

**TOWARDS LOW COST POLICING
A DISCUSSION OF
INCREASED PUBLIC CONTACT AND
COMMUNICATION**

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submitted in partial fulfilment of the requirements
for the award of the degree of
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in
Applied Economics
of the
Jawaharlal Nehru University, New Delhi

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Trivandrum,
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I hereby affirm that the research for this dissertation titled "Towards Low Cost Policing-A discussion of Increased Public Contact and Communication" being submitted to the Jawaharlal Nehru University for the award of the Degree of Master of Philosophy in Applied Economics, was carried out entirely by me at the Centre for Development Studies-Trivandrum.

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Certified that this dissertation is the bonafide work of Alexander Jacob. This has not been considered for the award of any other degree by any other University.

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DEDICATED TO

MY MOTHER

WHO HAD THE INSIGHT, VISION, GRACE
AND EVERYTHING TO BRING UP HER CHILDREN
TO WHAT THEY ARE
TODAY

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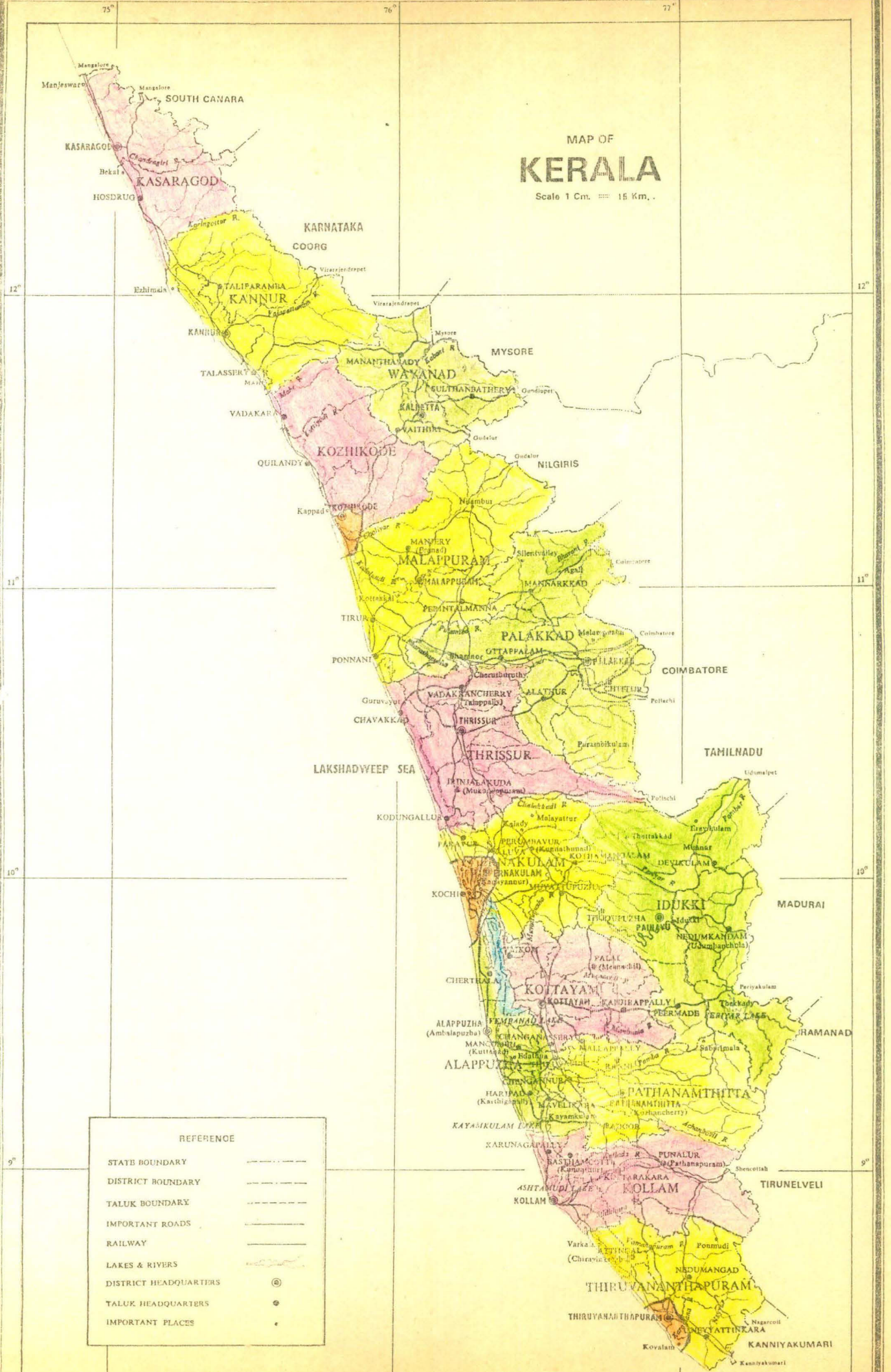
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MAP OF KERALA

Scale 1 Cm. = 15 Km.



REFERENCE	
STATE BOUNDARY	---
DISTRICT BOUNDARY	---
TALUK BOUNDARY	---
IMPORTANT ROADS	---
RAILWAY	---
LAKES & RIVERS	---
DISTRICT HEADQUARTERS	⊙
TALUK HEADQUARTERS	●
IMPORTANT PLACES	•

Wherever the name of Taluk Headquarters differs from the name of the Taluk name is given within bracket

INTRODUCTION

The police has traditionally been a vital organ of the State essential for the maintenance of order and institutional and social stability. The process of development in modern societies is inconceivable without taking into account the role of the police. It is seen that the police is usually studied either in the context of social deviance or in relation to administrative management. The economic aspects of policing has received relatively less attention. Police expenditure is subsumed under the non-plan expenditure of the Government. Over the years in the non-plan development, departments have expanded so enormously that a sizeable segment of the budget is consumed for their maintenance alone. In a situation such as that of Kerala, where the productive sectors of the economy are stagnating and the State is faced with the chronic problem of resource mobilisation, pruning of non-plan expenditure is perhaps among the few limited options open to the State. The

deepening fiscal crisis has also had the effect, according to a recent study¹, of putting a brake and partially undermining the much acclaimed Kerala model of development, a model characterised by substantial investment in social services sector. The problem of growing unemployment is merely one of the symptoms of the crisis. All this sharply underlines the need for immediate corrective measures and for a critical review of the existing strategy of development. Furtherance of economic growth under a new Kerala model would also have implications for 'Policing'. It is against this background that our study underlining the need for rationalisation and reorganisation of the police force assumes significance.

In the pre-independence period, the total budget allocation for the home department was fairly substantial. However the actual expenditure on policing was kept low, the balance being siphoned off to England, through a system that was known as the 'Home charges'². The actual strength of a police station in urban centres was usually 2 head constables (H.C.) and 8 police constables (P.C.) while in rural areas it was 1 HC and 5 PCs³. Keeping the police strength low was a deliberate attempt to reduce costs of policing. In situations where law and order tended to break down, large companies of armed police contingents were

rushed to stamp out any resistance⁴. This kind of punitive action was the hallmark of British policing. After 1947, this duality could not be maintained. High budget allocations were carried over but together with this the actual expenditure on police also began to mount. The post independence period witnessed gradual increases in the strength of both rural and urban police stations. In addition to this, to cope with the changing crime scenario, several new units were created and some attempts at modernisation were also undertaken⁵, all of which, together with the increasing strength of the force has resulted over time in a sharp escalation in police expenditure. This has now reached alarming proportion, as the Kerala situation would seem to suggest. Thus, from Rs.2.4 crores in 1958, the expenditure on police has since steadily increased and by 1987 accounted for Rs.68 crores. Since then, there has been an even sharper escalation in expenditure. Thus in 1992-93, the budget allotment was Rs.147 crore⁶ but the sanctioned expenditure was only Rs.115 crores⁷. Owing to a severe financial crunch, the balance could not be spent⁸. The pending bills are to be settled from out of the allocation for 1993-94. In 1993-94 the budget allotment for the police department was Rs.174 crores⁹. However, the present indications are that this amount would be insufficient to

cover the costs. The implementation of the central pay parity and equalisation order¹⁰ would, further push up costs¹¹. If some curbs on expenditure are not seriously contemplated, the expenditure on policing could be well over Rs. 250 crores by 1995. To maintain the present system of policing at the current rate of expansion and growth, the State would be required to raise approximately Rs. 400 crores by 2000 A.D. The alternative of the economy collapsing under this burden or a pronounced deterioration in the law and order situation in the absence of adequate policing in Kerala are in a sense real. It is precisely to counter these that an attempt is needed for evolving a system of low cost policing whereby unrestrained growth in expenditure is kept in check without impairing the 'security' and 'welfare' concerns of the State and society. Given the policy implications, this may be seen as among one of the priority research areas. However this study is no more than a small and modest contribution to an area which is both vast and complex.

Studies On Indian Police - A Brief Review

Indian police has over the years attracted considerable scholarly attention. A detailed review of this vast body of

literature would be out of place. What is offered is a brief survey.

The studies on Indian police can be classified into 4 broad groups. These include -

- (a) The studies dealing with various aspects of the history of Indian police including the evolution of systems of procedures (Curry, Percival Griffth, Madan, Anand Swarup and David Arnold)¹².
- (b) The second set of studies are those which have dealt with policing in the context of the criminogenic dimensions including the social and spatial dimensions of crime (Cox, Sleeman, Gibbons, Venugopala Rao, Vadackumcherry, Haikerwal and Saxena)¹³.
- (c) Yet another interesting set of studies are those concerned with the organisational and administrative aspects of the police force including structural reform (Bayley, Krishnaswamy, Misra, Sharma, Sinha, Gautham and Ramachandran)¹⁴.

Lastly and of some relevance to us are the regional studies with reference to Kerala. The issues covered range from the history of the local police to emerging trends in crime. (Alexander, Ramesan Nair and Vadackumchery)¹⁵. The economics or more specifically the costs of policing within

the framework of rationalisation remains a relatively unexplored area.

Objectives Of The Study

The present study attempts to address itself to the following set of questions and issues -

1. Can the police system which has evolved over the centuries be structurally reformed such that budget expenditure on police is reduced substantially and savings effected?
2. To what extent can rationalisation, reorganisation, and modernisation of the police system and police management be effected?
3. To what extent is it possible to prevent crime in an appreciable sense by means of appropriate State response, so that expenditure on crime investigation is reduced?

Data Sources And Its Limitations

The data and information for this study was drawn from a range of primary sources consisting of unpublished departmental and other official records, including

discussion with colleagues and associates in department. These include manuscript copies of crime abstracts, duty rosters, annual budget proposals of the police department, district budget proposals and allocation files, savings and expenditure statements. In addition rough duty rosters, development statements and the administrative reports of the police department were also examined. A detailed list of secondary source consisting of relevant books, articles and other published materials have been cited in the bibliography. One of the major constraints this study faced was the absence of detailed time series data and statistics at the level of the district with regard to crime as well as other parameters of the police organisation. We have tried to partially overcome this by using wherever possible the district level data of Cannanore¹⁶. This became possible partly on account of the present researcher's field experience as the Superintendent of Police in the district for 20 months during 1988-89 and partly because of the relatively better system of record keeping at the District Crime Record Bureau (D.C.R.B.) in Cannanore district. A word of qualification would be in order. This study has not attempted any rigorous quantitative economic exercises. The various estimation exercises are based essentially on fairly simple statistical methods.

Thesis Plan

The study is organised into 5 chapters in addition to an introduction and conclusion.

The introduction outlines the wider context within which the present study assumes relevance, namely of the deepening fiscal crises in Kerala and of consequent need for pruning the escalating expenditure on policing, through a system of rationalisation and reorganisation. While the organisational structure of the police force is outlined in Chapter I, a detailed analysis of the present and prospective strength requirements of the police force is presented in Chapter II. Chapter III takes up the question of rationalisation and reorganisation of the police system. In this context, it discusses in some detail the concrete measures and proposals for rationalisation, highlighting the possible notional and real savings, in expenditure that can be effected.

As an extension of rationalisation and consistent with the requirements of modern crime management, there arises the question of modernisation of the police force, which is the thrust of Chapter IV. Some of the concrete proposals together with rough estimates of the financial implication are discussed in this chapter.

Finally, Chapter V is concerned with the cost of crime and the question of crime reduction. In place of existing emphasis on crime investigation and detection, this chapter makes a proposal for crime preemption and prevention as an effective strategy for reducing costs.

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CHAPTER I

KERALA POLICE - ITS ORGANISATIONAL STRUCTURE

A Brief Overview Of The Evolution Of The Police Organisation

Although the advent of the Portuguese, the Dutch and the British in Kerala, provided the initial impulse for the formation of a police force with salary and departmental structure, it was Dewan Ummini Thampi (1809-12) who might be considered the father of the Kerala police¹. Col Munroe's (1812-14) programme of modernizing and bringing about the constabulary system was continued by later Dewans. By 1861, Malabar, and Travancore had Superintendents of Police (S.P.) and Kochi had its first S.P. in 1882. By 1938 the first Inspector General Police (I.G.P.) was appointed in Travancore followed by the State of Kochi².

The police procedures of Kerala largely originated from reforms suggested by various Royal Commissions. The Indian Penal Code - 1860 (I.P.C.) and Criminal Procedure Code -

1861 (Cr.P.C.) and the Indian Evidence Act - 1872 (I.E.A.) were incorporated into police legislations of the erstwhile Travancore State.

In the reorganisation of states in 1956, when Kerala was formed, Travancore was divided into 4 districts, Kochi into 2 and Malabar area of the Madras Presidency into 3. Later, 5 districts were added to make a total of 14 revenue districts corresponding to the 14 police districts. Afterwards Thiruvananthapuram, Kochi and Kozhikode were formed into police commissionerates constituting of 3 more police districts³. Under them are 48 subdivisions, 135 circles and 410 local police stations⁴.

Present Organisational Structure As On First January 1992

The Kerala police had a total strength of 38,046 officers and men⁵. This force is organized into various units for achieving different functional objectives. These are the Police of the general executive, the Armed Reserve, the Armed Police Battalions (A.R⁶ and A.P. Bns⁷), the Special Branch, the Crime Branch, the Telecommunication Units and the Railway Police, which have units located all over the State. Besides this, there are also Special Bureaux and Cells such as the State Crime Records Bureau, the Finger Print Bureau, the Photographic Bureau, the Computer Wing,

the Police Training College, the Protection of Civil Rights Cell, Motor Transport Wing, Forensic Science Laboratory, which are all located at Headquarters⁸. The Vigilance Department, though largely manned by police officers, is however independent of the police department.

Police Of The General Executive

The police of the general executive accounts for the bulk of the personnel in the department. The following is the distribution of the Local police as on 1 January 1992.

Inspector General of Police	1
Deputy Inspector General of Police	6
Superintendent / Commissioner	21
Deputy Superintendent / Asst Commissioner	168
Circle Inspector	169
Sub Inspector	740
Asst. Sub Inspector	398
Head Constable	3480
Police Constable	12746

TOTAL	17729
	=====

The police of the general executive is organized into 410 police stations, excluding 3 traffic police stations and 3 women police stations, 12 railway police stations and 1 CBCID⁹ police station. These police stations are grouped into 135 circles and 48 sub-divisions which constitute the 17 police districts of the State, divided into four ranges and three zones.

Armed Reserve Force

Each district unit has an armed strength consisting of two or three companies. The total armed reserve strength in the State is 9748, consisting of various ranks as follows:

Deputy Commandant	3
Asst. Commandant	18
Reserve Inspector	42
Reserve Sub Inspector	234
Asst. Reserve Sub Inspector	78
Havildars	1487
Reserve Police Constables	6764
Drivers/Technical Staff	1122

TOTAL	9748
	=====

Police Station Functioning : Difficulties

The fundamental units dispensing police service to the public is the police station. There has been, over time, a shift of emphasis from the conventional police duties of crime investigation, prosecution and traffic control to law and order, petition enquiry and V.I.P. security. This has evolved as a result of the changing compulsions of the situations. While these cannot be wished away, it is necessary to ensure that crime investigation and prosecution are not neglected. While complaints of lock-up torture seem

to have come down, much is still left to be desired with regard to courtesy and promptness in the discharge of duties by the police station staff. Given the inadequate infrastructure facilities in the police station, the police staff are working under difficult conditions. Better building, more furniture and stationery and a remuneration commensurate with peculiar nature of tasks performed will go a long way in improving the quality of service rendered at police stations.

Armed Reserve Augment Police Station Work

Police station strength being invariably inadequate, A.R. men are often deployed for manifold duties in the police stations and to augment the station strength. Due to sheer shortage of strength and pressing law and order problems, the regular parade, annual mobilization parade, training and updating of professional knowledge receive a setback. In every district, a shortage of more than a company strength of A.R. men exists. These have to be filled up immediately. Prompt recruitment in a phased manner is also necessary to meet the projected requirements of strength in the future.

Special Branch C.I.D.

Also known as the eyes and ears of the Government, the State Special Branch is another important wing of the Kerala Police. The present strength of this wing is 878 as shown below.

Addl D.G.P.	1
D.I.G.	1
S.P.	6
Dy. S.P.	15
C.I.	32
S.I.	115
H.C.	516
P.C.	126
Drivers	64
Technical Staff	2

Apart from Addl D.G.P. and D.I.G, 3 Ss.P, and 4 Dy. Ss.P. are at Headquarters. Three other Ss.P. are functioning from three Range Headquarters, Thiruvananthapuram, Kochi, Kozhikode. There are 11 Dy Ss.P.(Detachment) and 15 Inspectors located at various district headquarters and other important sub-divisional headquarters.

The main objective of the State Special Branch is to collect advance intelligence relating to the security of the State. Instead of day-to-day developments it concentrates on terrorist activities, communal movements, political subversion, anti-national activities, etc. For meeting these

challenges, this unit needs to have a wider base with more staff with specialized skills. Human resource development in this respect is of primary importance. Professional skills have to be developed exclusively for the State Special Branch and for this, specialized training has to be given to the personnel.

The Crime Branch C.I.D

Investigation of serious crimes having state-wide and inter-state ramifications is done by C.B.C.I.D. Barring certain shortages in the number of investigating officers of C.I. rank, vehicles and phones, this wing is well-equipped and has been recently expanded with one D.I.G for each Range and one S.P for two Districts. If some more infrastructural facilities are provided, the C.B C.I.D can turn out good results without incurring further expenditure. The Unit has the following strength:

Addl Director General of Police	1
Dy Inspr Genl of Police	3
Supdts of Police	11
Dy Supdts of Police	29
Circle Insprs of Police	62
S.I.s/A.S.I.s	100
Head Constables	184
Police Constables	262
Drivers	119
Technical Staff	10

TOTAL	781
	=====

A.P. Battalions

A strong arm of Kerala Police is its A.P Bns. A total force of 7032 officers and men constituted into 7 battalions are located at five different places in the State, each battalion functioning under a commandant and overall supervision of Dy. Inspector General of Police, A.P Bns form the sheet anchor of Kerala Police. In discipline, morale and efficiency, the A.P Bn. is expected to be a model to the other police units. In maintaining law and order, V.I.P. security etc., these units have discharged their duties fairly in a satisfactory manner in the past. However, the delay in the process of recruitment, ad-hoc training programmes, the indiscriminate use of its personnel on duties other than professional police work, are said to have had a detrimental effect on its morale and discipline. Lack of infrastructure facilities have also affected this otherwise crack force.

Considering the future challenges to the security of the State from terrorist, anti-national and communal forces, the need for systematic recruitment, training and toning of the functioning of this wing cannot be over-emphasized.

The seven battalions altogether have the following strength -

Deputy Inspector General of Police	1
Commandant	7
Dy. Commandant	7
Asst. Commandant	29
Armed Police Inspector	52
Armed Police Sub Inspector	150
Armed Police Asst. Sub Inspector	52
Havildar	1042
Armed Police Constable	4989
Driver	268
Technical Staff	435

TOTAL	7032
	=====

Special Units In Police

The Kerala police has been receiving, during the last two decades, a fair amount of support from the Forensic Science Laboratory (FSL)¹⁰ in the investigation of crime. In the sphere of communication, the wireless has proved its mettle. The HF and VHF communication have stood the police in good stead in regard to law enforcement, V.I.P. security, festival bandobust, and traffic arrangements. Maintenance of crime records has undergone a quantum change with the formation of State Crime Records Bureau and the District Crime Records Bureaux under one Inspector General of Police and Dy. Supdts of Police respectively. The Computer, though installed and made functional from 1983, has now become obsolete, with the rapid strides having been made in computer technology. The other bureaux, namely, the Finger

Print Bureau and the Photographic Bureau have proved very helpful in the detection and identification of culprits from available clues. Realizing the importance of correct and effective investigation of not only heinous cases in the State but also of ever so many cases with inter state ramifications. The department has a medico-legal wing, whose expertise and opinion about the injuries, cause of death, etc., have raised the standard of investigation to a higher level. The Kerala Police Dog Squad had its limited effect and is yet to prove its utility.

Any uniformed force will have some units as symbols of dignity, morale and discipline, if not grandeur and glamour. We have 7 Police Bands attached to various units and one Mounted Police Unit.

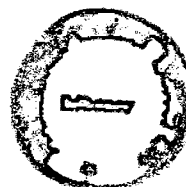
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Training of officers and men, needless to say, is of paramount importance. Officers of the rank of S.I.s and above are now trained in the Police Training College in Thiruvananthapuram. The staff, both in quality and number, the infrastructural facilities, etc, now provided in this premier training institution of Kerala Police are dishearteningly far from being satisfactory.

The recruitment and training of police constables is also now being done on an ad-hoc basis. There is no system and professionalism in the entire approach to this question.

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Much, therefore, has to be done for turning out the ideal police of the future, fully motivated and precisely oriented towards achieving the enlightened goals and objectives.

Apart from being fully equipped through training programmes, it is important that the personnel of the department be a contented lot. Only such a force can remain free from corruption and abuse of power. In order to maintain the personnel constantly in a state of high morale and contentment, it is necessary that the welfare of its personnel is properly taken care of. There has to be a close monitoring of the welfare of not only the serving personnel, but also the retired, so much so, that every member feels a sense of security for himself and his family. Radical reforms in this regard have therefore to be thought of in the coming years.

As enjoined in the Directive Principles of State Policy in the Indian Constitution, the protection and welfare of weaker sections of society is a major concern of the State. The Scheduled Castes and Scheduled Tribes constitute 12 per cent of population in Kerala. While development activities have proceeded apace since independence, the fact remains that atrocities are still being committed on these handicapped sections of society. The Government of India has therefore enacted two legislations.

- (1) Protection of Civil Rights Act - 1955
- (2) Prevention of Atrocities on Scheduled Castes and Scheduled Tribes Act - 1989.

In order to oversee effective and meaningful enforcement of the provisions of the above Acts in every State, a special cell funded by the Central Government has been formed under the charge of a deputy inspector general of police. In Kerala also, such a special cell is functioning and is attached to Police Headquarters and under the supervision of a deputy inspector general of police.

The situation with regard to treatment of Scheduled Castes and Scheduled Tribes by other communities is refreshingly different in Kerala when compared to other states in the country. The high spread of education, the enlightened intermixing of various communities scattered all over the State, the general level of high culture of the people etc., have contributed to a situation in which the weaker sections are fully absorbed into the mainstream of life. Consequently the problems of atrocities committed on these segments of the society are of a much lower scale than in other states. Still, the Special Cell has been formed for inquiring into such complaints which are not properly looked

into by the police of the general executive. Apart from the Dy. Insp. Genl of Police (Protection of Civil Rights), there is one Superintendent of Police at the Headquarters and two special squads under an inspector of police with some complementary staff functioning at Palakkad and Kasargode, the two districts where the percentage of population of the Scheduled Castes/Tribes is comparatively high.

Women Police

The total strength of women police in the State is as follows -

DYSP	CI	SI	HC	PC	TOTAL
1	1	24	99	368	493

In the 3 police commissionerates, namely Thiruvananthapuram, Kochi and Kozhikode, there is one women police station each with a strength of -

SI	HC	PC
1	5	20

In other district headquarters, an equivalent strength of women police is provided though there are no women police

stations as such. A woman dy supdt. of police and a woman circle inspector are also functioning at the security wing of Thiruvananthapuram Airport. Apart from this, all the three Airports have a strength of -

SIs	HCs	PCs
7	14	26

For the future, the services of more women police will be required in the rural areas also. It may be noted that in Kerala, there has been a substantial increase of offences of rape since 1987. While from 1981 to 1986, average number of offences of rape in a year remained below 150, from 1987 onwards it has crossed 200. Considering this, and also to handle complaints of women, such as those under sections 304-B and 498-A of the I.P.C., more and more women police stations will be required in all the districts¹¹.

Organisational Pattern

The present organisational pattern of Kerala Police is given in Appendix-5.

Notes

1. T.K. Velu Pillai, Tranvancore State Manual. Chapter on Criminal Justice system, Vol-4, Travancore Government Press : 1940.
2. Ramesan Nair, Kerala Police Noottandukalilode, Valsa Printers.
3. See Appendix-5.
4. See Appendix-6.
5. See Appendix-7.
6. Armed Reserve Camps - Every district has an Armed Reserve which is the immediate back up force for police of the general executive. A British Colonial Creation.
7. Armed Police Battalions - A State has a few battalions as the final back up force. Constables are recruited to these battalions and transferred to Armed Reserve after three years and then finally they reach police stations in General Executive.
8. See Appendix -8.
9. C.B.C.I.D. - Criminal Investigation Department - A specialised wing to investigate sensational and complicated cases.
10. F.S.L. - Forensic Science Laboratories - where the chemical examinations are done for the scientific evidence in criminal cases.
11. It has already been recommended to the Government that more women police stations may be opened in the districts at district headquarters and sub divisional headquarters. With the existing strength, it should be possible to open new police stations in 14 districts also. By 1995, we should have women police stations at each sub divisional headquarters. There are 48 sub divisions in the State and therefore at the rate SI-1, HC-5, PC-20,

the total requirement will be SIs-48, HCs-235 and PCs-540. It is therefore recommended that recruitment of this strength may be commenced from 1994 so that the sub-divisional police stations can start functioning from 1995. The Annual expenditure for this will be Rs. 2,37,66,732/- (as worked out in Appendix-18).

CHAPTER 2

PRESENT STRENGTH POSITION AND PROJECTED REQUIREMENTS

The Kerala police which numbered around 11312 in 1957 increased steadily soon after the formation of Kerala State. It has raised to a total strength of 37276 by 1990 and to 41267 by 1993. The total force is thus doubling every decade¹.

The present population of Kerala as per 1991 census is 2,90,11,237 of which 1,42,18,167 are males and 1,47,93,070 are females. The ratio of policeman to population works out to be 1:763. The decadal population growth during 1981-1991 in absolute terms was 3557557 and percentage growth was 13.98 percent. By 2001 A.D, it is estimated that the population of Kerala will go up to 33 million².

The total number of cognizable crimes in the State has gone up from 51684 in 1981 to 81941 by 1991. The increase in crime is not in linear proportion to the time span, but in proportion to the increase in population, urbanization,

industrialization etc. Crime rate is expected to increase sharply in the coming years. Taking the previous decennial increase, it is projected that there will be an increase of more than 30000 offences during the next 10 years, so much so that by 2001 A.D., the total number of cognizable crimes in the State will be around 112198. Further details of the crime situation have been provided in Chapter V.

Apart from the increase in the number of crimes and connected problems of law and order, threat to security of the State by terrorists, security arrangements for V.I.Ps, traffic duties, etc, the police calls for adequate manpower. The sanctioned and existing strength of the Kerala police has been shown in the Appendix II³. An adequate strength of police force contented with service conditions, leave, pay structure etc., is essential for optimum efficiency. Taking into account ~~of~~ all these factors, three parameters shown below have been drawn out and they give an estimation of the additional strength required by 2001 A.D.

- A. On the basis of work load and increase in population.
- B. On the basis of categorization of police stations according to work load and increase in population.
- C. On the basis of ratio between police and population .

A. Strength Requirements On The Basis Of Workload

i. Strength required for local police⁴.

Every police station requires a minimum strength. Government have already approved the norm of 1 S.I, 1 A.S.I, 5 H.Cs and 25 P.Cs in a police station, but have not implemented the same uniformly because of financial constraints. The above mentioned scale is the one actually required in a rural police station registering around 150 crimes in a year. The following will be the disposition of duties on a normal day in such a police station.

Duties	S.I	A.S.I	H.C	P.C
Overall Supervision	1	-	-	-
Station Charge and Sentry	-	1	-	3
Writer	-	-	1	-
Prosecution	-	-	1	1
Copying	-	-	-	2
Process	-	-	-	2
Crime Intelligence & Surveillance	-	-	1	2
Investigation	-	-	1	1
Escort & Emergency	-	-	-	3
Beats & Patrol	-	-	1	6
Tapal	-	-	-	1
Data Preparation	-	-	-	1
Leave & Off Duty	-	-	-	-
Reserve at 15%	-	-	-	3
Total	1	1	5	25

The above strength is said to be the bare minimum required in a police station if all the basic police duties are to be discharged with reasonable efficiency and minimum time-span.

ii. Addition to strength required in police station at Circle Head Quarters

One H.C is needed as the Writer for the circle inspector's office. 3 P.Cs are required for the Circle Crime Squad and to assist the C.I in disciplinary inquiries and investigation of crime.

iii. Addition to strength required in police stations at Sub-Divisional Head Quarters

One H.C and 3 P.Cs are required for general assistance in the office of the dy. supdt. of police and for field assistance to him when investigation of crimes is conducted by the sub-divisional officer himself.

iv. Addition to strength required on account of work load in excess of the strength as per the above parameters

The norms laid down under A (i) above was for a police station with average work load. When work load becomes heavy, additional strength will have to be provided for.

Such instances may be -

- (a) Wherever there is a criminal court situated within the area of a police station, there should be a provision for 1 additional P.C. for every court as Court Orderly.
- (b) Wherever there is a Taluk Hospital situated within the police station limits, 1 additional post of H.C will have to be provided to record statements of injured. Similarly, if there is a District Hospital or a Medical College Hospital, 2 H.Cs and 2 P.Cs should be provided.
- (c) 1 H.C and 5 P.Cs will have to be provided where the Revenue Divisional Officer's (R.D.O.) office is situated in the jurisdiction. Similarly 2 H.Cs and 10 P.Cs will have to be provided if a Collectorate is situated in the jurisdiction. These offices are usually the focal points of demonstrations and protests.
- (d) 5 P.Cs will have to be additionally given for a police station with a jail within its jurisdiction.
- (e) Additional strength at the rate of 1 or 2 P.Cs will have to be provided in the jurisdiction having a large number of places of public entertainment like theatres, public auditoriums etc.
- (f) Separate strength needs to be earmarked where guard for treasuries is to be provided.

- (g) Educational institutions give rise to problems in policing and therefore there should be a greater number of police men at the rate of 1 per college. It is assumed that a college will have at least 5 high schools in the neighbourhood.
- (h) Where a police station has more than 150 cases during an year, there should be 1 S.I. for every 150 cases supported by 1 H.C. and 1 P.C. for every 50 crimes.
- (i) Where the number of processes exceed 2500 during an year, there should be an additional P.C. for process service. Urban police stations need to have additional P.Cs only if the number goes above 5000.

The above norms are fixed on the basis of actual experience.

v. Requirement for traffic control

The minimum requirement for the police district as a whole is to be determined on the basis of important junctions, bus stations, volume of traffic etc. At least 10% of the strength of the police station will have to be additionally allotted for this.

A separate traffic unit has to be created at important district headquarters with the strength of at least a police station. This is a very important requirement considering

the rate of increase of vehicles and the increase in the number of accidents.

vi. Requirements of beats and patrols

The need for round the clock beats and patrols is very great in respect of urban areas. Hence an addition of 20 per cent to the minimum strength is necessary in urban areas. In cities, this has to be 30 per cent of the minimum strength considering the vast amount of floating population.

vii. Requirement at important places

There are a few places in some district which are centres of pilgrimage or institutions where large number of people collect. In these places constant police presence will be required. The strength for this has to be provided in the concerned local police stations.

viii. Requirement of District Special Branch

A minimum of 1 H.C. has to be provided for every police station. Besides sufficient strength for scriptory work, passport verification and collection of special intelligence has to be provided. The requirement must be worked out for every police district as a whole.

ix. Requirement of District Crime Record Bureau

A strength of 1 S.I., 3 H.Cs and 5 P.Cs are required in every police district.

x. Requirement of Control Room

Actual strength required in each unit has to be provided additionally. On an average in a district, a control room with at least one S.I. and two sections (1 section has 1 H.C. and 10 P.Cs) should be available at all time.

xi. Requirement for special purposes

Strength has to be provided for vanitha police stations, juvenile wings and special squads wherever they exist.

On the basis of the norms listed above and taking into account the sanctioned strength and the present requirement, the deficiency in requirement has been estimated as 234 S.Is, 34 A.S.Is, 1700 H.Cs and 4191 P.Cs⁵.

District-wise Deficiency of the Police in General Executive

Unit	SI	ASI	HC	PC	
1. Thiruvananthapuram city	6	-	128	391	
2. Thiruvananthapuram Rural	27	4	164	381	
3. Kollam	15	3	114	359	
4. Alappuzha	15	4	120	140	
5. Pathanamthitta	12	5	91	283	
6. Kottayam	18	1	103	294	
7. Idukki	9	2	82	220	
8. Kochi City	-	1	39	133	
9. Ernakulam Rural	14	3	115	296	
10. Trissur	29	4	171	425	
11. Palakkad	28	1	133	214	
12. Malappuram	14	1	92	215	
13. Kozhikode City	9	-	56	164	
14. Kozhikode Rural	15	1	69	151	
15. Wayanad	2	2	54	170	
16. Kannur	16	-	107	215	
17. Kasaragod	5	2	62	140	
	234	34	1700	4191	(A)

The annual expenditure for salaries for all the posts together will be Rs. 1171 lakhs⁶.

The present ratio of police station to people in Kerala is 1 : 70730. The position in some other States in India in 1988 is as follows -

Assam	1 : 122000
Andhra Pradesh	1 : 36000
Bihar	1 : 62723
Gujarat	1 : 62000
Karnataka	1 : 63462
Maharashtra	1 : 79500
Madhya Pradesh	1 : 51357
Orissa	1 : 60901
Rajasthan	1 : 57103
Tamil Nadu	1 : 52600
West Bengal	1 : 147657

For a State like Kerala, a ratio of 1 : 70000 (roughly) is not enough. But, even to maintain this ratio in 2001 A.D., the total number of police stations required for a population of 33331900 will be 476. At present there are 410 police stations in the State. Hence 66 additional police stations will have to be opened during a period of 9 years. (This includes the upgrading of 37 Outposts also). This would also mean that 7 police stations will have to be opened every year from 1992.

(It is seen that in the year 1971 there were 234 police stations in the State and this increased to 410 in 1991. This means an increase of 176 police stations during a period of 20 years - i.e., at the rate of 9 police stations per year.)

On the basis of the yardstick laid down for an ordinary police station, the strength of 1 S.I., 1 A.S.I., 5 H.C.s and 25 P.C.s will have to be provided for each such new police station. If so, the additional strength requirement for 66 police stations by 2001 AD will be -

S.I.	A.S.I.	H.C.	P.C.	(B)
66	66	330	1650	

The expenditure for this additional strength is given in Appendix 14.

The total strength required to make up the deficiency and for future needs, therefore, will be: (A+B)

S.I.	A.S.I.	H.C.	P.C.
300	100	2030	5841

Recruitment to achieve the required strength must follow a phased programme from 1992.

It may be pointed out that there were 5218 vacancies of P.C.s on 1 March 1992. Action is being taken to fill up these vacancies and thereafter the phased programme of recruitment and training may be commenced.

B. Strength Requirement On The Basis Of Categorization Of Police Stations.

Police stations in the State can be divided into four categories, according to the work-load and other importance. Based on the findings of an earlier study by this researcher, the 410 police stations can be grouped under four categories, namely, A, B, C, and D as follows -

A	B	C	D	Total
29	37	104	240	410

The minimum strength prescribed for a police station of 'D' category is S.I. - 1, A.S.I. - 2, H.C. - 5, P.C. - 25.

For 240 police stations of 'D' category, the strength required will be -

S.I.	A.S.I.	H.C.	P.C.
240	480	1200	6000

For police stations of 'C' category the following strength will be required: SI-2, ASI-2, HCs-10, P.C.s-50. If so, the strength for 104 police stations of 'C' category will be -

S.I.	A.S.I.	H.C.	P.C.
208	208	1040	5200

For category 'B' police stations, the minimum strength will be S.I. - 3, A.S.I. - 3, H.C. - 15, P.C. - 75. Thus, for 37 police stations, the strength required will be -

S.I.	A.S.I.	H.C.	P.C.
111	111	555	2775

For the most important police stations of 'A' category the minimum strength required will be -

C.I.	S.I.	A.S.I.	H.C.	P.C.
1	4	4	20	100

The strength for 29 police stations under this category will be -

C.I.	S.I.	A.S.I.	H.C.	P.C.
29	116	116	580	2900

On the above basis, the total strength required for 410 police stations will be -

C.I.	S.I.	A.S.I.	H.C.	P.C.
29	675	675	3375	16875

The available strength of 410 police stations is -

C.I.	S.I.	A.S.I.	H.C.	P.C.
1	492	391	2747	10937

It may be noted that out of 29 police stations coming under category 'A', at present, there is only one C.I. working as Station House Officer in the whole State.

Hence the additional strength required will be -

C.I.	S.I.	A.S.I.	H.C.	P.C.
28	183	284	628	5938

The total cost for this additional strength will be Rs.1325 lakhs per year (Appendix 15).

The strength required for 66 new police stations including upgrading of out-posts will be - (at the rate of 'D' category police Station)

S.I.	A.S.I.	H.C.	P.C.
66	66	330	1650

Thus the total will be -

C.I.	S.I.	A.S.I.	H.C.	P.C.
28	249	350	958	7588

C. Strength Required On The Basis Of Ratio Between Policemen To Population.

Adopting a yardstick which is commonly reckoned in all other states in India, i.e., police-population ratio, the strength required by 2001 AD can be worked out as follows:

The present ratio of policemen to population in Kerala is 1:763. As per the data of 1988 provided by Police In India - 1988, Ministry of Home Affairs, Government of India, the various states in India have the following ratio of policemen to Population -

Assam	1 : 563
Andhra Pradesh	1 : 1300
Bihar	1 : 932
Gujarat	1 : 325
Karnataka	1 : 1475
Maharashtra	1 : 550
Madhya Pradesh	1 : 625
Orissa	1 : 796
Rajasthan	1 : 689
Tamil Nadu	1 : 795
West Bengal	1 : 945

For the State of Kerala, assuming that a reasonable ratio between policemen and population is 1 : 700, and on the basis of increase in the population for the period 1991-2001, the additional police strength required for every year can be worked out as follows - (yearly increase in population is 1.39%).

Year -1-	Population (Projected) -2-	Strength required -3-	Existing strength -4-	Addl. required -5-
1991	29011237	41445	38046	3399
1992	29416814	42024	41445	579
1993	29416814	42611	42024	587
1994	30245057	43207	42611	596
1995	30667882	43811	43207	604
1996	31096618	44423	43423	612
1997	31531348	45044	44423	621
1998	31972156	45674	45044	630
1999	32419126	46313	45674	639
2000	32872345	46960	46313	647
2001	33331900	47617	46960	9571

The strength indicated under column 3 includes all police personnel, i.e, officers, men, AR and AP Bns.

The strength indicated under column 2 does not include the strength in AR and AP Bns and also officers of all categories.

Thus the additional strength required during the next decade (1991-2001 A.D.) on the basis of 3 different parameters shown above will be as follows -

	C.I.	S.I.	A.S.I.	H.C.	P.C.	Total			
I.	-	300	100	2030	5841	8271	Officers	400	
							Men	7871	
II.	28	244	345	933	7463	9013	Officers	617	
							Men	8396	
III.	(7.27% of the total force will be officers. Accordingly the breakup)						9598	Officers	698
							Men	8900	

The additional A.R. strength required for 10 years has been worked out separately and given below -

The requirement is -

A.C.	R.I.	R.S.I.	A.S.I..	H.C.	P.C.	Total
8	15	54	18	378	1782	2255

Strength of 3 A.P. Bns to be formed for the next decade will be -

Officers	40 X 3 =	120
Men	800 X 3 =	2400

Total		2520

Hence the total additional man power required under each parameter will be -

I.	827 + 2255 + 2520 = 13046	Officer (7.27%)	948
		Men	12098
II.	9013 + 2255 + 2520 = 13788	Officers	1002
		Men	12786
III.	9598	Officers	698
		Men	8900

If recruitment of this force was started from 1993 onwards, the required force by 2001 will be made up by recruiting 87 Officers and 1113 men every year (as per IIIrd parameter).

B. Enhancement Of Strength Of Armed Reserve

The strength of District Armed Reserves varies from district to district. At present there are 65 Companies of AR located throughout the State as detailed below.

Thiruvananthapuram City	10 Companies
Thiruvananthapuram Rural	3 Companies
Kollam	4 Companies
Alappuzha	2 Companies
Pathanamthitta	4 Companies
Kottayam	4 Companies
Idukki	3 Companies
Kochi City	5 Companies
Ernakulam Rural	3 Companies
Trissur	4 Companies
Palakkad	5 Companies
Malappuram	3 Companies
Kozhikode City	4 Companies
Kozhikode Rural	3 Companies
Wayanad	2 Companies
Kannur	5 Companies
Kasaragod	2 Companies

Total	66 Companies
	=====

- (i) Due to law and order situations arising frequently all over the State, police have to stretch their resources and this tells upon the morale and welfare of the force. In view of this, an urgent enhancement in the Armed Reserve Strength in Districts appear justifiable.
- (ii) To ensure that a fairly good number of policemen are available to cope with law and order situations, the district authorities should have sufficient Armed

Reserve at their command from which they can draw men based on requirements which vary from time to time. The Armed Police Battalion can be considered only as a back up force to be deployed in an emergency which is intensive in a specified sensitive area or which is extensive over the whole State. Deploying them for regular law and order situations in district is neither good for them nor helpful to tackle situations. They are a crack force to be kept in intensive training and readiness. At present, due to shortage of manpower, they are liberally deployed, which affects their morale, discipline and effectiveness. Taking the above into account, the following norms are formulated for re-organizing and enhancing the strength of Armed Reserve.

1. In all the city Armed Reserves, there should be a minimum of 6 Companies.
2. In all districts Armed Reserve, there should be a minimum of 3 Companies.
3. In districts where the population is between 15 lakhs and 20 lakhs, there should be a minimum of 5 Companies.
4. In districts where the population is above 20 lakhs, there should be a minimum of 6 Companies.

(iii) The pattern of staffing of a Company in the Armed Reserve as approved by Government is as follows -

Reserve Sub-Inspectors	3 for a Company
Asst. Sub-Inspectors	1 for a Company
Head Constables	21 per Company
Police Constables	99 per Company

(iv) Based on the above norms the additional requirements are shown below -

District	Existing AR Company	Total requirement as per norms	Deficiency
Thiruvananthapuram City	10	10	-
Thiruvananthapuram Rural	3	3	-
Kollam	4	6	2
Alappuzha	2	3	2
Pathanamthitta	2	3	1
Kottayam	3	5	2
Idukki	3	3	-
Kochi City	5	6	1
Ernakulam Rural	3	3	-
Trissur	4	6	2
Palakkad	5	6	1
Malappuram	3	6	3
Kozhikode City	4	6	2
Kozhikode Rural	3	3	-
Wayanad	2	3	1
Kannur	5	5	-
Kasaragod	2	3	1
Total	65	83	18

(v) According to the staff pattern a strength of 54 R.S.I.s, 18 A.R.S.I.s, 378 Havildars and 1782 A.R.P.C.s are additionally required.

(vi) Similarly the approved supervisory pattern of staff is as below.

Asst. Commandant -- There should be a minimum strength of 1 Asst. Commandant for every District Armed Reserve.

Reserve Inspector -- One R.I. for every 2 Companies.

(vii) At present there are 65 Companies in the 17 districts' Armed Reserve Camps with 9 Asst. Commandants and 26 Reserve Inspectors. With the enhancement of strength by sanctioning 8 more companies, there will be altogether 83 companies in the 17 district A.R. camps. As such 8 more posts of Asst. Commandants and 15 more posts of R.I.s are to be created.

(viii) The enhancement of number of companies in the AR and sanctioning of additional supervisory posts may be phased out as under.

(a) Additional Companies

1990-91	4
1991-92	4
1992-93	4
1993-94	4
1994-95	2

	18
	=====

(b) Supervisory posts

	Assistant Commandant	Reserve Inspector
1990-91	2	3
1991-92	2	3
1992-93	2	3
1993-94	2	3
1994-95	-	3

(ix) The annual expenditure on this score will be Rs.435 lakhs⁷. (See Appendix 16)

(x) The above expenditure can be phased as specified in Appendix 17⁸.

D. Armed Police Battalions

The Kerala police has now 7 Battalions. One Commando Battalion will be formed by 1993-1994. It is proposed to create two additional battalions, one each in 1996 and 1999. The annual expenditure for a Battalion is approximately Rs.5.44 crores.

E. Requirement Of Drivers

The norms fixed for drivers is as follows -

For Car/Jeep	1 per Vehicle
For Medium Vehicle	1 per Vehicle
For Heavy Duty Vehicle	3 per 2 vehicle

The number of vehicles required by the department as per norms are as follows -

Car	85
Jeep	994
Medium Vehicle	297
Heavy Vehicle	376
Motor Cycle	150

Total	1902

The number of drivers required as per the norms above is 1902. The present strength of drivers in the department is only 1640. There is a shortage of 112 drivers and 150 motor cycle riders. The shortage may be made up as and when vehicles are purchased. The statement of cost is appended⁹. The total financial commitment for a year is 59.13 lakhs. For the next 8 to 10 years, posts of drivers may be created as per norms fixed with the increase in vehicles.

Camp Followers

At present the sanctioned strength of the camp followers in the State is 913. This includes those working in A.P. Bns, A.R.s, police Headquarters and P.T.C. The scale of camp followers is 10 per Company i.e., 10:120. At this scale, the requirements of camp followers from 1992 to 2001 AD will be as follows -

Year	Strength required	Existing Strength	Addl. required
1991	1195	913	282
1992	1243	1195	48
1993	1291	1243	48
1994	1340	1291	49
1995	1390	1340	50
1996	1441	1390	51
1997	1493	1441	52
1998	1546	1493	53
1999	1599	1546	53
2000	1653	1599	54
2001	1707	1653	54

Total required for 1991 to 2001 = 1707 - 903
= 794

Total cost involved Rs. 124 lakhs per year.

As this expansion of 794 is to be done in a phased manner, the financial strain may not be felt in the short run. However, the eventual increase in the expenditure amounting to Rs.124 lakhs per year with possibilities of further escalation should be taken note of. In the absence of any alternate scheme for substituting camp followers, there is no escape from this expenditure. However, by restraining or slowing down of the creation of additional posts, the cost can be kept within reasonable limits.

The cost of policing is sky rocketing partly on account of greater recruitment of police personnel. About 85 per cent of the total police budget is taken up by salaries

alone¹⁰. As a result of the galloping rate of inflation, there has been, over the times, an all round increase in salaries of all police personnel¹¹. In addition to this, annual provision has also to be made for benefits accruing to retiring police personnel. Thus, besides the pension component, the immediate post-retirement benefits by way of D.C.R., gratuity, P.F. etc. it has been estimated at Rs. 2 lakhs per head. At this rate, very soon it is possible that a point will be reached where the State will find itself extremely hard pressed to meet even the normal budget requirements of the police force. The mismatch ~~among~~ ^{between} strength, crime and expenditure is brought out in the graph¹² in the Appendix 20 and in the table¹³ in Appendix 21. It is in this wider context that the question of rationalisation and reorganisation of the police force assumes critical importance. This dimension has been discussed at length in the chapters that follow.

NOTES

1. See Appendix -9.
2. See Appendix -10.
3. See Appendix -11.
4. These Projections are taken from Kerala police 2001-A report presented to chief minister of Kerala by police department. The scholar was the convenor of the committee. This is to avoid a different picture given, other than the present thinking of the department.

5. See Appendix -12.
6. See Appendices -13,14,15.
7. See Appendices -16,10.
8. See Appendix -17.
9. See Appendix -18.
10. See Appendix -19.
11. Thus by way of illustration, the total pay of a police constable which was Rs. 60 in 1957 now stands at Rs. 1800 on average. Similarly the basic pay of an A.S.P. was Rs. 275 in 1957 with gross emoluments amounting to Rs. 300. Today it stands at Rs. 2275 basic pay and Rs. 4500 as gross emoluments. Thus while the pay of a constable has multiplied 30 times in 35 years that of an A.S.P. by 15 times.
12. See the graph in Appendix -20.
13. See the Table in Appendix -21.

CHAPTER 3

MANPOWER AND EXPENDITURE REDUCTION THROUGH RATIONALIZATION AND REORGANIZATION OF THE SYSTEM

Introduction

It is acknowledged that the existing division of various police duties has become obsolete. If rationalized to a great extent, the system can be made more effective and thus scarce resources can be saved. Usually, with the concentration of work, the officers insist on 'one man - one job'. At the cutting edge level of police functioning, i.e., at police stations, this involves a lot of wastage of manpower and time. The areas where rationalization can help are many and are analysed below.

1. Merger Of Armed Police Battalions And Armed Reserve.

At present, when a law and order problem arises, the local police rush in to control the situation and if it fails for want of manpower, then the personnel from the Armed Reserve is brought in. The A.R. may have four or five

companies; but the active deployable strength is only one or two platoons. If these efforts too fail, then A.P. Bns are brought in as a reinforcement. The A.P. Bns are largely concentrated in Thrissur district and beyond to the north. In the eventuality of a crisis in south Kerala, they have to travel at least 200 to 300 kms to reach the trouble-spot. Often, it takes almost 24 hours for them to reach the troubled spot. In this situation, their response may often be suppressive in nature. Many of these problems can, to a considerable extent, be overcome by the merger of A.P Bns and A.R.s. The present strength of A.Rs and their region-wise distribution are as follows -

Thiruvananthapuram City	10	Companies
Thiruvananthapuram Rural	3	"
Kollam	4	"
Pathanamthitta	2	"
Alleppey	4	"
Kottayam	4	"
Idukki	3	"
Kochi City	5	"
Ernakulam Rural	3	"
Thrissur	4	"
Palakkad	5	"
Malapputam	3	"
Kozhikode City	4	"
Kozhikode Rural	3	"
Wayanad	2	"
Kannur	5	"
Kasaragod	2	"

66 Companies
=====

A.P. Bns have their companies distributed as follows -

1. Special Armed Police, Thiruvananthapuram	- 7 Companies
2. Malabar Special Police, Malappuram	- 7 Companies
3. Kerala Armed Police 1st Bn., Thrissu	- 7 Companies
4. Kerala Armed Police 2nd Bn., Palakkad	- 7 Companies
5. Kerala Armed Police 3rd Bn., Pandikkad (At present it is at Thiruvananthapuram)	- 7 Companies
6. Kerala Armed Police 4th Bn., Kannur	- 7 Companies
7. Kerala Armed Police 5th Bn., Thrissur	- 7 Companies

	49 Companies
	=====

Together they account for 115 companies. If these two forces are merged together, the number of battalions will be -

$$115/7 = 16 \text{ battalions and } 3 \text{ companies.}$$

On the other hand, if they are reorganized into Battalions with 5 active companies and one H.Q. Company, the total number of battalions will be -

$$115/6 = 19 \text{ battalions and } 1 \text{ company}$$

Thus 17 battalions will be available to look after the 17 police districts. Out of the remaining two battalions, one can be a reserve for the D.G.P. and the other as a security battalion in Thiruvananthapuram city for looking after V.I.P. and other security measures. The district battalions

will then be largely free to concentrate on law and order matters while the strength in police stations can look after crime and other matters.

The Advantages

1. The local strength will not be diverted to duties connected with law and order and hence, stations will be able to attend effectively to problems of the ordinary citizens.
2. With one battalion under his command, an S.P. will be able to effectively control most of the riots occurring within his jurisdiction.
3. Government will be in a position to save a lot of money by way of T.A. and D.A. for the men currently transported throughout the State.
4. The response-time between a law and order situation and man power deployment will come down substantially.
5. The perennial problem of shortage of man power during the beginning of a crisis-situation and that of excess manpower there after will cease to be conspicuous.
6. The problem of short fall in strength of the police stations at any given time on account of those on long leave, medical leave, suspension, desertion etc. can be

overcome by transferring them back to the battalions as is the practise in the A.R. camps and fresh men can be brought into the police stations, i.e. the cutting edge for real duties.

7. By these measures, the average work load of duties of policemen in the stations can come down, and in the long run, it will be possible to consider the introduction of a 10 hour duty rotation in police stations.
8. The promotion avenues and prospects of officers as well as other ranks in both the units will improve.
9. Armed Reserve and Armed Battalions are essentially second line reserve. This concept or tradition itself is essentially a legacy of the Imperial System and hence somewhat outmoded.
10. The pronounced mismatch in the service conditions between A.R and A.P. Bns will stand corrected, thus contributing to the overall improvement in the morale of the force.
11. A.R. has more S.I.s and P.C.s but A.P. Bns have more supervisory officers. This situation is revealed by the following table.

will become surplus. Of this, 200 posts can be abolished to accommodate the additional number of senior posts created. The remaining 152 can be transferred to the Police Academy. The expansion of A.P. Bns and A.Rs., which will absorb a lot of money, as indicated in the Appendices, can thus be avoided. Thus, the Government will, in the long run, be in a position to save Rs.8.5 crores. Of this, about Rs.4.5 crores will be the net saving on account of deferring to raise 3 additional battalions. The T.A. bills will also come down considerably. The savings under this head will be at least two crores of rupees. The expenditure towards motor vehicles will also come down by at least Rs.2 crores. Following the reorganisation and the consequent relocation of the battalions, the Motor Vehicle expenses will also automatically register a decline. The cumulative savings by the merger will thus be approximately Rs.8.5 crores.

2. Coupling of Beat, Processes and Petition Enquiry

When a case is presented in the court, the court has to summon witnesses and the accused to the court. For this, the court will issue summons in duplicate. The police will be required to serve them to the concerned persons and return the duplicate to the court. When the summoned person fails to appear before the Court, a warrant is issued twice.

Failing to comply with the order of the Court, the police will arrest the person under a warrant of arrest and take him to the court. An average police station will have 1500 to 2000 summons/warrants, which are together called processes pending with the station. In busy stations, it can reach even 5000 to 7000 processes. Many of the accused and witnesses may come from places which lie outside the jurisdiction of the concerned police stations - sometimes very far away from the station limits. Hence one policeman may have to go to serve them outside his station limits and two or three will have to be deployed to serve them inside. Hence, in a normal day, 3 to 4 P.C.s are on this job in an average police station. However, in a busy police station, it can go up to six to eight P.Cs in a day.

The other important duty is petition enquiry. When a party sends a petition to the station, a P.C. has to go and enquire into the facts of the case. This involves discussions with the two conflicting parties and independent witnesses. On the basis of the information thus collected, the S.I. calls both the parties and takes suitable action. One of the possible reasons for Kerala's crime rate being lower than the national average could be the conflict resolution approach inherent in the very system of petition enquiries. Petition enquiry is an action under S.149 Cr.P.C.

This helps ~~to prevent~~ contending groups or persons to reach an amicable settlement. Thus, by acting at the time of complaint itself, a likelihood of a major crime being committed is averted. Usually 3 to 4 P.C.s go for petition enquiry from a station.

The third duty is beat. The jurisdiction of every police station is divided into 4 or 5 beats. Policemen are sent on these beats, either on foot or in a vehicle. They sign in the patta/point books and return to the station. The nomenclature, 'beat', goes back to the British days when the police used to beat trees or gates with their lathis. This also corresponds to the "Foot Patrol" system of the British Police. It ensures police presence in the far flung areas and also enables the villagers to give information and petitions to the police. Usually 10 P.C.s are deployed for these duties.

Distribution Of Duties

Among the more important problems in the functioning of the police station is the very low priority given to beats, the inadequacy of night patrolling and the improper use of manpower for miscellaneous duties, other duties and emergency duties. This imbalance warrants correction. In most of the police stations, once the morning duties are

assigned and the men sent on duty, usually a sentry, a writer and a copying expert only are found. The S.Is are, for most of the time, preoccupied with law and order patrolling. The Addl S.I will be on investigation and the A.S.I on petition enquiry. Further more, as most of the police stations have a relatively inadequate staff strength, effective night patrolling is rendered often difficult. This indeed is a disturbing situation. The following suggestions are, therefore, ~~are~~ made for rectifying the defects.

Suggestions For Re-distribution Of Work/Duties:

The beat, petition enquiry and serving of processes should be merged into one duty. Most of the stations should be divided into 4 or 5 beats. Every day all the 5 beats should be sent. All the petitions concerning people living in an area where the beat is conducted should be entrusted to the constable going on beat in that area. He also should be asked to serve all ^msumons~~es~~/warrants to people in that area. This will have an added advantage, i.e., the beat constable can acquire familiarity with the people in the jurisdiction, particularly ^{if} his duties are regularly rotated. However, in respect of summons being served ~~to~~ people living outside the station limits, the existing system can be retained.

On an average, most police stations have 5 or 6 beats. Assuming that the rationalisation principle as outlined above is carried out and consequently the work done earlier by 3 P.Cs is entrusted to one P.C, it is now possible to save the salary of 5 P.Cs per station. These 5 P.Cs can be profitably redeployed for other important duties. This way, atleast theoretically it is possible to argue that (a) there would be a saving of 2050 P.Cs for the State as a whole, i.e., (410 x 5) and (b) in terms of salary a notional saving of Rs. **3.69** crores - i.e., (2050 x 1500 x 12).

3. Mass Policing - Night Watch System Along The Detroit Model

Police department is a body of men specially created and paid to do security duty. If all the police duties are to be done by the paid and recruited police men alone, it will necessitate recruitment of a large body of men. Hence involvement of ordinary citizens in police work should be a desirable goal. The switching over from regimented policing to mass policing, as a concept needs to be given some practical shape. This concept has already been successfully tried elsewhere. The best example of this system is the Detroit Police-Night Watch System¹. Here the mobile patrols used to be manned by six policemen. The willing, able bodied

citizens, without taking any remuneration volunteer to assist the policemen. In place of six policemen only 2 policemen were sent, the balance of 4 P.Cs were substituted by the volunteering citizens. There were about 50 patrols in operation. Around 200 policemen per day were saved by this experiment. This was extended to foot patrolling as well. Here, out of the 4 P.Cs. in each group, three were substituted by volunteers. For manning the 30 patrol system, about 90 P.Cs. per day were saved. The system was very effective. Criminals were held under check and the crime rate came down. Policing became a popular activity and police-public relations got improved.

In a highly literate state like Kerala, it may be worthwhile to try out this experiment. Presently the Kerala police has 49 Flying Squads² in the cities and 18 Highway Patrols³. Together with the 14 Traffic Patrols in the districts there are in all roughly 70 Mobile Patrols. Saving of men per day on the basis of 4 per mobile patrol would be 280 P.Cs. An average police station has 4 day-beats and 2 night beats. Hence for the whole State there are $410 \times 6 = 2460$ beats in existence. If 2 citizens volunteer per beat, 4920 P.Cs. per day can be saved. Put together 5200 P.Cs per day will be saved and additional permanent recruitment can be thus deffered. Calculating the average salary of a P.C.

to be Rs. 1500, the total savings will be $5200 \times 1500 \times 12 =$ Rs. 936 lakhs. It will be advisable to change the citizens everyday. Hence, on a rotation basis 1898000 citizens (5200×365) can be given an opportunity. Police-public relations will surely improve, and the people will get a feeling touch of the pain and pressure of police job.

4. Coupling Of Traffic Police Duty And Law And Order Reserve

The traffic policing is an important function of police department. The number of road accidents reported in Kerala during 1991 is 23985 in which 1803 persons were killed and 31831 persons were injured. This is a sharp increase over previous years in which 20247 accidents killed 1793 persons and injured 26896⁴. The total number of vehicles registered as on December 31, 1991 has been 647742 as compared to 194594 in 1981. The increase in vehicles is at the rate of 14% every year. To cope with this, the Kerala police have a total of 3 Dy.Ss.P, 4C.Is, 31 S.Is, 3 A.S.Is, 129 H.Cs and 727 P.Cs. Evidently, this manpower is woefully inadequate to deal with the problem of traffic control and management.

Usually 3 to 4 policemen from a police station are put on traffic duties. Necessarily, many points will be left

unattended because of the shortage of manpower in traffic management. Accidents are usually found to occur where there is no policemen. Meanwhile, 3 or 4 policemen are kept in a police stations during the day time to deal with any law and order situations that may erupt abruptly. This is called the law and order reserve. But many a time, such P.Cs in police stations are alleged to sit idle and often waste their time and energy. It has been observed that lack of sufficient police personnel in the station often creates crisis situations. By combining these duties, this problem can be mitigated to some extent.

Six persons should be posted for traffic duty during the day. In case of an emergency, the same force can be redeployed to handle the situation. The men to be drafted for night emergency duties should be exempted from all duties during day time. Moreover posting of more men on traffic duty will in the long run have the effect of reducing accidents. Additionally, the mere presence of more policemen on the streets can enhance greater reporting of law and order problems and also facilitate timely diffusion of crises situations.

This should also result in an effective reduction of additional recruitment of atleast 4 P.Cs per police station. Thus for the State as a whole 840 P.Cs (i.e., 410 x 4)

rendered surplus can be redeployed and fresh recruitment for this purpose can be deferred. The notional savings in terms of salary would amount roughly to Rs.1.51 crores (i.e., 840 x 1500 x 12).

5. Traffic Policing - Supplementary Augmentation By NCC - Scouts Etc.

Accepting the phenomenal increase in the number of vehicles and density of traffic, in addition to coupling of traffic and law and order duties, further augmentation would be necessary to cope with the developing situation. While direct recruitment is one possibility, however, a more cost effective alternative would be to resort to mass policing. This could be achieved by drafting N.C.C and scouts for traffic duties. The Thiruvananthapuram city traffic circle has already made a beginning by putting this schemes into effect. Training with respect to traffic controls and signals can be imparted fairly quickly. Applying the daily rotation principle, it is estimated that 598600 (1640 x 365) boys and girls will be required for the State as a whole.

On the other hand, if 4 P.Cs per police station were to be recruited for traffic policing, the total requirement will be 1640 (410 x 4) and the total annual expenditure on salary alone will amount to Rs. 295 lakhs (1640 x 1500 x

12). Quite clearly, substantial savings can thus be effected through the system of mass policing, or more particularly with the help of N.C.C and Scouts.

6(a). Coupling Of Court And Tapal Duty

Provision of assistance to prosecution in the court is an important function. The average police station has to attend to 4 courts in a day; these include the Judicial Second Class Magistrate, Judicial First Class Magistrate, Courts of the District and Sessions Judge, Sub-Divisional Magistrate's Courts etc. Sometimes, in addition to this, the Economic Offences Court and the Additional Sessions Courts also have to be attended to. Hence 4 to 6 PCs are posted for court duty. One court has jurisdiction over 3 or 4 police stations, and from each of these stations, one H.C. is required to be present. Every police station is also required to send tapal or mail to Circle HQ, sub-divisional HQ and district police office, involving one or two P.Cs.

At present every police station assigns one P.C with postal or tapal work. He makes a trip to the D.P.O for delivering the mail in the morning and another for collecting the incoming mail in the evening. While P.Cs in stations within city limits report back and deliver the mail in the same evening, those in outlying areas take a day

more. According to the researcher's rough estimate based on his personal observation for Kannur district, it would appear that on an average about 30 to 33 P.Cs are deployed in the district as a whole for tapal work alone. These two functions can be conveniently combined by entrusting the tapal work to the P.C on court duty.

This should result in a notional saving of 30 to 33 P.Cs for Kannur district alone and 420 P.Cs, viz., (30 x 14), for the state as a whole. The men so released could be pressed into other important duties. The notional saving in salary would work out to Rs. ~~70~~⁷⁵.6 lakhs (i.e. 420 x 1500 x 12).

6(b). Restructuring Of Court Schedule

These days summons are issued at random by every court. Consequently, every police station is forced to send an average of 4 to 6 P.Cs daily for court duty. Even a small police station has to do it. In a district like Kannur, the total H.Cs/P.Cs doing court duty in a day comes to 120 persons (i.e., 4 x 30). With some reorganisation and a certain amount of coordination between the various courts and the police organisation, it should be possible to rationalise the system. The courts can post all cases within the jurisdiction of a particular station to a prearranged

date and accordingly the summons~~s~~ to people living within the limits of a particular station to that date. This will ensure that an officer of the rank of S.I or A.S.I can attend the court after studying the case well and accordingly the prosecution will also be relatively more effective. This should ensure considerable improvement in the rate of conviction. Presently, since the police station staff are expected to be present on all the six days, they are unable to prosecute people effectively. Above all, this reform should also guaranteeⁿ the saving of considerable manpower.

In a district like Kannur, there are only 9 courts of magistrate and 3 sessions courts. Hence only 12 officers/H.Cs will be required to be on court duty everyday. Consequently, the net notional savings on men will be 108 persons a day (i.e., 120 ~~is~~ 12). These surplus hands can be utilized for other duties. The notional savings on salary alone for the State as a whole would roughly be Rs.272 lakhs (i.e., 108 x 12~~4~~ x 1500). If the reform relating to the restructuring of court schedule is accepted and subsequently implemented, the reform relating to the coupling of court and tapal duty would have to be rescinded and tapal function resumed. Consequently, the notional savings on manpower and salaries with regard to the latter ~~can~~^{would} not ~~be~~ obtained. As

would be evident, the two sets of reforms are in a sense mutually interdependent.

7. Additional Measures For Augmentation And Expenditure Reduction

i) Appointment of Special Police Officers

Under sections 11 and 12 of the Police Act⁵, provision has been made for the appointment of special police officers. These are in the nature of adhoc recruitment, generally made at the time of elections and natural calamities with a view to supplementing the regular force. Under this Act, any able-bodied man in the age group of 18 and 55 can be recommended, after due verification by the circle inspectors, for appointment as a special police officer by the District Magistrate. During the tenure of his appointment, he enjoys" the same powers, privileges and protection and is liable to all such duties and penalties as the ordinary officer of the police".

Though they have, in the past, been recruited essentially under exceptional situations, however as indicated earlier, in the light of the fragile resource position of the State and the consequent growing shortfall in the required strength of the police force, the recruitment of special police officers appears as a viable

and expedient alternative. Moreover, this will at least take away temporarily the pressure of work on the regular police force. In the absence of the home guards⁶ in Kerala, (abolished in the 1960's) this category of specially recruited police officers assumes added significance.

The special police officers can also be used for patrolling, traffic duties, service²² of summons, petition enquiry, copying duties etc. As indicated earlier, there is presently a shortfall of 4181 P.Cs in the police stations. This is in addition to the 5000 vacancies which remain to be filled up.

By recruiting 9000 special police officers in a phased manner, the annual financial expenditure would work out to be Rs. 689 lakhs (9000 x 21 x 365). As against this, the annual expenditure by recruiting 9000 full-fledged policemen would be roughly Rs. 1620 lakhs (9000 x 1500 x 12). Since this would be essentially in the nature of a temporary measure, the possible notional annual saving by deferring the recruitment of 9000 full-fledged policemen would be roughly Rs. 9.3 crores.

8. Substitution of Orderlies by Orderly Allowance

Like many other institutions, the 'orderly system'⁷ is also a legacy of the Imperial rule. While some States have

replaced this old system with an orderly allowance enabling the officers to appoint private persons for the various duties performed by the orderlies in the old system. Some other States like Kerala are still continuing with the old system. As per the relevant sections of the Kerala Police Manual,⁸ an officer of the rank of Dy.S.P and above is entitled to retain either two P.Cs or one P.C and one driver as his orderlies. The circle inspectors or an officer of corresponding rank are entitled to one P.C. The rank-wise numerical distribution of officers entitled to have orderlies in Kerala is as follows :

D.G.P	1
Addl. D.G.P	6
I.G.P	10
D.I.G	15
S.P	64
Dy.S.P	194

Total	290
	====

In addition, there are 421 C.Is in the police force. The total number of constables on orderly duty as per the norms, cited above, will be 1001 P.Cs (viz. $290 \times 2 + 421 \times 1$). However, in reality, a much larger number of P.Cs are diverted for orderly duties. The Police Welfare Commission under the chairmanship of Shri. M.K. Joseph went into the question of manpower requirement and pattern of deployment of personal for various duties. The Commission seems to have

taken a serious note of improper deployment of people for orderly duties. One of its several recommendations which is of particular relevance in this context, is the need for the adoption of a variant of the Tamilnad model. This implied the substitution of the orderlies "by an arrangement of paying the officer a suitable monthly allowance for employing a private person of his choice for performing these duties". This arrangement it was argued "would act as a ... check on the misuse of constabulary". An acceptance of this recommendation will not only enable a more rational deployment of existing police personnel but also, more importantly, it should contribute to effective savings in expenditure.

Thus, as against the present rough expenditure of Rs.180 lakhs (1001 x 1500 x 12) under the system of orderly allowance, the likely expenditure would be of the order of Rs. 90 lakhs (1001 x 750 x 12). This system would also obviate the need for mobilising resources for recurrent expenditure by way of pension, C.P.F, grativity, insurance etc. The savings under this head would be roughly Rs. 50 lakhs. The total savings in expenditure by the substitution would work out to be roughly Rs. 140 lakhs (9009000 + 5000000).

9(a). Rationalization Of Jail Transfer

Presently, there are three central prisons in Kerala at Kannur, Viyyur and Poojappura⁹. Of these, Kannur jail has comparatively good general amenities. It accomodates about 1000 inmates at a time. At the time of conviction, usually, the convict gets a chance to express his preference for a particular jail. Kannur jail is often the choice for many. Viyyur Central jail has a capacity to house 1400 inmates, but has only about 80 prisoners there. It is earmarked as a jail for hardened criminals or recidivists. But after section 75 of the Indian Penal Code- 1860 was struck off by the Supreme Court, such a classification has been abandoned. The Central prison at Poojappura has about 1155 prisoners.

Since there is a concentration of convicts at Kannur Jail, people living far away from Kannur have to be escorted and taken for attendence in courts situated outside Kannur. For this, there is the need for manpower deployment and heavy expenditure involvement. Thus, on an average, about 150 P.Cs have to be deployed for this purpose. It involves the payment of substantial sums towards T.A and D.A for the P.Cs. This is in addition to the expenses connected with the escorting of prisoners and the expenses towards transportation. Through a more rationalised system of jail transfers, it is possible to effect considerable saving of

money and manpower. This could be achieved by housing the prisoners from the north of Kerala at Kannur, those from the central Kerala at Viyyur and those in the south of Kerala at Poojappura. By effecting this measure, it is possible to save 100 P.Cs in Kannur district alone. The notional savings on salary will be Rs. 18 lakhs. (i.e., 100 x 1500 x 12). An additional sum of Rs. 2 lakhs. can also be saved on T.A and D.A.

9(b). Other Rationalization Measures

The other areas that can be rationalised in a police station and AR camps are -

i. Drivers' Duty

At present, each station has one driver and he is often over loaded with work. This situation can be redressed by identifying policemen with knowledge of driving skills and posting them to various important stations.

ii. Wireless Duty

Most of the stations earmark 1 P.Cs for wireless duty. In some stations, this work is entrusted to the writer which indirectly affects his job. A system can be devised whereby the P.Cs in waiting among the 3 P.Cs on guard duties is entrusted with the duty of attending to wireless instead of earmarking a separate P.C or writer for the purpose.

iii. Police Sports Personnel

Many districts have sports teams whose members come from the local police station. From 7a.m to 8.30 a.m and again from 5 p.m to 6.30 p.m, they are on sports-practice. During the rest of the time they are rarely assigned any work. Such sports-personnel in the district headquarters can be asked to work in the headquarter control room from 10 a.m to 4 p.m so that strength of the control room is augmented.

10. Cutting Down Delay in Construction Work

Another important area where immense loss occurs is in construction. The total works with administrative sanction is given in Budget¹⁰.

i. Police Station Buildings

One of the areas in which administrative neglect has been evident is in the timely construction of buildings for the police department. The importance of providing decent and habitable buildings for policemen, and officers of the lower executive level cannot be over-emphasised.

This is not only for the comfort and convenience of the police officers and men, but also it is consistent with the requirements of the police image in public. If the police stations are housed in dilapidated and dingy buildings without even necessary space for the officers and men to sit and work, there is little wonder that people do not approach the police station - this is particularly true of people of the middle and upper class.

Of the 429 police stations in Kerala (this includes 410 police stations in the general executive, 11 in railways and 8 in C.B.C.I.D and others) 105 police stations are housed in rented buildings and 163 in old and dilapidated government buildings¹¹. Thus, better buildings will have to be constructed. Further, taking into account various other parameters, it has been estimated that additional 66 new police stations will have to be opened by the year 2001 A.D. Thus altogether 334 police station buildings will have to be constructed during the next 10 years in a phased manner.

Out of the 163 existing police stations for which buildings have to be provided as early as possible, 48 require big buildings of the size 221 sq. meters and 115 require small buildings of the size of 125 sq. meters. At a unit cost of Rs.2000/- per sq. meter, the total cost for 163 buildings will be Rs.500/-lakhs.

ii. Police Quarters

Police requirement of quarters is as follows -

	Dy.S.P./C.I.	S.I./A.S.I.	H.C./P.C.
General executive	238	1013	12912
A.R	46	319	8673
A.P	81	200	6081
TOTAL	365	1532	27669

Plinth Area Assumed is -

Gazetted Officers	100 sq.mtrs.
S.I/A.S.I.	75 , ,
H.C./P.C.	50 , ,
Barracks	10 , ,

Quarters Available

Dy. S.P./C.I.	S.I./A.S.I.	H.C./P.C.
25	580	6367

There is barrack accomodation for 9050 men.

Balance Requirement

Dy.S.P./C.I.	S.I./A.S.I.	H.C./P.C.
240	952	2252 Quarters

There is requirement for barrack accomodation for 10000 men.

The above may be rounded of to-

Dy.S.P./C.I.	S.I./A.S.I.	H.C.	P.C.
200	900	2000	10000

Assuming the following plinth area for each category -

100m² 75m² 50m² 10m²

to total cost @ Rs. 2000/-M² will be
 Rs. 2000/- x 287500 M²
 = Rs. 57.50 crores

This will have to be phased out during the next 10 years.

iii. Building For Camp Followers

At present, there is no provision for government quarters for camp followers. It is necessary that the department takes initiative for providing accomodation to camp followers also. The present scale of accomodation for a police constable is 35 sq. mtrs as per Government of India norms. It has been recommended that quarters of a minimum plinth area of 30 sq. mtrs. may be constructed for camp followers. At present, there are 913 camp followers. The cost of 913 quarters will be Rs. 5.5 crores approximately. For the next 10 years 794 additional quarters will have to be constructed at an estimated cost of Rs. 4.76 crores. Total estimated expenditure for police stations will be roughly 50 crores, for barracks and quarters, Rs. 57.5 crores, and towards quarters for camp followers Rs. 4.76 crores. The total expenditure will be thus Rs.112 crores and

26 lakhs. The delay in construction by one year contributes a loss of Rs.16 crores. For many schemes, the allotted money lapses due to inefficient execution. The estimate for 93 quarters in Thalassery was 16 lakhs in 1976, but since there was a delay of 14 years in completing this scheme, it eventually absorbed Rs. 93 lakhs. Similarly, the mess-cum-conference hall of the police ^atraining college estimated and budgeted for Rs. 4.66 lakhs in 1973 has become 32 lakhs in 1993. Inordinate delay has already consumed 20 lakhs, and it is estimated that an additional 12 lakhs will be required to complete it now. In places where ~~for~~ land for constructing buildings is acquired and taken possession in advance without paying adequate compensation, the department is required to pay an interest of 12% per year. In some cases, the construction work is over and buildings occupied, but the compensation is not paid for over 5 years. In such cases, the amount of compensation payable becomes double or more. It has been estimated that Kerala police is forced to pay about Rs. 2 crores per annum on this account. Thus delay in construction is an important area where money is lost in escalation of prices and paying of interest. The creation of Police Housing Construction Corporation is a right step in this direction. By speedy construction, at least 15 crores per year can be saved.

11. Rationalisation Of Expenditure On Vehicles And
Telephones

The biggest drain on police budget other than salaries is vehicles and telephones. The expenditure on vehicles is met from the head "Motor Vehicles" and that of phones from "Office Expenditure". Following the steep hike of petrol prices over the last three years, there has been a concomitant escalation of costs in this item. Similarly telephone tariff rates has been hiked twice during the last three years. It has been estimated that roughly 50% of office expenditure is accounted for by telephone and electricity charges. There appears to be a strong case for rationalisation in the use of vehicles and telephones so as to bring down the expenditure under these subheads.

In addition to the current expenditure, provision has also to be made for about 32 crores in the near future for the purchase of new vehicles (See Appendix-27). The additional expenditure towards fuel and maintenance will run into several crores of rupees. This could act as a strain on the slender resources of the State Government.

The unit-wise expenditure on motor vehicles for Kerala police during 1991 was as follows -

	In Rupees

The Districts	21435900
Special Units	23481000
A.P.Bns.	2449000
C.B.C.I.D.	1553000
Other Units	
Like P.T.C.,Rlys. etc.	497000

TOTAL	49515900
=====	

The expenditure on travel expenses in the financial year 1990-91 was as follows-

	In Rupees

The Districts	52334300
Special Units	721500
A.P. Bns.	7713200
C.B.C.I.D.	3300000
Other Units	
Like P.T.C.,Rlys. etc.	4929000

TOTAL	72098000
=====	

In the light of escalating costs of maintenance and fuel, it is desirable to introduce some economy measures in this sphere as well. A phased reduction of old petrol run vehicles and their substitution by diesel vehicles coupled with a more rational deployment and pooling of vehicles can in the long run effect considerable savings.

The phones are the life line of the police department. It has been estimated that the annual telephone bills account for about 40% of the total office expenses of the department. The latter amounted to Rs. 202 lakhs for the year 1990-91. Given the importance of communication, it is difficult to envisage a reduction in the number of telephones as part of an effort to reduce expenditure. However, to counter escalation of costs some checks and curbs can be contemplated, as for instance in the use of S.T.D and system of transfer of phones.

In conclusion official vehicles and telephones are to be rationally deployed and used by the police personnel exclusively for official purposes. Checks on corruption and their misuse are difficult to counter. But the measures can easily save at least 100 lakhs of rupees.

CONCLUSION

Thus the re-organisation and rationalisation can reduce expenditure and bring about notional savings. The projected expansion of manpower in the coming years can be deferred.

The savings which can be effected are -

	(Rs. in lakhs)
1. Merger of A.P. Bns. with A.R	850
2. Coupling of Beat, Processes, Petition Enquiry	369
3. Night Watch System : Detroit model	936
4. Coupling of Traffic Police and Law and Order Reserve	151
5. Traffic Police Augmentation from N.C.C. and Scouts	295.2
6. Coupling of Court and Tapal Duty	76.6
7. Restructuring Court Schedule	272
8. Appointment of Special Police Officers and Home Guards	1620
9. Substitution of Orderlies by Orderly Allowance	140
10. Rationalisation of Jail Transfer	20
11. Cutting Down Delay in Construction	1500
12. Rationalisation of Use of Vehicles and Phones	100
TOTAL	6170.8

Thus a total of 6170 lakhs can be saved by these measures.

Notes

1. Detroit Police Night Watch System was created by the Police Chief, which make the citizens also participate in the night patrol system. Citizens constituted 75% of the total team formed for patrolling. This idea is taken from a film produced on this system by American police, shown to the researcher in the National Police Academy.
2. Flying squads were introduced in these cities. See D.G.O./Sa/33649/93 dt 6/4/93. 49 Patrols are there in the cities.
3. Highway patrols were also introduced in May 1993. 18 patrols cover the entire highway in the State.
4. Figures are taken from Kerala Police - 2001 A.D, Page 225.
5. See Appendix-22, Relevent sections of the Kerala Police Act-1961.
6. See Appendix -23.
7. See Appendix -24.
8. See Appendix -25.
9. As stated in Jail Administration Report 1991-92, Government Press, Ernakulum, 1993.
10. Work out of Budget Allottment for Police Constructions in 1991-92 Budget.
11. The calculations taken from Kerala Police - 2001 A.D., Page 236.

CHAPTER 4

EFFICIENCY AND ECONOMY : TOWARDS A PROGRAMME OF PHASED MODERNISATION

Introduction

Some of the procedures and systems of work in the police department are rather archaic and as such ^{have} out lived their utility. They, in the long run, critically influence efficiency, productivity and above all the fragile resource position. Many of these procedures account for considerable wastage of manpower resources. In the light of the rapidly changing socio-economic and technological scenario in India, modernisation and rationalisation appear imperative for coping with the requirements of modern management in police.

Substitution of Long Hand Copying by Photocopiers

One of the duties which absorb many men is the copying-duty. Copying-duty is perceived as an unpleasant duty thrust upon the police department by the judiciary. Though it was

initially intended as a temporary measure, it has virtually come to stay now. Given the relatively high incidence of litigation in Kerala, this important, though mechanical function, acts as a drain on the scarce man power resources of the police. Usually 2 or 3 policemen in each station are posted exclusively for the purpose of attending to courts. This involves writing up of case-diaries and the more laborious task of making innumerable copies of the same. Some cases of agitational nature have upto 100 accused persons and as many as 100 witnesses. In such a situation, 100 carbon copies have to be produced. It has been observed that this system has many draw backs. Since this function is perceived as essentially a thankless task, it is often performed in a perfunctory manner.

This conundrum can be conveniently overcome by installing, in each of the district head quarters, a Photocopy Machine valued roughly at Rs.1.3 lakhs and allotting one day per station to bring all the case-diaries and take photocopies of the same. The department should address the judiciary for accepting the photostat copies as admissible copies for case-diary documents and as such 3 men per day for 30 days equalling 90 men-days of duty can be reduced to 2 or 3. Even one month's salary for all the men posted on copying duty in a district will be many times the

cost of the photocopying machines to be purchased and the delay for charging cases will be considerably reduced.

Taking an average of 120 P.Cs¹ as being the number designated for copying duty in a district, the total number of men deployed for this task in the State as a whole will be 2040 P.Cs (i.e., 17 X 120)². The total expenditure on their pay and allowances taking the average of Rs. 1500 per head works out to be Rs. 367 lakhs (i.e., 2040 X 1500 X 12). The whole duty can be taken over by 66 photocopiers³ - i.e., one each in D.P.Os and in all sub divisional offices. The machines have to be operated on service contract basis or else the store purchase rules will ensure that the machine breaks down and stops functioning. The total cost involved will be (66 X 2.1 lakhs)⁴ = Rs. 139 lakhs, and the maintenance cost per year will be another Rs. 33 lakhs⁵. Hence the initial cost will be 1.72 lakhs. Once the machine are purchased, provision should be made so that there will be the need for the recurring maintenance cost which comes to be 33 lakhs. Thus Government will save crores of rupees in this way and additional manpower can be utilised for ensuring of 8 hour work to policemen. The savings in the first year will be 202 lakhs - i.e., (367 lakhs - 165 lakhs) • ~~202 lakhs~~ and from the subsequent year onwards Rs. 334 lakhs per year.

Printed Forms to be Substituted by Risographs

At present, stations are functioning without General Diaries and without even First Information Report forms. Large number of policemen are involved in just drawing and carbon copying of forms. The printing press in police is hard pressed to cope with the work. The situation can be eased ~~out~~ with the introduction of Risograph. With 17 risographs in 17 districts, the forms can be risographed. Consequently at least 800 policemen now at work in 410 police stations can be saved by this measure.

Cost of 17 Risograph will be Rs.5.24 lakhs X17 = Rs.89 lakhs
 Cost of 800 men-days will be 800 X 1500 X 12 = Rs.144lakhs
 per year.

The saving is notional as they are to be re-deployed for other important works like crime investigation etc. For running the risograph, no additional manpower is required, as the manpower of 22 P.Cs now deployed in police press can be utilised for operating the risographs. Hence no additional expenditure ~~also~~ would be involved. The maintenance cost of risograph is comparable ~~only~~ to the photocopier and can be covered by the maintenance contract.

The paper used is the same as the copying paper now, as risograph can take any type of paper for the copies. Hence no additional cost of paper is involved.

Presently more than Rs. 100 lakhs is utilized annually for stationery and stores for Kerala police. This will also be reduced considerably. The notional savings in expenditure for the men-days lost in the duplication of records will be Rs. 144 lakhs minus Rs. 89 lakhs = Rs. 55 lakhs per year. The expenditure on stationery and stores spent by the Government will come down except the cost of paper. Thus from roughly Rs.100 lakhs, it can be reduced to half or Rs. 50 lakhs will be saved. This is based on the estimate prepared and presented to the Government in the modernisation scheme. Thus a total of Rs.50 lakhs could be saved by the introduction of risographs.

Integrated Forms and Full Computerisation

A beginning has already been made in entering/feeding some of the crime and criminal details into the computer. The police department has already invested around 5 crores of rupees on computerisation. However, due to the slow pace of computerisation and absence of a system of integrated forms, effective utilization of computer network has not

been attained. The cumbersome nature of the data entry system together with the obsolescence of the machines has further compounded the problem. The full computerisation with use of on-line system and introduction of integrated forms will go a long way in modernising the Kerala police force.

In order to have a computer actuated crime-criminals information system, Kerala Police Computer Centre was set up with T.D.C. 316 Computer main frame supplied by E.C.I.L.⁶ in 1983. This computer is connected to 11 districts through teleprinters to facilitate on-line querying. The present system is found to be cumbersome as a number of input forms have to be filled for computerization. Separate sets of forms have to be filled up at every stage, e.g., at the time of registration, disposal of cases and for M.O.B. purposes. The teleprinter terminals also have not been effective.

The N.C.R.B.⁷ has designed a new crime-criminal system as under.

Strategy of Design

Records maintained by police could be divided into the following 5 broad groups:

- (1) Record of crime
- (2) Record of criminals
- (3) Record of identifiable object-properties (including fire-arms and automobiles)
- (4) Charts, graphs, maps, etc., in relation to crimes and criminals and
- (5) Statistical data for preparation of reports for various purposes.

The requirements of all records in respect of crimes, criminals, identifiable properties, statistics, court and correctional agencies, etc have been identified in the following forms which shall be used both as computer input forms as well as crime records for various purposes -

- (1) First Information Report
- (2) Crime Details Form
- (3) Property Seizure Memo
- (4) Arrest/Court Surrender Memo
- (5) Final Report (U/S 173 Cr.P.C.)
- (6) Court Disposal Memo, and
- (7) Result of Appeal.

While structuring the forms, legal and procedural requirements have been taken into account.

Advantages of the Integrated Forms

The proposed integrated police forms will have the following advantages -

- (1) Field officers and the police station staff will not be required to fill up computer input forms separately which involves additional 'scriptory' work for them.
- (2) Data of good quality will be captured at source without any delay.
- (3) it will bring about uniformity in standards of investigation and procedure.
- (4) Crime statistics could be generated as a by-product of the system through computer and thereby the police station staff will be relieved of preparing periodical statistical statements.
- (5) It will ensure better co-ordination of lost and recovered numbered/identifiable properties; and
- (6) It will help in co-ordinating persona arrested at one place and wanted at another.

General Features of the Integrated Forms

The new set of integrated police forms will serve dual purpose of procedural requirement of the police and the requirements of police computerization of crime and criminal information system. The following are the main features of these forms -

- (1) The forms will standardize the primary and basic police records throughout the country.
- (2) They will enable the investigating officers to uniformly follow the standard procedures and the legal requirements for investigation and disposal of a criminal case.
- (3) The supply of crime-criminal property data to the computer centre will become automatic.
- (4) The requirements of certain forms like drawing sketch and describing the scene of crime etc. will also standardize the procedure in these respects.
- (5) The forms will be filled up by the investigation or the prosecution staff, as the case may be.
- (6) They provide scope for minor modifications to be made by the States'/U.Ts' police to suit the local requirements.

- (7) They will replace the existing crime-criminal input forms which have been found to complex and cumbersome by the field officers.
- (8) Certain forms, viz, Arrest memo, Court Disposal and Result of Appeal can be used for proceedings under sections 109 and 110 Cr.Pc also with necessary variations, if considered necessary by individual States/UTs to suit their local requirements. It is clarified that data in respect of such proceedings / cases will be stored separately on computer to distinguish the F.I.R.⁸ cases.

The N.C.R.B. has prepared a plan under which 18 P.C.⁹ large computer of appropriate configuration will be installed at the District and State HQrs with necessary system and application packages. The crime-criminal information system will be stored in P.Cs at the District HQrs and the N.C.R.B. located in Delhi will be supplied information from relevant data bank.

It is necessary that police stations are supplied with type-writers for effective maintenance of crime records. Similarly the sub-Divisional HQrs should be supplied with duplicating machines. The District HQrs should be supplied

with word-processors and personal computers along with photocopying machines and duplicating machines.

Once this is completely implemented, the expenditure involved will be the recurring expenditure on the computer system and its inputs. There is a proposal to provide assistance to the tune of Rs. 6 crores by the central government towards computerisation as part of the programme of modernisation. Since the scheme is still in a formative stage it is difficult to estimate the recurring expenditure under this head.

Introduction of Fax machine

In the western countries, the use of fax machine as a system of communication is very widespread so much so that it is almost a byword in their homes. While its spread in India is not upto its requirements, it is nevertheless fast gaining popularity. However, hamstrung by funds and procedures, the government departments including the police, have not been in a position to accept this technology fully. By ensuring greater speed of communication it would obviously be of tremendous advantage to police operations, especially in prevention of riots and preservation of law and order.

If a scheme for introducing fax machines from upwards of the level of circle Hqs is accepted then 187 fax machines will have to be installed. This would involve an expenditure of Rs. 187 lakhs. Since part of the installation cost would be covered by a grant from the central government, the state government would be required to raise only the matching grant, amounting to 50% of the expenditure. In addition the state government would have to make provision for the maintenance cost and the expenditure toward fax tariff. However, given the prohibitive tariff costs of faxing it would have to be used with considerable circumspection and discretion. It cannot obviously be a substitute for tapal. Moreover, fax may ^{not} be a very appropriate medium for transmitting reports of a confidential nature. For these reasons as well as to obviate the possibility of its misuse, the fax machine could initially be introduced in a phased manner in 65 select centres namely 48 sub divisional offices and 17 district police offices. This would involve an initial investment of Rs. 65 lakhs. The savings effected through rationalisation of duties and other schemes outlined above can be partly channelised in this direction.

Other modernisation proposed

The modernisation now proposed and processed are as follows -

Estimate Committee : Note on Modernization

The budget allocation for modernization of Kerala police during the year 1992-93 is Rs. 51.53 lakhs. In addition to this, Government of India had announced that an amount of Rs. 113.99 lakhs would be the allocation for modernization of Kerala police. Detailed estimate proposals amounting to Rs. 250 lakhs had been sent to the State Government and the Central Government for procuring equipments and construction of buildings etc., as part of modernization scheme¹⁰.

However, as the Government of India turned down the proposal for allocating Rs. 125 lakhs for UHF system, revised proposals amounting to Rs. 112.5 lakhs were sent in Oct, 1992.

As Administrative sanction for the purchase of items mentioned in the revised proposals has yet to be received from the State Government, purchase procedures could not be effected during the year 1992-93.

In the meanwhile, Government of India have allotted and released the first instalment grants-in-aid to State Government. However the subsequent instalment will be released only after a matching grant is provided by the State Government in the Budget for 1992-93 as the State share.

As stated, Government of Kerala had provided Rs. 51.53 lakhs as State share in the Budget for the year 1992-93. Hence a total allotment towards modernisation as of 1993 for the year is Rs. 108.52 lakhs (56.99 + 51.53 lakhs).

The police department has requested the State Government (vide its office letter No.V-51281/92 dated 11-2-1993) to accord administrative sanction for purchasing various items under 9 Heads totalling Rs. 112.5 lakhs. In the absence of sanction, no purchase could be made during this year.

Modernization Scheme of 1991-92

The department has spent Rs. 10 lakhs from the Central share and the remaining amount of Rs. 74 lakhs has been revalidated by Government of India for being spent during this financial year. An amount of Rs. 27 lakhs has been spent during 1992-93 from the revalidated amount. This has been utilised as under -

	In Rupees
1. Ambulance Van	1262211
2 Treckers	1344946
3 Photographic Bureau	79200
4 Fingerprint Materials	21329

For utilizing the previous year's amount the department has sought purchase sanction for -

- (1) 3 Nos. of fibre Glass Boat @ Rs. 261000 = 7.83 lakhs
- (2) 25 Nos. of Binoculars @ Rs. 321925
- (3) 92 Nos. of fuel Injection Pump @ Rs. 5.5 lakhs.
- (4) Scientific equipments for F.S.L. and Fingerprint Bureau @ 2180475/-
- (5) 3 Nos. body building wreckers @ Rs. 12 lakhs
- (6) Materials for Museum and Audiovisual Training Centre @ Rs. 5 lakhs. (Director F.S.L. is taking steps to purchase this item.)

In order to respond effectively to the changing crime scenario and the increasing trend of crime rates, the modernisation of the police force becomes imperative. This necessarily involves raising substantial additional resources. This is reflected in the fact that the Kerala police was unable to utilise the full contribution provided

by the Central Government for modernisation as matching grants from the State Govt. could not be made available. While the govt. of India has agreed to revalidate the lapsed amount, the problem is to find out resources for the matching contribution. It is in this context that rationalisation of police duties as spelt out in detail in the earlier section assumes significance. By significantly bringing down the need for fresh recruitment, the resources saved could be partly channelised for a program of phased modernisation.

CONCLUSION

By reducing much of the drudgery involved in routine chores of policing, the programme of phased modernisation would eventually contribute to ^eheightening its efficiency and effectiveness. Modernisation as the very term connotes, while it may result in some savings in expenditure by a more rational deployment of man-power also involves additional investment expenditure.

Thus in the specific case of Kerala as the researcher as attempted to indicate, the introduction of photocopying machines, resographs etc. would result eventually in a notional saving of Rs 3.84 crores. However, this would have

to ^{be} set off against the initial fixed investment of Rs. 2.93 crores towards photocopying machines, resographs and fax machines. In addition to this provision would also have to be made for the annual recurring expenditure for the various modernisation schemes ^{to be} put into effect. additional resources would also have to be raised for a more effective computerisation programme. However, part of the resources for this scheme would be made available by a grant from the central government.

Since expenditure for all the schemes together would be somewhat in excess of the notional savings of Rs. 3.84 crores as mentioned above, part of the effective and notional savings, resulting from the programme of rationalisation as discussed in chapter III could be profitably diverted for the modernisation programme. Undoubtedly, the ⁱspan_{off} effects including the possibility of further savings in the long run would be quite significant.

Notes

1. Roughly 128 were the average men posted for duties in Cannanore district. Hence 120 were taken as the near lowest average for the computation.
2. 17 - because 17 Police districts are there in Kerala.
3. The computation is as follows - 17 photocopiers for 17 district police offices, 48 sub-divisional offices and the police head quarters totalling 66 machines.
4. The cost of machines works out to be Rs. 1.3 lakhs. Installation charges and contract charges etc. added together to the total expense will come to Rs. 2.1 lakhs.
5. Maintenance cost as computed by Messrs. Modi-Xerox Ltd. and given to the department.
6. E.C.I.L.- Electronic Corporation of India Limited.
7. N.C.R.B.- National Crime Record Bureau.
8. F.I.R - First information Report.
9. P.C - Here means not police constable but personal computer.
10. See Appendices 27(a) and 27(b).

CHAPTER 5

LOW COST POLICING: TOWARDS A POLICY OF PREEMPTION AND PREVENTION OF CRIME

Introduction

Crime is undoubtedly a very complex social phenomena and is not unrelated to the structuring of a specific pattern of socio-economic development. That India is presently experiencing an alarmingly veritable crime explosion is not an overstatement. The available evidence clearly confirms the abnormally sharp increase in the incidence of the number of reported crimes at the national level. Clearly, the larger questions relating to the sociology and criminogenic dimensions of crime are crucially important for a comprehensive understanding of the problem. This is particularly relevant in the context of the need for evolving more realistic approaches to crime control. However this by itself is a very vast and complex area of research and somewhat beyond the purview of our research concerns.

Yet at a somewhat different level our study does obliquely underscore the importance of the regional dimensions especially in evolving a relevant policy framework for crime reduction.

The focus of this chapter is essentially on two sets of issues-namely, (1) the increasing escalation in the cost of crimes and (2) linked to it the policy measures for effecting a reduction in the incidence of crime.

A. Kerala : Trends in Crime - A Brief Quantitative Profile

As in many other respects, the crime-scene in Kerala has traditionally been somewhat different from other parts of the country and marked by certain special features. Thus, armed dacoities of the Pindaris, Thilaries and Chambal valley ^{Variety} are virtually absent in Kerala. The rate of murder is in sharp contrast to many of the other regions. The incidence of ^umurder is also relatively low in the State. Similarly, the offences against women are comparatively less prominent. The State is behind many other State even in the ^{ee} occurrence of communal riots. However, the crime scenario has, of late, been undergoing a change. A particularly disturbing trend is the fairly pronounced escalation in the incidence of crime especially from the late 1970s and early eighties¹.

Congnizable Crimes in Kerala (1956-1992)*

Year	Total No. of cognizable cases registered	Year	Total No. of cognizable cases registered
1	2	3	4
1956	6454	1975	41268
1957	N.A	1976	43918
1958	23314	1977	43481
1959	35116	1978	52309
1960	31941	1979	46672
1961	29743	1980	51085
1962	29810	1981	51684
1963	26504	1983	53146
1964	27529	1984	52924
1965	33355	1985	54675
1966	33316	1986	59145
1967	29024	1987	62351
1968	35541	1988	69825
1969	33405	1989	73513
1970	35166	1990	75649
1971	33052	1991	81941
1972	37407	1992	83295
1973	44163		
1974	44163		

* Source: Police Administration Reports for relevant years.

An analysis of the pattern of crime reveals many interesting features. The abnormal increase of suicidal deaths is of particular significance for the State². Deaths due to accidents - primarily road accidents³ and house breaking and theft are also relatively on the high⁴. The number of riots has gone up to register an abnormal increase⁵.

Emerging Scene in Kerala

The population in Kerala according to 1991 Census is 29011237 of which 14218167 are males and 14793070 females. According to the projections made by demographic experts on the basis of 1971 census data, the population in 1991 should have been 34 million but happily this has remained at 29 million. This shows that the rate of growth of population has come down. The decennial growth rate of population during 1981-91 in the State has been 13.98 percent. If this trend continues, by 2001 A.D., the population will be around 33 million⁶ only. By this time, the urban population will be 8411414 and it will be constituting 24.18% of the total population in the State. The density of population will rise from the present 747 to 895 people per square kilometer. Looking at the trend in the literacy rate in the State, ensuring full literacy by the turn of the century may be an easy task. However, the alarming growth in the number of educated unemployed which now stands at 34.2 lakhs is likely to pose serious potential threats to peace and tranquillity, unless there takes place drastic economic or similar changes in the State.

While there may be two more assembly elections before the turn of this century in the State, one cannot affirm how the political scenario will be like as days go on. The

possibility of challenges from alternative political alliances along communal and casteist lines cannot entirely be ruled out.

In the economic sphere, Kerala may experience far reaching changes. Quite clearly, it may be difficult for the State to insulate herself from the effects and influences of the liberalisation policy and process of the central government. Some signs of change are already visible. With a fairly noticeable decline in militant trade union activities and with prospects of further improvement in the overall industrial climate, private investment ^{likely} is to gain further ~~accelerate~~ momentum especially in industries where Kerala enjoys some advantages. This process is perhaps likely to be aided by the channelisation of some of the investible surplus in the form of Gulf remittances into productive sectors. The tertiary sector also would continue to attract investments. The shift from unproductive investments (in land, buildings and jewellery) to a relatively more rational deployment of capital is reflected in the growth in the recent past in areas of tourism, hotels, transportation, flowers and export of orchids, interior decoration, electronics activities such as computer classes, videos, cable TV, fast food business, parallel colleges, private financial institutions etc.

All these will surely have significant implications and impacts for policing. The changes in industrial and commercial scenes in Kerala are likely to give rise to new types of anti-social activities and criminal behaviours. The new scenario will provide ample opportunities for the ramification of white-collar crimes, gambling, swindling, frauds, cheating, prostitution and employment of paid goondas etc. Such a situation can result in the emergence of the under-world gangs and goondas operating in a more congenial atmosphere. The police therefore will have to be fully prepared to face the emerging challenges of these changes.

Another important problem the police and the administration will have to face in future will be student - unrest and campus violence. As long as the political parties have a stake in holding a power base among the students, ill motivated political activities in educational institutions cannot be wished away. The police have to be equipped with a highly refined strategy combining tolerance and understanding to tackle student problems of the future.

B. Cost of Crime

Estimation of costs of crime has been a relatively neglected area of study. Any policy intended for crime

reduction needs an evaluation of the cost of crimes. The cost of crime can be broadly classified into following broad groups -

- (1) Cost of properties lost-victim's loss
- (2) Cost of investigation of a case.
- (3) Cost of prosecution of a case.
- (4) Cost of jails and correctional services and courts.
- (5) Cost involved for the accused.
- (6) Cost involved for the insurance agencies.

At this stage a word of qualification would be in order. It needs to be underlined that detailed costing on a scientific basis is an elaborate exercise and therefore not required for the purpose of the study. Hence, what is presented below are only the rough estimates based on the available data supplemented by discussions and personal observations.

(1) Costs of Properties Lost

The value of properties lost as a result of criminal activities has been steadily on the increase in the recent past. Table below is on this.

VALUE OF PROPERTIES LOST AND RECOVERED IN KERALA*
(1961 - 1992)

Year	Number of cases registered	Number of cases detected	Value of properties lost Rs.	Value of properties recovered Rs.
1961	-	-	1439595	495583
1962	-	-	999955	427242
1963	-	-	1111969	458229
1964	-	-	1283140	455059
1965	-	-	1231764	428390
1966	-	-	1655527	576423
1967	-	-	2946053	766910
1968	-	-	4034671	1135155
1969	-	-	4061320	1086950
1971	-	-	4061320	1394393
1972	-	-	5427152	1409005
1973	-	-	12046921	7332360
1974	-	-	12626283	4395072
1975	-	-	14409581	3544564
1977	-	-	15442255	2711514
1981	-	-	38662000	7995000
1982	8356	-	33032981	9442584
1984	5971	-	30665000	3246000
1985	6776	-	43820963	12704571
1986	6959	2234	64484536	14006272
1987	7712	2264	85108095	17307691
1989	9231	3481	175160779	33075813
1990	9693	3643	145973224	37602355
1991	9206	3377	150899171	31550714
1992	9075	3037	198932563	26184679

* Source: Administrative Reports for relevant years.

In 1992 alone, properties worth of Rs. 20 crores were lost and only 13% of them could be recovered. In offences relating to property, it is not rare that all such incidences are reported to the police. It is roughly estimated that only 1/4th of the total cases occurring in the

State are reported. This means that a large number of cases are not reported, because the victims are not prepared to undergo the harassment connected with the investigation, prolonged court - trials and above all the enormous expenses involved in all these. Another dimension which compounds the problem is burking of cases by the police, particularly in cases where there are no evidentiary clues etc. For instance, in Uttar Pradesh, when burking was made punishable, the incidence of crime went up from 2.6 lakhs to 6.8 lakhs in an year⁷. This reveals the extent and magnitude of burking in U.P. While it is difficult to estimate the precise extent of burking of cases in Kerala, the available data suggests that it is not uncommon. Taking this fact into account, it may be inferred that the value of property in unreported cases would be roughly 4 times the official figure of Rs.20 crores. In other words the total loss on account of property related crimes would be approximately Rs. 80 crores.

In riots, the loss of property is considerably more than what is usually assessed. For instance, in riots at Poonthura in 1992, it has been estimated that the actual losses incurred was more than Rs. 1 crore whereas the compensation awarded was just Rs. 28 lakhs. The total losses to property as a result of 6600 and ~~more~~ odd cases of

petty riots can be put at Rs. 1 crore. In cases involving murder, the actual and potential financial loss incurred by the family as a consequence of the premature death of an earning member is extremely difficult to be assessed and estimated.

The financial losses in cases involving cheating, fraudulence and other I.P.C offences when put together may be estimated, on a conservative scale, to be around Rs.100 crores. With a 25 per cent reduction in the crime rate, not an unattainable target, it is believed that it should be possible to envisage a saving of approximately Rs. 25 crores.

(2) Cost of Investigation of a Case

The investigation of a case is a long drawn and expensive process. Thus, following the registration of an F.I.R., a case, particularly involving property, is on average, continuously investigated for about 15 days, by a crime squad consisting of an officer and two H.C/P.Cs. The process of routine investigation involves considerable travel. Taking into account the notional salary in terms of number of man - days spent per case besides the expenses towards fuel, T.A. other miscellaneous expenditure it has been estimated that a property case costs on average roughly

Rs.5000. Paradoxically the returns may not be quite commensurate with the expenditure atleast in the property cases. Thus it has been observed that about 75 per cent of the property offences ~~later~~ remain undetected. Of the remaining 25 per cent of the cases that are detected, the accused is arrested, the stolen properties identified and the legal proceedings are initiated leading eventually to the accused being remanded to judicial custody. The costs per case varies depending on the nature of the crime as well. Thus in murder cases the costs could even exceed Rs.10000/-. Similarly in the case of riots, the cost of investigation tends to be relatively high. In the light of this and taking Rs. 5000 as a conservative estimate of the average cost per case, the total cost towards investigation can be estimated to be roughly of the order of Rs.40 crores- viz., $80000 \times 5000 = 40$ crores.

(3) Cost of Prosecution of a Case

The prosecution of cases also tends to be a protracted and costly affair. The prosecution proceedings commence with the court taking up the case, following which summons are issued to the witnesses, investigating officers, the accused etc. The fees are paid to the prosecutors. The summons are served to the parties concerned by the police stations for

which T.A has to be paid. When two summons fail, a warrant is issued, which the police is required to execute by producing the accused before the court. On an average, cases are posted and postponed 15 to 20 times. Some cases are postponed even upto 50 times. The cost is multiplied by the number of times it is posted in a court. The investigating officers have to be present in the court. From the police station a policeman has to carry the case diary to the court, and be present throughout. Thus virtually the entire day is taken up in attending to this task. Taking the various items of expenditure involved in the course of the prosecution it can be roughly estimated to be around Rs. 2000 per case. The total annual costs of prosecution can be estimated to be approximately Rs. 16 crores (80000 x 2000).

(4) Cost of Jails, Correctional Services and Courts

Jails reforms commission attempted to calculate the cost of a prisoner for a day. The total expenditure on jails in Kerala for 1993-94 is Rs. 8,26,42,600/-. The detailed breakup of the expenditure is given in the annexure⁸. The dietary charges alone account for Rs. 230lakhs. The percapita daily expenditure on the 5300 odd prisoners works out to Rs.40 per day as computed by the jails administrations report⁹. This is calculated after computing

the whole expenditure of the department. While the percapita expenditure on diet alone amounts to Rs.16 per day and by remanding one person less to the jail for a day, the government stands to gain that much. The expenditure on correctional services for the year 1993-94 is Rs. 14 lakhs. With the increase in the number of criminals, there is a proportional increase in the expenditure under this head.

The expenditure on courts and related legal process is another area where the expenditure has progressively multiplied. While judicial institutions are an essential and integral part of any democratic political structure, yet it is necessary in a country such as ours to seriously consider ways of reducing the cost of legal aid and thus lowering expenditure. Delays and time overrun an important factor in escalating costs, need to be significantly lowered. The total outlay for the courts in Kerala for 1993-94 is Rs. 343880000/-. Of this, the expenses directly connected with crimes are as follows-

Motor Accident Claims Tribunal	-	8169600
Expenses on criminal courts	-	66850100
Fees for public prosecutors and A.P.Ps	-	11647400
Total		86667100

The total expenditure under this grouping is thus Rs.169309100 (viz., jails 82642000 + courts 86667100). This is one area where it is extremely difficult to quantify the possible savings that can be effected. As it is linked to crime reduction, it ultimately ties up with the system of policing, an aspect that is taken up in the subsequent section. However, at a purely hypothetical level it can be argued that a 25 per cent reduction in crime can reduce costs under this head by 25 per cent. The net saving would be approximately Rs.4.23 crores.

(5) Cost involved for the accused

A recent study which has attempted to examine this question with reference to Kerala reveals that the expenditure incurred by the accused for securing judicial redress was on average relatively high¹⁰.

**EXPENSES INCURRED BY ACCUSED TOWARDS ACQUITTAL
(BASED ON A SAMPLE STUDY)**

SL. NO.	AMOUNT (IN RUPEES)	PERCENTAGE
1	Below 200/-	1.97
	Between 2001/- to 4000/-	
	" 4001/- to 5000/-	6.25
	" 5001/- to 7500/-	12.17
	" 7501/- to 10000/-	27.30
	" 10001/- to 15000/-	26.32
	" 15001/- to 20000/-	16.12
	" 20001/- to 25000/-	1.97
	" 25001/- to 30000/-	1.64
	" 30001/- to 40000/-	0.99
	" 40001/- to 50000/-	1.32
	Above 50000/-	0.66

Source: Dr. James Vadakumchery Acquittals in Administration of Criminal Justice (A study of police cases before sessions courts in Kerala) Ph.D. Thesis, Kerala University, 1983, P.222.

The above table clearly reveals that the maximum bunching of the cases is in the Rs. 5000-20000 expenditure size category. 53 per cent of the accused have incurred an expenditure between Rs. 7500 and 15000. As indicated earlier the total cognizable offences or crimes in Kerala during 1992-93 was 83285. Applying or extending the above norm or principle for the whole of Kerala it would be appropriate to infer that 50 per cent or roughly 40000 accused persons would have incurred an expenditure of 11000 each. The total

expenditure incurred by the accused can be estimated to be approximately to be Rs. 44 crores. A 25 per cent reduction in crime should automatically imply a saving of Rs. 11 crores for the accused.

6. Cost Involved For The Insurance Companies

This is another area wherein quantification or even estimation is extremely problematic especially in view of the twin problems of paucity and access to data. While the pattern and incidence of crime would provide some rough idea it is difficult to estimate the magnitude of insurance claims. The insurance claims generally arises in the case of murder, motor accidents, theft, damage to property during riots etc. The available scattered evidence is suggestive of the importance of this dimension. Thus in the Matancherry riots of 1991 it has been estimated that the insurance companies paid a sum of Rs. 1 crore towards insurance claims for the damaged properties. Similarly the insurance claims put up before the M.A.C.T by 23985 accident victims in 1991 amounted to as much as Rs. 45 crores. The potential for savings following crime reduction could be significant.

C. Reduction of Crime

While crime reduction in any meaningful sense is ultimately related to the nature of state intervention in the overall process of development, yet through a process of institutional reform it should atleast be possible to arrest the proliferation of a variety of crimes. Consistent with this perspective, an attempt has been made in this section to spell out some of the concrete measures and experiments of mass contact and communication systems, which when replicated on a wider scale could result in a significant lowering of crime.

The measures and proposals discussed here are as follows-

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- (a) Reduction in crime through flying squads and patrolling i.e., increased mass contact.
- (b) Petty case and detection of special and local laws to reduce riots-effective mass contact.
- (c) Highway patrol and prevention of highway crime i.e., increased communication.
- (d) Patrolling to reduce riots-effective mass contact preparation of riot schemes.
- (e) Cannanore experiment - reduction in traffic accidents and saving of life - saving in insurance of life and property.

(a) Reduction Of Crime Through Flying Squads And Patrolling

It is common experience that when patrolling increases, the crime rate comes down. This is because when the police comes into contact with the masses, the police presence is felt. The criminals also leave the scene. The effective police patrolling system in London, Paris, Tokyo etc bear testimony to its effectiveness. In Kerala the system of mobile patrolling or flying squads was introduced, In the cities of Thiruvananthapuram, Kochi and Kozhikode in the month of May 1993¹¹. It has been noted from experience that the incidence of property crimes tends to increase during the months of October, November and December, the cases of rioting and murders usually go up during June, July and August. The effect of the introduction of flying squads on crime rate in the cities can be asessed from the tables that follow. Given below are the comparative figures of crime rate of Thiruvananthapuram and Kozhikode preceeding and following the introduction of flying squads on May 1993.

THIRUVANANTHAPURAM CITY CRIME FIGURES OF 1993

Type of offences	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov
Murder for gain	-	1	-	1	-	-	1	-	-	-	-
Dacoity	1	2	1	2	2	-	1	-	-	1	-
Robbery	2	-	2	4	2	2	6	5	3	3	2
H.B. by night	28	21	10	26	36	29	26	34	18	14	25
H.B. by day	2	3	-	3	3	1	5	3	1	2	1
Ordinary thefts	41	33	31	22	26	23	33	26	23	19	14
Petty cases	659	417	538	514	1095	822	1142	1232	1161	1758	1802

DETAILS OF H.B.¹² AND CRIME CASES IN KOZHIKODE CITY FOR THE YEAR 1993

Type of offences	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov
Robbery (a)	1	0	0	0	1	1	0	0	0	0	1
(b)	0	0	0	0	1	0	0	0	0	0	0
H.B. by night (a)	13	6	6	10	10	7	15	15	11	11	14
(b)	2	1	0	1	1	1	2	1	1	4	4
H.B. by day (a)	3	1	1	0	0	1	1	1	0	0	2
(b)	0	0	0	0	0	0	0	0	0	0	1
Ordinary thefts (a)	13	10	27	10	15	7	13	14	14	21	16
(b)	2	5	18	4	8	3	6	4	6	11	7

The figures given against (a) are cases reported and the figures given against (b) are cases detected. These details were not available for Thiruvananthapuram city.

The above tables with reference to Thiruvananthapuram and Kozhikode city police districts reveal and especially with regard to the former, that the introduction of flying squad has had some desired effect. However, the tables also reveal fairly pronounced fluctuations. Thus, detection of H.B by night in Thiruvananthapuram registered a sharp increase soon after the introduction of this scheme. However, during October and November, there was an equally sharp fall in the cases detected. The data for Kozhikode would suggest only a marginal improvement in the situation and underlines the need for more intensive patrolling. What is however most noticeable is the very significant increase in the detection of petty cases in Thiruvananthapuram. It does however underscore the fact that an effective mass contact programme can reduce crimes.

(b) Petty Case And Detection Of Special And Local Laws-
Prevention Of Riots

One way of controlling law and order is through increased detection of petty cases. When a large number of petty cases are detected, a number of people come into contact with police and results in the development of a better rapport. The anti-social element realising the conditions goes into hiding. Law and order is well

maintained when the detection under special and local laws takes place.

By and large, maintenance of law and order is increasingly related to the number of petty cases being detected. This is clear from the tables given above.

Similarly the increase in detection of violation of traffic rules and Motor Vehicle Act and the registering of petty cases, contributes in lowering the number of accidents. Most of the petty cases end up in a fine being imposed. This increases the income for the department. A mobile court collects, on an average, Rs.50,000 per day. Hence more patrolling and detection of petty cases means lesser crime and better maintenance of law and order and more income for the Government.

(c) Highway Patrol And Reduction In Highway Crimes

The highways are usually susceptible to moving criminal operations. Even the highways in the western countries are often unsafe. This can be prevented only by the police patrols. With a view to checking this menace, an elaborate scheme for highway patrolling was put into effect in April/May 1993¹³. Under this scheme, the State was classified into 18 operational zones extending from Kaliyikkavila in the extreme south to Manjeshwar in the

extreme north. 18 new jeeps with the latest security fittings and communication system were acquired for this purpose. Each highway patrol vehicle had the following staffing pattern: 1 S.I., 1 H.C. and 3 P.Cs. Rotation of manpower was left to the concerned Superintendents of Police of the districts.

The effect has been dramatic following the introduction of patrolling. The high way robberies in Allappuzha, Badagara etc have come down greatly. From any point on the highway, through wireless, the nearest police station can be contacted and help rendered immediately. This mass contact and communication effectively improved the police image and reduced crime to a fair extent.

(d) Patrolling To Reduce Riots - Preparation Of Riot Schemes

The occurrence of riots is the utmost challenge for police. It is indicative of the breakdown of law and order machinery and tends to show the police in poor light. The police failure destroys the police image. The past records of riots clearly suggest that effective and increased patrolling and posting of adequate pickets can go a long way in controlling riots if not in entirely preempting their outbreak. Compared to some parts of northern India, communal riots in Kerala have been relatively fewer in number and

intensity. Another distinctive feature of the Kerala riot situation is the virtual absence of incidents of molestation and rape of women. However, that it is not entirely free of communal strife is borne out by the intensity of the Thallassery riots. Thus both in 1971 and 1981, there was extensive damage to property and some loss of life as well. The Mattancherry riots of 1990 and the Poonthura riots of 1992 were characterised by a broadly similar pattern. The post facto analysis of these riots revealed that to some extent this was related to administrative lapses. Thus adequate advance preparation and contingency planning could have prevented the situation from getting out of control. In this context the Thallassery riot prevention scheme¹⁴ is of considerable importance in that it is a major attempt to evolve systematic measures for effectively containing and preempting riots. To some extent the fact that situation in Kerala remained largely unaffected and peaceful in the post Ayodya phase, in sharp contrast to many regions in north India is a testimony to the efficacy of the Thallassery model, namely of effective patrolling and picketing. After its implementation, there was no riots in Thallassery. By preparing such riot schemes, and ~~increasing~~ conducting patrolling ⁱⁿ the area where ~~the~~ tension exists, riots can be prevented. The increased expenditure will be towards

procuring some few hundred litres of petrol/Diesel. The money saved will be in crores. In Thallassery riot of 1971, after the Nur Jehan incident, if three vehicles had been patrolling, experts say that riots could have been prevented.

(e) Reduction In Traffic Accident - Kannur Experiment

One of the areas where maximum loss can be prevented is reduction of traffic accidents. When an accident occurs the losses are manifold. They are-

- (1) The damage to the vehicle and its loss.
- (2) Death and injury to people - loss for treatments.
- (3) Life insurance for the dead and injured.
- (4) Loss to the general insurance on vehicle and third party insurance.

The present position of traffic system and road safety is as given below.

Road Safety And Traffic System

The chaotic traffic conditions is one issue which not only causes much distress to the people but also one in which there are misgivings. The one area where people are most disenchanted with the administration in Kerala is the chaotic traffic conditions.

Apart from the chaotic conditions on the road, there is also the gruesome fact of increasing road accidents. The number of road accidents reported in Kerala during 1991 was 23985. 1803 persons were killed and 31831 were injured. This shows a sharp rise when compared to the previous year in which the number of accidents was 20,247, number of killed was 1793 and injured 26896¹⁵. Road accidents in Kerala increase every year at the rate of 16%. Nearly 20% of the accidents occur on the national highway. At the all India level, Kerala has the third highest number of accidents. Nearly 25% of the fatalities are due to head-on collision which occur as a result of poor road conditions and over speeding. About 65% of the fatalities involved pedestrians.

Kerala has a total road length of 114000 Kms. The State has only 1.7% of country's high-way but accounts for 1.8% of total accidents in the country. The national transportation planning and research survey reveals that accident rate in Kerala has increased tenfold in the last 3 decades from 1581 in 1958-59 to 12,000 in 1987. It is predicted that the number of deaths in Kerala by 2000 A.D. may cross over 5000 per Year.

The total number of registered vehicles as on 31.12.91 was 647742 compared to 194594 in 1981. The number of motor vehicles is increasing at the rate of 14% every year. At

this rate of growth, the number of vehicles in Kerala in 2000 A.D. will be 21 lakhs. The study by N.A.T.P.A.C. shows that the freight traffic in 2000 A.D. will be about five times the present volume and the passenger traffic will be about three times the present rate. Thus Kerala is heading for a crisis situation in traffic problems unless proper planning is undertaken and schemes are implemented in advance in a phased manner.

Traffic management calls for a systematic approach. Any improvement in roads or condition of vehicles or performance of the traffic police by itself is not going to solve the problem. The co-ordinated efforts and imaginative planning by all agencies concerned alone can deliver the goods. The following agencies are involved in this complex task -

1. Manufacturers of vehicles.
2. Motor vehicles department
3. Public works department
4. Police
5. The local bodies like corporations, municipalities which give licence for construction of buildings, shops etc.
6. Vehicle users.

Since several such agencies are involved, the most important factor is effective and meaningful co-ordination

of work of all these agencies. Although there are Road safety councils at districts and State levels, they are hamstrung in their efforts for want of statutory powers and adequate funds. It is therefore, necessary that the road safety council at State level is constituted with statutory powers with representatives from motor vehicles department, P.W.D.(Roads), local bodies and police with a chairman with adequate powers and authority. Funds for the various requirements must be allotted exclusively to the road safety council. While this council will co-ordinate and administer various aspects of road safety such as enforcement, education, engineering, planning and research, the execution of various schemes may be undertaken by the concerned departments. Overall supervision by this council will effectively coordinate the work of different agencies.

Gearing itself to the challenges of the coming years, the police department would be required to initiate necessary steps for the phased expansion of the traffic wing atleast from the year 1993-94.

1. Traffic Police Stations

Police stations exclusively established for management of traffic and investigation of traffic accident cases are given below.

1992: Trissur, Kollam, Ernakulam Rural,
Thiruvananthapuram- Rural.

- 1993: Kannur, Kozhikode Rural, Palakkad, Kottayam, Alapuzha.
- 1994: Malappuram, Pathanamthitta.
- 1995: Kasaragod, Wynad, Idukki. By 1995 all districts will have traffic police stations.

2. An assistant commissioner of police/Dy.S.P for traffic duties alone may have to be posted in the following places -

- 1993: Trissur, Ernakulam Rural, Kollam, Thiruvananthapuram rural
- 1994: Munnar, Kozhikode Rural, Palakkad, Kottayam, Alapuzha.
- 1995: Malappuram, Pathanamthitta.
- 1996: Kasaragod, Idukki, Wynad.

3. AC/Dy.S.P: One A.C./Dy.S.P. may be posted progressively in the following places -

- 1995: Thiruvananthapuram City (Additional)
Kochi (Additional)
Kozhikode (Additional)
Trissur, Ernakulam Rural, Kollam, Thiruvananthapuram Rural.
- 1996: Kannur, Kozhikode Rural, Palakkad, Kottayam, Alappuzha.

4. S.P./D.C.P.: There should be one D.C.P./S.P. posted in the three Cities of Thiruvananthapuram, Kochi, Kozhikode in 1996.

5. By 1995 a well-organised highway patrolling scheme has to be launched under the supervision of one D.I.G. (traffic). The State should be divided into three zones and each one will be patrolled by one Dy.S.P. Thus there will be the need for 9 Dy.Ss.P.

to be assisted by at least 9 C.Is, 18 S.Is, 27 H.Cs, & 27 P.Cs. There should be one S.P, one Dy.S.P., 2 C.Is and 2 S.Is to assist the D.I.G. (traffic) at Headquarters.

6. C.I.-Traffic Education And Prosecution

A post of C.I. Traffic Education and Prosecution must be created in the following places -

1993: Thiruvananthapuram, Kochi, Kozhikode.

1994: Thrissur, Kollam, Ernakulam Rural, Thiruvananthapuram Rural.

1995: Kannur, Kozhikode, Ernakulam Rural, Palakkad, Kottayam, Alappuzha.

1996: Malappuram, Pathanamthitta.

1997: Kasaragod, Wayanad, Idukki.

7. Recovery Vehicles

Action has been already initiated for purchasing recovery vehicles for the three cities of Thiruvananthapuram, Kochi and Kozhikode. The same may be procured in the following pattern during the coming years -

1993: Thrissur, Kollam

1995: Kannur, Palghat, Kottayam, Alappuzha.

1997: Malappuram, Pathanamthitta.

1999: Kasaragod, Wayanad, Idukki.

2000: Thiruvananthapuram, Kochi, Kozhikode - 2 more to each city.

In order to carry out various temporary works and alterations like traffic island, parking places, diversions etc., separate funds have to be provided to the commissioners of police and S.Ps. The amounts also will be required for purchasing equipments locally.

All traffic personnel of non-gazetted rank throughout the State should wear white uniform prescribed for traffic police in Kerala.

8. Mobile Courts

At present there are 6 mobile courts functioning in the following cities/districts.

1. Thiruvananthapuram City.
2. Alappuzha
3. Kottayam
4. Kochi City
5. Kozhikode City
6. Kannur

It will be necessary and useful to extend this to other districts also. The following proposals are suggested -

- | | |
|------|--|
| 1993 | Kollam and Malappuram |
| 1994 | Palakkad mand Thrissur |
| 1995 | Thiruvananthapuram Rural, Pathanamthitta,
Kasaragod |
| 1996 | Idukki, Wayanad, Ernakulam Rural. |
| 1997 | Kozhikode Rural |

Attempts to reduce accidents - The Kannur experiment

In Kannur district, an experiment to reduce road accidents was conducted during 1988-89. As a first step, statistics on vital road accident was gathered for a time series of ten years, all of which were plotted in a chart. It revealed that the average monthly accidents numbered over 100, the average mortality was 10-15 persons and the number of persons injured was on average over 130. It also threw up a number of other interesting findings. It thus revealed that 65 per cent of the accidents were caused at 13 traffic points in the district. It also showed that around 15 per cent of the accidents occurred in a 1 kilometre stretch between Kannur town and Chovva. The district collector, P.W.D. engineer (roads), traffic advisory committee etc., got together and decided to take appropriate corrective measures. Accordingly, speed breakers and traffic signals etc were placed before and after these spots, thus forcing the vehicles to slow down. Drivers were more sure of the road and turns. Police were posted for traffic duty before and after these spots. Traffic islands at appropriate places were constructed. Traffic P.Cs were posted in front of schools and colleges from 08.00 hours to 10.30 hours and from 15.30 hours to 18.00 hours. In the intervening period, the P.Cs returned to the station and were assigned law and

order duties. In schools and colleges one period a month was set aside in all classes to enable the police officers and motor vehicle inspectors, to impart the necessary instructions on traffic regulations and signals. Similar sessions were organised for taxi drivers and autorickshaw drivers. Constant vehicle checks were conducted and speed traps laid. The drivers involved in accidents were subjected to medical examination and those who were found to be colour blind and alcoholics had their driving licenses suspended. Thus as a result of a these prolonged actions of enforcement, engineering and education, accidents were reduced considerably. The total accidents came down from 100-110 to 30 to 40 per month. Persons getting killed were reduced from 10-15 persons to 3 or 4 per month. The number getting injured was reduced from 130-140 to 30 to 40 per month. Even after 4 years of the experiment now, the accidents have not crossed 100 per month in Kannur.

CONCLUSION

The cost of crime is an issue, which is not usually reckoned by society. When actually computed it can run into an astronomical sum. This study suggests that the current cost of crime is fairly high. A break up of the approximate total costs is given below -

(a) Cost of properties lost	100 crores
(b) Cost of investigation of cases	40 crores
(c) Cost of prosecution of cases	16 crores
(d) Cost of jails, courts and correction	16 crores
(e) Cost of the accused	44 crores
(f) Cost of insurance agencies	45 crores

Total	261 crores

If the government, police and society at large seriously come around to accepting in principle the policy of crime preemption and prevention and accordingly take effective steps to reduce crime by atleast a 25 per cent, the cost of crime should also automatically come down by an equal proportion. It would be particularly visible in the following 3 areas where the probable savings would be as under.

(a) Cost investigation of cases	10 crores
(b) Cost of prosecution of cases	4 crores
(c) Cost of jails, courts & correction	4 crores

Total	18 crores

Though difficult to estimate, it would be fair to assume that the insurance companies would also stand to gain substantially if these policy measures are given concrete shape.

Notes

1. See appendix -28 overall crime chart.
2. See appendix -29 suicide graph.
3. See appendix -30 accident graph.
4. See appendix -31 robbery graph.
5. See appendix -32 riots graph.
6. See appendix -33 population projection graph.
7. IV Police Service Commission Report - Volume IV - Page 1 - 1980.
8. See appendix - 34 - jail budget.
9. Jails administration report - 1991-92- Page 4. Government Press, Ernakulam - 1993.
10. See appendix - 35.
11. D.G.Ps instructions May '93 which introduced this measures.
12. H.B. is house breaking.
13. Sa/33649/93 at 6-4-1993 introduced this measure.
14. G.O./MS/155/88/ home dated 8-12-1988. See Appendix 36.
15. Taken from Kerala police 2001 A.D., Page - 225.

CONCLUSION

This study has attempted to critically examine the present organisational structure and system of policing in Kerala. It reveals that unrestrained expansion and unreformed institutional structure including procedures of work have to a large extent been responsible for the situation where costs of policing has become phenomenally prohibitive. The study implicitly suggests that while policing is integral to the process of development yet it is also imperative to keep the costs of policing within reasonable limits such that it does not act as a drag on the development process itself.

This study has tried to show that if the police force expands at the current rate, roughly 1300 P.Cs would be required to be recruited annually. Additionally, if the various schemes on the ^vanal are implemented and the existing vacancies are filled up, the projected strength of the force by 2000 A.D. would be roughly 60000. The current budget allotment is Rs. 175 crores. Keeping in mind the likely pay increases and the projected strength, police expenditure is, as it has been estimated likely to be around Rs. 250 crores

in about two years' time and could well cross Rs. 400 crores by 2000 A.D.

In a situation where the state itself, as in Kerala, is faced with an acute financial crisis as reflected in its problem of resource mobilisation, such sharp escalation in police expenditure may, the study suggests, further fuel the crisis. It is in this context that rationalisation and reorganisation of the police force assumes critical importance. It would not only contribute to ease the financial pressure but also enable the police to meet the challenges of modern crime management more effectively.

By developing a relatively more rationalised system of deployment of the available force, as spelt out in the package of the rationalisation measures in chapter III, it should be possible to effect considerable savings in both expenditure and manpower. This has the additional advantage that essential expenditure on future expansion and modernisation can be kept within reasonable limits. In short part of the savings effected through the process of rationalisation can be fruitfully channelised towards modernisation.

This study has also made an exploratory attempt at roughly estimating the costs of crime which has also tended to escalate over time. It is contended that through a policy

of crime preemption and prevention it should be possible to lower the crime rate and consequently also the costs of crime.

In the ultimate analysis, this study underscores the importance of the need for a transition from the present system of regimented policing to one which is some what more mass oriented thus ensuring greater public contact and mass participation.

APPENDICES

APPENDIX 1

Budget 1992-93

DEMAND XII-POLICE

I. ESTIMATES OF THE AMOUNTS REQUIRED IN THE YEAR ENDING 31ST MARCH 1994 TO DEFRAID THE GUARGES IN RESPECT OF POLICE
 Voted-One hundred and seventy four crores eighteen lakhs ninety three thousand and two hundred rupees
 Charged-One lakh and ten thousand rupees.

	Revenue Rs.	Capital Rs.	Amount in Rupees Total Rs.
Voted -	1471176100	- -	1471176100
Charged -	110000	- -	110000

II. THE HEADS UNDER WHICH THIS GRANT WILL BE ACCOUNTED FOR

Accounts 1990-91		Budget Estimate 1991-92		Revised Estimate 1991-92		Heads of accounts	Budget Estimate 1992-93		Total
Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan		Plan	Non-Plan	
(1)	(2)	(3)	(4)	(5)	(6)				
Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Revenue Section	Rs.	Rs.	Rs.
- -	1067436475	- -	1105805000	- -	1138873500	2055 Police	- -	1471286100	1471286100
- -	1067436475	- -	1105695000	- -	1138763500	Voted	- -	1471176100	1471176100
- -	- -	- -	110000	- -	110000	Charged	- -	110000	110000
- -	1067436475	- -	1105805000	- -	1138873500	Total DEMAND	- -	1471286100	1471286100
- -	1067436475	- -	1105695000	- -	1138763500	Voted	- -	1471176100	1471176100
- -	- -	- -	110000	- -	110000	Charged	- -	110000	110000

(Cont'd on page 144)

DEMAND XII-POLICE

MAJOR HEAD-2055. POLICE							
Accounts 1990-91		Budget Estimate 1991-92		Revised Estimate 1991-92		Minor heads	Budget Estimate 1992-93
Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan		Plan Non-Plan
(1)		(2)		(3)		(4)	(5)
- -	49585594	- -	45445000	- -	45800000	001 DIRECTION AND ADMINISTRATION	- - 54542000
- -	6151326	- -	5316000	- -	5432000	003 EDUCATION AND TRAINING	- - 6041000
- -	65495225		61139300	- -	64340300	101 CRIMINAL INVESTIGATION AND VIGILANCE	- - 80270100
- -	10996786		147555900		152248100	104 SPECIAL POLICE	- - 220079100
- -	777310839	- -	772562100		794845000	109 DISTRICT POLICE	- - 1016208000
- -	14741011	- -	14240000	- -	14526500	111 RAILWAY POLICE	- - 18550500
- -	2570614	- -	2793600	- -	2864700	112 HARBOUR POLICE	- - 3708000
- -	1128680	- -	1565000	- -	1565000	113 WELFARE OF POLICE PERSONNEL	- - 1565000
- -	32755336	- -	31387300	- -	33411800	114 WIRELESS AND COMPUTERS	- - 45619300
- -	2924881	- -	9861000	- -	9861000	115 MODERNISATION OF POLICE FORCE	- - 9861000
- -	1637200	- -	1939800	- -	1979100	116 FORENSIC SCIENCE	- - 2842100
- -	3167901	- -	12000000	- -	12000000	800 OTHER EXPENSES	- - 12000000
- -	1067436475	- -	1105805000	- -	1138873500	TOTAL GROSS	- - 1471286100
- -	- -	- -	1105695000	- -	1138763500	Voted	1471176100
- -	- -	- -	110000	- -	110000	Charged	- - 110000
- -	- -	- -	300000	- -	300000	DEDUCT RECOVERIES	- - 300000
- -	1067436475	- -	1105505000	- -	1138573500	TOTAL NET	- - 1470986100
- -	1067436475	- -	1105395000	- -	1138463500	Voted	- - 1470876100
- -	- -	- -	110000	- -	110000	Charged	- - 110000

APPENDIX 2

T/P
 TO DIRECTOR GENERAL POLRES DEVE NEW DELHI
 FROM DIRECTOR GENERAL OF POLICE KERALA.

 SC 20123/93 DTD 3-93

REFER NO.30/1/93-STATE/BPR & D DT 24-2-92 (.)
 DETAILS OF KERALA POLICE AS ON 1.1.93 FURNISHED BELOW (.)
 NO.OF POLICE ZONES/RANGES-3 (.) POLICE DISTRICTS -17 (.)
 SUB-DIVISIONS-48 (.) CIRCLES - 135 (.) POLICE STATIONS -410
 (.) ARMED POLICE BATTALIONS -7 (.) EXPENDITURE IN RS. LAKHS
 1991-92 11500 (.) INCIDENCE OF COGNIZABLE CRIMES UNDER IPC-
 72077 (.) LOCAL AND SPECIAL DAWS - 6537 (.) TOTAL 78614 (.)
 RANKWISE SANCTIONED STRENGTH CIVIL DGP - 1 (.) IGP-5 (.) 11
 (.) SP-43-(.) DYSP 148 (.) CI-297 (.) SI-1014 (.) ASI -447
 (.) HC.4267 (.) PCI13612 (.) DVR SI 30 (.) DVR HC/PC 1644
 (.) TOTAL 21519 (.) ARMED POLICE DIG - 1 (.) CMT - 7 (.)
 DYCMT - 10 (.) AC-47 RI/API - 100 (.) RSI/APSI 367 (.) ASI-
 122 (.) HC 255S (.) PC 11183 TOTAL 14398 (.) WOMAN DYSP -
 1(.) WCI -1 (.) WSI 24 (.) WHC -99 (.) WPC 361 (.) TOTAL 486
 (.) OTHER CATEGORIES 4866 (.) GRAND TOTAL 41269 (.)

FOR DIRECTOR GENERAL OF POLICE

COPY TO:

ALL OFFICERS IN LIST FOR INFORMATION.

APPENDIX 3

Budget 1993-94

DEMAND XII-POLICE

I. ESTIMATES OF THE AMOUNTS REQUIRED IN THE YEAR ENDING 31ST MARCH 1994 TO DEFRAY THE GUARGES IN RESPECT OF POLICE

Voted-One hundred and seventy four crores eighteen lakhs ninety three thousand and two hundred rupees

Charged-One lakh and ten thousand rupees.

	Revenue Rs.	Capital Rs.	Amount in Rupees Total Rs.
Voted -	1741893200	- -	1741893200
Charged -	110000	- -	110000

II. THE HEADS UNDER WHICH THIS GRANT WILL BE ACCOUNTED FOR

Accounts 1991-92		Budget Estimate 1992-93		Revised Estimate 1992-93		Heads of accounts	Budget Estimate 1993-94		Total
Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan		Plan	Non-Plan	
(1)	(1)	(2)	(2)	(3)	(3)	(4)	(5)	(5)	(6)
Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Revenue Section	Rs.	Rs.	Rs.
- -	1178738208	- -	1471286100	- -	1472291900	2055 Police	- -	1742003200	1742003200
- -	1178738208	- -	1471176100	- -	1472181900	Voted	- -	1741893200	1741893200
- -	- -	- -	110000	- -	110000	Charged	- -	110000	11000
- -	1178738208	- -	1471286100	- -	1472291900	Total DEMAND	- -	1742003200	1742003200
- -	1178738208	- -	1471176100	- -	1472181900	Voted	- -	1741893200	1741893200 P
- -	- -	- -	110000	- -	110000	Charged	- -	110000	110000



GOVERNMENT OF KERALA

FINANCE DEPARTMENT

GOVERNMENT ORDERS

ON

THE RECOMMENDATIONS OF THE PAY EQUALISATION
COMMITTEE RELATING TO THE SCALES OF
PAY AND ALLIED MATTERS.

[G. O. (P) No. 600/93/Fin. dated 25-9-1993]

Government of Kerala
1993

(1)	(2)	(3)
Employment Officer, Professional and Executive Employment Officer	} 1830-3425	2500-4000
Sub Regional Employment Officer		2500-4000
State Employment Market Information Officer	1830-3425	2500-4000
District Employment Officer	1590-3050	2200-3500
Deputy Chief, University Employment Infor- mation & Guidance Bureau	} 1450-2825	2000-3200
Employment Officer		
Placement Officer		
Instructor (Stenography)	1250-2230	1600-2660
Junior Employment Officer	1220-2150	1520-2660
Investigator	1220-2150	1520-2660
Head Accountant	1220-2150	1520-2660
Malayalam Translator	950-1590	1200-2040
53. National Savings Department		
Director	2640-3815	3900-5075
Additional Director	2470-3675	3000-5000
Deputy Director	1830-3425	2500-4000
Assistant Director	1590-3050	2200-3500
54. Panchayats		
Director	2825-4095	4700-5300
Joint Director	2640-3815	3900-5075
Special Officer for Panchayat General Elections	2640-3815	3900-5075
Deputy Director	2070-3550	2650-4000
Principal, Training Institute	2070-3550	2650-4000
District Panchayat Officer	1650-3175	2375-3500
Administrative Assistant	1650-3175	2375-3500
Deputy Chief Registrar of Births and Deaths	1650-3175	2375-3500
Provident Fund Accounts Officer	1650-3175	2375-3500
Taluk Panchayat Officer	1370-2640	2000-3200
Special Grade Executive Officer	1330-2555	1640-2900
Publicity Officer		
Extension Officer for Panchayats	1220-2150	1520-2660
Panchayat Inspector	1220-2150	1520-2660
Provident Fund Examiner	1220-2150	1520-2660
Executive Officer Grade—I	1050-1830	1520-2660
Executive Officer Grade—II	1000-1710	+ Rs. 100 Spl. Pay 1400-2300
<i>Posts held by Personnel of other Departments</i>		+ Rs. 50 Spl. Pay
Finance Officer Grade—I	1830-3425	
Law Officer	1830-3425	
Instructor (Training Institute for Local Administration)	1370-2640	} As in parent Department
Overseer Grade—I	1050-1830	
Junior Statistical Inspector	950-1590	
55. Police Department		
<i>Police</i>		
Director General of Police	}	IPS CADRE
Inspector General of Police		
Deputy Inspector General of Police		
Superintendent of Police		
<i>Local Police</i>		
Superintendent of Police (Non IPS)	} 2640-3815 + Spl. Pay of Rs. 100	3900-5075 + Rs. 100 Spl. P.
Deputy Superintendent of Police (Senior Grade)		2640-3815
* Deputy Superintendent of Police/Assistant Commissioner	1830-3425	2500-4000

* 1/4 of posts of Deputy Superintendent of Police/Assistant Commissioner will be in the senior grade.

(1)	(2)	(3)
* Circle Inspector	1370-2640	2000-3200
Circle Inspector (Hr. Gr.)	1590-3050	2200-3500
† Sub Inspector	1100-2070	1400-2600
Assistant Sub Inspector	1000-1710	1350-2200
Head Constable	950-1590	1200-2040
Police Constable	825-1290	950-1500
<i>and Reserve Police</i>		
Deputy Commandant	2640-3815 + Spl. pay of Rs. 100	3900-5075 + Rs. 100 Spl. Pay
Assistant Commandant	1830-3425	2500-4000
Assistant Commandant (Hr. Gr.)	2640-3815	3900-5075
Reserve Inspector	1370-2640	2000-3200
Reserve Inspector (Hr. Gr.)	1590-3050	2200-3500
Reserve Sub Inspector	1100-2070	1400-2600
Reserve Assistant Sub Inspector	1000-1710	1350-2200
Havildar	950-1590	1200-2040
Police Constable	825-1290	950-1500
<i>Women Police</i>		
Women Inspector	1370-2640	2000-3200
Women Inspector (Hr. Gr.)	1590-3050	2200-3500
Women Sub Inspector	1100-2070	1400-2600
Women Head Constable	950-1590	1200-2040
Women Police Constable	825-1290	950-1500
<i>Four Wing</i>		
* Chief Inspector of Arms/Armourer Inspector Do. Higher Grade	1370-2640 1590-3050	2000-3200 2200-3500
Armourer Sub Inspector	1100-2070	1400-2600
Armourer Assistant Sub Inspector	1000-1710	1350-2200
Armourer Head Constable	950-1590	1200-2040
Armourer Police Constable	825-1290	950-1500
<i>Mounted Police</i>		
Reserve Inspector	1370-2640	2000-3200
Reserve Inspector (Hr. Gr.)	1590-3050	2200-3500
Reserve Sub Inspector	1100-2070	1400-2600
Head Constable		
Carrier Head Constable	950-1590	1200-2040
Police Constable	825-1290	950-1500
<i>Orchestra/Bandman/Bugler</i>		
Honorary Director of Music	1500 (Fixed pay)	1600 (Fixed pay)
Bandmaster (S.I.)	1100-2070	1400-2600
Orchestra Inspector (ASI)	1000-1710	1350-2200
Havildar	950-1590	1200-2040
Police Constable	825-1290	950-1500
<i>Motor Transport Unit</i>		
Motor Transport Officer	1830-3425	2500-4000
Motor Transport Inspector	1370-2640	2000-3200
Motor Transport Inspector (HG)	1590-3050	2200-3500
Motor Transport Sub Inspector	1100-2070	1400-2600
Havildar Mechanic	905-1490	1125-1720
Police Constable/Mechanic/Fitter, Police Constable, Electrician.	825-1290	950-1500

* 20% of posts will continue to be on the higher grade.

† Will Start at Rs. 1520.

‡ 1/4 the post of Assistant Commandant will be in the senior grade.

§ Those on the Personal Scale of Rs. 2825-4095 will be given the Scale of Rs. 4200-5300.

(1)	(2)	(3)
<i>Police Driver/Motor Cycle Rider</i>		
Police Driver Grade-I	950-1590	1200-2040
Police Driver Grade-II	825-1290	950-1500
Motor Cycle Rider Grade-I	950-1590	1200-2040
Motor Cycle Rider Grade-II	825-1290	950-1500
Boat Driver Grade-I	950-1590	1200-2040
Boat Driver Grade-II	825-1290	950-1500
Syrang Grade-I	950-1590	1200-2400
Syrang Grade-II	825-1290	950-1500
Boat Lascar	805-1190	825-1250
<i>Armed Police Battalion</i>		
Commandant (Non-IPS)	2640-3815 +	3900-5075 +
Deputy Commandant	Spl. pay Rs. 100 2640-3815 +	Rs. 100 Spl. pay 3900-5075 +
* Assistant Commandant	Spl. pay Rs. 100 1830-3425	Rs. 100 Spl. pay 2500-4000
Assistant Commandant (HG)	2640-3815	3900-5075
† Armed Police Inspector	1370-2640	2000-3200
Armed Police Inspector (Hr. Gr.)	1590-3050	2200-3500
‡ Armed Police Sub Inspector	1100-2070	1400-2600
Armed Police Assistant Sub Inspector	1000-1710	1350-2200
Havildar	950-1590	1200-2040
Police Constable	825-1290	950-1500
<i>Range Workshop at M. S. P. and Central Workshop at S. A. P.</i>		
† Motor Transport Inspector	1370-2640	2000-3200
Motor Transport Inspector (Hr. Gr.)	1590-3050	2200-3500
<i>Police Training College</i>		
Vice Principal	1830-3425	2500-4000
Criminologist	1830-3425	2500-4000
† Armed Police Inspector/Chief Drill Instructor	1370-2640	2000-3200
Do. do. (Hr. Gr.)	1590-3050	2200-3500
Part-time Law Instructor	800	875
	(Honorarium)	(Honorarium)
Senior Law Instructor	1370-2640	2000-3200
‡ Drill Instructor/Sub Inspector	1100-2070	1400-2600
Assistant Sub Inspector	1000-1710	1350-2200
Head Constable	950-1590	1200-2040
Police Constable	825-1290	950-1500
<i>Crime Branch CID</i>		
Superintendent of Police (Non-IPS)	2640-3815 +	3900-5075 +
* Deputy Superintendent of Police	Spl. pay Rs. 100 1830-3425	Rs. 100 Spl. pay 2500-4000
Do. (Sr. Gr.)	2640-3815	3900-5075
** Detective Inspector	1370-2640	2000-3200
Detective Inspector (Hr. Gr.)	1590-3050	2200-3500
‡ Detective Sub Inspector	1100-2070	1400-2600
Head Constable	950-1590	1200-2040
Police Constable	825-1290	950-1500
<i>Finger Print Bureau</i>		
Director	2640-3815	3900-5075
Deputy Director	2070-3550	2650-4000
† Tester Inspector	1450-2825	2060-3200
Tester Inspector (Hr. Gr.)	1590-3050	2200-3500
Finger Print Expert	1220-2150	1520-2660
Finger Print Searcher	1000-1710	1350-2200
<i>Photographic Section</i>		
Chief Photographer	1450-2825	2060-3200
Photographer	1220-2150	1520-2660
Attender	775-1160	800-1200

* ‡ of the posts of Deputy Superintendent of Police will be in the Senior Grade (Ratio 3:1)

† 20% of the posts will continue to be in the Higher Grade.

‡ Will start at Rs. 1520.

(1)	(2)	(3)
<i>Forensic Science Laboratory</i>		
Director	2825-4095	4200-5300
Joint Director	2640-3815	3900-5075
Assistant Director	1650-3175	2375-3500
* Assistant Director (HG)	1830-3425	2500-4000
Scientific Assistant	1450-2825	2060-3200
Mechanic	950-1590	1200-2040
Laboratory Technician	905-1490	1125-1720
Technical Attender	775-1160	800-1200
<i>Special Branch C. I. D.</i>		
Superintendent of Police (Non-IPS)	2640-3815+	3900-5075+
Deputy Commandant	Spl. pay Rs. 100 2640-3815+	Rs. 100 Spl. pay 3900-5075+
† Deputy Superintendent of Police/ Assistant Commandant	Spl. pay Rs. 100 1830-3425	Rs. 100 Spl. pay 2500-4000
Do. (Sr. Gr.)	2640-3815	3900-5075
‡ Inspector of Police	1370-2640	2000-3200
Inspector of Police (Hr. Gr.)	1590-3050	2200-3500
§ Sub Inspector of Police	1100-2070	1400-2600
Asst. Sub Inspector	1000-1710	1350-2200
Head Constable	950-1590	1200-2040
Police Constable	825-1290	950-1500
<i>Special Branch C. I. D. Ministerial</i>		
Administrative Assistant	1590-3050	Included in the
Senior Superintendent	1370-2640	Common category
Senior Grade Assistant	1330-2555	1640-2900
Assistant Grade-I	1100-2070	1400-2600
Assistant Grade-II	865-1450	1125-1720
<i>Shorthand Bureau</i>		
Director	1590-3050+	2200-3500+
† Chief Reporter (Inspector)	Spl. pay Rs. 50 1370-2640	Rs. 50 Spl. pay 2000-3200
Do. (Higher Grade)	1590-3050	2200-3500
Reporter Senior Grade (Sub Inspector)	1100-2070	1400-2600
Reporter Grade I (A. S. I.)	1000-1710	1350-2200
Reporter Grade II (H. C.)	950-1590	1200-2040
<i>Police Communication</i>		
Superintendent of Police	2640-3815 +	3900-5075 +
† Deputy Superintendent of Police	Spl. pay Rs. 100 1830-3425	Rs. 100 Spl. pay 2500-4000
Do. (Senior Grade)	2640-3815	3900-5075
† Inspector (Telecommunication)	1370-2640	2000-3200
Do. (Higher Grade)	1590-3050	2200-3500
§ Sub Inspector (Telecommunication)	1100-2070	1400-2600
Assistant Sub Inspector (Telecommunication)	1000-1710	1350-2200
Head Constable Operator	950-1590	1200-2040
Police Constable (Telecommunication)	825-1290	950-1500
Draftsman	905-1490	1125-1720
<i>Police Computer Centre</i>		
Superintendent of Police (Non-IPS)	2640-3815 +	3900-5075 +
† Deputy Superintendent of Police	Spl. pay Rs. 100 1830-3425	Rs. 100 Spl. pay 2500-4000
Do. (Senior Grade)	2640-3815	3900-5075
‡ Inspector of Police	1370-2640	2000-3200
Do. (Higher Grade)	1590-3050	2200-3500

† 1/4 of the posts will be in the Senior Grade (Ratio 3:1)

|| The ratio among Senior Grade, Grade-I and Grade-II will be 2:3:3.

† 1/4 of the post of Deputy Superintendent of Police will be in the Senior Grade (ratio 3:1)

‡ 20% of the posts will continue to be on the higher Grade.

§ Will start of Rs. 1520.

* ‡ Post of Assistant Directors will be placed in the higher grade.

|| The incumbent on the personal scale of Rs. 1100-2070 will be given the corresponding scale of Rs. 1400-2600

(1)	(2)	(3)		
* Sub Inspector	1100-2070	1400-2600		
Head Constable	950-1590	1200-2040		
Police Constable	825-1290	950-1500		
<i>Railway Police</i>				
Superintendent of Police (Non-IPS)	2640-3815+	3900-5075		
† Deputy Superintendent of Police	Spl. pay Rs. 100	Rs. 100 Spl. pay		
Do. Senior Grade	1830-3425	2500-4000		
‡ Circle Inspector	2640-3815	3900-5075		
Do. Higher Grade	1370-2640	2000-3200		
* Sub Inspector	1590-3050	2200-3500		
Head Constable	1100-2070	1400-2600		
Police Constable	950-1590	1200-2040		
	825-1290	950-1500		
<i>Dog Squad</i>				
* Sub Inspector	1100-2070	1400-2600		
Head Constable/Havildar	}	}		
Head Constable			950-1590	1200-2040
Police Constable			825-1290	950-1500
<i>Traffic Branch</i>				
† Deputy Superintendent of Police/ Assistant Commissioner	1830-3425	2500-4000		
Do. (Senior Grade)	2640-3815	3900-5075		
‡ Inspector of Police	1370-2640	2000-3200		
Do. (Higher Grade)	1590-3050	2200-3500		
* Sub Inspector	1100-2070	1400-2600		
Assistant Sub Inspector	1000-1710	1350-2200		
Head Constable	950-1590	1200-2040		
Police Constable	825-1290	950-1500		
<i>Tear Gas Squad</i>				
* Sub Inspector	1100-2070	1400-2600		
Head Constable	950-1590	1200-2040		
Police Constable	825-1290	950-1500		
<i>Ministerial Staff other than those in the Special Branch</i>				
Manager/ Accounts Officer (Police Headquarters) Administrative Assistant Manager, District Police Office/City Police Office/ Armed Police Battalion Office	1590-3050	} Included under common category		
	1370-2640			
<i>Other Miscellaneous Categories—Technical Executive Staff</i>				
Blacksmith-cum-Tinker PC Welder P. C. Fitter P. C. Painter P. C. Lathe Operator P. C. Tailor P. C. Binder P. C. Carpenter P. C. Mason P. C. Ratton Weaver P. C. Cinema Operator P. C. A/C Mechanic P. C. Blacksmith P. C. Mechanic P. C.	825-1290	950-1500		
<i>Civillian Technical Staff</i> Mechanic Grade-I	950-1590	1200-2040		

* Will Start at Rs. 1520

† ½th of the posts of Deputy Superintendent of Police will be in the Senior Grade (Ratio 3:1)

‡ 20% of the posts will continue to be on the higher grade.

(1)	(2)	(3)
Mechanic Grade-II Electrician Blacksmith Upholsterer Mechinist Carpenter Camp Followers Canoeman	805-1190 825-1290 805-1190 750-1025 750-1025	825-1250 950-1500 825-1250 775-1065 775-1065
<i>osts held by personnel of other Deparimnets</i>		
Additional Director of Police Prosecution Medico Legal Advisor Liaison Officer Statistical Officer Sports Officer Coach Coach L. D. Compiler Assistant Surgeon Veterinary Surgeon Nurse Pharmacist Livestock Assistant Nursing Assistant Hospital Attendant Grade-I Hospital Attendant Grade-II	2640-3815 1640-3815 1590-3050 1450-2825 1830-3425 1370-2640 1250-2230 825-1290 1450-2825 1450-2825 1000-1710 905-1490 865-1450 775-1160 750-1025	As in Parent Dept.
56. Ports		
Director Port Officer Officer-in-charge Engineer-in-charge Administrative Assistant P. A. to Port Officer/Purser Port Conservator/Pier Master/ Reserve Port Conservator Warf Supervisor/Assistant Port Conservator/Cargo Supervisor/Assistant Pier Master/Chief Signaller Light Keeper and Signaller Driver Grade I/Master Grade I Driver Grade II/Master Gr. II Driver Grade III/Master Gr. III/ Assistant Tug Driver/ Assistant Tug Master Tug Clerk Crane Operator Assistant Crane Driver Mechanical Carpenter Oilman Seaman-Cum-Pump Attender Seaman Watchman-cum-Cook Head Watchman Supervisor (Refrigeration) * Assistant Engineer (Civil)	3050-4435 2825-4095 2470-3675 1590-3050 1370-2640 1220-2150 905-1490 825-1290 1220-2150 950-1590 825-1290 775-1160 825-1290 775-1160 805-1190 805-1190 775-1160 1330-2555 1450-2825	4500-5700 4200-5300 3000-5000 Common category 2000-3200 1520-2660 1125-1720 950-1500 1520-2660 1200-2040 950-1500 800-1200 950-1500 800-1200 825-1250 800-1200 1640-2900 2060-3200

* Non-graduates directly recruited except those recruited under Special Recruitment Scheme will be given the scale of Rs. 1640-2900.



GOVERNMENT OF KERALA

FINANCE DEPARTMENT

GOVERNMENT ORDERS

ON

AMENDMENTS TO G. O. (P) 600/93/Fin. DATED 25/9/1993
RELATING TO REVISION OF THE SCALES OF
PAY AND ALLIED MATTERS

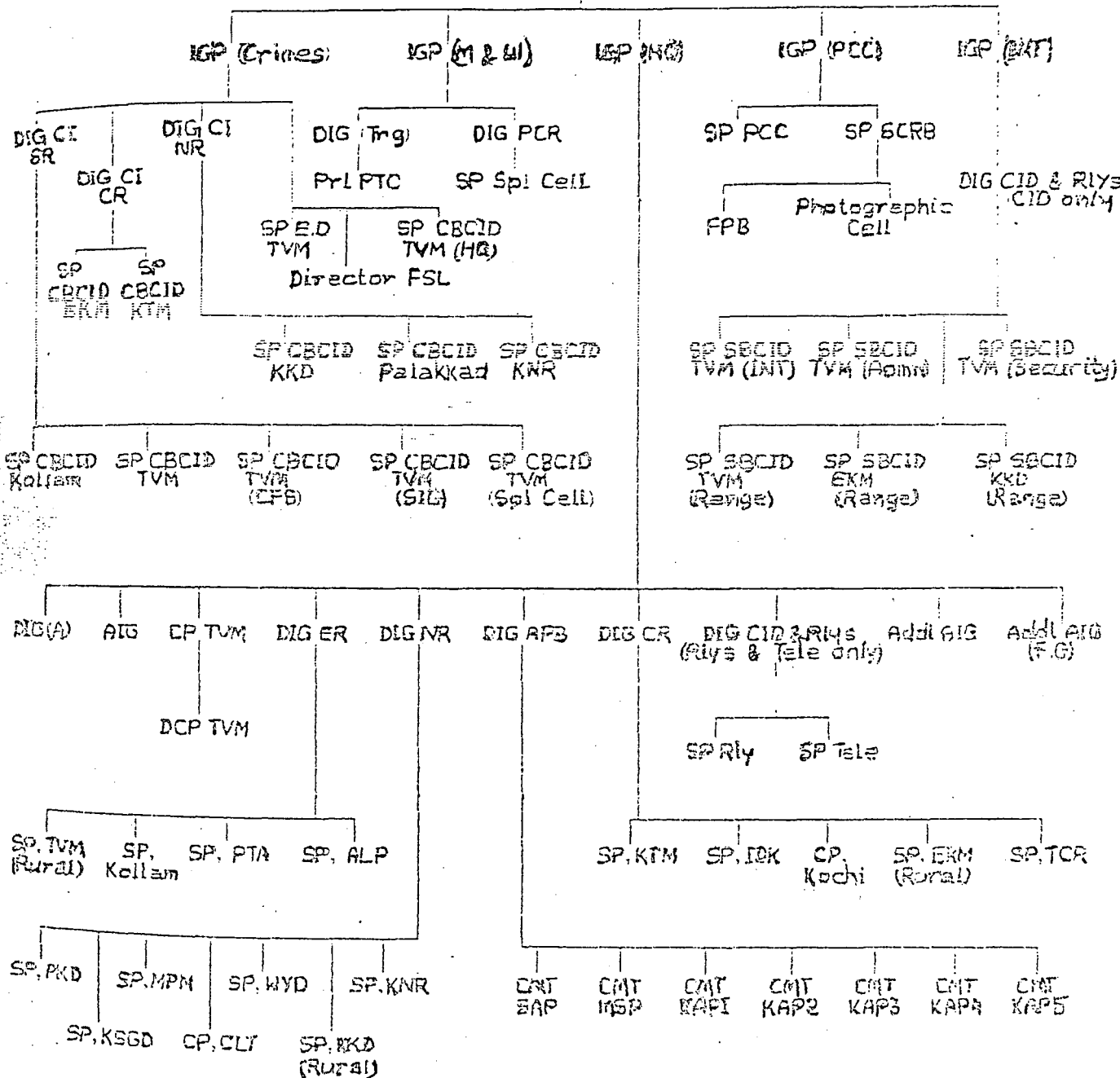
[G. O. (P) No. 930/93 (2)/Fin. dated 8-12-1993]

Government of Kerala

1993

PRESENT ORGANISATION PATTERN OF KERALA POLICE

DIRECTOR GENERAL OF POLICE



COMPARATIVE CHART OF AREA, POPULATION AND CRIME
OF THE DISTRICTS OF KERALA

Name of the District	Area of the District	Population of the District as per 1991 Census	Total Cognisable Crime in the District in 1992
Trivandrum	2192 Sq Kms	29,46,650	City - 4659 Rural - 9292 =13951
Kollam	2579 Sq Kms	24,07,566	6225
Pathanamthitta	2731 Sq Km	11,88,332	3126
Alappuzha	1256 Sq Km	20,01,217	5330
Kottayam	2204 Sq Km	18,28,271	6127
Idukki	4998 Sq Km	10,78,066	2781
Ernakulam	2408 Sq Km	28,17,236	City - 3320 Rural - 8003 =11323
Trichur	3032 Sq Km	27,37,311	5189
Palaghat	4480 Sq Km	23,82,235	4841
Malappuram	3548 Sq Km	30,96,330	4757
Kozhikode	2345 Sq Km	26,19,941	City - 3397 Rural - 6960 =10357
Wayanad	2132 Sq Km	6,72,128	1603
Kannur	2997 Sq Km	22,51,787	4769
Kasaragode	1961 Sq Km	10,71,508	2483

APPENDIX 7

Table I

Police Force in Kerala (Sanctioned strength) as on 1 January 1992

	DGP	IGP	DIG	SP/ CP/	DY CMT	DYSP AC	CI	SI	ASI	HC	PC	DRIVER	TECH- NICAL STAFF	TOTAL
1.Local	1	1	6	21	--	168	169	740	398	3480	12746	--	--	17730
2.Sp1. Units	-	4	5	23	--	53	129	306	68	1066	1238	223	24	3139
3.Armed	-	-	-	-	3	18	42	234	78	1487	6764	1122	397	10145
4.A.P.Bns	-	-	1	7	7	29	52	150	42	1042	4989	268	435	7032
Total	1	5	12	51	10	268	392	1430	596	7075	25737	1613	856	38046

I. Percentage of Armed to Unarmed Police = 72.56

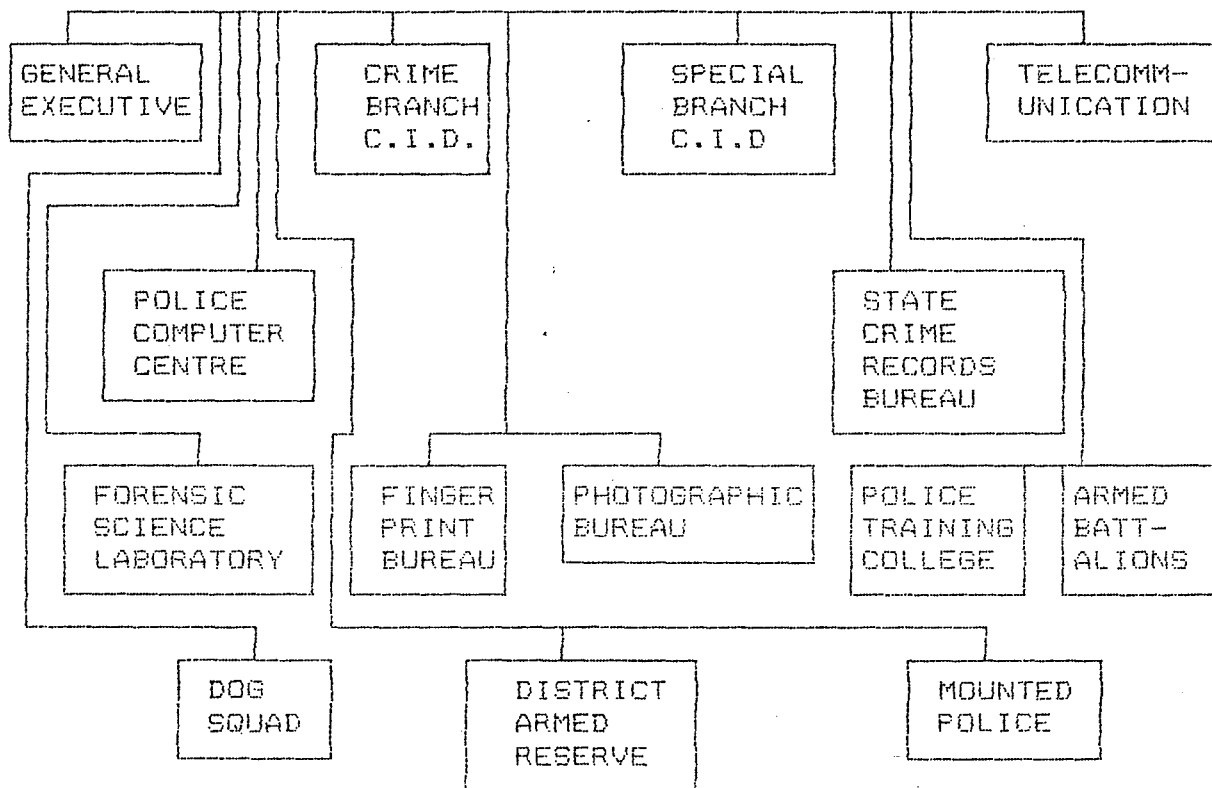
II. Percentage of Technical + Telecome ASStaff + Drivers = 8.72

III. Percentage of Telecome & Technical Staff = 4.48

IV. Percentage of Officers = 7.27

APPENDIX B

P O L I C E



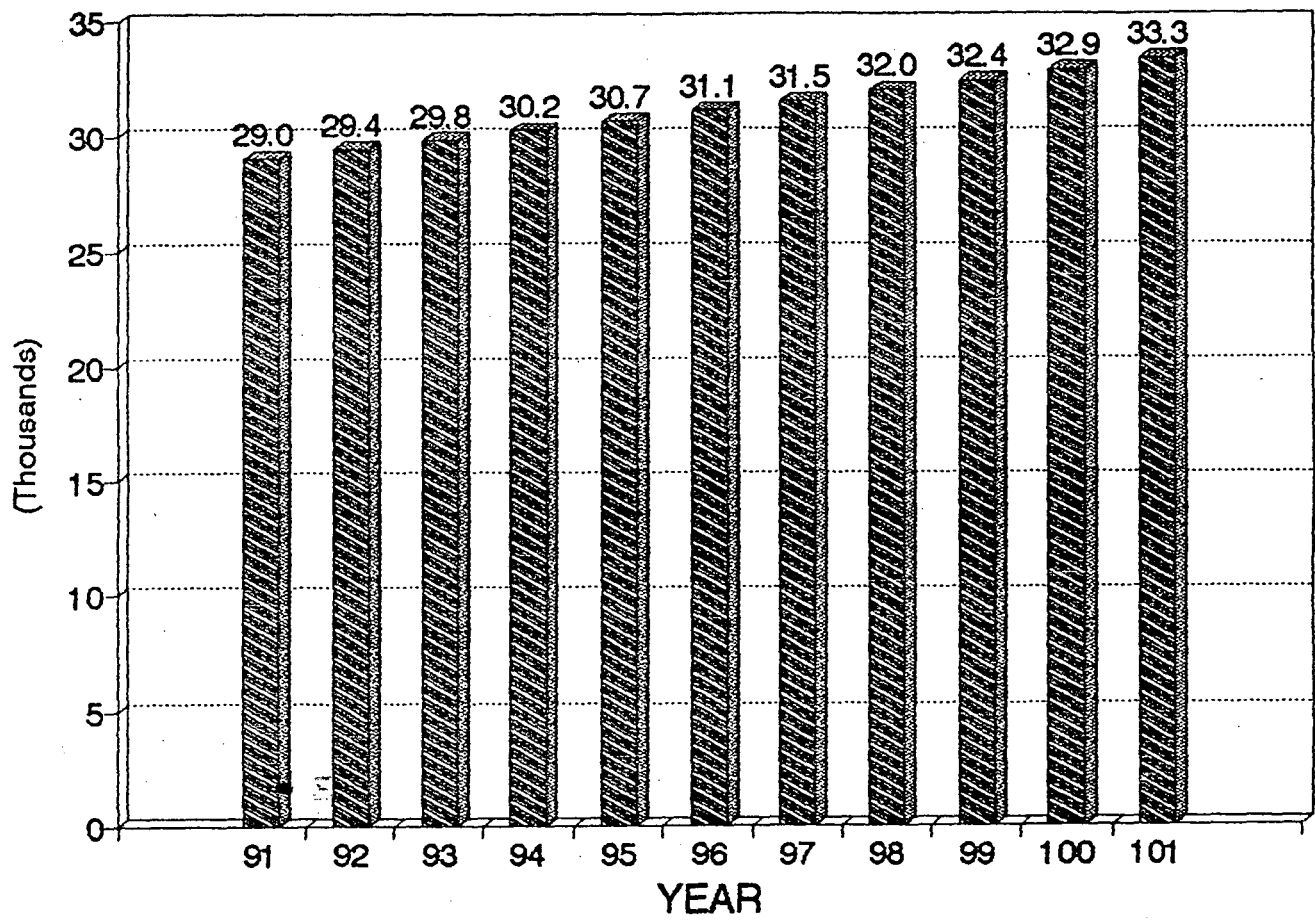
APPENDIX 9

STRENGTH OF KERALA POLICE
1958 - 1993

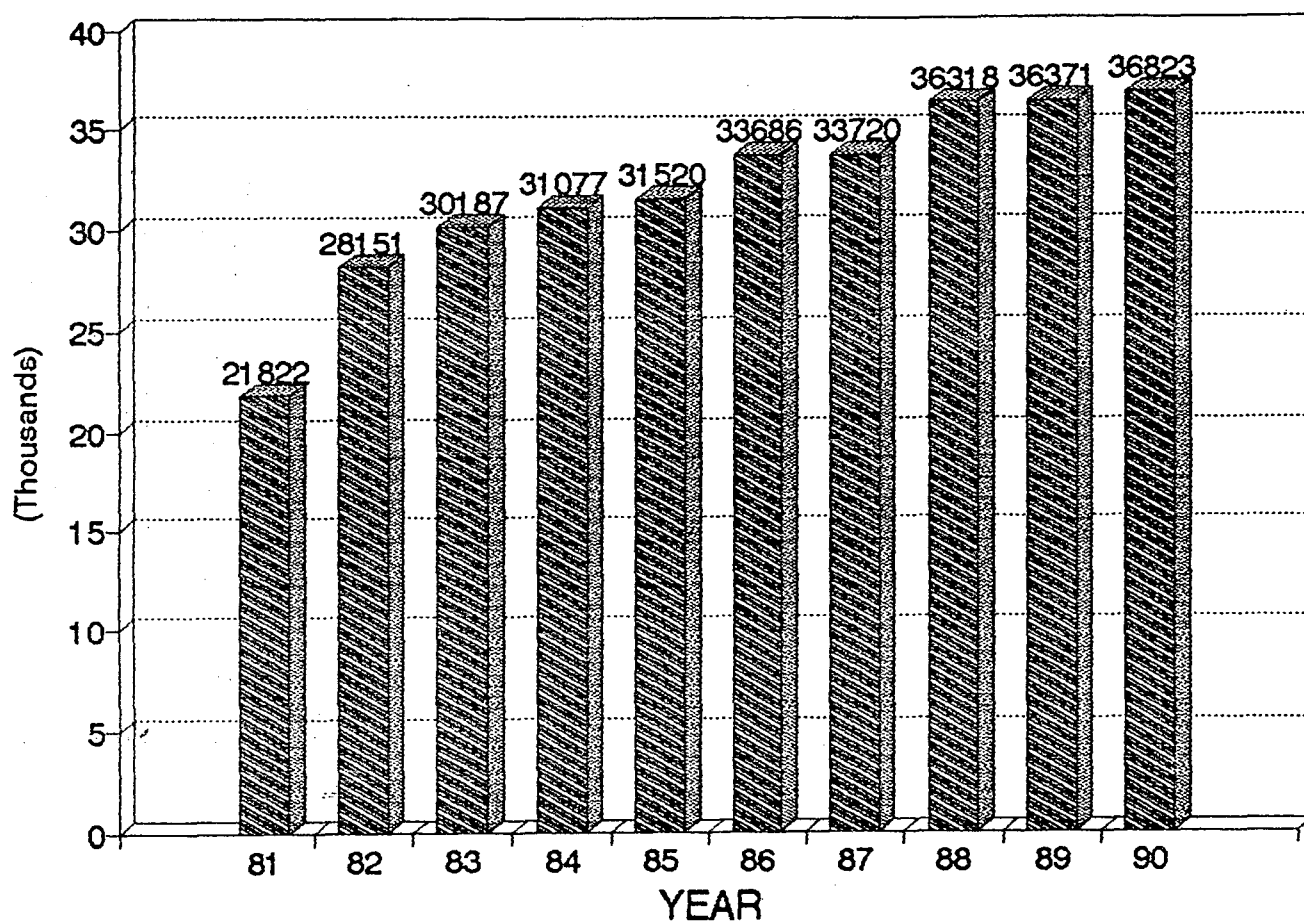
Year	Total Strength
1958	10262
1959	10221
1960	10452
1961	11106
1962	11198
1963	12094
1964	12059
1965	12931
1966	N.A
1967	12619
1968	13161
1969	13486
1970	13762
1971	16522
1972	17747
1973	21327
1974	19705
1975	20448
1976	21742
1977	22225
1978	23346
1979	24658
1980	25990
1981	26611
1982	28151
1983	30187
1984	32988
1985	31520
1986	33686
1987	34756
1988	35857
1989	36371
1990	37276
1991	38576
1992	39276
1993	41269

This data is taken from Annual Police Administration Report.

APPENDIX -10
PROJECTED POPULATION 1991 TO 2001 AD



APPENDIX - 11
SANCTIONED STRENGTH



APPENDIX 11(b)

Sanctioned STRENGTH, EXISTING STRENGTH AND VACANCY POSITION OF POLICE PERSONNEL AS ON 08/08/91

		PHQ	SRO	CRO	NRO	TRG	PTC	CBCID	SBCID	SCRB	TELE	RLYS	LOCAL	DT.AR	APBN	WOMEN	AIRPORT	SP.SG	TOTAL	
DGP	S	1																		
	E	1																		
	V	0																		
IGP	S	4																		
	E	4																		
	V	0																		
DIG	S	2	1	1	1	1		1	1				1		1					10
	E	2	1	1	1	1		1	1				1		1					10
	V	0	0	0	0	0		0	0				0		0					-
SP	S	4					1	11	6	2	1	1	17		7				2	52
	E	4					1	11	6	2	1	1	17		7				2	52
	CMT	0					0	0	0	0	0	0	0		0				0	-
DySP	S								2					3	7					12
	E								2					3	7					12
	V								0					0	0					0
DySP/ AC	S	2				1	1	29	15	1	2	4	86	19	29		1		5	194
	E	2				1	1	27	15	1	2	4	86	15	27		1		5	186
	V	0				0	0	2	0	0	0	0	0	4	2		0		0	8
		PHQ	SRO	CRO	NRO	TRG	PTC	CBCID	SBCID	SCRB	TELE	RLYS	LOCAL	DT.AR	APBN	WOMEN	AIRPORT	SP.SG	TOTAL	
INSP ECTOR	S	3	1	1	1		3	62	32	8	21	3	170	43	53	1	8		9	421
	E	3	1	1	1		3	62	32	8	20	3	170	40	63	1	8		9	417
	V	0	0	0	0		0	0	0	0	1	0	0	3	0	0	0		0	4

(Cont'd..)

APPENDIX 11(b) (Cont'd)

		PHQ	SRO	CRO	NRO	TRG	PTC	CBCID	SBCID	SCRB	TELE	RLYS	LOCAL	DT.AR	APBN	WOMEN	AIRPORT	SP.SG	TOTAL
SI	S	2	3	3	3	3	101	115	9	65	14	721	230	148	24	38		11	1452
	E	2	3	-	3	3	78	104	8	65	12	704	192	121	10	38		11	1316
	V	0	0	3	0	0	23	11	1		2	17	38	27	14	0		0	136
ASI	S				5			5		65		398	88	53		2			619
	E				4			5		65		344	75	58*		2			551
	V				1			0				54	13			0			68
HEAD	S	1			19		183	516	20	288	42	3412	1531	1059	99	31		15	7185
CONST	E	1			16		149	313	16	238	38	2857	1287	876	89	31		15	5895
ABLE	V	0			03		34	203	4	50	4	556	244	183	10	0		0	1290
CON	S	3			67		260	126	32	387	372	12442	6986	4963	368	55		17	26023
STA	E	3			62		239	126	29	146	356	12166	5800	3645	226	55		17	22815
BLE	V	0			5		21	000	3	241	16	276	1186	1318	142	00		00	3208
DR Y	S	32		1	12		116	64	7	16	7		1134	267				7	1663
VER	E	32		1	12		101	64	7	15	7		1079	227				7	1552
	V	00		0	-		15		0	1	0		55	40				0	111
MOTOR	S	2																	2
CYCLE	E	2																	2
RIDER	V	0																	0
TOTAL SANCTIONED STRENGTH OF PERSONNEL - - 37624 EXISTING STRENGTH - 32799 VACANCY - - 4825																			

APPENDIX 12

District-wise Deficiency of the Police in General Executive

Unit		SI	ASI	HC	PC
1.	Thiruvananthapuram city	6	-	128	391
2.	Thiruvananthapuram Rural	27	4	164	381
3.	Kollam	15	3	114	359
4.	Alappuzha	15	4	120	140
5.	Pathanamthitta	12	5	91	283
6.	Kottayam	18	1	103	294
7.	Idukki	9	2	82	220
8.	Kochi City	-	1	39	133
9.	Ernakulam Rural	14	3	115	296
10.	Trissur	29	4	171	425
11.	Palakkad	28	1	133	214
12.	Malappuram	14	1	92	215
13.	Kozhikode City	9	-	56	164
14.	Kozhikode Rural	15	1	69	151
15.	Wayanad	2	2	54	170
16.	Kannur	16	-	107	215
17.	Kasaragod	5	2	62	140
		234	34	1700	4191

Source: Kerala Police 2001 A.D., Police HQ, Thvm.

APPENDIX 13

STATEMENT OF COST : LOCAL POLICE

Category of Post	No.of	Scale of Pay	Pay	DA	HRA	Spl. allo- wance	Total for a year
S.I.s	234	1100-2070	257400	154440	20592	16848	5391360
A.S.I.s	34	1000-1710	34000	20400	2720	4488	739296
H.C.s	1700	950-1590	1615000	969000	129200	246500	35516400
P.C.s	4191	825-1290	3457575	2074540	276500	481965	75487500
						Total	117134556

APPENDIX 14

STATEMENT OF COST FOR 66 POLICE STATIONS

Category of Post	No. of Post	Scale of Pay	Pay	DA	HRA	SPA.	RA	SA	W/C	RM	Total for month	Total for a Year
S.I.	66	1100-2070	1100	660	88	72	25	-	-	50	1995 x 66 = 131670	1580040
A.S.I.	66	1000-1710	1000	600	80	62	20	-	-	50	1812 x 66 = 119592	1435104
H.C.	330	950-1590	950	570	76	54	20	15	6	50	1741 x 330 = 574530	6894360
P.C.	1650	825-1290	825	495	66	40	20	15	5	50	1516 x 1650 = 2501400	30016800
											3327192	39926304

APPENDIX 15

STATEMENT OF COST FOR CATEGORIZATION OF POLICE STATIONS

Category of Post	No. of Post	Scale of Pay	Pay	DA	HRA	SPA.	RA	SA	W/C	RM	Total for month	Total for a Year
											charges	
C.I.	28	1370-2640	1370	822	110	84	30	-	-	-	2416 x 28 = 67648	811776
S.I.	183	1100-2070	1100	660	88	72	25	-	-	50	1995 x 183 = 365085	4381020
A.S.I.	284	1000-1710	1000	600	80	62	20	-	-	50	1812 x 284 = 514608	6175296
H.C.	628	950-1590	950	570	76	54	20	15	6	50	1741 x 628 = 1093348	13120176
P.C.	5938	825-1290	825	495	66	40	20	15	5	50	1516 x 5938 = 9002008	108024096
											11042697	13251364

APPENDIX 16

STATEMENT OF FINANCIAL COMMITMENT FOR ARMED RESERVE

Category of Post	No. of Pos	Scale of Pay	Pay	DA	HRA	CCA	SPA.	SA	RA	E/W	Total for a month	Total for a Year	
A.C.	8	1830-3425	14640	8736	1168	120	720	-	-	-	25384	304608	
R.I.	15	1370-2640	20550	12330	1875	225	1260	225	450	-	36915	442980	
R.S.I.	54	1100-2070	59400	35640	3750	810	3888	810	1350	-	108648	1303776	
A.R.A.S.I	18	1000-1710	18000	10800	1980	270	1116	270	360	-	32796	393552	
HDR	378	950-1590	359100	215460	37800	5670	20412	5670	7560	2268	653940	7847280	
ARPC	1782	825-1290	1470150	882090	142560	26730	26730	85536	35640	8910	2678346	32140152	
											Total	3536029	42432348
Ration Money for 2232 persons - Rs. 50/- per month											89100	1069200	
											Grand Total	3625129	43501548

APPENDIX 17

YEAR-WISE FINANCIAL COMMITMENT FOR ARMED RESERVE

	N U M B E R O F						TOTAL EXP.
	AC	RI	RSI	ASI	HDR	PC	
1990-91	2	3	12	4	84	396	66.90 Lakhs
1991-92	4	6	24	8	168	792	133.90 "
1992-93	6	6	36	12	252	1188	200.70 "
1993-94	8	12	48	16	336	1584	267.60 "
1994-95	-	15	59	19	399	1881	317.60 "

APPENDIX 18

ANNUAL EXPENDITURE STATEMENT FOR WOMEN POLICE

Category of Post	Scale of Pay	No. of post	Pay	DA	HRA	SPA	RA	CCA	SA	E/W	RM	Total for a month	Total for a year
W.S.I	1100-2070	47	51700	1020	5875	3384	1175	705	705	-	2350	96914	1162968
S.H.C	950-1590	235	223250	133950	23500	12690	5700	3225	3525	1410	11750	466127	5593524
W.P.C	825-1290	940	775500	465300	75200	45120	18800	14100	14100	4700	4700	1417520	17010240
TOTAL												23766732	

APPENDIX 18(a)

STATEMENT OF COST OF DRIVERS REQUIRED

Category post	Scale of Pay	No. of pos- ts	Pay	DA	DRA	Other Allowa- nces	Total for a Year
Pc Drivers	640-1000	300	192000	90900	24000	21600	3942000
Mc Rider (PC)	640-1000	150	96000	45450	12000	10800	1971000
-----							Total 5913000

APPENDIX 19

SALARIES IN THE POLICE BUDGET 1992 - 1993

Major head	sub head	Item	
1.	99	01	- Direction and Administration 16365000
2.	99	003	- Education and training 4785000
3.	99	01	- Criminal Investigation 67526000
4.	98	01	- Idamalayar Investigation 382000
5.	99	01	- Special Armed police 202477000
6.	99	109	- District Police 866116000
7.	98	(1)	- New Police station 19971000
8.	98	(ii)	- Women Police 1727000
9.	99	111-01	- Railway Police 16586000
10.	99	112-01	- Port Police 3434000
11.	99	114-01	- Wireless and Telecommunication 28903000
12.	98	-02	- Computer Center 7707000
13.	99	116-01	- Forensie Science Laboratories 2264000
Total			1238243000 =====

Salaries percentage of Total expenditure = 1238243000×100
----- = 84.16%
1471176100

Salary constituted 84.16% of the Total expendidture for Police in the Year 1992-1993.

SALARIES IN POLICE BUDGET 1993-94

Item	
Direction and Administration	20156000
Education and training	6031000
Criminal Investigation	30682000
Idamalayar Investigation	.100
Special Armed police	256937000
District Police	1081619000
New Police station	22985000
Women Police	2042000
Railway Police	13747000
Port Police	4234000
Wireless and Telecommunication	33711000
Computor Center	8389000
Forensie Science Laboratories	2467000
Total	1488000100 Rs. =====

APPENDIX 19 (Cont'd)

Total 1741893200 Rs. was the budget allotment for 1993-94.

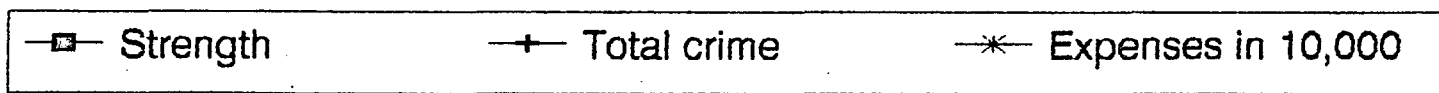
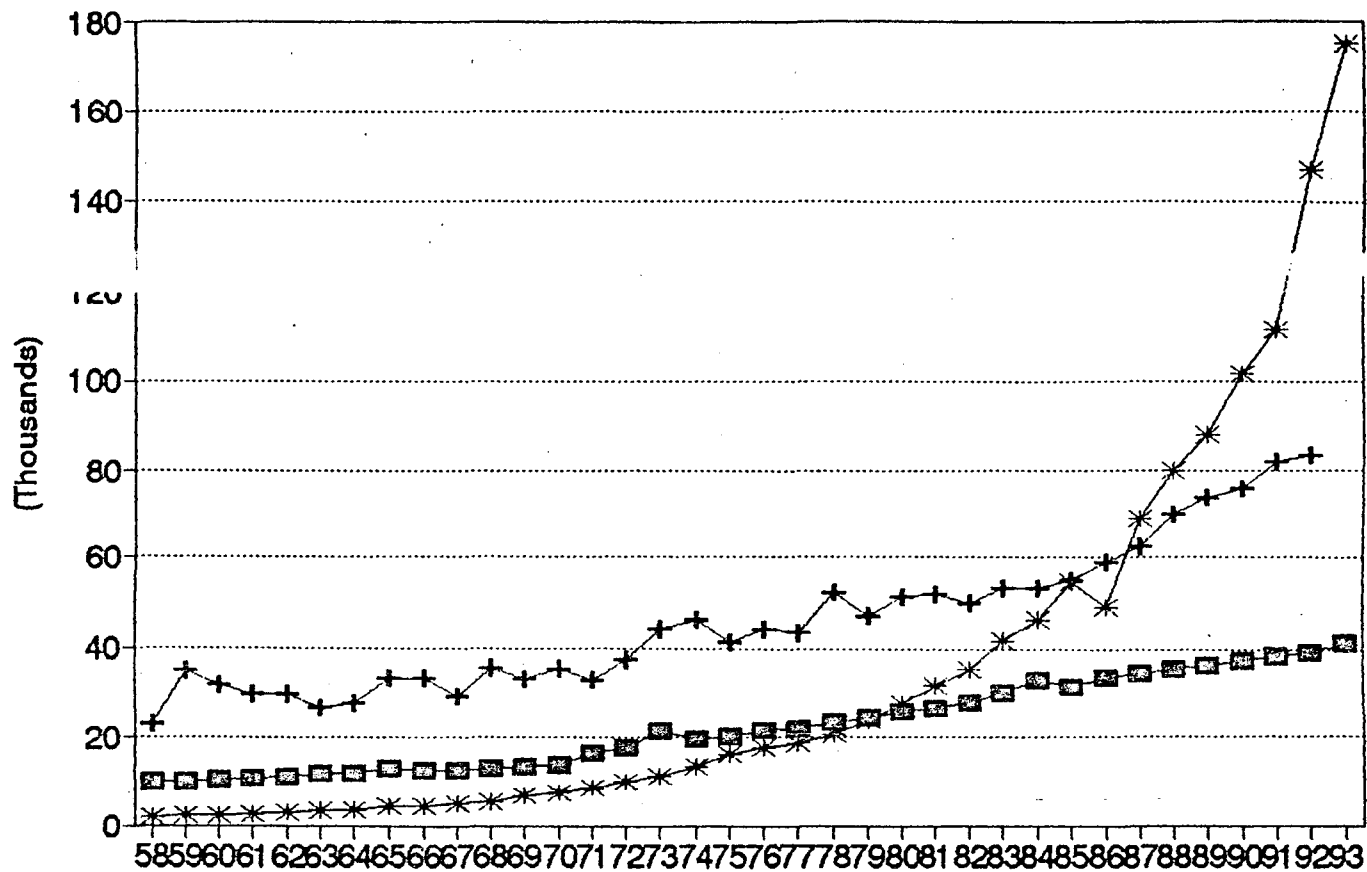
The percentage of Salaries

$$\begin{array}{r} \text{to total Budget} = 1488000100 \times 100 \\ \hline 1471176100 \end{array} = 85.42\%$$

In fact the total expenditure on salary alone in 1993-94 is more than the outlay for the police in the Budget of 1992-93 by 16824000. With the pay equalisation report implementation and the 3 increment and D.A release, the salary allotment for police in the 1994-95 Budget to be presented in two months time will touch 185 crores, 10 crores more than the total budget allocation for 1993-94. The percentage of salaries to total budget in 1994-95 will touch 90% and the total outlay for police is going to cross 205 crores.

Appendix - 20

Comparative graph of Police strength
expenditure, total crime in the state



APPENDIX 21

KERALA POLICE, STRENGTH & EXPENDITURE PER YEAR

IN COMPARISON WITH THE CRIME RATE

Year	Total Strength	Total expenditure	Total crime
1958	10262	20471331	23314
1959	10221	23939558	35116
1960	10452	24051410.68	31941
1961	11106	26139154.11	29743
1962	11198	29812897.31	29810
1963	12094	33633000	26504
1964	12059	37502000	27529
1965	12931	43073310	33355
1966	N.A	45244950	33316
1967	12619	49343675	29024
1968	13161	52567976	35541
1969	13486	68765284	33405
1970	13762	73457385	35166
1971	16522	85675276	33052
1972	17747	97689156	37407
1973	21327	112179300	44163
1974	19705	132765475	46120
1975	20448	161131365	41268
1976	21742	174537375	43918
1977	22225	186369951	43481
1978	23346	205658651	52309
1979	24658	239817300	46672
1980	25990	277178686	51085
1981	26611	319478498	51684
1982	28151	353797709	49513
1983	30187	415992001	53146
1984	32988	460065741	52924
1985	31520	546165077	54675
1986	33686	489939936	59145
1987	34756	686837846	62351
1988	35857	799690738	69825
1989	36371	880338150	73513
1990	37276	102 crores	75649
1991	38576	112 crores	81941
1992	39276	147 crores	83285
1993	41269	175 crores	31319
		Butget allotment	up to 31st may-1

This data is taken from Annual Police Administration Report and the portions from Kerala Budget over the year. The data available from the police Computer Centre is also utilised for the crime figures.

APPENDIX 22

The relevant sections i.e., Kerala Police Act, section 11, 12 and 13 are reproduced below.

Kerala Police Act

11. Special Police Officers-When it appears that any unlawful assembly or riot or disturbance of the peace has taken place, or may be reasonably apprehended, in any place, and that the police ordinarily employed for preserving the peace is not sufficient for its preservation, and for the protection of the inhabitants and the security of property in such place, any police officer not below the rank of an Inspector may apply to the district Magistrate exercising jurisdiction over the area to appoint as many able-bodied men between the ages of 18 and 55, as such police officer may require to act as special police officers for such time and in such manner as he may deem necessary; and it shall be the duty of such Magistrate unless he sees cause to the contrary, to comply with such application:

Provided that no person who has conscientious objection to serve as a police officer shall be required to act as such police officer.

12. Powers of special officer-Every special police officer so appointed shall receive a certificate in the prescribed form, have the same powers, privileges and protection, and be liable to all such duties and penalties, and be subordinate to the same authorities, as the ordinary officers of police.

13. Punishment for refusal to serve-If any person, being appointed a special police officer as aforesaid without sufficient excuse, neglects or refuses to serve as such, or to obey such lawful order or direction as may be given him for the performance of his duties, he shall be liable, upon conviction before a magistrate, to fine not exceeding fifty rupees for such neglect, refusal or disobedience:

4th National Police Commission--1978

APPENDIX - 23

(para 55.22 Chapter LV)

Strength and Utilization of Home Guards

Sl. NO.	State/ Union Territory	Sanctioned Strength as on 1-1-1980	Present Rural	Present Urban	Total	Average daily call out in the year 1977
1	2	3	4	5	6	7
1	Andra Pradesh	7988	NIL	7988	7988	3873
2	Assam	18552	14954	3598	18552	503
3	Bihar	NA	NA	NA	NA	11579
4	Gujarat	NA	NA	NA	NA	--
5	Haryana	12750	8100	4171	12271	46
6	Himachal Pradesh	7650	1514	5622	7136	376
7	Jammu & Kashmir	1552		(1500)	1500	Home Guard are on perpetual duties
8	Karnataka	17000	NIL	16742	16742	310
9	Madhya Pradesh	17002	2043	14787	16830	7520
10	Maharashtra	51000	16402	30122	46524	481
11	Manipur	3086	2712	374	3086	275
12	Meghalaya	NA	NA	NA	NA	446
13	Orissa	14875	7220	7506	14726	164
14	Punjab	31450	13505	10301	23806	108
15	Rajasthan	153	1575	13632	15207	59
16	Sikkim	660	NIL	180	180	110
17	Tamil Nadu	10560	1092	9468	10560	4
18	Tripura	3825	1713	427	2140	580
19	Uttar Pradesh	112207	74183	31236	105419	15818
20	West Bengal	39100	22587	10212	32799	10111
21	Andaman and Nicobar Island	595	461	81	452	5
22	Chandigarh	1029	NIL	1029	1029	61
23	Delhi	9350	NIL	9299	92	233
24	Goa, Daman & Diu	NA	NA	NA	NA	2
25	Mizoram	646		(420)	420	408
26	Pondicherry	422	105	317	422	45

N.A Noy available

DUTIES OF ORDERLIES

The duties of an orderly is given in the National Police Commission Volume I, Chapter XVI, Orderly System, page 41 which is given below.

“ There has been a system in the Police Department of attaching Constables to senior police officers to work as their orderlies in their office as also residence. The following duties are generally done by the Constable orderlies:

- (i) Attend to petitioners, complainants and other visitors who come to see the officer.
- (ii) Attend to telephone calls, particularly during the officer's absence, and furnish helpful replies to enable the caller to speak to some other appropriate functionary for action.
- (iii) Pass on messages on telephone to subordinate officers.
- (iv) Carry messages and files from the officer to the local staff stationed nearby.
- (v) Accompany the officer on his field work and present with him to afford security and assistance in dealing with any situation.
- (vi) Assist the officer in keeping his uniform and arms in a neat and smart condition.
- (vii) Maintain the officer's reception room and office premises in a neat and tidy condition for receiving visitors and transacting official business. ’’

APPENDIX - 25Scale of Orderlies

445. The following is the scale of orderlies prescribed:-

	Constables
Inspector General of Police	2
Deputy Inspector General of Police	2
Superintendent of Police of the District and Officers of corresponding ranks	2
Assistant or Deputy Superintendent of Police and Officers of Corresponding rank	2
Circle Inspector and Officers of Corresponding ranks	1

The Inspector General of Police and Deputy Inspector General of Police, Railways and Criminal Investigation Department may take when necessary, as an orderly, a Head Constable in place of a Constable from the District Armed Reserve.

Court Orderlies in Sessions

446. Police should be in attendance in Court on all days when judgement in Criminal appeals are to be delivered, and on all days when a Sessions trial is in progress or judgment in a sessions case is to be pronounced. When the accused is in remand, the Police will be available in court to produce him and to take him back.

Relief of Orderlies

447. (1) Orderlies other than those of Circle Inspectors must be relieved once in three months, or often if the superintendent of Police of the district thinks proper.

(2) Superintendents of Police of the District and Deputy superintendents of Police can take with them to camp only one orderly each. They can utilise Taluk Police men at the Places of tours for during duties such as sending express messages from camp etc.

			Original	Amount	Amount	Amount	
			Estimate for	expected	requested	allotted for	
			the estimate			the work	
			1103000	50000	50000	10000	
			---	50000	50000	190000	
Total 97			---	100000	100000	200000	
Police Big Police PWD work.							
1.	Southern Range	Special Building Trivandrum.	Police Training College Office Block.	3900000	100000	1000	1000
2.	Southern Range	Special Building Trivandrum.	Boundary Wall around S.A.P. Camp.	300000	1000	1000	1000
3.	Southern Range	Special Building Trivandrum.	Police Training College mess, cum class room.	448895	200000	200000	100000
4.	Southern Range	Special Building Trivandrum.	Police Training College, Office Block & class room.	3800000	---	1000	50000
5.	Southern Range	Quilon.	Quilon District Police Office more facilities.	1079000	50000	200000	50000
6.	Southern Range	Quilon.	Saktikulangara Police Station Construction.	950000	1000	1000	1000
7.	Southern Range	Quilon.	Punalur Class II Police Station Construction.	465100	50000	50000	100000
8.	Southern Range	Pathanamthitta.	Vechoochira Police Station Construction.	5706000	20000	100000	1000
9.	Southern Range	Alleppey.	Pulinekunnu Police Station Construction.	377600	20000	50000	100000
10.	Southern Range	Alleppey.	Pulinekunnu Police Circle Office construction.	197600	250000	1000	100000
11.	Southern Range	Alleppey.	Kaithadi Police Station.	---	10000	---	---
12.	Southern Range	Alleppey.	Kuthiathodu Police Station.	---	20000	---	---
13.	Southern Range	Alleppey.	Mararikulam Police Station.	---	1000	---	---
14.	Southern Range	Kottayam.	Pallikathodu Police Station.	400000	20000	1000	50000
15.	Southern Range	Kottayam.	Vakathanam.	309000	20000	1000	50000
16.	Southern Range	Kottayam.	Kottayam District Police Office.	370000	200000	10000	100000
17.	Southern Range	Kottayam.	Kudayathoor Repeater Station.	1800000	100000	1000	50000
18.	Southern Range	Kottayam.	Melukavu Police Station	517000	50000	100000	100000
19.	Central Range	Idukki.	Valiyakandam Rajakadu Police Station.	282000	20000	1000	10000
20.	Central Range	Idukki.	Murikasseri Police Station .	1800000	25000	50000	---
21.	Central Range	Idukki.	Kanjikuzhi Police Station.	---	20000	---	---
21.	Central Range	Ernakulam.	Ernakulam City Police	3475000	100000	10000	200000
23.	Central Range	Trissur.	Guruvayoor Police Station Building.	740000	---	---	50000
24.	Northern Range	Palghat.	Palghat Town North Police Station.	996000	---	100000	1000

25. Northern Range	Palghat.	Land Acquisition Kuzhamannam Police Station.	---	---	191000	---
26. Northern Range	Malappuram.	Chengaramkulam Police Station.	380000	25000	25000	---
27. Northern Range	Malappuram.	Thenjipalam Police Station.	355000	50000	---	50000
28. Northern Range	Malappuram.	Tirurangadi Police Station.	230000	---	50000	---
29. Northern Range	Kozhikode.	Kodacherry Police Station.	365000	---	50000	10000
30. Northern Range	Kozhikode.	Chevayur Police Station.	650000	13000	10000	50000
31. Northern Range	Kozhikode.	Kozhikode S.A.P Camp Hospital Construction.	410000	44000	10000	10000
32. Northern Range	Tellichery.	Panoor Police Station.	325000	---	15000	---
33. Northern Range	Tellichery.	Kolavallor Police Station.	475000	---	25000	---
34. Northern Range	Tellichery.	Irikkur Police Station.	270000	---	25000	---
35. Northern Range	Kalpetta.	Kalpetta Police Station.	---	---	410000	---
36. Northern Range	Kalpetta.	Chief Engineer's TOTAL Rupee.	---	---	300000	166000
Total 89 Police			---	1200000	28216000	---

1. Police						
1. Central Range	Ernakulam.	Binanipuram Police Station.	---	---	55000	---
2. North Range	Kalpetta.	Sultan Batheri Police Station.	---	---	50000	---
3. North Range	Kasargode.	Mangeshwarani Police Station.	---	---	4500	---
4. North Range	Tellichery.	Radhapuram Police Station.	---	---	1500	---
5. North Range	Tellichery.	Kannapuram Police Station Land Acquisition.	---	---	261000	---
6. North Range	Tellichery.	Total Amount for Chief Engineer.	---	---	31300	---
Total			---	---	333500	---

Construction of Police Quarters

1. Southern Range	Special building	Police barracks at vizhinjam	1990000	25000	25000	25000
	Trivandrum					
2. Southern Range	Building	Police House Construction				
	Trivandrum	Vizhijam.	524000	50000	50000	50000
3. Southern Range	Buildings	Family Quarters at Vizhinjam.	---	---	---	10000
	Trivandrum					
4. Southern Range	Kollam	Double Storid Building for				
		Kollam Armed Reserve	454000	100000	100000	40000
5. Southern Range	Pathanamthitta	Family Quarters for Chittar				
		Police Station.	367000	---	---	---

6.	Southern Range	Pathanamthitta	Family Quarters for Ranni Police Station.	427000	25000	25000	25000
7.	Southern Range	Pathanamthitta	Family Quarters Vechoochira Police Station.	577000	50000	50000	50000
8.	Southern Range	Pathanamthitta	S.P.Quarters at Pathanamthitta	---	50000	50000	50000
9.	Southern Range	Pathanamthitta	Family Quarters at Koippuram Police Station.	892000	25000	25000	25000
10.	Southern Range	Pathanamthitta	Family Quarters at Kainadi Police Station.	500000	---	---	25000
11.	Southern Range	Pathanamthitta	Family Quarters for Chennithala Armed Reserve Fund.	794000	---	---	25000
12.	Southern Range	Kottayam	Family Quarters for Ramapuram Police Station.	550000	---	---	50000
13.	Southern Range	Kottayam	Family Quarters for Marangattupally Police Station.	916000	---	---	1000
14.	Southern Range	Kottayam	Family Quarters for Melukavu Police Station.	365000	---	---	25000
15.	Southern Range	Kottayam	Re-construction of Kottayam A.R.Camp.	995000	---	---	25000
16.	Southern Range	Idukki	Family Quarters for Rajakkad Police Station.	1500000	25000	25000	10000
17.	Southern Range	Idukki	Family Quarters for Muthikkassery Police Station	350000	25000	25000	25000
18.	Southern Range	Idukki	Family Quarters for Idukki Police Station.	700000	25000	25000	25000
19.	Southern Range	Ernakulam	Family Quarters Muvattupuzha Police Station.	242000	50000	50000	50000
20.	Southern Range	Trissur	Family Quarters Chalakudy Police Station.	420000	25000	25000	25000
21.	Southern Range	Trissur	Family Quarters Irinjalakuda Police Station.	980000	25000	25000	---
22.	Southern Range	Trissur	Barrack and Quarters Ramavaramapuram Armed Police Camp.	650000	1000	1000	---
23.	Southern Range	Trissur	Family Quarters for Head Constables Ramavaramapuram.	200000	1000	1000	25000
24.	Southern Range	Trissur	Family Quarters Guruvayoor Police Station.	1740000	25000	25000	10000
25.	Southern Range	Trissur	Flats for Trissur Police Station.	900000	25000	25000	25000
26.	Southern Range	Trissur	Family Quarters at Vellikulangara Police Station.	869000	25000	25000	25000
27.	Southern Range	Trissur	Family Quarters for Kodungaloor Police Station.	546147	50000	50000	50000
28.	Southern Range	Trissur	Family Quarters for Koratti Police Station.	405000	100000	100000	100000
29.	Southern Range	Trissur	Family Quarters for Thoduguzha Police Station.	---	---	---	---

30.	Northern Range	Palghat	Kozhalmennem P.S.	2400000	1000	1000	1000
31.	Northern Range	Palghat	Family quarters at Kozhinjamoara P.S.	249490	50000	50000	10000
32.	Northern Range	Palghat	Land Acquisition Kalleda A.R. Camp	120000	1000	1000	1000
33.	Northern Range	Malappuram	Family quarters at Thiruvambadi P.S.	635000	140000	140000	100000
34.	Northern Range	Palghat	Family quarters Tannur P.S	1200000	176000	176000	176000
35.	Northern Range	Kozhikode	Family quarters Perembra P.S	350000	50000	50000	10000
36.	Northern Range	Kozhikode	Family quarters at Kozhikode P.S	362000	25000	25000	10000
37.	Northern Range	Kozhikode	Family quarters at Nadapuram P.S	3620000	25000	25000	10000
38.	Northern Range	Kozhikode	Family quarters at Kozhikode Traffic P.S.	4152000	100000	100000	10000
39.	Northern Range	Kalpatta	Latrine construction Fathoor vayal P.S. A.R.Camp				
40.	Northern Range	Tellichery	Family quarters at Thihar Police Station	615000	----	----	---
41.	Northern Range	"	Family quarters at Payyannur Police Station	890000	100000	10000	100000
42.	Northern Range	"	Family quarters at Edakadu Police Station	675000	100000	100000	100000
43.	Northern Range	"	Family quarters at Nileswaram Police Station	970000	100000	100000	
44.	Northern Range	"	Water KAP IV Bn Mangattu paramba				
45.	Northern Range	"	Family quarters at Karikottari P.S	785000	100000	100000	100000
46.	Northern Range	"	Family quarters at Tellichery P.S	3800000	25000	25000	1000

47. Northern Range	Kozhikode	Family quarters at Nadapalem P.S	50000	1000	1000	
48. Northern Range	Kannur	Family quarters at Cannanore Town P.S.	1180000	100000	100000	100000
49. Northern Range	"	Family quarters at Paravoor P.S	1180000	100000	100000	100000
50. Northern Range	"	Family quarters at Ulikkal P.S	820000	100000	100000	100000
51. Northern Range	"	Family quarters at Sreekantapuram P.S.	860000	100000	100000	100000
52. Northern Range	"	Family quarters at for Bakel P.S	650000	25000	25000	
53. Northern Range	"	Family quarters at Kelekam P.D	760000	100000	100000	100000
54. Northern Range	Kasaragod	Quarter for Badiyaduka and Nileswarem P.S	750000	130000	130000	130000
55. Northern Range	"	Family quarters at Nileswarem				
56. Northern Range	"	Family quarters at Rajapuram Plice Station	1150000	100000	100000	100000
57. Northern Range	"	Family quarters at Chitarikkal P.S				
58. Northern Range	"	Family quarters at				
59. Northern Range	"	Total amount charged for Chief Engineer			1125000 617000	342000
Total 4216-01-107				2471000	4213000	2471000

APPENDIX - 27

The details of vehicles to be Purchased

Details of vehicles to be Purchased 1992-2000 AD

Type of vehicle	Approx. cost of vehicle	Total Number addly. required	Total Cost in lakhs
1. Jeep	2,00,000.00	550	1100.00
2. Motor Cycles	30,000,.00	375	112.80
3. Medium vehicles	4,00,000.00	143	572.00
4. Heavy vehicles	5,00,000.00	230	1150.00
5. Open Lorries	4,50,000.00	40	180.00
6. Boats	5,00,000.00	8	40.00
		Total	3154.80

APPENDIX 27(a)

The following were the proposals first sent vide letter No. V-41281/92 dated 7-5-1992

	Rs.
I. Communication (UHF system)	125 lakhs
II. Acquisition of new vehicles	
(i) Jeeps/Tata Mahindra Tata Mobile (10 Nos.)	20 lakhs
(ii) Ambassador Car (10 Nos.)	20 lakhs
(iii) Motor Cycles (40 Nos.)	10 Lakhs

Total	50 lakhs

III. Forensic Science Laboratory	
Finger Print Bureau	34 lakhs
Photographic Bureau	
(i) Infrared Spectro Photometer	2 lakhs
(ii) Personal Computer (2 No.)	2 lakhs
(iii) Fourier Transform Infrared Spectroscope (1 No.)	15 lakhs
(iv) Photographic Bureau (3 No.)	
Colour printing and processing Unit (colour Lab)	15 lakhs

Total	34 lakhs
IV. Police Training	41 lakhs
(i) Construction and formation of a Recruit Training Centre at Thrissur	5,00,000
(ii) Completing the construction of Mess-cum-Conference Hall for Police Training College at Trivandrum	15,00,000
(iii) Installing the new EPABX system	40,000
(iv) Software for Cataloguing of the Library to the Computer at PTC	75,000
(v) Airconditioning the Computer Room	50,000
(vi) Purchase of the Computer materials for Police Training College	40,000
(vii) Providing training aids such as VCR, TV, Projector, etc.	1,00,000
(viii) Preparation of the training materials	2,00,000
(ix) Provision of additional facilities in the Recruitment Training Centres	16,00,000

Total	41,00,000

Grand Total I, II, III & IV	250 lakhs

APPENDIX 27(b)
Revised Modernisation Scheme

I. Police Training Centre Buildings: Their expansion and renovation Training aids equipments etc.		
(i) Construction and formation of Recruit Training Centre at Thrissur	10	lakhs
(ii) Completion the construction of Mess-cum-Conference Hall at PTC	10	lakhs
(iii) Training aids such as TV, VCRs Video-Cameras, Overhead Projector, Printing Machine, etc.	5	lakhs
(iv) EPAEX system for PTC	3	lakhs
(v) Computers	5	lakhs
	--	
Total	33	lakhs
	--	
II. Forensic Science Laboratory Centre for Questioned Documents, Fingerprint Bureau etc.: Building, their expansion and renovation, equipments and aids		
(i) Personal Computer (1 No.)	31	lakhs
(ii) Colour Printing and Processing Unit for Photographic Bureau	2	lakhs
(iii) Computers for SCRB and Fingerprint Bureau (2 Nos.)	9	lakhs
(iv) New Building for Fingerprint Bureau and Photographic Bureau	5	lakhs
	15	lakhs
	--	
Total	31	lakhs
	--	
III. Equipment, Light Weaponary Aids for Crowd control, Traffic control, VVIP Security, etc.		
(i) Water Cannon--5000 Litters Capacity (1 No.)	25.5	lakhs
(ii) Passive Night Vision Binoculars (4 Nos.)	9.5	lakhs
(iii) Hand Helf Metal Detectors--40 Nos. @ Rs.5000/- each	2	lakhs
(iv) Radar Speedet (6 Nos.)	2	lakhs
(v) Breathalyzer (40 Nos. @ Rs.5000/- each)	4	lakhs
(vi) Fibre Glass Riot Shields--(300 Nos. @ Rs.1000/- each)	2	lakhs
(vii) Bomb Blanket--(2 Nos. @ Rs.5000/- each)	3	lakhs
(viii) Door Frame Metal Detector--(10 Nos. @ Rs.20,000/- each)	1	lakhs
	2	lakhs

Total	25.5	lakhs

APPENDIX 27(b) (Cont'd)

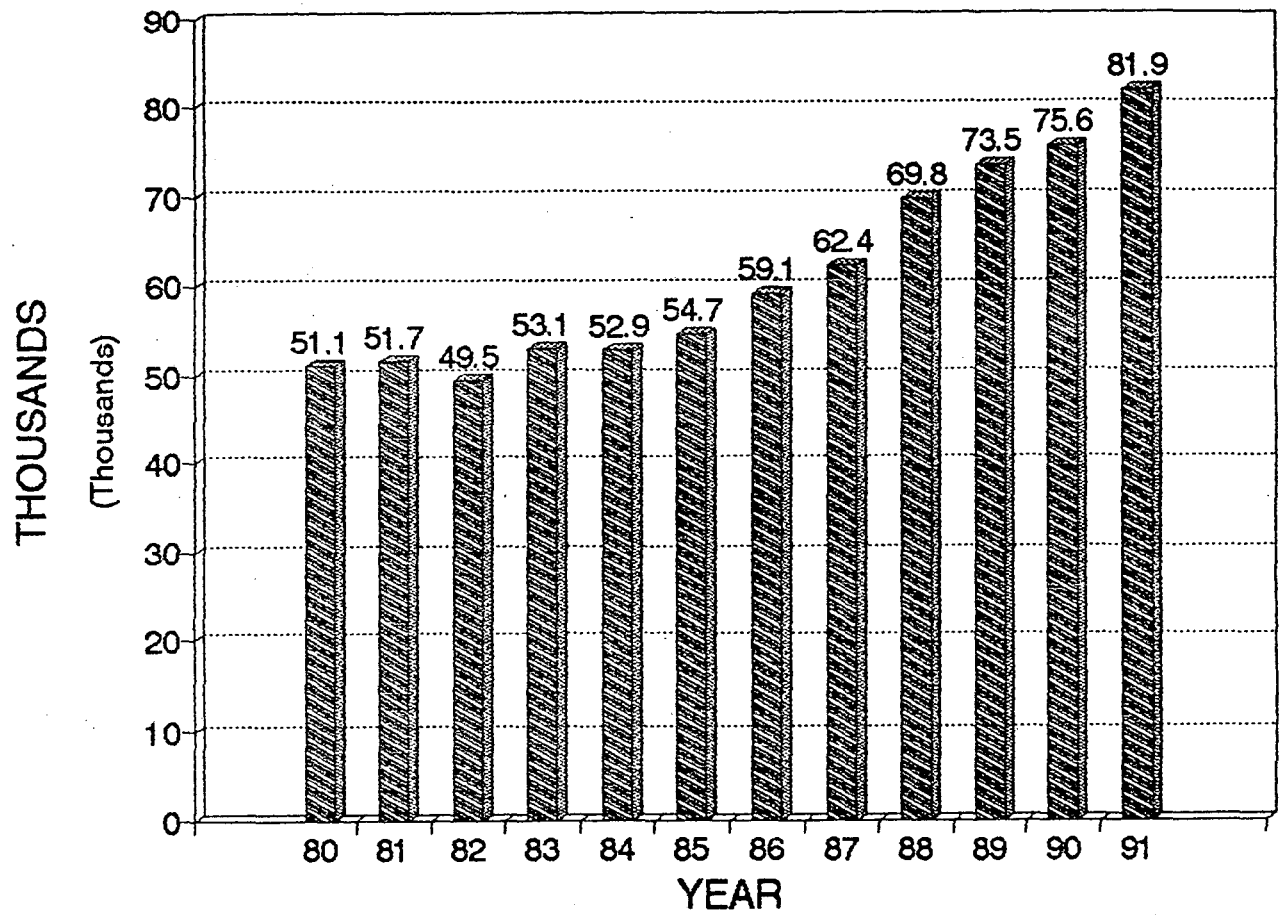
IV. Mobility--Acquisition of New Vehicles	42.5 lakhs
(i) Jeeps (10 Nos. @ Rs.2.25 lakhs/each)	22.5 lakhs
(ii) Sea going Boat (1 No.)	20 lakhs

Total	42.5 lakhs

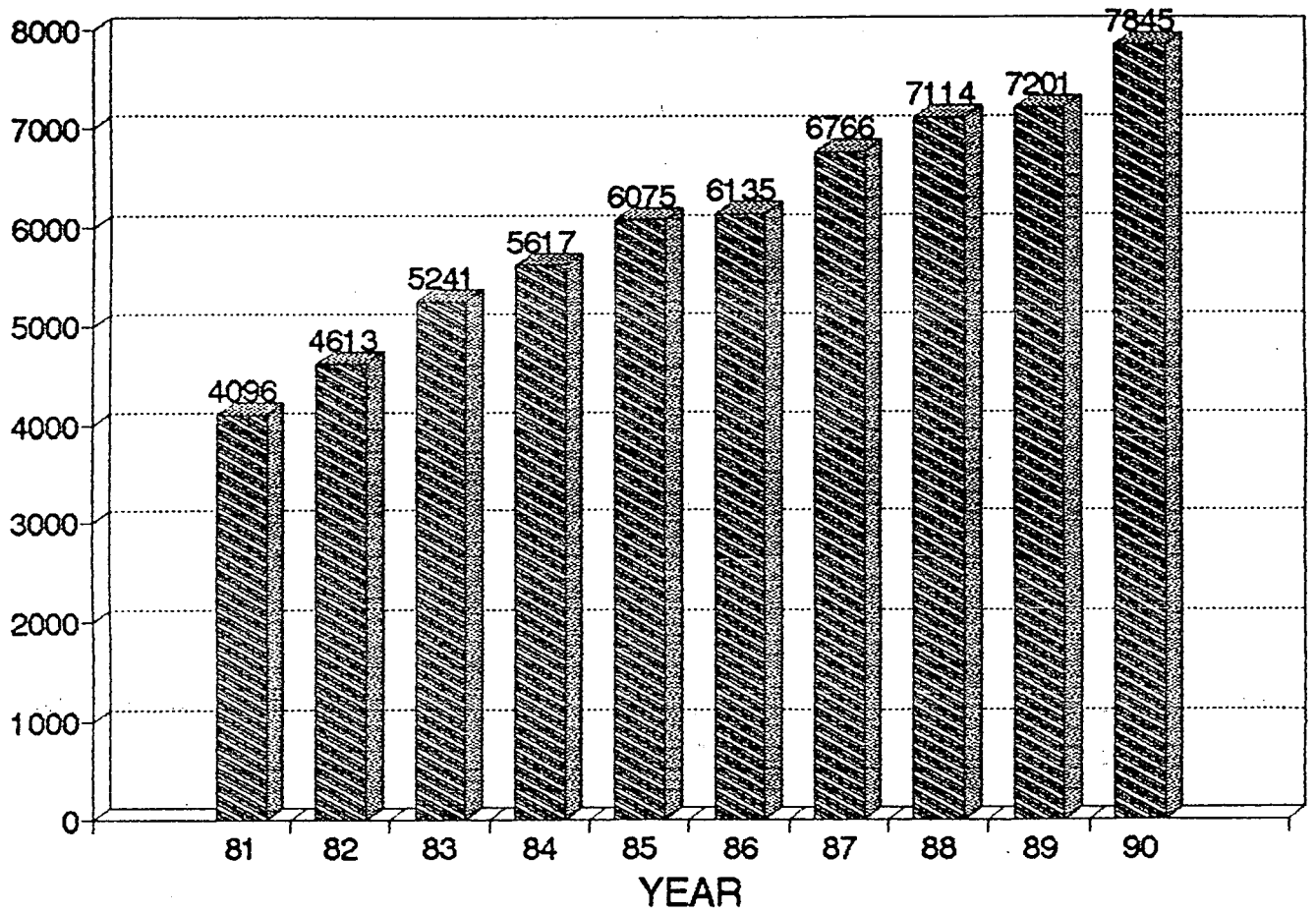
V. Communication	18 lakhs
(i) Fax (15 Nos.)	15 lakhs
(ii) EPABX system for SCRB/Computer Canteen Complex	3 lakhs
	--
Total	18 lakhs
	--
VI. Equipments/Aids to Investigation Data Processing, Office Equipments	15.5 lakhs
(i) Explosive Detector (1 No.)	5 Lakhs
(ii) MK4 Bomb Disposal Suit (2 Nos.)	4.5 lakhs
(iii) Photocopiers Machine (5 Nos.)	6 lakhs

Total	15.5 lakhs
	=====
Grand Total	165.5 lakhs
	=====

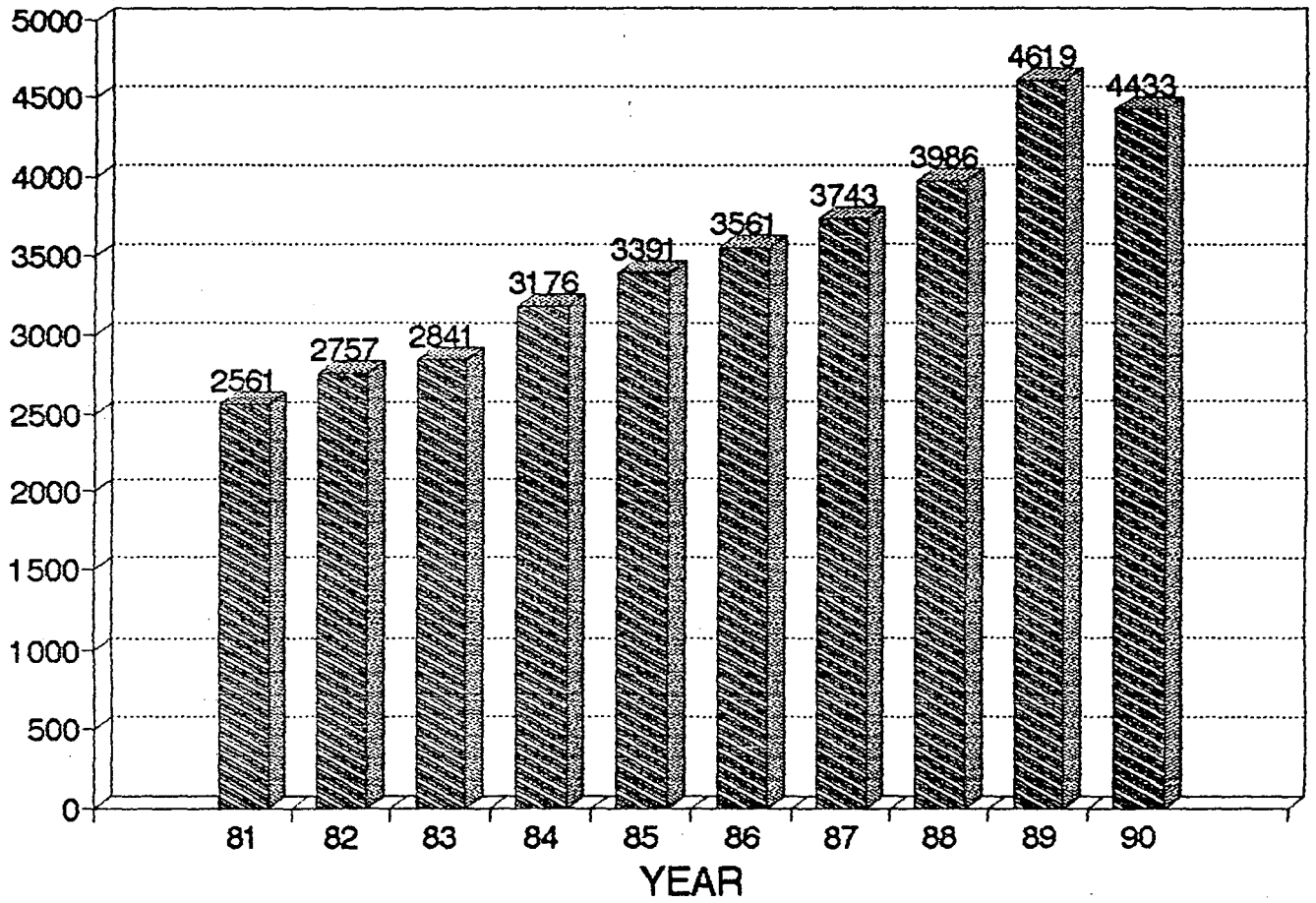
APPENDIX -28 TOTAL COG. CASES UNDER
IPC & SLL REPORTED IN KERALA



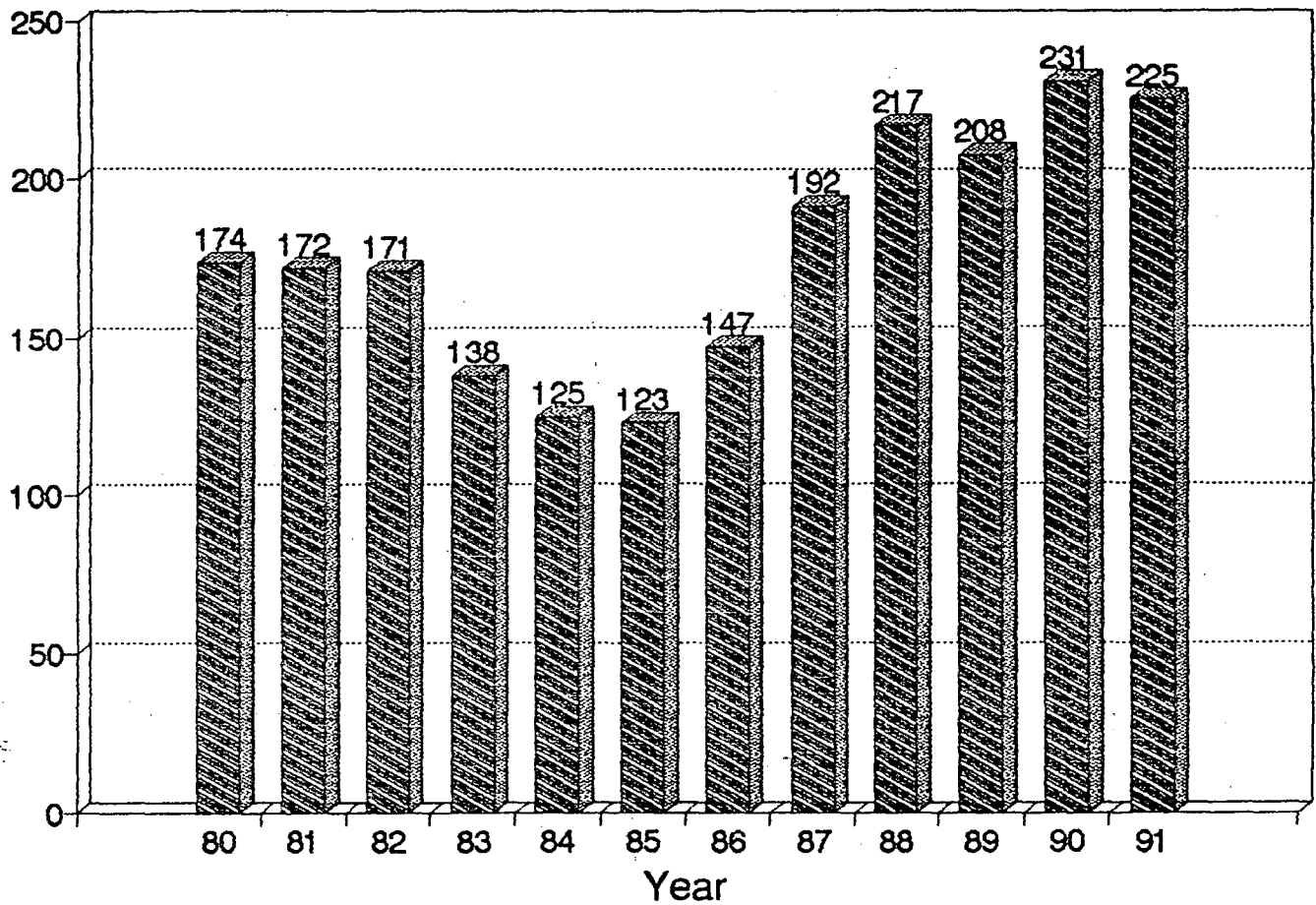
APPENDIX - 29 SUICIDE CASES
Kerala State During 81-90



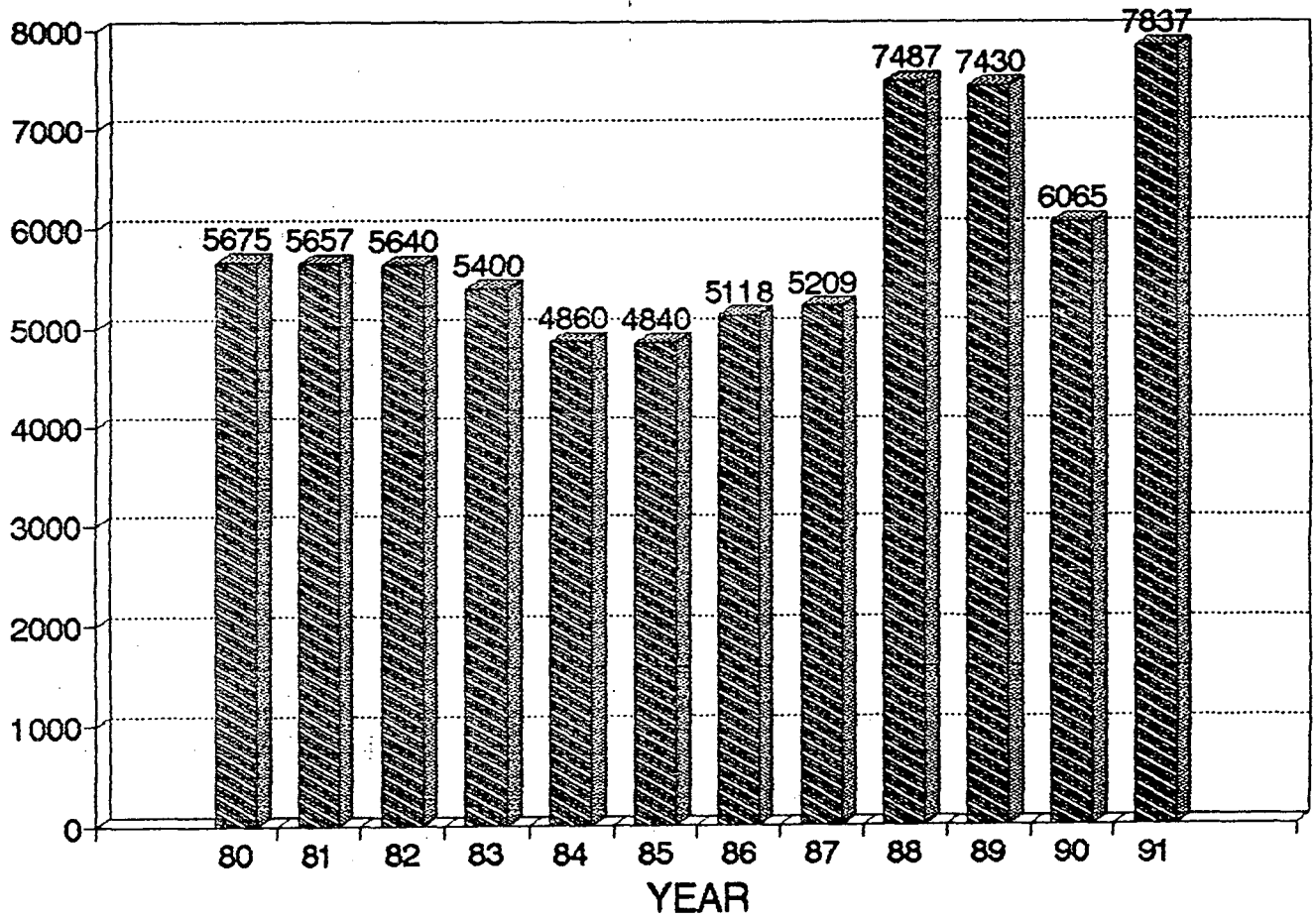
APPENDIX - 30 ACCIDENTAL DEATH CASES
Kerala State During 81-90



APPENDIX - 31 ROBBERY CASES
Kerala State During 1980-91



APPENDIX - 32 REPORTED CASES (RIOTING)
TREND OF CRIMES 1980-91



APPENDIX - 34

BUDGET ALLOCATIONS FOR JAILS DEPARTMENT IN 1993-94 BUDGET

JAILS

JAILS

Salaries	36364000
Wages	600000
Travel Expenses	150000
Office Expenses	425000
Rent, Rates and taxes	260000
Minor Works	115000

Maintenance

Dietary Charges	23000000
Other Charges	4500000

TOTAL	65414000
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JAIL MANUFACTURES

Salaries	727000
Wages	" "
Travel Expenses	1900
Office Expenses	1000
Other charges	4500000

TOTAL	5229900
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OTHER EXPENDITURE

STATE INSTITUTE OF

CORRECTIONAL ADMINISTRATION	1095100
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JAIL OFFICERS TRAINING

SCHOOL IN THE SOUTHERN ZONE	367000
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PRISON REFORMS COMMISSION

100

TOTAL	1462200
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APPENDIX - 35

EXPENSES INCURRED BY ACCUSED TOWARDS ACQUITTAL
(BASED ON A SAMPLE STUDY)

SL. NO.	AMOUNT (IN RUPEES)	PERCENTAGE
1	Below 200/-	1.97
	Between 2001/- to 4000/-	
	" 4001/- to 5000/-	6.25
	" 5001/- to 7500/-	12.17
	" 7501/- to 10000/-	27.30
	" 10001/- to 15000/-	26.32
	" 15001/- to 20000/-	16.12
	" 20001/- to 25000/-	1.97
	" 25001/- to 30000/-	1.64
	" 30001/- to 40000/-	0.99
	" 40001/- to 50000/-	1.32
	Above 50000/-	0.66

Source: Dr. James Vadakumchery Acquittals in Administration of Criminal Justice (A study of police cases before sessions courts in Kerala) Ph.D. Thesis, Kerala University, 1983, P.222.

APPENDIX - 36

The G.O.(M.S) No. 155/88/Home dated 18-12-1988 is reproduced below.

GOVERNMENT OF KERALA
ABSTRACT
INTERNAL SECURITY - TELlicherry TOWN RIOT SCHEME 1987-
(REVISED) APPROVED.
HOME (SS.B) DEPARTMENT

G.O.(Ms)No.155/88/HOME. TRIVANDRUM, DATED 8.12.88.
Read:- Letter No.Cfl.I/76481/87 Dt. 28.9.88 From the DGP

ORDER

The Thellicherry town riot scheme, 1987 as revised and forwarded by the director genl of police with the letter read above is approved.

By order of the Governor,

Sd/-

G. RAJASEKHARAN NAIR
ADDL SECRETARY.

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