802 | 10910 | 12310 | 15708 | 22149 | 35045 | 37467 | 37399 | 36202 | 32719 | 32481 |

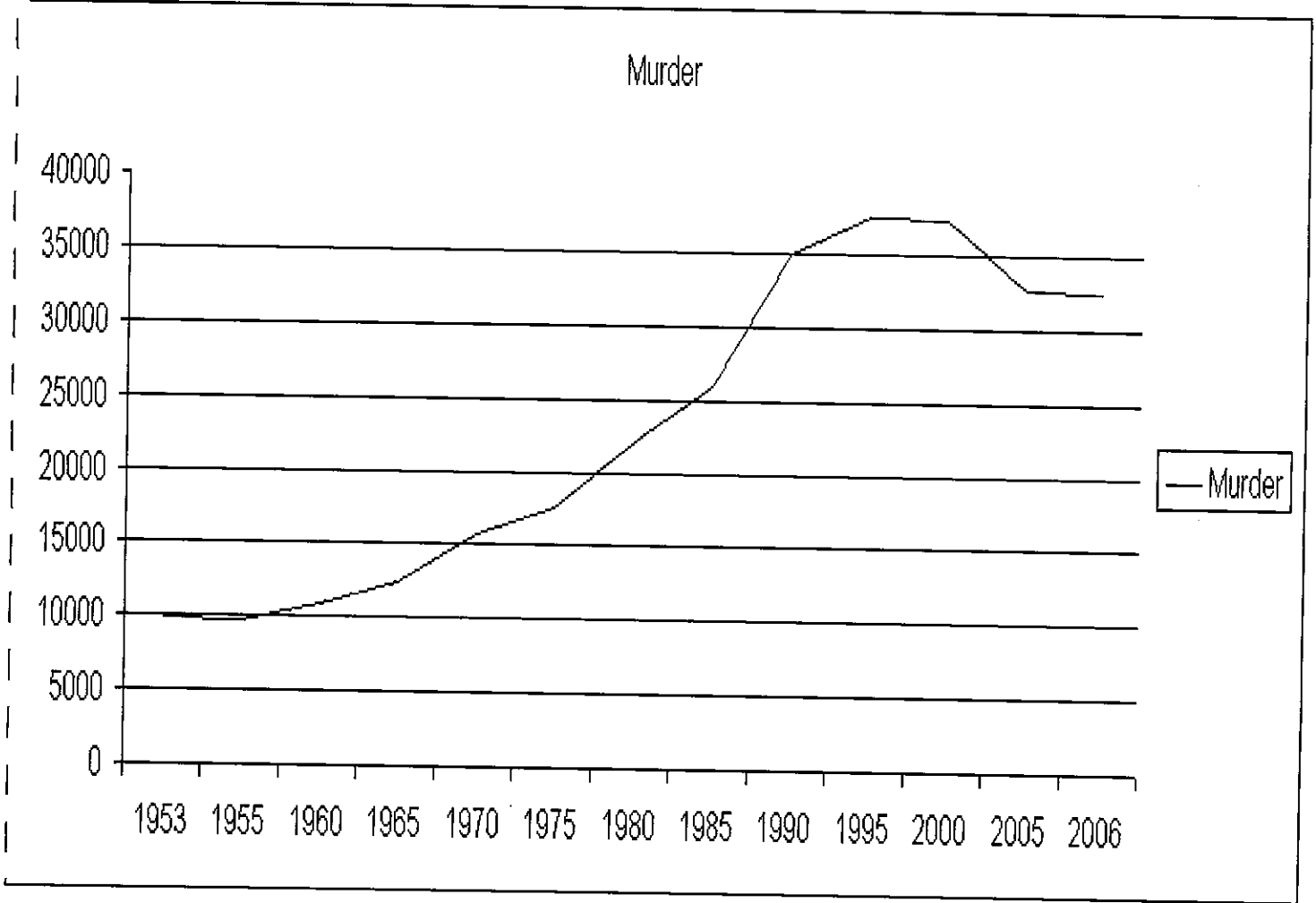


Murder

| 1953 | 1955 | 1960 | 1965 | 1970 | 1975 | 1980 | 1985 | 1990 | 1995 | 2000 | 2005 | 2006 |
|------|------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|
| 9802 | 9700 | 10910 | 12310 | 15708 | 17563 | 22149 | 25970 | 35045 | 37464 | 37399 | 32719 | 32481 |

Source: Crime in India

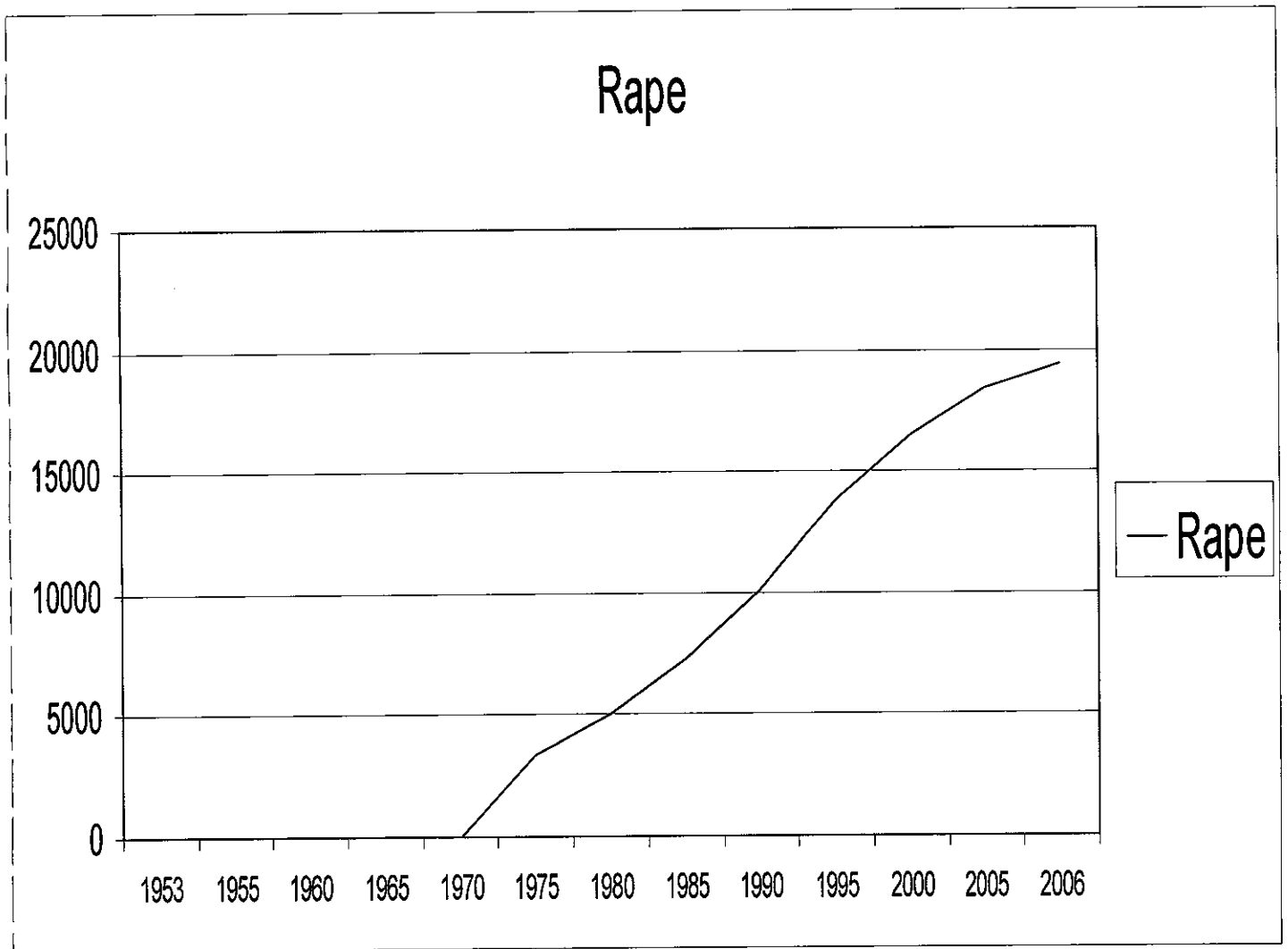
Murder



Rape

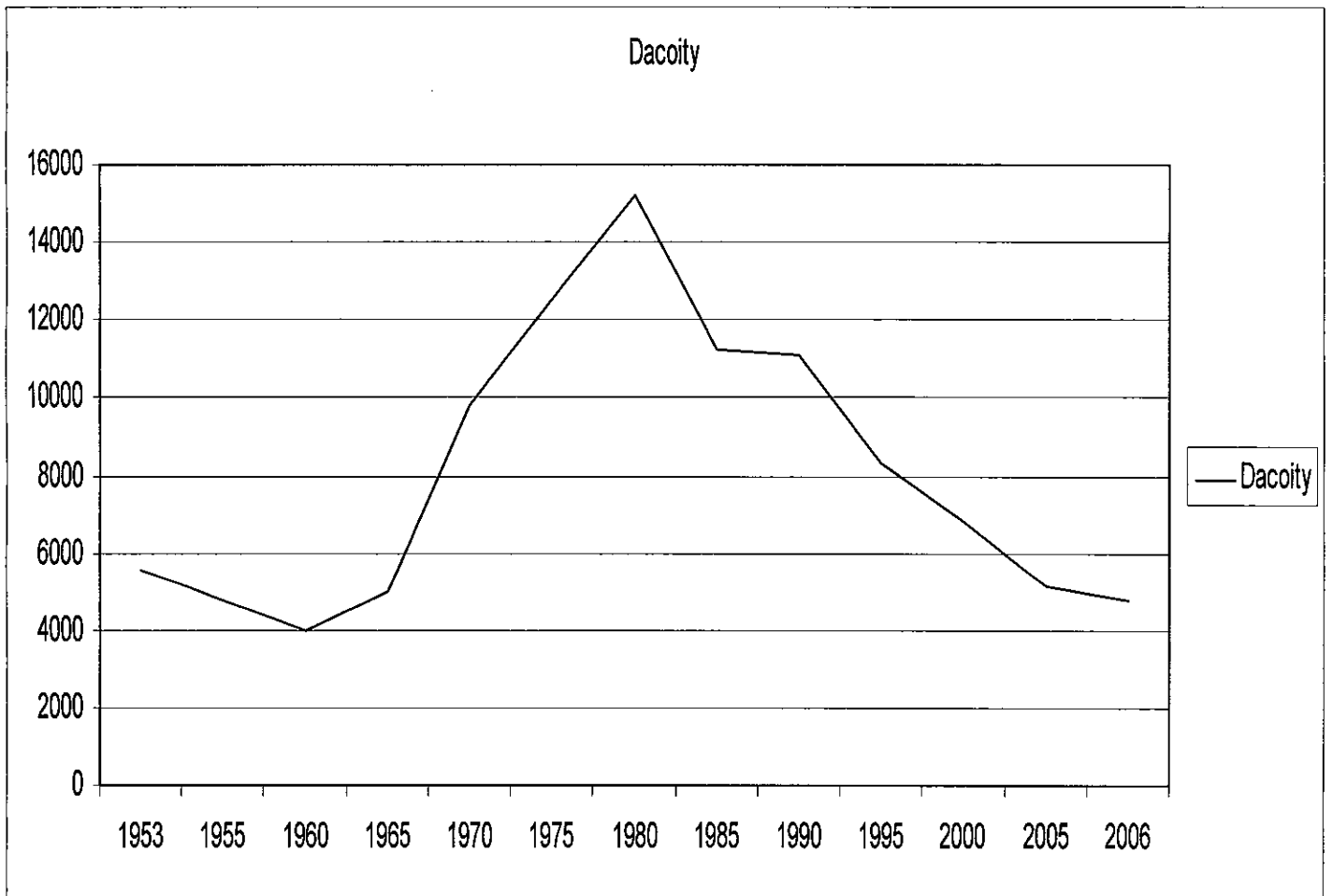
| Rape | 1953 | 1955 | 1960 | 1965 | 1970 | 1975 | 1980 | 1985 | 1990 | 1995 | 2000 | 2005 | 2006 |
|------|------|------|------|------|------|------|------|------|-------|-------|-------|-------|-------|
| | - | - | - | - | - | 3376 | 5023 | 7289 | 10068 | 13754 | 16496 | 18359 | 19348 |

Source : Crime in India



Dacoity

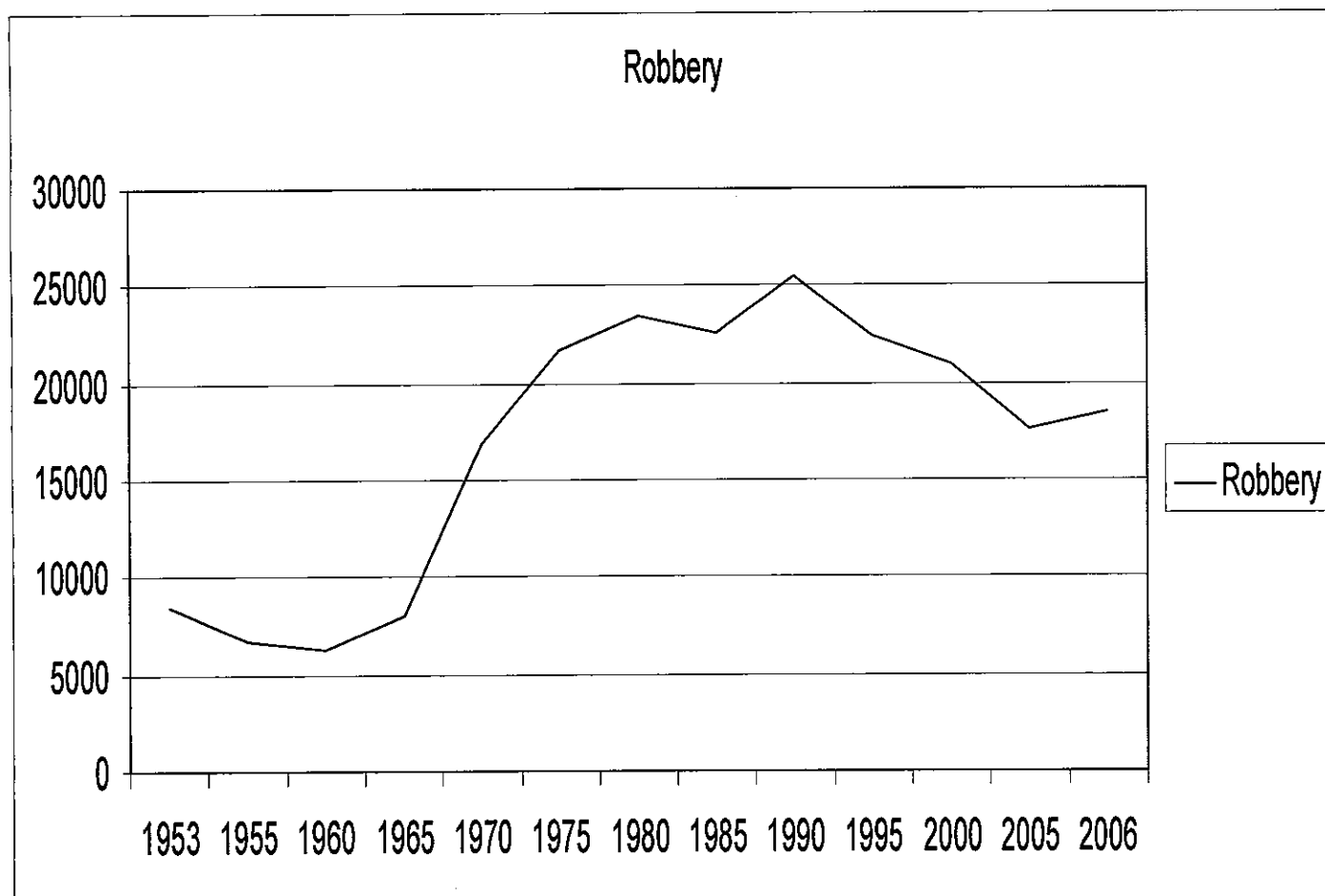
| 1953 | 1955 | 1960 | 1965 | 1970 | 1975 | 1980 | 1985 | 1990 | 1995 | 2000 | 2005 | 2006 |
|------|------|------|------|------|-------|-------|-------|-------|------|------|------|------|
| 5579 | 4779 | 3981 | 4955 | 9837 | 12506 | 15194 | 11254 | 11089 | 8335 | 6825 | 5141 | 4747 |



Robbery

| 1953 | 1955 | 1960 | 1965 | 1970 | 1975 | 1980 | 1985 | 1990 | 1995 | 2000 | 2005 | 2006 |
|------|------|------|------|-------|-------|-------|-------|-------|-------|-------|-------|-------|
| 8407 | 6710 | 6263 | 8067 | 16958 | 21656 | 23493 | 22501 | 25440 | 22443 | 20926 | 17673 | 18456 |

Source : Crime in India

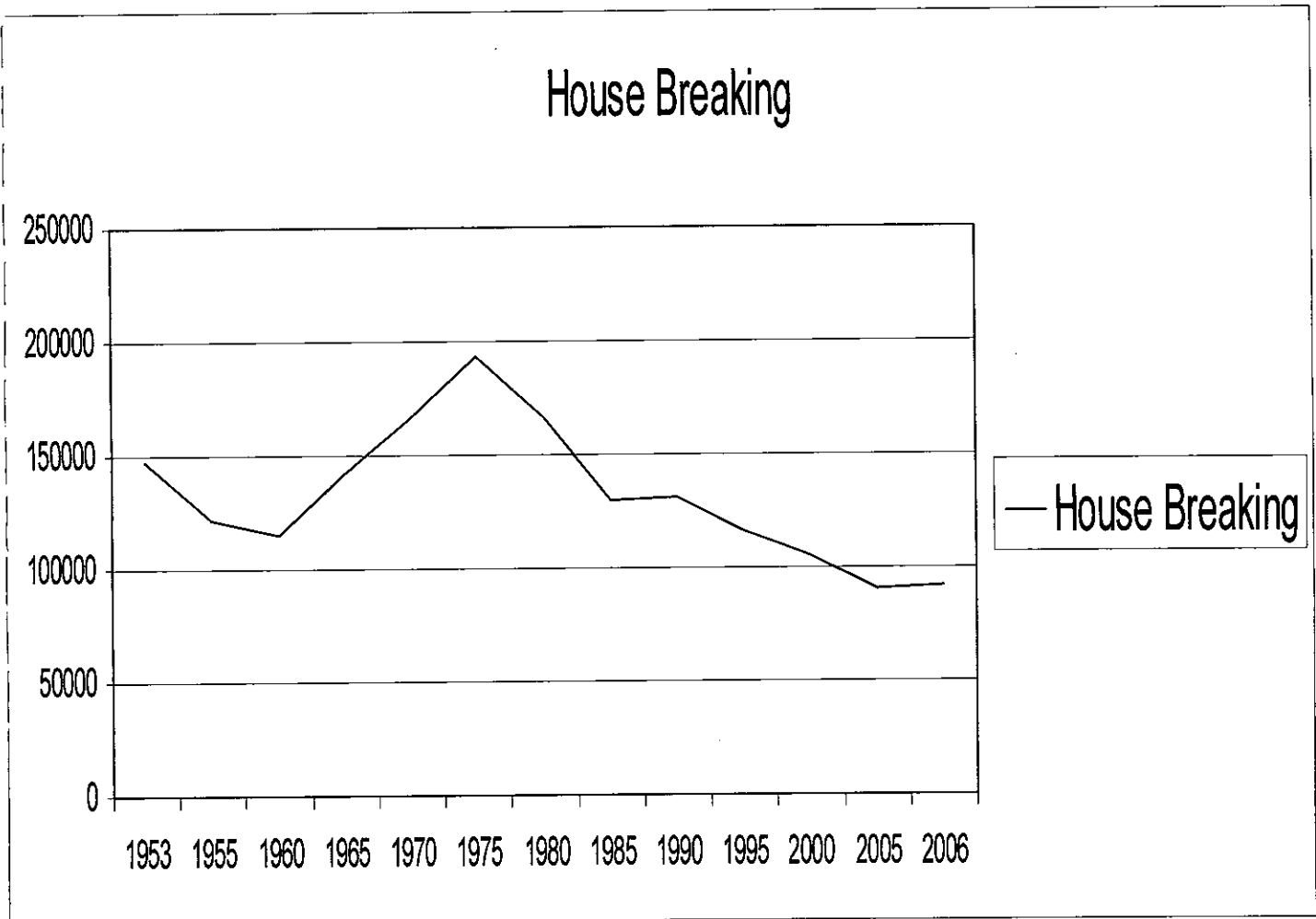


House Breaking

| 1953 | 1955 | 1960 | 1965 | 1970 | 1975 | 1980 | 1985 | 1990 | 1995 | 2000 | 2005 | 2006 |
|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|-------|-------|
| 147379 | 121744 | 114540 | 142015 | 166339 | 192854 | 166695 | 130354 | 131331 | 116507 | 105391 | 90108 | 91666 |

Source : Crime in India

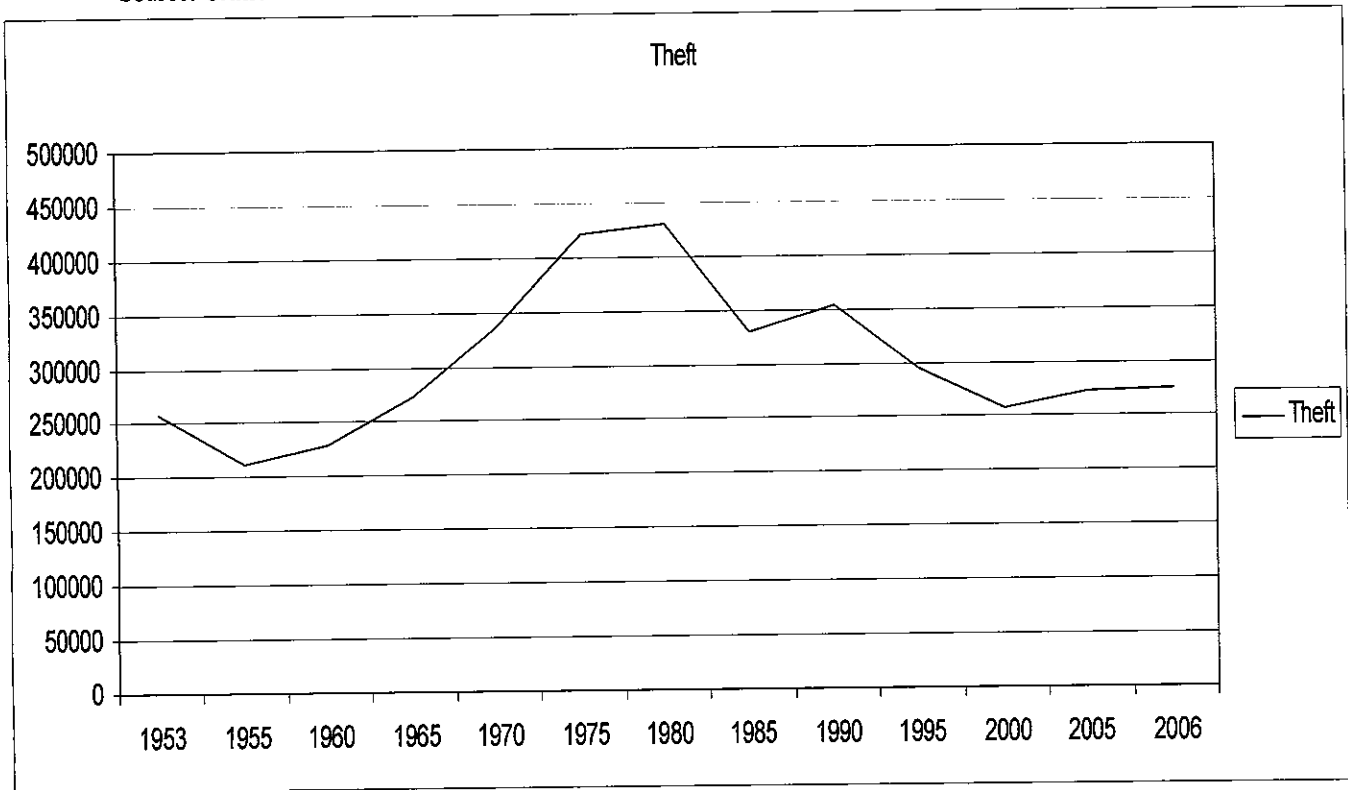
House Breaking



Theft

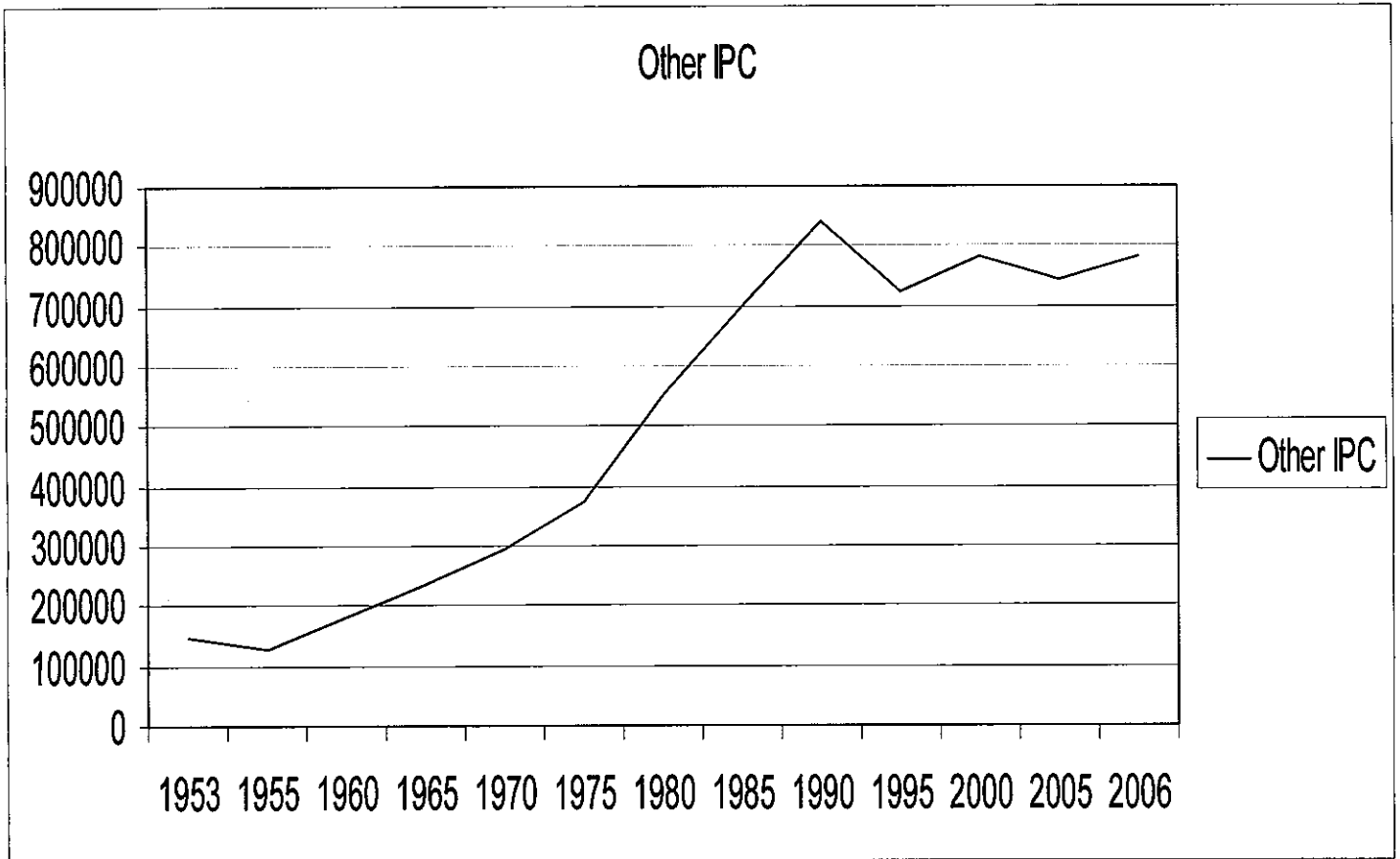
| 1953 | 1955 | 1960 | 1965 | 1970 | 1975 | 1980 | 1985 | 1990 | 1995 | 2000 | 2005 | 2006 |
|------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|
| 6567 | 212028 | 228842 | 273702 | 337211 | 421891 | 431036 | 330554 | 353191 | 294306 | 258588 | 273111 | 274354 |

Source: Crime in India.



Other IPC

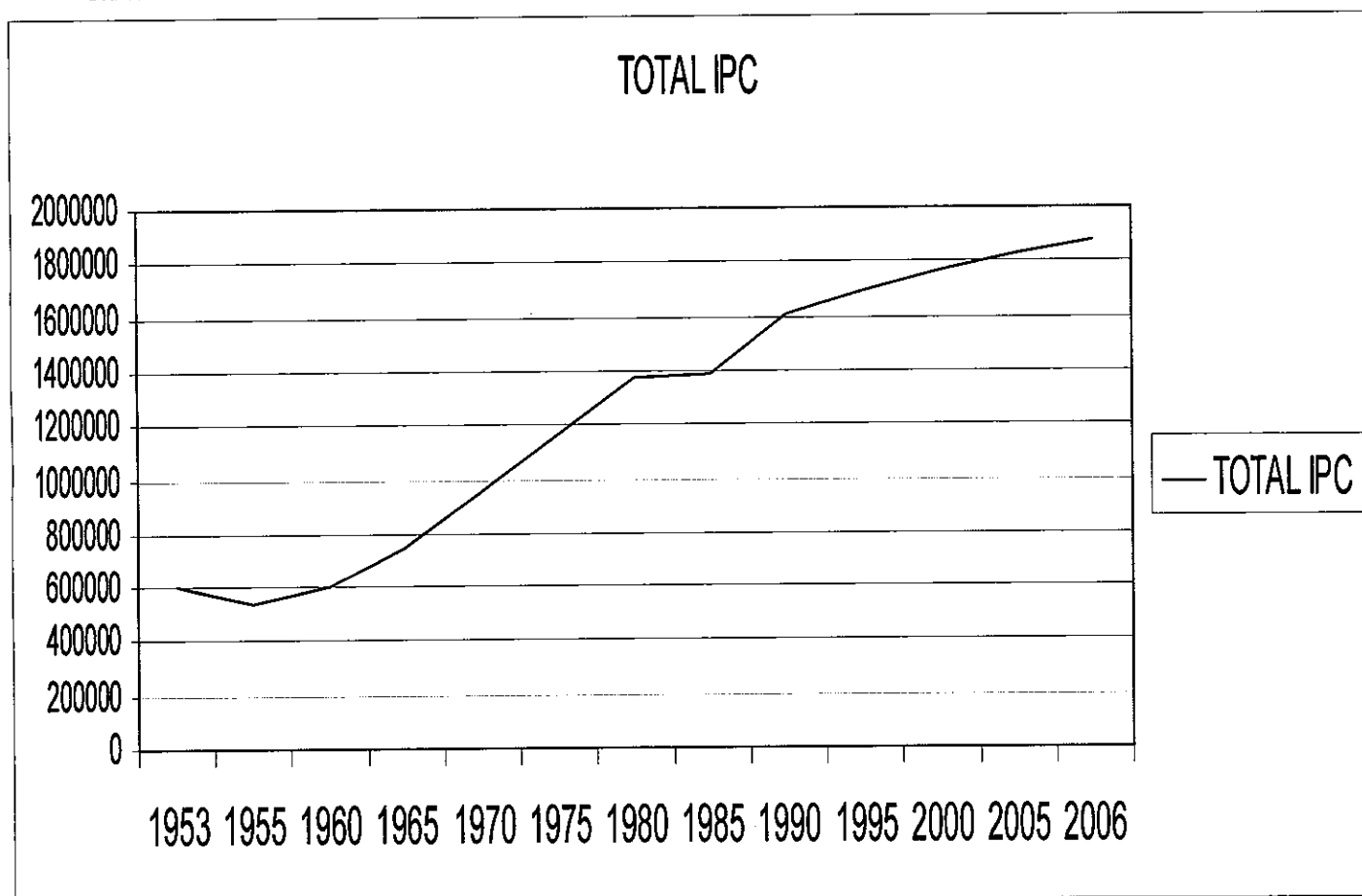
| 1953 | 1955 | 1960 | 1965 | 1970 | 1975 | 1980 | 1985 | 1990 | 1995 | 2000 | 2005 | 2006 |
|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|
| 148440 | 126435 | 183294 | 235974 | 295267 | 373660 | 550480 | 696069 | 840709 | 722583 | 779757 | 741977 | 779697 |



TOTAL IPC

| 1953 | 1955 | 1960 | 1965 | 1970 | 1975 | 1980 | 1985 | 1990 | 1995 | 2000 | 2005 | 2006 |
|--------|--------|--------|--------|--------|---------|---------|---------|---------|---------|---------|---------|---------|
| 601964 | 535236 | 606367 | 751615 | 955422 | 1160520 | 1368529 | 1384731 | 1604449 | 1695696 | 1771084 | 1822602 | 1878293 |

Source : Crime in India



Population of our country has increased from 30 crores to 100 crores by 2000 and about 120 crores by 2008. Offences of dacoity increased from 5578 to 15194 by 1980 but since then offences of dacoities continuously decreased and in 2006 offences of dacoities were only 4747, which are even less than 5579 of year 1953. Similarly in 1953 total offences of Robberies were 8407. They increased up to 22,923 in 1978 and then 23,493 in 1980, 25,440 in 1990, 26,428 in 1991, 26,444 in 1992. It is the maximum number. Since then the crime of Robberies have been decreasing and these offences were 18,456 in 2006, around 8000 crimes(30.20%) less than 1992. House Breakings were 1,47,379 in 1953. These were maximum in 1974, the offences of

house breaking in this year were 1,99,878. Since then house breakings are decreasing and in 2006 these were 91,666. House breakings decreased by 54.13% in 2006 in comparison to 1974.

Similarly, in 1953 total 2,56,567 cases of Thefts were registered. In 1978, total 4,37,187 house breakings were registered an increase by 70 %. Since then the registered offences of thefts have shown a downward trend and in 2006 these offences are 2,74,354, which are 65 % less than 1978. This is only 7 % more than 1953. It is very clear that offences are not being registered.

There are some offences, which have to be registered, because they cannot be hidden. Though here also there are many offences, which are not registered because of lack of clear medical or P.M. report. But even then most of these cases are registered. These are murders and rapes. In 1953 total 9802 murders were committed. In 1992 the number of murders was 40105 i.e. more than 4 times of figures of 1953. The murders every year have been increasing but from 1992 a declining trend started and murders reduced to 37399 in 2000. In 2006, there were 32481 murders an increase by 231.37% in comparison to 1953. Similarly in 1971 total 2487 rapes were registered, since then these registered offences of rapes are increasing every year with exception to year 1998, 2001, 2003. In 2006 total 19348 rapes were registered which is 677.96% more than 1971. Rapes increased 8 times in 35 years, and murders increased by 3.5 times (425.26%) since 1953. Similarly offences under other IPC offences were 1,48,440 in 1953. They were 7,79,697 in 2006, i.e. more than 5 times. But property offences have decreased except marginal increase in thefts.

From above figures it is very clear that crime figures in property offences have shown a declining trend. In other countries property offences are much higher in comparison to India. Crime rate of thefts was 5265 in USA, 4156 in UK, 6212 in Sweden, 2988 in France, 3560 in Canada in 1980. In India it was around 500 in 1980 but it reduced to around 300 in 2006. Dacoities reduced from 5579 to 4747 in 2006 in comparison to 1953 when population was less than 1/3 in comparison to 2006 and robberies reduced from 25440 to 18456 in 2006 in comparison to 1990.

Many offences are not given crime number of Police Station but they are given Zero crime number and they are transferred to other Police Stations because of geographical disputes Every SHO tries that it should not be registered in their police station and send it back to the police station, which has sent it to this police station. Thus it is kept in zero number and it is not registered at all, until the complainant struggles hard to get it registered.