

## MODERN INFRASTRUCTURE FOR MODERN POLICING: GUJARAT POLICE HOUSING CORPORATION

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### ABSTRACT

The effectiveness of the modern policing is well increasingly determined not only by manpower strength and technological capability, but also by the quality, availability, as well as governance of supporting infrastructure. Residential housing is another crucial attribute that has been underexplored among the other factors in police infrastructure. Adequacy of the housing of the police directly affects the readiness of the operations, the response rate, morale, staff retention, and institutional stability (Kumar et al., 2024). The current research paper is a discussion of the analysis of a Gujarat State Police Housing Corporation Limited including the history of its formation since 1988 to the current stage of the maximum intensity of the infrastructure development up to 2025-26 and beyond.

The article will possess a longitudinal analytical paradigm that implies the investigation of why the Corporation was founded and the evolution of roles at various time periods, the adaptation of the design and cost organizations to the pressure of the city, and the reworking of the assumptions of the housing policy based on the demands of the recruitment (Gupta et al., 2022). The paper is anchored on the official reports on the annual reports and reports on the infrastructure analysis by claiming that the police housing in Gujarat was no longer a numeral issue of inadequacy but a problem of governance of difficulty. This is to be handled through undertaking proactive planning, institutional capacity building, design thinking and lifecycle and synergies between the housing policy and recruitment and urban development policy.

### 1. INTRODUCTION: INFRASTRUCTURE AS A STRATEGIC INPUT IN MODERN POLICING

Policing in the twenty-first century particularly operates within a rapidly evolving governance environment which is characterised by urbanisation, population growth, technological integration, heightened public expectations, and the increasing level of security responsibilities (Singh *et al.*, 2025). Police infrastructure has been able to come in this context so as to be a major defining factor of operating efficiency. At least police residential accommodation is not welfare, it represents a component of the policing ecosystem, which profoundly affects the provision of availability, capacity to

respond, psychological well-being, and even the existence of institutions.

In India, the policing also falls under the State List under the constitution and thus state governments have direct responsibility of the welfare and infrastructure of police. Gujarat is also a fast growing state in India and its urbanization, industrialization and metropolization have also been constant throughout the past 4 decades (Jacob *et al.*, 2022). There has been an increase in the use of police, increased specialised services and continued recruitment due to these inertias, which place an unending strain on the residential and non residential infrastructure.

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The formation of an institutionalised police housing scheme in Gujarat is used to imply the former concern regarding the fact that the traditional forms of state provided models of public works could not be structurally suitable to meet the duty demands of present-day policing (Samdub *et al.*, 2022). The Gujarat Police Housing Corporation is therefore a projection, and not an implementing agency, but a governance innovation process that is concerned with integrating the infrastructure delivery and policing demands.

## 2. INSTITUTIONAL GENESIS AND STRUCTURAL RATIONALE (1988)

### 2.1 Pre-Institutional Framework and the Limits of the Roads and Construction Department

Before 1988, police housing infrastructure in Gujarat was particularly administered through the Roads as well as Construction Department. This generalist system considered police housing to be one among many competing priorities in construction alongside road and bridge construction and irrigation as well as government constructions (Tejani *et al.*, 2023). As working load of the Roads and Construction Department increased, the problem of prioritisation, delay, and divided responsibility of the police housing remained as lowly concerned.

Budgeting, execution and maintenance in this structure planning had been decentralized to other administrative units. No single agency could be credited to be responsible to the outcome and the housing design was subjected to the regular civil designs that were not quite related to the elements of policing such as closeness to position station, rapid mobilisation and family protection (Pickard *et al.*, 2022). This framework was not responsive in terms of form since policing demanded a rise in policing during the 1980s.

### 2.2 Formation of the Gujarat Police Housing Corporation in 1988

Before 1988, police housing infrastructure within Gujarat was mainly administered via the Roads and Construction Department, a generalist public works agency which is responsible for a huge and wide spectrum of the civil infrastructure across the entire state (Jaffrelot *et al.*, 2024). The police housing was not considered as a special and strategically

important type of infrastructure in this administrative structure. Instead, it has been similar to construction requirement among several others that are planned in it with roads, bridges, irrigation facilities, government offices, hospitals, and other government buildings. Implications of this position decade ago were immense in the prioritisation, planning and execution of the police housing projects. As the tasks and the workload of the Roads and Construction Department increased with the population growth, urbanisation and economic development, so was the housing of the police, and as this kind of work effort had been relegated into the doldrums as less obvious or politically urgent than other developments.

The department was a generalist; thus, extensive reflection on the needs of the general population performed what they worked out governed the operations of the department, rather than a relation to its sector (Ahuja *et al.*, 2023). The police housing projects were competing as per to take up the funds and attention within the annual construction plans that were affected by the financial limit, the shifting politics and pressure of stagnation within the management. It also contributed to the scenario in which there was habitual laxity in the acceptance of the police housing, extend lag time in execution and stall off by diverting finances into other projects. Of course, even in such moments when housing projects were approved in a certain way no continuity, holism was used in the process of implementation. This was rather an episodic strategy because it failed to generate a long term strategy of alleviating the long term housing deficit amongst the police staff.

The planning, budgeting, execution and maintenance activities in this arrangement were decentralized to different administrative units and they did not maintain a close coordination with one another (Mishra *et al.*, 2025). Planning was often decoupled with implementation and clear functions of maintenance were not assigned or concentrated on local authorities with limited capacity. Budgetary approvals were through complex departments structures and this led to further delays and irresponsibility (Pandey *et al.*, 2024). The results on police housing could not be wholly the responsibility of any given agency since it could not have a particular institutional owner. When there was project stalling,

quality and the housing was not functional to the requirements, this eventually became distributed across the whole department structure and corrections could not be easily implemented as well as could not be effectively implemented.

Another example of limitation of pre-institutional structure was the designing philosophy of the police housing then. The construction units were typically built with the regular civil construction designs and they were built in a manner that did not emphasize on operational importance as much as cost reduction and uniformity (Naz *et al.*, 2025). This type of design was identified to be incomplete to suit 24 hours availability of policing as a profession that must respond promptly, mobilise fast and be more concerned with security. Intimacy to duty stations that is a crucial in terms of emergency operations performance and operating efficiency was generally considered to be secondary. In some cases, the colonies were far away to police or places of operation and this enhanced time spent in commuting and reduced the time that the personnel could practically be availed whenever the need arose.

Family security which is a crucial factor of both morale and retention in a high-risk career was also not given a lot of attention (Ozarkar *et al.*, 2022). Adherence to housing plans never had any element that considered the safety concerns, door regulation or community assimilation between police families. Such considerations were not present and this caused stress among the employees as well as jeopardy to the welfare intentions which the police housing was expected to provide. Also, lack of co-ordination between housing design and police needs meant that once the units were erected, they would not be useful in regard to functionality.

These structural vices were more pronounced when policing had to be extended in the 1980s. The Gujarat had an urbanisation, population growth and industrialization which were an additional strain on the police force (Biswas *et al.*, 2024). The result of the augmented presence, specialised units and extended access to the staff showed that the housing offers were inefficient. The structurally ill things with the Roads and Construction Department already has a broad mandate, and therefore, is not in a

position to respond to these emerging needs. Their administrative system was developed in such a way that failed to include infrastructure planning in the police recruitment process, deployment patterns and the police operational strategies.

The pre-institutional framework also lacked the devices to figure out housing demand in a systematic manner and forecast it (Mathur *et al.*, 2023). The delivery of the housing was highly responsive to address the urgent crunch and not to consider the future needs as per the recruitment drives or the expansion of the city. The result of such a reactive strategy was the constant imbalances in the supply and demand of housing and the presence of the police in the cities and industrial centres where its role was of utmost importance. The consequence of such non-fitments was a crumbling housing adequacy during incremental building, with time.

In effect, the generalist model that was ushered by the Roads and Construction Department took the police housing as a regular construction project contrary to it being a natural extension of the internal security infrastructure. Incentive deficit of institutional ownership, knowledge of the industry and strategic planning was a guarantee that, despite the surmounted procedural level, the issue of police housing had not been addressed with reference to its material effectiveness (Patel *et al.*, 2025). This structure had become ineffective towards the end of the 1980s when it was necessary to address the magnitude, complexity, and operational delicacy of housing needs by police departments. The institutional change was based on the organizational inability of the pre-1988 system itself and was the major impetus to start special corporation to manage the police housing in Gujarat.

### 3. THE FOUNDATIONAL PHASE: SITUATION IN 1996

As an institutionally determinative move, the Government of Gujarat became aware of the drawbacks of governance and structure of pre-1988 regime and in 1988, it formulated the Gujarat Police Housing Corporation Limited which was a fully government owned corporation. This decision was a strong illustration of the fact that police housing was no longer able to be approached in generalist form by

a general purpose public works system but had to be approached in a diversified institutional process with a fine mandate (Baxi *et al.*, 2025). The establishment of the Corporation came in a deliberate shift in character of fragmented patterns of administrative arrangements to one organisational arrangement capable of reacting to unique and varying needs of the police infrastructure in a coordinated and responsible manner.

The principle of government which was introduced by the Corporation formation was the institutional separation (Ahuja *et al.*, 2023). This enabled police to have under its roof a unit which previously was preoccupied by the general interests of the Roads and Construction Department to be now a part of an organisation dedicated with the sole role of the planning, implementing, and overseeing of police and other related infrastructure. This was theoretical other than administrative since it re-established the role played by police housing to the state government machinery. By having the planning, budgeting, implementation and further monitoring processes under one institution, the Corporation established rigid responsibility and accountability lines which were never present before in the past arrangement. The outcome of the police housing might be now directly attributed to any of the agencies which allowed assessing the performance and rectifying the courses and planning further.

The establishment of expertise in the field should be mentioned as one of the most significant effects of this institutional reform. Experience also became accrued by the Corporation that was unique to police infrastructure that a generalist public works department does not have since it operates in a variety of industries and possesses different functional needs (Véron *et al.*, 2024). This in the long run contributed to further realization of the realities on the working side of policing like deployment plan, rank-based residential privileges, city and countryside posting, and security of police residential structures. It was such an experience that infrastructure design and implementation gradually became elevated above the pre-determined civil construction designs, and began to consider the requirements of policing.

The other necessary consequence of forming the Corporation was the structuring of the infrastructure outputs to satisfy policing objectives. The projects utilizing housing were no longer perceived in isolation of its building results that could be directly measured in units of building constructed or money expended. They instead began to be compared with operational effectiveness (Sud *et al.*, 2022). The availability of the secondary points of duty, the reduction of the response time, the availability of workers in the time of an emergency, and the general balance of the police staff also became the criteria in the infrastructure planning. This matching was designed gradually; however, with the assistance of the institutional base that was established in 1988, this became possible.

It was the very redefining of energy that was the police housing which was, perhaps, the most profound of changes brought about by the institution of the Corporation. Before the separation into an institution, the problem of the police housing was originally viewed as a welfare problem, whose overall objective was to make the basic residential accommodation a service facility (Dabhi *et al.*, 2023). Even though welfare factors were still in play, the introduction of the Corporation signified the metamorphosis of housing with regards to the common sense of recognizing it as a strategic input of operations to the internal security apparatus. Now it was understood that good housing directs retention of work forces, psychological wellbeing and responsiveness that are central in good policing.

The housing stability removes stress in the numerous relocation, ineffective tenure, and insecure traveling hours hence promoting attention and efficiency at work in a high-risk occupation. Employees residing close to the stations of duty will be better placed in terms of responding to the emergencies, night duty and sudden law and order. Organised and safer housing environments result in higher morale and prolonged retention by developing a security of the family as well as reducing the rate of attrition and disruption of the institution. These externalities were internalised in the planning and implementation processes step by step through the institutionalisation of housing governance as the larger operation impact could be noted in the infrastructure decisions.

It had also been facilitated by creation of the Corporation that was allowing more predictive and long-range planning (Pandya *et al.*, 2022). The special body that would handle the police housing would enable an analysis of the demand trends over the years, the offering of housing can be linked to the recruitment trends, and various other developing challenges such as a lack of land in the urban areas, and vertical developments would be dealt with. Even though early years still remained oriented to the solution of the hereditary shortages, the institutional system left a room to develop following the arising circumstances. The flexibility has also proved invaluable since the policing duties are becoming complex and cities have become more restrictive.

It is important to note that the creation of Gujarat Police Housing Corporation did not imply that the housing crisis and the management problems would be addressed at once. Rather, it was a forerunner of a structure correction process (Lee *et al.*, 2025). The Corporation ended up with massive backlists and financial constraints and systemic shortcomings that were decades old. However, since the police housing is being developed with a single institutional owner, the state offered the context upon which an improvement, learning, and reform can be implemented over time. The eventual institutional segregation, that has not only been convenient in the long run, but is also structurally justified, is reflected on the long-run development of the Corporation.

Reflectively, the ruling in 1988 could be regarded as a trailblazer governance reform in which police infrastructure in the state of Gujarat was enabled to gear up to an organization of providing other than a fragmented one (Bhate *et al.*, 2023). The reliance on police housing as a strategic resource and not some form of special welfare activity continues to give an implication on the mandate of the Corporation and its reactions to the contemporary demands such as the emergence of the urbanisation, increased cost, and demand through recruitment. This is an institutional logic, which continues to play a central role in defining the role and the course of the Corporation to a modern policing.

#### 4. EXPANSION WITHOUT SYNCHRONISATION: SITUATION IN 2000

The period around the year 2000 marked an important change in the evolution of police housing in Gujarat, shifting from the particular phase which is dominated by the emergency responses to the acute shortages toward a more and more deliberate attempt at the planned expansion (Jothieswar *et al.*, 2024). This went as far as the institutional foundations that the Gujarat Police Housing Corporation had created were now settled to the degree that the Corporation could forego the ad hoc constructions and more programmatic constructions of infrastructure construction. The mentioned change and the context of the overall alteration of the socio-economic environment of the state. The state of Gujarat was also facing fiscal pressures of urbanisation, industrialisation and population growth which demanded more demands on the policing system in relation to police deployment, area coverage and specialisation of their functions.

The size and demands of policing became very huge and complex as the cities increased in size and the economy became a more active one. The growing density of urban centres populations, the growing rates of the situation connected with migration, and business monopolization could be interpreted and required the extension of the police force and the introduction of new infrastructures and forces. In its turn, the state offered such a response as massive recruitment campaigns to make the police more powerful in terms of reaction to the new problems which endangered the law and order and security (Balarabe *et al.*, 2025). Gujarat Police housing corporation also escalated its construction activities and added significantly to the construction on residential and non-residential projects of the infrastructure projects within the state. During this time we may witness an apparent extension of the Police quarters, Police stations, etc. which is the indication of the extension of the operating capacity of the Corporation and also the intention of the state to empower its police service.

Despite this seeming a better provision, this was just flawed and thus its entire performance was constrained during the expansion phase of about 2000. The planning of the housing and police recruitment

was totally out of the time logic. These decisions had been made on the consideration of recruitment and policy aspects and administrative examination of the security requirements, thereby abridging and abbreviating processes of staff introduction comparatively (Riaz *et al.*, 2024). Creation of housing on its part was limited by the multi-year basis of planning, budget, land acquisition and construction spot. Infrastructure delivery failed to keep up with the manpower growth, the reason being that the time spent on designing, approval, construction and successful completion of the housing projects took quite some time.

This was time paradoxical effect that was produced. The proportionality between housing and personnel was not enhanced effectively because the actual number of units of housing, but regardless, translating to an increase, and some cases, the ratio was constantly strained due to the pressure (Kumar *et al.*, 2022). The issue with the recruited members was that they were gulped in numbers in a system that could not support the required building capacity and instead enhanced power. Owing to this fact, the gains realised over the course of construction process were more likely to be offset by the equal increase in the police level. The case in the urban posting was especially noteworthy as the deployment was based on the new soldier recruitment and was accompanied by the land shortage and increased rate of action.

This measure was the more of a problem in urban areas. The supply of a good land to work on in the new construction had already started weakening on the extent that the cities needed the police with them the most. The housing projects which gained approval in this era tended to serve the periphery of a city or the semi urban areas hence restricting their services to the personnel which were stationed in the urban centre (Stapleton *et al.*, 2022). The effect of increased stock of housing performance was also nullified by this incompatibility between space. The employees were still subjected to work conditions that included long commuting, slowed response capacity to emergencies and increased working conditions strains that they were facing due to either poor or unsafe housing.

Limits to the planning assumptions were also

actualised by the fact that synchronisation expansion stage was not realised. Plan laying on the infrastructures was more directed towards the current shortcomings than the direction of future recruitment and future urbanization. As such, providing housing was reactive and did not plan its strain but instead based it on the apparent shortages (Sud *et al.*, 2025). Even manpower-infrastructure planning was not implemented and that is the reason why in spite of delivering the housing projects on time, the rationale of the housing project was to serve the needs that existed today rather than the reality that would exist tomorrow.

This time has therefore offered a very critical analytical concept to the way the police infrastructure is governed. As probably as it is, there will be little or nothing in quantitative expansion not also accompanied by co-ordination with manpower planning, and with spatial deployment strategy. The housing adequacy is unable to be calculated by how many are recruited on the sum of the numeric, the concept ought to be established by whether the individuals who are recruited and at what location they are being stationed and how swiftly the infrastructure is able to alter operations demands and desires (Dhillon *et al.*, 2025). The situation that we encountered in 2000 suggests that institutional capacity and production of the construction is needed but it must be merged in an integrated planning process that may yield output in terms of improving sufficiency of housing in the police departments.

Reflectively the growth process that was around 2000 can be said to be a learning curve by the Gujarat Police Housing Corporation. It also demonstrated the defects of the linear growth models, the necessity to possess an integrated planning developed ahead of schedule that will coordinate the urban development and infrastructure delivery patterns as well as the connected recruitment cycles. This step experience is still valid in the support of additional measures and emphasises that synchronisation is the most significant idea of the police housing law.

## 5. CONSOLIDATION UNDER URBAN PRESSURE (2010–2020)

From approximately 2010 onwards, the actual trajectory of the police housing in Gujarat entered

a distinct phase which was shaped decisively by the urban land scarcity. Urbanisation that had gone up in the past 20 years was then starting to induce structural pressure that had drastically changed the nature of the infrastructure planning (Alshareef *et al.*, 2025). The large cities Ahmedabad, Surat, Vadodara and Rajkot were nearly flooded with space to the horizontal expansion more in the regions that are nearest to the police stations, the control rooms, the courts together with other important functional centres (Shukla *et al.*, 2025). This was a drift in contrast with the earlier stages at which the incompetency in housing had largely been conceptualized in the quantitative paradigm since it would be rectified by the establishment of additional housing units in the already relatively accessible land.

It is a tendency which has been followed by the Gujarat Police Housing Corporation who were multiplying the houses of their possession and were adding at this time with regard to the standards of the constructions. The new projects were built with the superior materials, superior schemes and simple amenities in comparison to those in the past several decades ago. This increase which continued to increase was measured not by some absolute figures of constructed quarters, but by the area covered by them, such as required being deployed (Mohapatra *et al.*, 2025). The suitability of housing was more of a necessity as compared to place and not the number. This inadequacy of proper land to construct new residential homes became problematic in over-populated regions where the level of policing was highly pursued due to the congregation of individuals, trade and the law and order agencies that could not be readily accessible and unaffordably bought at favourable costs.

This resulted in the development of an increasing locational unbelief between the housing access and place of work request (Mallick *et al.*, 2023). There were some incidents in which the police quarters which was reasonable in the state or district level were overloaded with the cases, which were found in the large urban centres and where the accommodation pressure was permanent. The approved residential developments in this time were the ones in the semi-urban or peripheral regions where land is readily available and acquisition of land was less expensive

(Nini *et al.*, 2025). On the one hand, such places provided the opportunity to carry the construction process, and on the other hand, minimized the functions of the inhabitants of the personnel who were to be moved to the center city areas. Long distances of commuting, reliance on the mode of transport either by the bus or personal modes as well as inaccessibility during emergency are some of the factors that compromised the benefits of operations that the internal housing was expected to create.

Such a disequilibrium in space impacted the effectiveness of policing physically. The limited number of personnel had limitation in directly responding to any unanticipated law and order incident, night shift or an event involving a disaster. These restrictions were, over the course of time, changed into increased stress levels, burnout and dissatisfaction especially among the less and middle ranking of the people who were mostly reliant on institutional houses. It was not an issue that there should be no housing units in aggregate but rather where are the policing demands (Tickell *et al.*, 2025). It was qualitative change in character of the housing issue and demanded one more policy step, in order not to correlate with the state of numerical insufficiency of previous situations.

The Corporation was going through with a consolidation instead of the unmitigated expansion as an objection to this new connection. It was marked by the increase in emphasis on the renovation and modernisation of the available houses, land use displacement in the lands of the former police colonies, as well as selective reconstruction of the old low-rise areas. Redevelopment offered a viable solution to a land shortage in the urban centres which demand the urban centres to use the plots they have at their disposal without necessarily having to acquire new large portions of land (Bhatnagar *et al.*, 2023). Nonetheless, redevelopment had some few problems such as population displacement in the short run, affiliation to various stakeholders and increased cost of construction.

Step-building of six storeys was slowly getting pre-eminence in this period. The residential real estate started developing in multi storeys to substitute the adopted low rise properties in the urban and semi

urban areas. Vertical housing was neither a design but it was a construction which required land deficit at urban areas. Although it would have been an option of utilizing the same land in a very effective way, it heightened the issues of complexities in planning, implementation and upkeep (Rawtani *et al.*, 2023). Other factors that were taken into account when housing projects were considered included fire safety, lift installation, electrical loads management apparatus, water management apparatus and long term housing maintenance. The construction was not the only sphere where the Corporation could offer services as the asset management and regulations compliance, were also being feasible.

Consolidation also was used as an indicator of improvement to the higher realization of the fact that continuous non-strategic expansion may lead to increased ineffectiveness. The Corporation was not attempting to increase this number but attempt to stabilise the current infrastructure and enhance the habitable condition and extend the utility of old housing stock. Repair and maintenance works became highly visible on the old colonies produced at the lower stages of production (Williams *et al.*, 2026). This turnout was to become a shift to a maturation of infrastructure government where sustainability and sufficiency was seen to be as decided by maintenance and spatial geographical fitness as with new structure. The inefficiency of the existing systems of planning also starts at the same time as well. The residential facility

had been overlooked in the city building schemes, transportation systems and future employment projections. With further urbanization in the cities and with the increased complexity of the cities, the lack of co-ordination of the housing authorities, the police administration, and local authorities in the urban centers limiting effectiveness of the consolidation exercises to some extent (Chhotray *et al.*, 2025). On other occasions, the Corporation must have been thankful to be operating within the parameters of larger urban planning determinations with which it had little control.

The years 2010-2020 will analytically be a very transitional type of change wherein the police housing will be based on a growth model to the model with space optimisation and capability of a complex governance. Poor housing was not merely a reality of inadequacy, but an effect of city pressure, space shortage and poor planning (Panwar *et al.*, 2025). The amalgamation exercise showed that within the developed urban context, the police housing quandary is made up of the growth/redevelopment, numerical adequacy/spatial operate ability and structure/sustainability. More complicated problems of government were going to arise in the next decade, the vertical housing, the soaring costs, along with the increased burden of urban policing, had all been melted down, that step had become the precondition of this.

**Table 1: Evolution of Police Housing Governance in Gujarat (1988–2024)**

Phase / Period	Institutional Arrangement	Key Characteristics	Core Limitations Identified	Governance Implications
Pre-1988	Roads and Construction Department	Police housing treated as routine public works	Low priority, delays, fragmented accountability	Ineffective housing governance
1988 Reform	Gujarat Police Housing Corporation Ltd.	Institutional separation and accountability	Inherited backlog and constraints	Foundation for sector-specific governance
1996 Phase	Dedicated police housing institution	Focus on clearing shortages	Limited initial capacity	Shift from ad hoc to structured delivery
2000 Expansion	Increased construction with recruitment	Quantitative expansion	Mismatch with recruitment cycles	Need for synchronized planning
2010–2020	Consolidation under urban pressure	Redevelopment and vertical housing	Locational mismatch	Shift to spatial optimization
2024 Phase	High-intensity governance	Large-scale, complex projects	Capacity strain despite funding	Governance-centric infrastructure management

## 6. HIGH-INTENSITY GOVERNANCE PHASE: SITUATION IN 2024

By 2024, the Gujarat Police Housing Corporation had mainly had entered the most complex and demanding phase of its institutional evolution, one which is characterised by the unprecedented scale, intensity, as well as governance complexity. By contrast to the previous stages, the main feature of which was deficits, expansion or geographical imperative, the given period was characterized by the complex of high budgetary distribution, huge volumes of projects, higher technical demands and prolonged control of the regulations (Yogesh *et al.*, 2024). The police housing infrastructure was now an elaborate capital intensive area of the state sector that needed high skills in planning, implementation and running, way beyond the capability even during the time and formation of the Corporation.

The financial allocations in this phase were of historical proportions and it was due to the size of construction works on residential and non-residential construction works in the state. It magnified the project values in a multiplied and multi-fold way and multiple projects, which are not only expensive but must be implemented in the city, in semi-urban regions and in strategic places. This augmented output could not stay in agreement with the dimensions of the units that were in the current stage of construction but rather qualitative alterations on the design and the conformity norms. It also began to include the residential high-rise complex that was built to cater to high densities within narrow tracts of lands especially on the urban centres where expansions could no longer be affected horizontally.

The picture of the technical image of the police housing project changed literally because of the shift of the vertical construction (Khetarpal *et al.*, 2025). There was need to incorporate home, emergency show and compliance with the new fire safety measures security systems and smoke devices and extinguishers. Lifts, power backup systems, water management infrastructure and augmented electrical loading levels ceased to be optional leave out options and became normal (Ahmad *et al.*, 2022). The outcome of these requirements was that the start cost of construction and in the long term maintenance demand of the police house were greatly impacted by

these requirements, making police house a complex type of urbanism format as opposed to a traditional house format.

It was also characterized by contemporary expansion of a few large scale projects on an institutional scale that was very threatening to the capacity. The Corporation had to deal with the multiple projects at the concurrent planning, execution and completion levels. There was an improved coordination issue as the projects were related to the communication with the local authorities in the city, utility companies, fire service, environmental control agencies, and various departments of the state government (Haberfeld *et al.*, 2023). The situation in the environment of both projects is so complicated in terms of the regulations and demands the immediate observance of the compliance with the same and reporting of the same.

Higher regulation requirements placed more pressure on the governance. Fire safety and environmental safety and development codes standards and the audit standards were being more stringent especially on the case of multi storey developments. The aspect of regulatory approvals ceased to be a kind of formality and became a continuous process which inferred some regular check and certification as well as revision (Jauregui *et al.*, 2025). The reality that any one lateness or non-conformance would threaten the project with an untimely death, make the cost run out of control and subject the Corporation to audit protest. The centre of governance was subsequently supposed to change to project start until compliance of the entire project lifecycle of the project.

They also found out that at this stage, the level of audit and monitoring examination rose significantly (Chowdhary *et al.*, 2024). Having such a large sum of money being expended by the government created greater responsibility on the projects in place among the internal auditors, statutory auditors, and the oversight bodies. Bureaucracy, types of transparency regarding project budget and following the procedures also turned out to be important in project management. The Corporation has to keep proper records of expenses, progress and compliance that overworks the administration and this is what makes internal control systems to be solid. Good governance was now capable of assessing its efficiency through

its physical products besides being accountable and honest in its processes.

Due to the summative effect of these convergent forces, the problem of centralism that governed the 2024 stage was properly inverted. Mobilisation of financial resources and initiation of new projects were no longer the most crucial point anymore. Rather it just turned out to be the self-management i.e. to become complex (Ahmad *et al.*, 2022). The priority theme was the need to ensure that the projects ought to be delivered in line with the time frame that could be predicted, numerous stakeholders, adherence to the extensive number of regulations as well as ensuring the viability of the assets (Beverley *et al.*, 2024). This changed to risk management, infrastructure assets life cycle planning and sustainability.

It also provided an eye opener with regard to constraints in the institutions in case of a scaling up. The money resources have grown by huge proportions and administrative and technical capacity did not have necessarily grown by proportional measure. Projects of greater magnitude and complexity were to be handled by engineers, architects, project managers and support staff that has become a challenge to the existing structure of organisations. The unbalance enhanced the courses of sluggishness, expenditure increase, and overstretching the governance and hence, is the fortification of the institutions and financial expansion.

The most critical point of inflexion in the history of the Gujarat Police Housing Corporation analytically the point of extreme high intensity governance in the year 2024. Police housing was now being transformed into a process based construction to a housing related activity that had now been dominated by higher degrees of managerial, technical as well as regulation skills (Kapoor *et al.*, 2026). What characterized the policy of police housing at this stage was not the capability to construct but rather take charge of the complex systems of infrastructure throughout the lifetime in a more efficient manner (Shekhar *et al.*, 2023). This transition predetermined the samples of the strategic decisions and changes, which would be required in upcoming years, specifically, in the framework of increasing the scope of police recruitment, urbanization, and increasing the

demands associated with the quality and security infrastructure.

## 7. DESIGN TRANSFORMATION AND VERTICAL HOUSING

**Fig. 1: Multi-Storey Residential Police Quarters Reflecting the Shift towards Vertical Housing under the Gujarat Police Housing Corporation**



Another significant step that can demonstrate the deeper level of structural change in the city development and institutional responsibility is a qualitative change in the police infrastructure governance in the form of changing the low-rise housing into the vertical residential complexes (Jaffrelot *et al.*, 2023). This transformation cannot be described as a mere architectural and aesthetic modification; on the other hand, it is more of a reaction to acute dearth of space in the city and an escalating intricacy of the policing requirements in the densely populated regions. As the urban population increased and land to construct the low-rise housing became limited, the economic viability of the low-rise or the police housing at the time was worn down through time particularly in the areas that were close to police stations, courts and areas with a concentration of operations. Vertical housing never therefore became a choice of design, but the logical consequence of structure an urban necessary outcome.

**Fig. 2: Administrative Headquarters of the Gujarat State Police Housing Corporation: Institutional Backbone of Police Infrastructure Development**



Administrative roles of police house have altered with the acculturation of the vertical residential architecture substantially. The housing models having low rise were generally typified by some minor structural density, a relatively simple electrical structure and reduced regulatory compliance criteria. On the other hand, the governance structure of the multi-storey residential buildings should be tight (Sandesh *et al.*, 2023). One of the leading issues to be addressed was fire risks, the latest fire detection and suppression devices, emergency board, areas of refuge should be taken, and the new rules of fire safety should be developed and followed consistently. The conformity, in this respect is not fixed and has to be regularly reviewed, certified and improved in a manner that the safety governance is a continuous institutional ordeal rather than a one-time approval process.

The electrical loads also became more important in the management as the housing became more vertical. The multi-storey buildings that can be found are much higher in the amount of population density placing increased strain on the power, water and waste management systems (Sharma *et al.*, 2025). The electrical system must be constructed with the caution and continuous monitoring since it is paramount to design electrical systems in such a manner that they can accommodate lifts, the regular lighting, fire protection, and house consumption. The safety and day to day running and trust in institutional housing could be adversely affected by failure of the load management. This saw technical governance being expanded to other fields in

capacity forecasting, liaison with power utilities and redundancy of capacity in order to further extend the Corporation self to the areas in which it had not previously been engaged with its role in traditional building oversight.

Disaster preparedness was also a central issue in vertical housing in the police when it comes to governance. The high-rise buildings in the residential complexes are more vulnerable to the risks related to fire breaks outs, earthquakes, and flooding, among other disasters. This is done by adhering to the codes of structural safety and introducing the principles of disaster management into the design of buildings, which is only in compliance with the codes of structural safety that can support such activities, and would ensure the building can evacuate safely. In addition to the construction, preparedness also assumes continuous maintenance of the safety systems, training of the residents and cooperation with the emergency response agencies. The relocation has highlighted the concept that risk management in the management of the police housings should put in the consideration of the asset lifecycle as an entirety. This period in design development meant more emphasis on functionality, company and safety as opposed to the aesthetic sufficiency with numbers. Plans became increasingly able to promote good circulation, connection among communities and perceived entry, however the materials and the methods of construction were selected keeping in mind the objectives of increasing durability and reducing the long-term harm. These add-ons assisted it to escalate livelihood criteria of the police officers and their families in that housing outputs were further consistent with the welfare and working targets (Pandey *et al.*, 2024). These advantages had however been accompanied by a rise in the unit cost of construction and large rise in the long term construction maintenance liability.

The effect of price increment in vertical housing emphasized the need to modify the institutional approach. Police personalities could not perceive the police housing as capital expenditure that would persistently be at single time cost; they had to undertake financial planning in lifecycle of the building that would accommodate all these wear and tear, repairs and improvement of the buildings

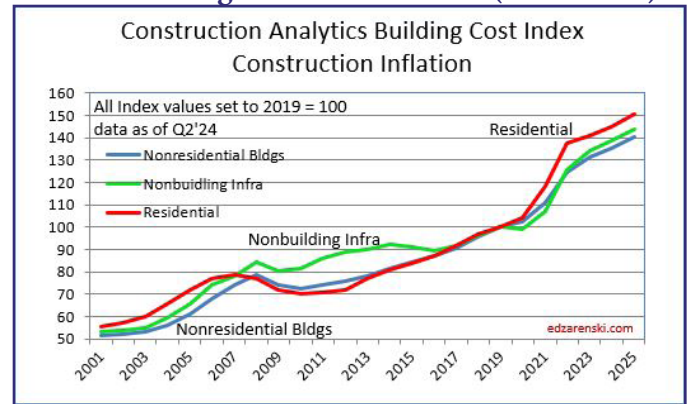
as well. The long-term sustainability of assets became a concern of vital interest that involved budgetary allocation on a regular basis and effective management mechanisms. Failure to invest in maintenance led to very high number of intricate infrastructure developing and worsening to cancel the benefits of superior design and build.

All these changes made the Gujarat Police Housing Corporation firmly increased in position over its role as a traditional construction agency. The Corporation also began to perform the role of an asset manager in the city and control the functionality of the buildings not only in their delivery but also in long-term, safety and sustainability (Singh *et al.*, 2025). The extended role required the creation of new competence in the management of the assets, regulation practice, assessment, and coordination of the agencies. Police housing governance has therefore become a multidimensional, which encompasses technical, financial as well as institutional means.

Analytically, it is a directional change in governing the police infrastructure to the vertical housing. It further demonstrates the way the constraints of urbanization can help bring about the qualitative change of role and responsibility of the institutions (Chavda *et al.*, 2026). This transition will not just be successful after the provision of the engineering solution but also the fact that the institution governing will be able to handle the complexity on a long time basis. The housing adequacy and the functioning efficiency of housing in an urban framework can be enhanced by vertical housing though the premises of housing should contain strong governance frameworks with the capability to sustain safety, functional, and resilience throughout the existence of the infrastructure.

## 8. COST CURVE ANALYSIS AND FINANCIAL EXPANSION

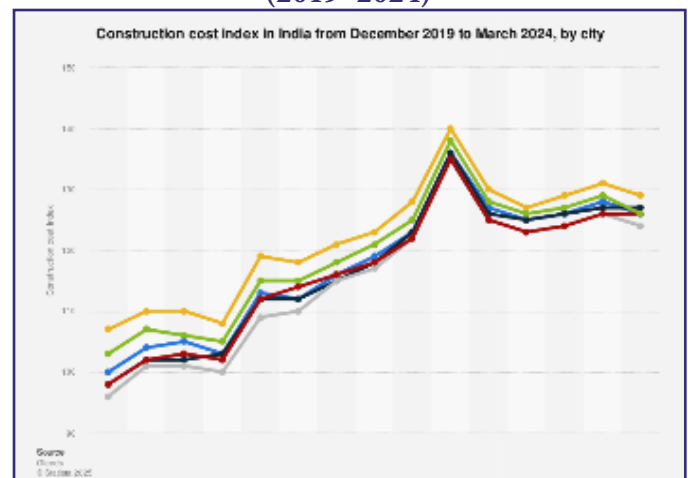
**Fig. 3: Escalation of Construction Costs in Residential and Non-Residential Sectors: Long-Term Building Cost Index Trends (2001–2025)**



**Fig. 4: Declining Share of Affordable Housing in Total Sales amid Rising Construction Costs in India (2021–2025)**



**Fig. 5: City-Wise Construction Cost Index Trends in India Highlighting Urban Cost Pressures (2019–2024)**



Official project execution data which mainly reveals a pronounced and also a sustained escalation in the

cost of police housing projects during the period following the year 2015, marking a huge decisive shift in the financial profile of the police infrastructure in the state of Gujarat. This growth cannot be linked to a single cause but an accumulation of the construction practice structuring, the regulation-dispositions and the restraint of development in cities. As the Gujarat Police Housing Corporation turned into a more vertical development as a response to the land crunch problem, the issue of land shortage started affecting housing development cost in a drastic manner (Adu *et al.*, 2025). It is the character of multi-storey residential complexes, which imply the higher amounts of capital investments; this feature is related to structural complexity, specialised materials, a complex of innovative systems of building, which leads to the further rise of the cost curve.

Vertical building introduced those aspects of expenses, which were fundamentally in low rise housing of earlier models. Bases and structures were to be built with increased weight and density that increased the cost of materials and engineering. Other costs to the project were addition of lifts, water management structures, fire detection and fire suppression systems, power back up, and the future project expenditure. In addition, the compliance with new building codes, safety standards introduced certain additional financial sources of costs in both the construction period and the long-term perspective (Theriault *et al.*, 2023). All this eventually demanded drove the cost of housing activities higher and thus cost increase became a structural quality and not an isolated occurrence.

Regulatory conformity during this period was one of these forces that were on the climb of the cost. The fire precautions and the environmental control standards and urban development standards were stringent particularly, the high-rise residential buildings (Kaundal *et al.*, 2023). These standards were to be observed with much planning, specialised consultancy services and constant supervision which are expensive. The time lag in approvals or modification of regulation requirement in implementing the project required change in cost which further contributed to the financial risk. The fact that the project execution process required conforming to different regulatory frameworks

simultaneously complicated the process of resource consumption.

Urban constraints was another reason which significantly influenced the cost curve adjustment. As the centres possessed less land which was not only extremely limited but it was as well expensive, the acquisition and preparation of the correct location to construct the police houses demanded more investments in the initial stages. The greenfield construction was largely replaced by the redevelopment of the already existing housing colonies in the form of new costs of demolition, relocation, and staged construction in Saudi Arabia (Waugh *et al.*, 2024). The urban construction environment also tends to incorporate a higher cost of labour, logistical problems, contacts with various civic organisations and all these contribute to rise in the costs.

The cumulative impact of these may be observed literally at aggregate financial levels by the 20202026 level. The Residential project costs in lakh accounting terms exceeded about 6.8 lakh crore that shows the magnitude and the level of infrastructural investment undertaken by the Corporation. The contributions of non-residential development projects like police stations, training buildings and other associated institutions that were developed also rose significantly during the period and added to the total capital footprint of the development in the police infrastructure (Fleming *et al.*, 2024). The volume of such investments justifies the fact that the implementation of change of police housing into a major infrastructure programme of the public sector has been introduced.

This growth of expenditure (costs) has great analysis implications on the governance of police housing. The implemented scope of finances demonstrates that the police housing is no longer conceivable as a low cost welfare intervention aiming at merely providing a minimal accommodation. Instead, it must be viewed as long-term operationally, financially and governance effectual, capital-intensive, and public infrastructure sector (Rao *et al.*, 2024). The high value projects need close financial planning, effective internal controls and efficient control systems so as to increase efficiency, transparency and sustainability.

Moreover, the role of financial management is also indicated in the curve of the rising cost, according to the lifecycle. Capital expenditure- it is only a component of the total cost of ownership of complex housing infrastructure. The long-term financial obligations that need to be taken into account and budgeted are the maintenance, repairs, system upgrades and redevelopment. Failure to appreciate such obligations puts the gain of the functional and safety benefits that might be gained under the added initial investment at risk.

Financial and governance controls are bound to be of an advanced nature in this regard. Project appraisal, cost estimation, risk evaluation and audit systems ought to be streamlined to investment extent and intricacy levels. One of the most important governance issues is the possibility to manage cost increase and quality and compliance (Jauregui *et al.*, 2025). The growth in expenses after 2015 can then be considered a critique of the positive change in the infrastructure standards and also a warning that in the absence of a more serious financial control that the sustainability of the police housing programmes could be jeopardized.

## 9. SITUATION IN 2025 AND THE IMMEDIATE OUTLOOK

By 2025, the Gujarat Police Housing corporation is on the verge of the cliff and the extent of the activities in the company already on the all time high. The Corporation is also dealing with a lot of work-in-progress on residential work and non-residential work both in areas and cities. These projects cut across a broad spectrum of infrastructure like the police housing complex, police stations, training centers and others which have their own technicalization, regulatory and implementation plans (Molla *et al.*, 2023). The net effect of such diversified portfolio is that it has posed very compelling challenges to the operation requirement of the institution.

The budget is still being given and financed by the state and this could be explained by the fact that political and administrative commitment to improving the police infrastructure is long-term. In turn, finance no longer becomes the key limiting factor. Instead, what is going on in the trend in this phase is how well the Corporation is able to

absorb and efficiently utilize these resources within the existing institutional arrangements. It requires administrative equipment, technical staff and control apparatus that will have to sustain level of operation that is far beyond the level that was observed in the previous developmental phases. A smaller project will cause a flow of inefficiency or even minor delays to lead to enormous expenditure surpluses and schedule slippage.

The restrictions in the institutional capacity are quite tangible in the area of project and technical management (Yadav *et al.*, 2025). The engineers, architects and supervisory staff will be subjected to many projects in large scale and often more than one in geographically dispersed locations. The coordination of the contractors, consultants and authorities also places pressure on the already limited human resources. The financial allocations ensure that the projects are sanctioned and started but the successful execution of the projects rests on availability of well trained personnel that could cope with the technical complexity, monitor compliance and deal with site level problems in real time.

Surveillance and non-comply activities are also stressing to the period equally. The increased audit bodies, regulating bodies and internal control systems seem to target major governmental infrastructure projects (Zuberi *et al.*, 2024). However, it also makes it essential and expensive to maintain a close track, oversee the monetary movement and be capable of adhering to the norms of the process (Sandesh *et al.*, 2023). Management overhead charged with undertaking the follow up of the progress of different projects, certification of the completion of the work, and act upon the observance of audit increments with the number of projects being conducted. Individual burdens are likely to suffocate existing systems unless there are similar extensions in capacity of institutions. The 2025 situation, hence, points to the paradigm shift in the form of governance issue, which the Corporation will have been dealing with. However, during the first rounds, the most significant obstacles were the ones that were related to the process of funding, land acquisition, or the start of the construction. These problems have been faced to a considerable extent in the present phase. The critical issue has become institutional absorption capacity

that can be defined as the ability to transform the structural financial resources into the timely, meeting, and functional outcomes in the form of infrastructure infrastructure. This will require adequate man power and lean systems, efficient information system and efficient distribution of power.

The institutional strengthening is realized as a priority policy in the short term standpoint. This can be explained by the fact that the administrative and technical capacity, a more efficient system of project management, and an investment in training and digital surveillance tools is needed to maintain a performance at this rate (Parmar *et al.*, 2025). In the event that these measures are not put in place, however, there is risk of the high level of expenditure leading to an unwarranted change in availability or quality of infrastructure. This is a wake up call of the 2025 scenario, therefore, there is not just financial dedication that is adequate. The short run feasibility of the police housing structures in the future is anchored on the reality that the Corporation shall be in a position to redesign its institutional systems to support the requirements of giant, high intricacy undertakings.

## 10. RECRUITMENT EXPANSION AND THE 13,000 VACANCY QUESTION

One of the key alterations in the staff composition in the police force is the proclamation of approximately 13,000 vacancies of new police, which has gigantic consequences on the housing policy in Gujarat. This huge recruitment process would initially cause a proportional demand of increased residential accommodation. It is also believed that every new recruit must be located in an institution housing unit immediately which would imply that the state must construct equal number of new quarters (Jatoi *et al.*, 2025). Though this is seeming attractive at a surface analytical look, this is evidently observed to be an oversimplified assumption that is not true and authentic enough to the police housing demand truth.

The requirement of police housing is not linear or also instant based on the recruitment. Instead, it is affected by numerous institutional, administrative and operational factors that mediate and simultaneously delay the need of accommodation.

One of the most impactful moderation factors is that of the housing entitlement structure. All recruits do not automatically qualify to stay in the institutional quarters since the qualification is normally pegged on the rank and the years of service on top of the posting locations. The new staffs are normally subjected to training and probation during which permanent houses may not be provided. At such tender age recruits are sometimes put in training or hostels or some form of temporary accommodations so that they cause least strain on the current existing stocks in the real estate market.

The situation with the trend of postings also influences the time and number of persons required to purchase a house. The police officers are deployed to a myriad of locations that could be urban or semi-urban and rural. High pressure of housing issue is more apparent in large urban centres where the scarcity of land is augmented against a high population density as well as the fact that heavy policing is also required (Khalique *et al.*, 2024). On the other hand, rural or less urbanised district posts, can spell out less institutional accommodation demands or better supply of stock. This is to mean that recruitment can and will never have a uniform effect on the demand of housing in space and these effects can never be projected in aggregate figures.

It is also important to note that the partial absorption of the available housing stock is yet another factor which comes into play as a moderating factor of demand. Gujarat Police Housing Corporation is the residential infrastructure that has a very large base over the years. This stock, though by no means distributed evenly, or in every place filling, still, at any rate, affords us some idea of buffer capacity. The new employees can be accommodated in the accommodation of the existing housing that is currently in use particularly where there is a vacancy due to transfer, retirement, and redeployment. This action also reduces the urgency, Mobil, one to one expansion of the housing facility in case there is necessity to recruit.

As far as such considerations actually have a sensible impact on housing demand, any empirical work which would include these considerations shall show that the natural demand of housing triggered

by the recruitment of an estimated 13,000 people would, therefore, be projected to ensure that 6,000-9,000 units were constructed over a duration and not necessarily trigger an immediate construction of 13,000 new quarters at once. This variance points toward a slow absorption of recruits into the housing system with rules of eligibility, posting and available capacity controlling this. Indicatively, this would come in a few years which would be more congruent with the multi-year plans of planning and putting housing projects to test.

This policy and planning implication of this analytical observation is numerous. The attempt to describe the process of housing demand related to recruitment as a one-to-one demand, is a risk of overestimating the needs during the short-run and allocation of resources. This may lead to early ratification of projects, improper location of the sites as well as financial constraints to the houses without equal improvements to sufficiency (Yoganandham *et al.*, 2023) Quite the contrary, the recognition of the phased and differentiated nature of the demand, however, makes it possible to plan more calibrating, so that, as time advances, the supply in regard to housing goes to the real demand.

The housing policy with the manpower planning is significant as seen in recruitment expansion. These decisions regarding the recruitment, deployment, and housing should be synchronized under one planning system to ensure that the investments in the infrastructure are done well and in time. Simplification (numerical postulates) are easy to administer; however, in reality, it is not that easy to simplify the real dynamics that govern the housing demand. A delicate policy needs to be produced based on evidence to ensure that policy relative to police shelter is reacting to the rising recruitment in a smart manner, which encourages operational effectiveness but not unreasonable inefficiencies and government wear and tear.

## 11. WELFARE–SECURITY INTERDEPENDENCE

The police housing stands at a very crucial juncture between the security and the welfare since it is a key determinant that has a direct impact on the well being of the policing institutions. In spite of the fact

that the problem of housing is typically understood through the prism of the administrative discourse regarding it as an advantage in the form of welfare, a localized perception of it should not determine its strategic significance in the element of internal security. Domestic space becomes an extension of working environment to the police employees and this influences accessibility, preparedness and psychological stability. The location of the housing, quality, and security, therefore, have a direct influence on the activities of the policing departments.

Provision of adequate housing is another factor that has played a significant role in the response time particularly when dealing with the urban and high intensity policing (Bhatnagar *et al.*, 2023). It is in a better position to respond to emergencies, spontaneous law and order or disasters related deployments promptly because the employees who are employed live near the place of duty. Commuting distances would also take shorter routes implying that police actions would be more reachable and the police force would mobilise in an efficient manner. On the other hand, inadequate or inferiorly located accommodation increases the dependency on transport, reactionary and poor combat preparedness of the force especially during off duty periods when they require to mobilise promptly.

The stress in occupation is also dependent on the housing conditions and it is particularly applicable to policing being a profession which is stressful and dangerous in nature. Long travelling leads to lack of physical weariness and psychological strains in the places where they stay or live as well as congestion or dilapidation of houses. Such stressors will probably deteriorate decision-making, reduction of job satisfaction and burnout in the long-run. Housing, by stability, safety, as well as some degree of any type of comfort, ease these strains, and allow the psychological aspects of the personnel involved to be more concentrated and secure about their line of duty.

Family security is yet another dimension of welfare-security relations that is crucial. This exposes the police to more risk hence ensuring the safety of their homes is the ultimate thing to the police and their families (Chhotray *et al.*, 2025). Separate police

housing towns are potentially able to offer controlled access, communal wholeness and a sense of reciprocal security that is difficult to achieve with dispersed individual arrangements. This offers the staff time to continue with their professional work without the fear of having to be filled with anxiety every minute of the day when living in the unsafe mentioning the unstable living conditions do not make the families feel safe. It is the stability that strengthens the overall performance of the force because there is minimization of distractions and stress of emotion. The institutional retention is also associated with housing adequacy. Policing it requires long term devotion, experience, and skills. Poor housing can also welcome attrition free since the workforce would wish to be promoted, to change job or even to retire to be able to provide their family with better housing. Conversely, the successful accessibility to institutional domiciliary accommodation enhances the retention making long term service a viable and attractive thing. Housing thus is also indirect towards institution perpetuation and preservation of organisational knowledge which is vital in policing successes.

All this combined makes it possible to conclude that police housing is not a form of welfare distributed but rather a multiplier of security. Housing also improves the efficacies of the available manpower and resources through incorporation of stress reduction, family security, enhancement of response capacity and retention (Jauregui *et al.*, 2025). Investment returns on housing are also witnessed in terms of housing standards of living as well as enhanced results in terms of security. This interdependence points to the inadequacy of viewing police housing as an appendage to the administrative system or a utility that police should do without.

The police housing management should be integrated to the general security planning and internal security strategy. The decisions about the place where the housing is to be positioned, its design, and the housing size should be determined in respect to the operation requirements, deployment patterns, and operational risk. Housing policy can be integrated into security planning and it will mean that the infrastructure investments are directly involved in the policing objectives rather than being out of

context. One should consider and institutionalise the interdependence between welfare and security which is an institutional shift towards a robust, responsive and efficient police force capable of being in position to respond to the challenges of the contemporary governance and people security.

## 12. FUTURE TRAJECTORY AND POLICY IMPERATIVES

Going forward, we can conclude that police housing in Gujarat will be following a particular trend in future depending on the interplay of the structural forces, which will only be strengthened as time passes and not become weaker (Ahmad *et al.*, 2022). The most salient of these forces in the future will remain as urbanisation as cities spurt outwards and upwards, land supply will become increasingly constrained and the spatiality of policing will become more convoluted. Population, economic activity, and social diversity in the form of incentives will then be concentrated in the urban centres and this concentration will provide a long time effect which will create long term demands on the police force and available infrastructure. This environment will necessitate policy of police housing to address current imbalances or shortages as well as long term transitions in the urban development and change.

Technological integration is the other issue that will determine the future of police housing. In their activities characterized by surveillance, computerized communication system and information command group, policing is more being technologically based. The residential infrastructure must also be changed to suit these developments such as power supply, connectivity and security systems. The management and design of housing will be required to accommodate both technological requirements and be robust enough in case of the collapse of some of the systems and emergencies. This introduces a new dimension of the problem of housing administration and adds significance to technicality and long-term planning.

The increase in recruitments will influence the housing demand in the future. The process of mass recruitment can also be carried out with certain regularity, as the state has a need to overcome the new security threats and changes in demographics.

As the analysis above revealed, however, demand is not directly related to recruitment in the context of housing which is homogeneous and immediate (Shekhar *et al.*, 2023). The policy problem is that it involves the need to predict the demand in stages and aligning the housing provision with the process of recruitment, deployment and organization of entitlement. With no active planning, expansion, which has been rooted on the recruiting risks, keep the process of reactive building and space imbalance, which has been applied to the earlier stages.

This will also depend on whether the police housing will determine the future of the police housing owing to the increasing demands of people on the quality, safety and sustainability of the public infrastructure. Police officers and their families are insisting on the housing which is in tandem with the current needs of comfort, safety and environmental friendliness. In the meantime, government expenditure and infrastructure are increasingly being observed. A set-back of housing projects which do not meet the expectations or whose repair is very costly due to improper maintenance is a danger to the credibility of the institutions and the loss of confidence by the people. Such expectations will require much more than higher standards of design and construction but powerful maintenance and asset management systems.

Governance redesign is the biggest problem in the police housing policy in this dynamic environment. It will not be sufficient regarding changes in the current practices. Supply of housing must be done on predictive basis rather than reactive strategy, this will enable the housing supply to be proactive and not merely need response to demand (Jaffrelot *et al.*, 2023). The lifecycle costing should become a norm, such that the financial planning should account into the maintenance and/or upgrade of the facility, and even redevelopment of the whole lifespan of the housing assets. This is to make sure that there is no accumulation of deferred maintenance liabilities in a manner that can reduce on the quality and safety of infrastructure.

Institutional capacity strengthening is a policy issue of importance. Administrative, technical and management capabilities of the institution

participating in the project must be raised in accordance with the escalated magnitude and intricacy of the project. Their maintenance will have to be invested in human resources, training and utilization of modern project management systems to maintain their performance and accountability. This may cause sluggish and governance straining well-funded housing programmes due to the inadequacy of the capacity.

It is also crucial to be in line with the urban development strategies. Police housing can never be planned without planning processes of the urban wide within the framework of transport system and land use policies (Sharma *et al.*, 2025). The city planning along with urban local authorities and developmental entities might reinforce spatial congruency, reduce the commuting needs, and adaptable worthiness of housing. Such integration is the one that will see police housing to be integrated and not contrary to more general urban development purposes.

The lack of such reforms endangers further expansion of the police housing structures with the existing inadequacies being reproduced despite the long-term investment by the population. Technical growth of numbers is not going to work to solve problems which lie on the area of governance, planning and spatial coordination. Any police housing in Gujarat would succeed later, depending on the ability on the state part to rebuild housing governance as a progressive, tactical perspective and future role of the greater system of contemporary policing and urban governance.

### **13. INITIAL INSTITUTIONAL LEADERSHIP AT THE TIME OF ESTABLISHMENT**

The establishment of the Gujarat Police Housing Corporation in the year 1988 was not merely an administrative reform but an proper institutional innovation that required strong leadership to translate intent into operational reality. The initial institutional management at its inception played a significant role in the definition of the culture of government, administrative validity and organizational orientation of the Corporation (Tejani *et al.*, 2023). The incumbency of the first Chairman and Managing Director shows the same step by the Government of Gujarat to put the new institution in the hands of the

senior officers who had been recruited to the Indian Administrative Service and the Indian Police Service with which the Government had strategic interest in the housing of the police, in the broader context, of the internal security system.

At the chairmanship of the first chairman of the Corporation, Shri R. Balkrishnan, IAS between November 1988 to March 1991 was the most significant period of institutional birth. This was the period of building governing bodies, development of the mandate of the Corporation and credibility of administration. The first leadership was operating in an environment where the in-built housing shortages are present, credible information and low institutional memory are insufficient (Jaffrelot *et al.*, 2024). The decisions at this phase had to be grounded as opposed to being resultant hence focused on the organisational design, rules, and coordination with parent departments. The fact that the Chairmen in the initial years were of senior IAS officers could put emphasis on the fact that the administrative power had to be strong to counter the inter-departmental interventions and gaining long term governmental interest.

Paired with Chairman, the inaugural Managing Directors led by Shri K. Dadabhoy, IPS were allocated a role of putting into practice the mandate of the Corporation. The position of the Managing Director was of key importance since it was between the policing requirements and the construction and administrative execution. The IPS officers gave first hand operational information about the realities of policing which included the deployment requirements of policing, time restrictions in responding, and family security issue. This type of dual leadership that included administration and policing knowledge created an early dependence of government that distinguished the Corporation in generalist public works agencies.

The very fact that the changes in leadership took place in the first years which went to be marked by the relatively short term of reference of the Chairmen and by the term of reference of the Managing Directors must be considered on the context of the institutional experimentation as the one opposite to the instability (Pandey *et al.*, 2024). The Corporation

was already profiling on new administrative grounds and changes in leadership were normally seen by reorientation of the mandate, resource distribution and organization. These first changes assisted the Corporation to operate on the goals and focus of its work, which facilitated the Corporation to sort out its goals and priorities one step by another.

This difference is likely to be the most particular element of the initial leadership phase the legitimacy-building. The Corporation was forced to demonstrate the fact that it could be used as an alternative to the existing Roads and Construction Department that traditionally monopolized construction among people (Ozarkar *et al.*, 2022). Much effort has been made by the first leaders to make a solemn institution capable of offering housing in an efficient way and also to maintain the infrastructural growth towards the right direction as requested by policing needs. This involved the liaising with the Home department, the finance department as well as the leaders of the police in making planning of houses an aspect of the recruitment and deployment plans albeit at the embryo stage.

The first leadership had to carry out with extreme limitations as well. Financial resources were meager, urban centres land was already contested and demanded by the police force was high since decades of deficits had been accumulated. Despite these problems, the pioneer leadership succeeded in inculcating about the operating principle, that police housing could not be an appendage to a small-scale welfare project but was an institutional problem which had to be placed under tailored governance by the institution. It was a perception change that was among the long-term legacies of the first generation of leaders.

Reflectively, the innovatorial institutional leadership provided the Corporation with a feasible administrative support. Even though the degree of construction may be regarded as insignificant according to the contemporary standards, the system of the government established during the first years made possible the further development, unification and modernization (Mathur *et al.*, 2023). The focus on accountability which was part of the industry and a part of institutional identity could never have been

achieved without the ground work done by the first Chairman and Managing Directors. They are not based on measurable results and, what is more, they shape a latent institutional rationale which continues to shape the course in terms of which the Corporation will be developing.

#### 14. CONTEMPORARY LEADERSHIP AND EXISTING INSTITUTIONAL GOVERNANCE

The present leadership environment in Gujarat Police Housing Corporation is completely varied in terms of leadership ruling environment as compared to previous years. By the 2020s, the Corporation had spread out to a capital-intensive and large-scale state-wide publicity infrastructure agency, which applies in the control of sophisticated residential and non-residential developments (Patel *et al.*, 2025). The new positions of leadership as seen in the incumbency charts have remained in the hands of the senate IAS and IPS officers signifying the long term strategic value of the Corporation in the governance system of the state. However, the nature of the leadership topics has gone astonishingly as it has become one of complexity management instead of institution-building.

The past Chairman, as well as Managing Directors have ruled over a regime of high degree of financial distribution, vertical housing development, and voracious compliance to regulation and heightened audit scrutiny. Marriage to the nature of leadership within this stage, it does not focus its part much on legitimacy, but more on efficiency, transparency and sustainability in terms of project implementation (Baxi *et al.*, 2025). The contemporary Chairmen with a tenure that is normally serving relatively time-needed is operating in an already established institutional structure that is constantly on the roll due to urbanisation, rising costs and escalating police authority.

One of the characteristics of the modern-day leadership is the problem of the scale and concurrent Ness control. The current leaders as well unlike in the past are managing many large initiatives in the various phases of planning, execution and completion all within a specified period. This summons in most complex liaisons to the hands of city local governments, utilities services, fire brigade,

and environmental managers (Véron *et al.*, 2024). The Managing Director position has become highly technical and managerial with the skills of dealing with projects, contract management and regulatory compliance as well as policing knowledge than the intuition in policing.

Continuity of leadership and transition patterns as are reflected in the incumbency charts are also parallel to the aspects of the administration continuity. Short tenures can in most cases not be institutional instability due to transfers. However, they are governance matters in respect to vision continuity and long term planning. The contemporary leaders must, therefore, be increasingly reliant on institutional frameworks, standard operations procedure, and professional staff than on personal leadership. The change has been an adult stage of leadership whereby a resistance by the institutions is more important than the length of stay in office.

The second distinguishing aspect of the current leadership is being involved in futuristic planning. The Corporation now has a history of the forecasted recruitment pushes which include; announcement of approximately 13 000 vacancies in the police, low land supply in the metropolitan regions and the escalating construction costs associated with it. The contemporary leadership must integrate foresight planning into the tool of government where the housing provision process is in keeping with the slow-paced demand as opposed to working assumptions (Dabhi *et al.*, 2023). This requires such decision making on the basis of data and additional integration with the police manpower planning.

The management of the accountability of the people has also increased its leadership aspect. And an excessive amount of money which is publicly invested is involved, it is in any transaction that the AA Chairman and Managing Director in the present instance are publicly audited by fire inspector teams, Congress, and even individuals themselves. The governance issues have now been changed to centre on the transparency, compliance of procedures and documentation (Pandya *et al.*, 2022). Physical outputs are not used alone to evaluate the effectiveness of leadership in terms of time observation, cost execution and standards of regulations.

As opposed to the formative stage, the modern leadership must as well be an urban asset management leadership. It has also enabled the broader housing of the vertical spread of the long run maintenance, compliance of safety and planning of life cycle to the long run construction. Indeed, there is a need to keep reminding leaders that police housing is a long term state resource whose service must not be compromised over the decades.

Overall, contemporary leadership is a phase of pressure concentration within the governance field. The Corporation itself is no longer elucidating its role but insuring its effectiveness in a simple and hardworking environment (Bhate *et al.*, 2023). Like the incumbency charts, the continuity in the administrative senior administration despite the changing leadership issues is evident. Their survival of the present and future leaders will be less dependent on the way institutions have been established but rather on their capacity to aptly cope with the complexity, ensure sustainability and align the governance structures with the context of present day policing and urbanization.

#### **15. ROADS AND CONSTRUCTION DEPARTMENT HAD MORE WORK TO DO, SO THE GOVERNMENT FORMED A CORPORATION PROPERLY**

The decision by the Government of Gujarat, to form separate police housing corporation was a concept which was highly thought of as regards to the fact that the Roads and Construction Department was gradually turning out to be unable to serve the expanding and increasingly complex functions. The Roads and Construction Department slowly turned itself into a overstretched generalist organisation having a exponentially growing repertoire of state works. Its human resources included roads, bridges, government buildings, hospitals among other forms of civic infrastructure (Mathur *et al.*, 2023). These projects became technically more difficult and enormous due to the factor of rapid population growth and urbanisation in Gujarat and economic growth. Police housing was just one of a multiplicity of competing demands in this increasing work load and often lost out to projects which appeared more public or more urgent or more politically important. The generalist pattern of the Roads and Construction

Department contributed to the importance of priorities and allocation of resources. The issue of infrastructural concerns prevailed in decision making processes that lacked sector operational requirements. The police houses projects were competing on the grounds of budgetary allocations and administrative focus usually losing grounds to road constructions or mega irrigation projects which were considered to be the core of economic development. The delay, postponement or actualization of the police housing projects in different sections were due to increased workloads of the department that did not enable the design of a long-term plan to be implemented (Patel *et al.*, 2025). This resulted in persistent acute shortages in housing despite the fact that construction work was not periodically pursued.

The other significant limitation arose because of the disorganized administrative structure where the accommodation of the police was received. Various units also had weak connection with planning, budgeting, execution and maintenance functions that were decentralized. This breakdown of responsibilities was a way of difficulty in acknowledging the responsibility of outcome or holding parties involved responsible in case of bad performance of projects. In situations where there was stalling and failure to deliver on the functional requirements in the housing projects it did not have a single institutional owner thus remedial measures were slow and in most instances ineffective. Roads and Construction Department were already stretched far beyond their capabilities and grander lacked the capability of focus as an institution to spot and correct sector-specific problems in housing police.

The department with unlimited roles was as well limited in the practices and design of implementation. The police housing was usually constructed as per the standard civil plans to minimise the number of costs besides introducing uniformity into the projects. These designs were well fitted in the generic residential construction but could not fit the unique requirements of the policing. Matters of distance to the duty stations, the rapid mobilisation in the face of an emergency and family security hardly ever took centre stage (Baxi *et al.*, 2025). In other instances, the distances of the liquid colonies to their centres of operation were quite distant such that commuting

would follow a long path, thus narrowing the feasibility aspect of the personnel. These design weak points were not something that came by negligence but by the creation of an institutional structure which failed to delve into the facts of the operations of policing.

All these structural weaknesses were heightened as the strains of policing caused more demands in the 1980s. The increasing population in Gujarat coupled with rise in urbanisation and industrialisation required greater effectiveness of police and specialisation. The subsequent increase in the police power after recruiting it was made easier but the facilities required to maintain the growth was crashing. The housing provision could not be structurally matched with the recruitment and deployment patterns by Roads and Construction Department since it was already overwhelmed with its rising responsibilities (Véron *et al.*, 2024). The reactive nature of the Housing supply that is responding to the instantaneous lack will be not providing future amenities, and hence was never matched to demand causing an implication of lack of supply-demand.

The work load also restricted Roads and Construction Department as it continued to deal with increasing workloads. It was characterised by bureaucratic system of administration, lengthy approval chains among other processes, and priorities in other areas could influence project schedules. Whenever it was allocated funds to this purpose, execution of police housing was typically held up, or even by administrative bottlenecks, as funds were reallocated (Pandya *et al.*, 2022). The current housing stock was also not maintained in a good state because the attention was given to new construction works that was deemed to be more urgent. As time went on with this negligence housing standards were eroded and resulted in further undermining of the adequacy of housing available.

In this respect, the initiative to create a definite corporation was partly influenced by the consideration that the existing paradigm of administration became not sustainable any more. The government remarked that staffing of police could no longer be regarded as an additional activity in a normal generalist department. Instead it required an institutionalised

apparatus that was capable of focusing on the planning of police infrastructure, this execution and managing. Independent corporation formation was at that no longer an administrative restructuring but an institutional restructuring to institutional overload.

By instituting a corporation, the government attempted to offload the Roads and Construction Department of its responsibilities, which could now no longer be performed effectively, but created an organism which can potentially cope with the specific demands of police houses. Separation in institutions allowed greater accountability in which a given agency could be brought back to be outcome accountable (Balarabe *et al.*, 2025). It also helped in the accumulation of sector experience so the functional policing gradually found its way into the housing design and execution that increased the construction practices towards practical functions rather than towards construction norms. This distance, in its turn, has presented the conditions that were needed in the long run planning and planned consideration of the housing demand.

The creation of the corporation also suggested paradigmatic shift of the manner in which the police housing was understood within the context of governments. Housing has no longer remained to be treated as a welfare service, on a daily edifice exercise but a tactical component in interior security amenities (Shukla *et al.*, 2025). This consciousness has been the direct consequence of limitations which were experienced in the functioning of the Roads and Construction Department where insufficiency in housing had physical consequences of reaction duration, staffing and enthusiasm. By having a separate institution, the government sought to make certain that provision of infrastructure has been made closer to the objectives and realities of policing. In other words the added strain on the Roads and Construction Department showed the structural unsuitability of the generalist administration of the public works to the specialised demands of police housing. The inability of the department to prioritise and coordinate let alone be innovative in this aspect introduced inefficiencies of long term nature and could not be remedied through the application of incremental adjustments. Separate corporation was

however a reaction which was viable and required that police housing receive the institutional attention and attention to planning as an institution (Bhatnagar *et al.*, 2023). This action gave a certain foundation to a more ostensibly serious, accountable and receptive view of police framework since there is a perception that good governance does not only reside on the accessibility of resources but also on the correct organizational framework.

## 16. CONCLUSION

The evolution of the Gujarat Police Housing Corporation from its establishment in 1988 to the present time shows a broader as well as deeper transformation in the governance of police infrastructure in the state of Gujarat. Previously an institutional response to blatant and sensational housing shortage, has since, over the years, become an intricate issue of governance and is impacted by urbanisation, increased costs, reduction in the amount of regulation pervaded by increased operational pressures (Chavda *et al.*, 2026). It is revealed in the Corporation occupations that police housing could not be under a passive or purely technical occupation, in that it is a shifting institutional activity which was adjusted towards social, economic and spatial adaptation.

Overall, in the first years of its existence, the overcoming of extreme numerical deficiency in police housing that had been inherited by a chaotic pre-institutional structure was the major objective of the Corporation. The emphasis, which the creation of housing stock received, was not only acceptable, but also actually appropriate then. However, with the further development of the housing base and congestion of the urban situation, the nature of the task altered. The technical aspects of scarcity were also slowly replaced by the technical aspects of spatial misfitting, functional adequacy and sustainability. It is this change that goes against the limitations of the quantitative methods and it too points towards the need to have systems of governance that would be capable in addressing the emerging situations.

The contemporary era reflects that the contemporary police systems are operating within an extremely complex ecosystem than ever. A growing regulatory control, a complicated safety code and vertical

accommodation has transformed the police housing into a very expensive as well as very controlled domain (Adu *et al.*, 2025). Such infrastructure has to be controlled in terms of elaborate planning, inter-agencies and life-long management control. An example of Gujarat Police Housing Corporation has shown that financial investment is necessary but not enough to ensure functional adequacy and effectiveness in the long term.

On the one hand, one can hardly imagine modern policing without the modern infrastructure and be sure that it is successful because the institutional structures, that it is financed by, are effective. Inadequately conceived, mismanaged or the inappropriate housing can impair, not facilitate, the policing ability. Conversely, shelter which is achieved through sound institutional structures can serve as a force- multiplier and help to increase the ability to react, reduce stress, maximize retention, and contribute to the overall security.

The lesson that has been felt forever when comparing the Corporation development is that police house is necessary to be part of the broader planning of governance and security and not a periphery administrative issue. Only in those institutions where the development of infrastructure has been informed by prediction planning, institutional capability and strategic alignment can the development bring forth the desired benefits (Kaundal *et al.*, 2023). The experience of Gujarat is thus informative in the management of the police infrastructure in that it shows that the answer is not so much in the aspect of building bigger but rather in the management of the infrastructure.

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