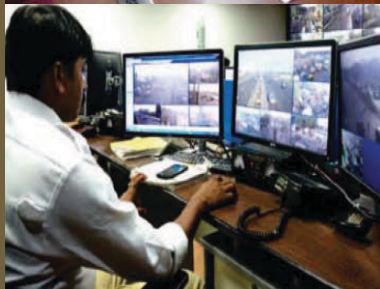


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COMPENDIUM OF PROJECTS



Bureau of Police Research & Development

The Think Tank for Indian Police
'Promoting Good Practices and Standards'



Bureau of Police Research and Development

1st National Conference of Micro Missions (National Police Mission)

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of
Micro Missions
(National Police Mission)

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PARVEZ HAYAT

KAILASH SATYARTHI

DR. NEERAN C. BORHANKAR

DR. NIRMAL KUMAR AZAD



BUREAU OF POLICE RESEARCH & DEVELOPMENT

COMPENDIUM OF PROJECTS

NATIONAL POLICE MISSION

**‘The Think Tank for Indian Police’
‘Promoting Good Practices and Standards’**

National Police Mission

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*Published by:
BPR&D, Head Quarter, Mahipalpur
New Delhi-110 037*

*Printed by:
Sagar Printers & Publishers,
New Delhi*

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FOREWORD



Hon'ble Prime Minister of India on October 6, 2005, in his address to Directors General of Police, announced the setting up of a National Police Mission (NPM). The mandate of the NPM is to transform the Police forces in the country as an effective instrument for maintenance of internal security by equipping them with necessary material, intellectual and organisational resources.

Since its inception, NPM has been working for empowering the Police force by enhancing the skills and competence at the grass root level; promoting a culture of excellence and accountability of Police; meeting challenges such as asymmetric warfare, new trends in urban and social unrest; bring out specialisation in areas like counter terrorism and insurgency; focussing on the strengthening of metropolitan and rural policing; bring in attitudinal changes in police and harnessing technology in aid of policing and adopting community policing etc.

National Police Mission has eight Micro Missions which develop implementable projects for achieving the above mentioned objectives.

I hope that this edition of Compendium will help the States/UTs in adopting projects that suit their requirements and will be useful for senior police officials and policy makers. It will certainly be relevant for police institutions and departments to offer innovative courses in these areas and enhance capabilities for better policing in our country.

I take this opportunity to thank police officials of States and Union Territories who as members have worked hard on various Micro Missions and their contribution is appreciated. I also, appreciate the efforts of Dr. Nirmal Kumar Azad Director, Sh I D Singh, DIG, Sh. B. M. Joshi Assistant Director and the entire team of NPM Division for publishing the Compendium.

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PREFACE



The National Police Mission (NPM) was announced by the Honourable Prime Minister of India in 2005 in his address to the DGsP/IGsP Conference (October 6, 2005). The objective of the Mission is to prepare the police forces for emerging challenges, to bring about specialization in areas like counter terrorism, counter insurgency, cyber and economic crimes, strengthen the metropolitan and rural policing, to bring in attitudinal changes in police by transforming the 'force psychology' into 'service psychology to harness technology in aid of policing and to adopt community policing and ensure effective delivery of services to the citizens.

The Mission continued to work under the aegis of MHA till December, 2008 and was subsequently anchored in BPR&D, in order to coordinate the activities of the Micro Missions and monitor the implementation of various projects in States/UTs.

Eight Micro Missions are working at present to develop projects on various subjects of Policing and Internal Security. These projects deal with Human Resource Development, Community Policing, Communication and Technology, Infrastructure, New Processes (Process Engineering), Proactive Policing, Visualizing Future Challenges, Woman & Child and Correctional Administration.

This Compendium presents various projects developed by the Micro Missions, some of which are being implemented in the States/UTs and Central Armed Police Forces. It is expected that this compendium will help the police officers with newer ideas & concepts so as to implement them for effective policing.

I thank all the Micro Mission members for having developed these projects and also congratulate the team of NPM directorate particularly Dr. Nirmal Kumar Azad, Director, NPM, Sh. I D Singh, DIG and Sh. B M Joshi, AD, for making this Compendium in time.

V. Deshmukh

**Sh V. H. Deshmukh
Addl. DG BPR&D**

“New Sub Beat System”



Micro Mission: 02 **(Community Policing)**

*‘The Think Tank for Indian Police’
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New Sub Beat System

Introduction :

Beat system is key to policing. Every police station limit is divided into beats and a group of Constables/Head constables are given charge of these beats. The beat staff will visit the beats and by contacting village headman or 'important persons' in the village area to collect information mainly about crimes, and to certain extent about forthcoming law and order issues.

In Karnataka police this system is an important part of the policing. Karnataka Police Manual Part-2, Chapter 22 (Beats and Patrols in Rural Section) and chapter 23 (Working of Town and City Stations other than Commissionerates) deal with the beat system.

Prior to 2009, the beat system was just an instrument for collection of information on crimes and criminals. The beat area was so large, collection of information and frequent visit to beats was very difficult. Beat staff was not fixed to a beat. They were frequently changed and fixing of responsibility was not possible. There was no people involvement in the system. Beat staff was contacting influential persons in the beat and collecting information from them only.

In 2009 to improve the system some changes were effected. The changes brought in tried to give scope for public participation, fixed tenure for the beat staff with respect to the beat. But it failed to take off as a community policing initiative and not able to give expected contribution to improve the regular policing.

The study in to the system and experience has shown the following inherent deficiencies in the system.

- i) The old beat structure or organisation was retained in which each beat consists of 5 to 10 villages. This made the beat service, collection of intelligence, information and contact with the people very difficult.
- ii) Each beat was assigned to 4-5 constables and Head constables for a period of one year. Hence it was very difficult to fix the responsibility.
- iii) People selected as beat members were spread over in many villages of the beat, hence the difficulty to establish coordination between beat members. It was very difficult to organise beat meetings in any one of the villages in the beat as the beat members were spread in all the villages.
- iv) Proper supervision was not in place at police station, circle, subdivision and district level. No review was in place to evaluate the working of the system.
- v) Constabulary was not focussed in the scheme of things. Empowerment of constabulary was not at all addressed who are actually at the helm of affairs at beat level.
- vi) The officers and subordinate staff were not trained to communicate with the community.

This project has identified the above problems and tried to resolve to make the beat system an effective tool by involving the people with police, establishing a relationship between them to reduce trust deficit towards police, empowering constabulary to win the respect of the people and to earn the social esteem, improving the regular policing.

Within the pervue of existing government orders and standing orders this project was initiated as a pilot project in one of the police stations of Belagavi district in November-2015. After studying the encouraging results it was extended to all the police stations of the district in January-2016.

2. Overview:

2.1. Project Title:

‘New sub beat system’– An innovative step by Belagavi District police towards people friendly policing, empowering constabulary–A community policing initiative.

2.2. Vision:

In modern democracies policing needs to involve the community which is intended to get the service. Without compromising on the core values of policing, community can be roped in a very well articulated manner resulting in the reduction of trust deficit towards the police. Also it is very much required to empower the constabulary to take responsibility in delivering the service to the people and by doing so they can win trust, respect and earn the social esteem. Finally all this will improve the regular policing.

2.3 Project objective:

The beat system is key to policing. The objective is to achieve the following.

- i) To reduce the trust deficit towards the police.
- ii) People friendly policing and to involve the public in beat system so that concept of community policing can be implemented which is the necessity of the modern day policing.
- iii) To connect the police with the people.

iv) To empower constabulary by giving all policing powers and responsibilities at beat level.

v) To provide an equal opportunity to all the police staff in the police station to play a meaningful role.

vi) To give an avenue to police personnel to earn the respect of the general public.

vii) To improve the regular policing.

This can be achieved by making changes in organisation of beats, involvement of citizens, empowerment of constabulary, maintaining continuous communication between police and public, giving scope to every constable and Head constable to a play equal and meaningful role in the beat system.

3. Project:

3.1. Purpose of the project:

‘Trust deficit’ do exists towards the police. Normally the mentality is that the role of police is to monitor and public are monitored. This kind of thinking is distancing the public from the police. The project is intended to use the basic tool of policing i.e., ‘beat system’ to reduce the trust deficit and to allow active participation of the public as co-partners/stakeholders in policing activities.

Ninety percent of the force consists of constabulary. They represent the police department and visible to the public on all occasions. If they win the trust and respect of the people, it will go a long way in improving the image of the police. In this project the thrust is given to empower the constabulary. They are given power and responsibility in their respective beat areas. This will increase their respectability and self esteem.

Overall purpose of this project is to reduce the trust deficit towards police through community policing measures and to empower the constabulary and to improve regular policing.

3.2. Sponsor:

Belagavi district police is the sponsor. No financial support is required to this project. Belagavi district police implemented this project with the available human resources and within the perview of existing laws, standing orders and circulars.

3.3. Financial Benefits:

No investment or financial support is required. Hence financial benefit is not going to picture. The benefits can be measured in terms of:

- i) Reduction in trust deficit towards police.
- ii) Good relations between police and public.
- iii) Improvement in regular policing.
- iv) Empowerment of constabulary.
- v) Overall improvement of service to public.
- vi) Better use of human resources available at police station level.

4 Situational Assessment and problem statement:

People distance themselves from the police. Police mentality is that they are monitors and people are monitored. The constabulary is not empowered to solve the problem at their level. Hence people will look down towards police constabulary and under the impression that they should approach higher ups to resolve even a small problem. This

has increased the trust deficit towards the police. All this has contributed to a situation where police work in isolation, disconnect exists between the police and public, no active participation of the public in policing activities. Public even refuse to share information about crime, criminal, daily happenings which are known to them.

Hence problem statement can be listed as below.

- i) Identify a suitable tool/mechanism which is already well established in policing, so that no fresh mechanism need to be established.
- ii) Identify the areas where actually suitable changes are required in the existing mechanism.
- iii) How to involve the people/citizens in this mechanism and to establish a relationship between them and the police?
- iv) How to empower the constabulary to win the trust and respect of people?
- v) To create a foundation for community policing and to reduce the trust deficit towards the police.
- vi) How to improve regular policing?

5. Critical assumptions and constraints:

Critical assumptions:

Existing beat system is selected as a mechanism to achieve the objective of the project i.e., 'People friendly policing and empowerment of the constabulary' assuming that the beat system is a time tested mechanism.

Constraints:

When new sub beat system was introduced as a pilot project in November 2015 in one of the police station of the district the following constraints were forthcoming/faced.

- i) In new sub beat system, beat is reorganised and beats are divided into sub beats. On the principle of ‘one sub beat (village) – one police’ each sub beat was allotted to a constable or a head constable, it is found that number of sub beats are more compare to actual total strength of constables and Head constables.
- ii) Constables and Head constables were hesitant to take complete responsibility of their sub beats thinking that it will burden them. Some of the police station staff who were actually doing only desk work in the police station were reluctant to accept this system of allotting sub beats to each and everyone in the police station. In the sub beat system, all the work is decentralised sub beat wise. Every one is treated equally. This created dissatisfaction among those who were given importance in the previous system. They even tried to obstruct the implementation of the sub beat system.
- iii) Identifying and impartial selection of suitable and active public as sub beat members across the social groups is a challenge. Care should be taken to see that bad elements should not be enlisted as sub beat members.
- iv) Constabulary were lacking in soft skills like interacting with sub beat members, collection of useful information, roping in cooperation of sub beat members, to instill

confidence in sub beat members, conducting sub beat meetings etc.,

- v) To develop a system of multi level supervision and review at police station level, circle level, sub division level, district, level.
- vi) Imparting training to officers and staff and need of information and training manual.
- vii) Lack of confidence of the sub beat members in police to share the information with sub beat staff.
- viii) Sub beat members were unaware of their responsibilities.

6. Implementation Strategy:

6.1 Implementation Strategy

To make the existing beat system a people friendly and community policing initiative the following strategy is adopted.

- i) **Sub beats:** Unwieldy beats are divided in to smaller and well defined geographical areas and named as sub beats.
- ii) **Community policing initiative:** Selecting citizens minimum 50 (both men and women) across the social groups from each sub beat on the basis of a standard criteria.
- iii) **Communication:** Photos, phone numbers, addresses of each sub beat member is compiled sub beat wise in a pocket size book and given to sub beat staff. Similarly each sub beat member is given with a pocket size book with phone number of sub beat staff and all the officers up to DSP. Sub beat staff and sub beat members together will

form a beat team. Communication is ensured through phone contact, whenever they meet signatures will be exchanged in their respective pocket sized books. Monthly beat team meetings are made compulsory.

iv) **Empowerment:** Sub beat constable or Head constable are entrusted with all the police duties, responsibilities of the sub beat. In true sense sub beat staff is like Sub Inspector to that sub beat. Sub beat staff is the 'beat police chief'. Monthly sub beat meetings will be conducted by the sub beat chief. Even when senior officer participate in the beat meetings the sub beat staff will be seated by the side of the officer and equal respect will be given to them.

v) **Supervision & review:** Multilevel supervision from station level to SP office is designed. Standard formats for measuring deliverables are designed for the review of performance. System of reward for good work and punishment for poor work should be in place.

vi) **Training:** Suitable training is designed to officers and staff about the functioning of sub beat system. A training manual is designed and given to all. A documentary film is made to market the new initiative and shown to all to understand the system and to take active role.

6.2 Deliverables:

Impact study is done and this can be categorised in to two.

- a) Quantifiable deliverables.
- b) Non quantifiable and qualitative deliverables.

a) Quantifiable deliverables:

Parameters are taken to measure improvement in regular policing and comparison is made between before implementation of this project (2015) and after implementation of this project (2016).

Regular police duties	Before implementation 2015	After implementation 2016
Serving of beats	9740	29098
No. of public contact meetings	Nil	8112
Service of summons	91.55%	96.76%
Execution of warrants	85.08%	91.03%
Petition enquiry by beat officers	36%	100%
Passport verification by beat officers	40%	100%

NCR Enquiry by beat officers	42%	100%
Character & antecedents verification by beat officers	44%	100%
Rowdy checking. How many times by beat officers (Total - 821 - rowdies in the district)	3641	9262
MOB Checking by beat officers. How many times. (Total No. of MOB-3007 in the district)	5735	10120
Communal Goonda verification by beat officers (Total No. of Communal Goondas-485 in the district)	583	4584
Participation of beat officers in investigation	47%	100%
Participation of beat officers in raids against illegal activities	17%	100%
Reduction in IPC cases	2208	2045
Increased number raids against illegal activities	1504	1714
Reduction in property offences	182	169

- This has shown an excellent improvement in regular policing.
- b) Non quantifiable and qualitative deliverables:**
- These deliverables cannot be quantified but qualitatively can be seen in daily police work.
- i) This system is very effective in bringing police and people close to each other.
 - ii) The principles of community policing is implemented effectively.
 - iii) Trust deficit towards police is reducing, this is demonstrated by the volunteer information flow by the public and their readiness to cooperate with the police at sub beat level.
 - iv) Police are getting quick and accurate information about the happenings in police station limits.
 - v) The constabulary is feeling empowered and people are respecting them. The social esteem of the constabulary has gone up.
 - vi) The job satisfaction level of the constabulary has gone up.

- vii) In Belagavi district every village and town is having substantial number of police friends in the form of sub beat members. In Belagavi district total 62,394 sub beat members are enrolled.
- viii) Every police staff in the police station are given equal opportunity to play a meaningful role in police station work.

6.3. Stakeholders:

- i) **People:** The target of the entire project is to ‘reduce the trust deficit towards the police’. The service to the people is the main motto. Hence people are the key stakeholders to this project.
- ii) **Police Constabulary:** Police constabulary is the primary stakeholder. The target is to empower them to get the respect, job satisfaction and social esteem.

6.4 Related Projects: Government of Karnataka has recognised the impact created by this project i.e., ‘New Sub beat System’ in Belagavi district and made an order to extend this to the entire state in the name of ‘Improved Beat System’.

6.5. Work Plan

This project ‘sub beat system’ is taken as pilot project in Kitturu police station of the district. The previous beat system was studied and to make this system a people friendly community policing system and to empower the constabulary the following work plan is adopted.

i) **Division of beats in to sub beats:**

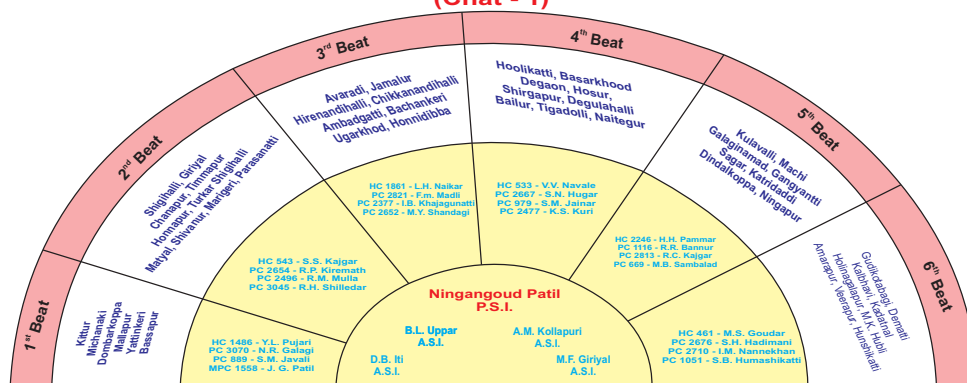
The previous beats which are very big and unwieldy (Chart No. 1) are divided into sub beats. Each village of the beat is considered as one sub beat. Bigger towns are divided in to two or more sub beats.

For example in the previous system. Beat No. 1 was having 6 villages, this is divided in to 6 sub beats, namely 1A, 1B, 1C, 1D, 1E, 1F, likewise beat no. 2, beat no. 3, beat no. 4, beat no. 5, beat no. 6 are divided in to sub beats. (Chart No. 2)

Chart No. 2 shows how 6 beats are divided in to 50 sub beats



BELAGAVI DISTRICT POLICE
In “New Beat” System Staff Deployment Chart
(Chart - 1)

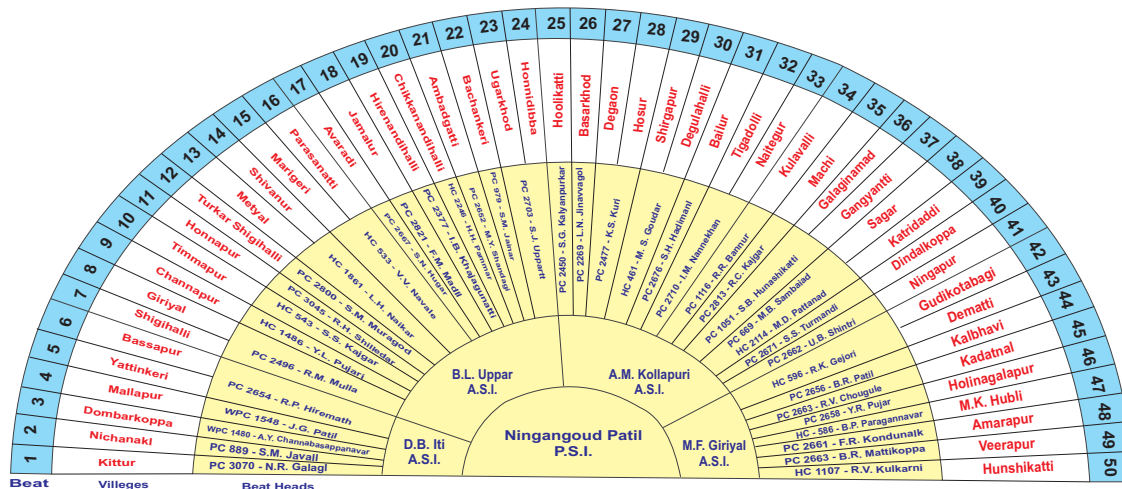


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BELAGAVI DISTRICT POLICE

“Improved Beat” System Staff Deployment Chart (Chat - 2)



ii) **Allotment of sub beat to staff:**

On the principle of ‘ONE VILLAGE - ONE POLICE MAN/POLICE WOMAN’ each sub beats is given with one constable or one Head constable.

In Kitturu police station total 50 sub beats are created but the actual strength of constabulary (including woman staff) was 40. In this scenario to adjust this difference some of the sub beats (normally two small villages) are clubbed and given to one constable or Head constable. With respect to this allotment a detail chart is prepared (Chart No. 2). Like this one staff is given a sub beat or two sub beats but at no circumstance one sub beat is given with more than one constable or Head constable.

iii) **Empowerment – Powers and Responsibilities of sub Beat Staff:**

Sub beat staff allotted to each sub beat are designated as ‘sub beat police chief’. All the police

duties with respect to that sub beat are given to them like,

- i) Service of summons.
- ii) Execution of warrants.
- iii) Passport verification.
- iv) Job verification.
- v) Character and antecedents verification.
- vi) Helping in the investigation pertaining to the crimes registered in that sub beat.
- vii) Checking of M.O. criminals.
- viii) Checking of rowdies.
- ix) Checking of communal goondas.
- x) Generating reports with respects to security sections under Cr. PC.
- xi) Conducting meeting of sub beat staff.
- xii) Curbing illegal activities etc.

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Overall the sub beat staff is completely responsible for all the happenings in the sub beat. Sub beat staff will be like a Sub-Inspector to that village. Sub beat staff is the key link between sub beat and police station. All the police powers with respect to that sub beat and responsibilities are given to the sub beat chief.

iv) **Selection of Sub Beat Members – A People Friendly Community Policing Initiative:**

From each sub beat minimum 50 public (both men and women) from different caste, religion, class and age groups are selected as sub beat members. For this separate criteria is fixed. Members from peace committee, youth organisations, retired government officers, leaders of different/religious, castes, slum dwellers, those who are useful from police point of view are selected as members. In each sub beat, sub beat staff and beat members together will form a beat team.

The photos and phone numbers of each sub beat member is collected and compiled in a pocket sized book, which will be given to that sub beat staff. This will make the communication easier.

Similarly a pocket size book containing the photo and phone number of sub beat staff and phone numbers of officers is given to each sub beat member. In both these books blank sheets are provided to exchange the signatures whenever the sub beat staff and sub beat member meet.

v) **Sub beat visits, meetings and halt:**

Sub beat staff will visit the sub beat whenever there is a necessary like serving of summons, warrants etc. In these visits also they should meet available sub beat members.

A monthly beat service is made compulsory. In this monthly visit sub beat staff should conduct beat team meetings and exchange information. In these meetings not only issues pertaining to policing but also civic issues will also be discussed. Sub beat staff is instructed to find solution at their level or they may approach higher ups to resolve the problem. In these meetings sub beat members are encouraged to speak about the problems and to share information.

Monthly halt of the sub beat staff at a neutral place like schools, village panchayat office is made compulsory.

vi) **Documentation:**

- i) Each sub beat will have a **sub beat information book**, in which all important information like Sub beat map, names, phone numbers and addresses of sub beat members, important persons, list of MO persons, rowdies, communal goondas, Law and order issues, important events, list of wine shops, bar and restaurants, any information useful for policing about the sub beat is collected and documented.
- ii) **Sub beat book**: All visit to sub beat, information collected, work done, sub beat meetings held will be recorded in the own handwriting of sub beat staff.
- iii) **Docket file**: Each sub beat staff is provided with a docket file to file the copies of reports, verifications and all other records pertaining to the sub beat.
- iv) **Sub beat members register**: Addresses and phone numbers of the

sub beat members are compiled station wise and copies will be kept at police station level, circle office, DSP office & SP office.

vii) Supervision:

At the police station level the first level of supervision is given to Assistant Sub Inspectors (Chart:02). For example in Kitturu police station 50 sub beats are divided between 4 ASI's. Their main job is to ensure the sub beat service, sub beat meetings, sub beat visits, documentation and ASI also may visit sub beats randomly and attend meetings to verify the performance of sub beat staff and to interact with sub beat members.

Police Sub Inspector is at the second level supervision. Overall supervision of all the sub beat staff, weekly review is the responsibility of PSI. 50% of the monthly sub beat meetings PSI has to attend.

The third level supervision is at circle level. Circle Inspector will visit the police station and review the performance. Every day CPI office will randomly make a phone call to one sub beat member from each police station and enquire about performance of the sub beat staff and their relationship with the beat members. 20% of the monthly meetings will be attended by CPI.

The fourth level of supervision is from DSP office. During police station visits and crime review DSP will review implementation of sub beat system. Every day DSP office will make a phone call to one of the sub beat members in each of the police station limits and interact with sub beat members. 20% of the monthly sub beat meeting will be attended by DSP.

The fifth level of supervision is at SP office. In monthly crime review police station wise sub beat review will be done. Every day the special branch of the SP office will call sub beat member from each police station and interact with them, get the feedback and record it, submit it to SP for perusal.

CPI, DSP & SP office will make remarks, issue memos on the basis of feedback to PSI and sub beat staff.

viii) Review:

Formats are designed to review performance of each police duty assigned to sub beat police staff. These formats collect the data station wise and overall performance is reviewed.

On the basis of the review suitable instructions will be issued to the concerned.

ix) Training:

Training is needed to give awareness about.

- a) Dividing beats in to sub beats.
- b) Assignment of constabulary to sub beat on the principle of 'One village–One Police'.
- c) Data collection and documentation.
- d) How to select sub beat members across the social groups.
- e) Duties and responsibilities of sub beat staff.
- f) How to conduct beat meetings.
- g) How to win the confidence of beat members.
- h) Soft skill tips.

The first round of training is given to PSI, Circle Inspectors and DSPs.

The second round training is organised at subdivision level to all the staff.

x) Mini Manual:

A mini training manual giving all the details about sub beat system is compiled and given to all constables, head constables and officers so that they can readily refer it.

xi) Documentary film:

A short film documenting the implementation of sub beat system, its impact, how it is helping to bring people and police together as a community policing initiative, empowerment of constabulary and improvement in regular policing and reduction trust deficit towards police, is made and shown to every stake holder including sub beat members. This

helped in marketing the project with decision makers at department and government level.

Model Beat System – state wide implementation – Institutionlisation:

This project has helped in brining police closer to people, empowerment of constabulary, reducing trust deficit towards police and improvement in regular policing. This made the project to be declared as ‘model beat system’. On the lines of the new sub beat system, ‘improvised beat system’ is implemented throughout the state from 01.04.2017 through Govt order No: HD 109 SST 2017 dated 21.03.2017 and standing order no. 1017 dated 24.03.2017.

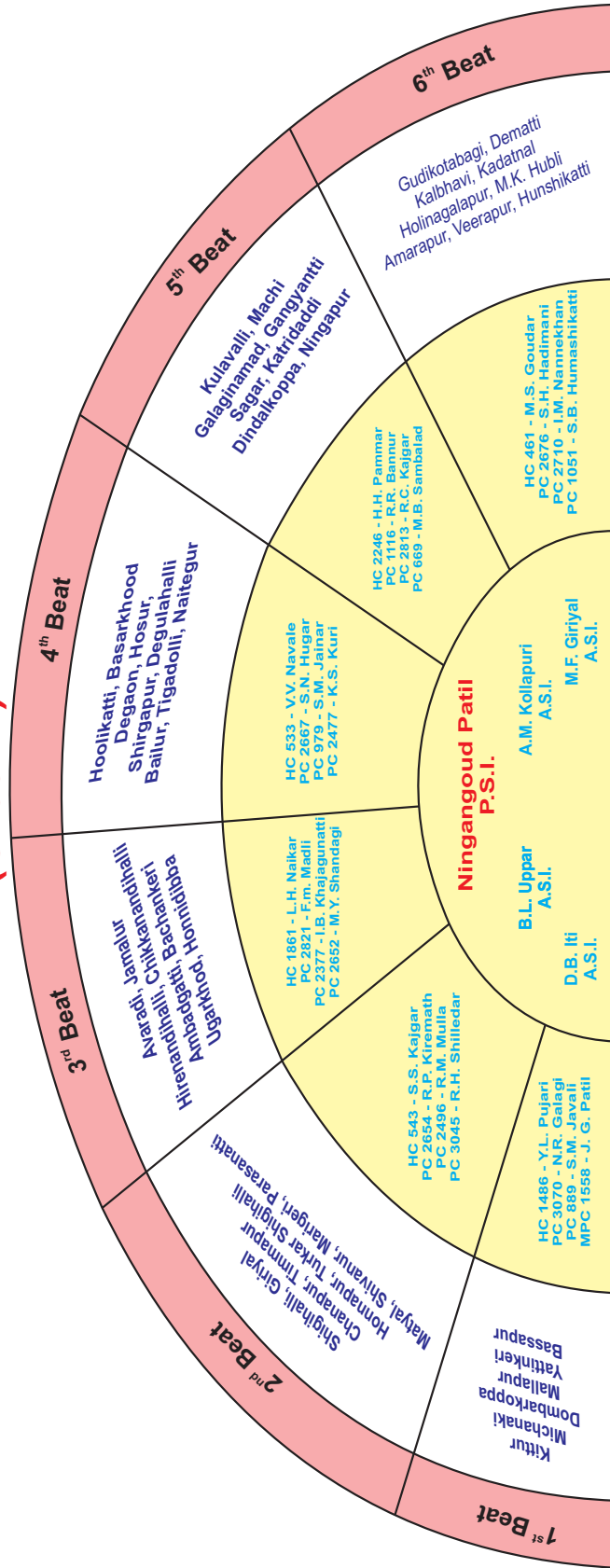
Now ‘new sub beat system’ is institutionlised in the name of ‘Improvised beat system’ and brining police closer to people, reducing the trust deficit towards the Police, empowering the constabulary and the improving regular policing.

(Chart No.1)



BELAGAVI DISTRICT POLICE

In "New Beat" System Staff Deployment Chart (Chat - 1)

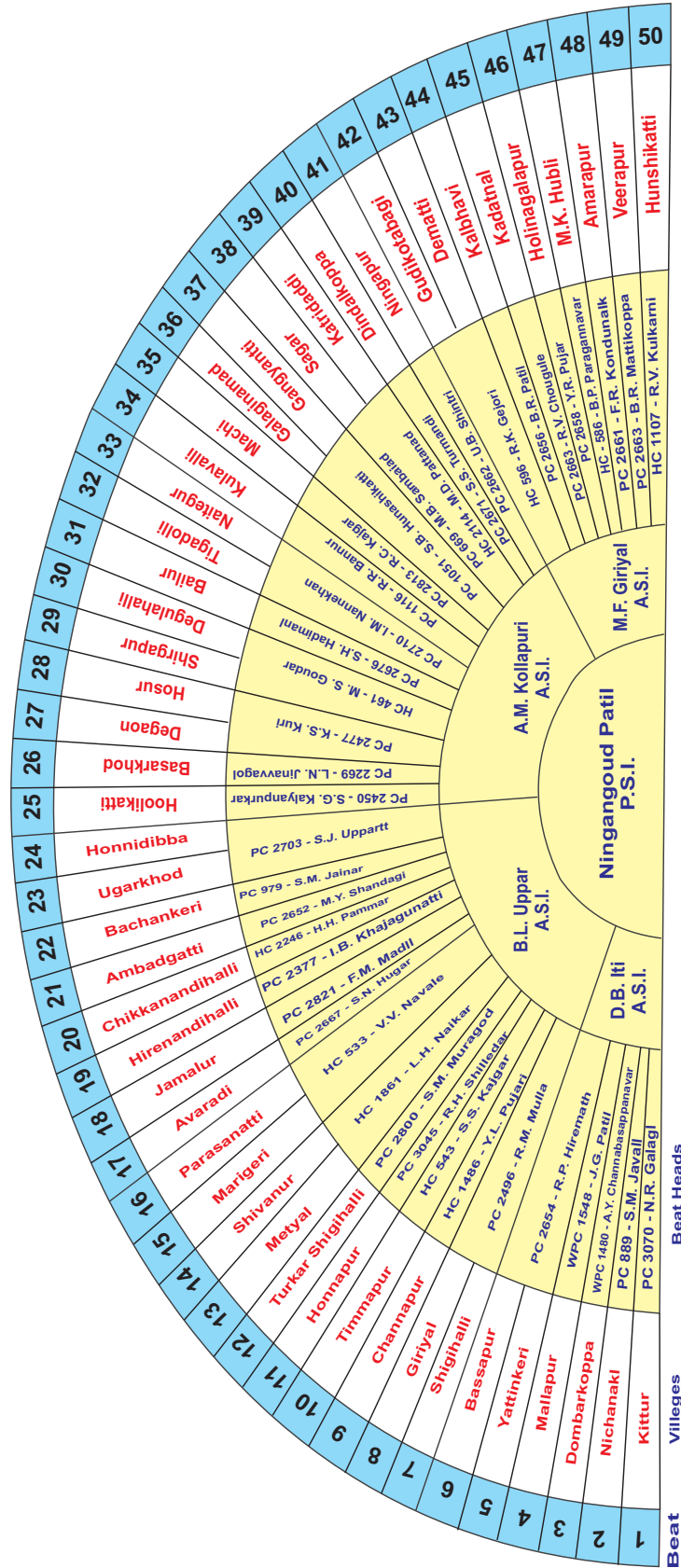


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BELAGAVI DISTRICT POLICE

“Improved Beat” System Staff Deployment Chart
(Chat - 2)



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Beat system is a key to effective policing. Belagavi district police has introduced an innovative New Sub Beat System as a community policing initiative. In this the main thrust is to take the community into confidence, continuous interaction with the community, empowering subordinate ranks and reducing the 'trust deficit' towards the police.

THE LIMITATIONS OF THE PREVIOUS BEAT SYSTEM

Prior to 2009, the best system was just an instrument for collection of information about crimes and criminals. The beat area was so large, collection of information and frequent visit to beats was very difficult.

In 2009, the old beat system was improvised and changes were brought in to make the police people friendly and to seek cooperation of citizens. But it is failed to take off as a community policing initiative and was not able to give the expected results for the following reasons.

- The old beat structure was retained in which each beat consists of 8-10 villages. This made the beat visitations, collection of information and contact with the people very difficult.
- To each beat 4-5 Constables/Head constables were assigned for beat duties. Hence, it was difficult to fix the responsibility.
- Civilian members selected in the beat were spread over in various villages of the beat hence the difficulty to establish coordination between them. Beat members were also not ready to come to beat meetings in any one of the villages in the beat.

- The officers and subordinate staff were not trained to communicate with the community.
- Proper supervision was not in place at police station, circle, subdivision and district levels.
- Importance was not given to empower Constables and Head constables.

NEW SUB BEAT SYSTEM–2016 (A Community Policing Initiative)

Keeping in mind the above limitations and hindrances and to make the Beat System a community policing initiative New Sub Beat System is designed on the basis of following principles.

BEAT: Dividing Police Stations into small, well defined geographical areas as beat.

COMMUNITY: Selecting citizen across the social groups in the beat as beat members.

COMMUNICATION: Continuous communication between beat staff and beat members.

EMPOWERMENT: Entrusting a beat to a particular Constable/Head Constable and giving all the police duties, powers and responsibilities to them. Literally beat staff is the police chief of that beat having power and responsibility.

SUPERVISION: Continuous supervision at different levels.

TRAINING: Training the officers and subordinate staff to interact, communicate and to address the policing and civic problems of the community.

THE INNOVATE: CHANGES INTRODUCED THROUGH NEW SUB BEAT SYSTEM

Within the scope of existing Government orders and departmental circulars the changes are brought in.

BEAT STRUCTURE (ORGANIZATION)

- Beat structure (organization) is changed. Beats are divided into sub beats. In this system every village and town is considered as a sub beat.

BEAT ASSIGNMENT

- On the principle of 'one village—one policeman'. Each Sub beat (a village or an area in towns) is given to a Constable or a Head Constable of the police station.
- All the Police Constables and Head Constables of the police station are assigned to sub beats.

COMMUNITY POLICING INITIATIVE

- From each sub beat minimum 50 public (both men and women) from different caste, religion, class and age group are selected as beat members. In each sub beat, staff and beat members together will form a beat team.
- The sub beat members and the sub beat staff are provided with pocket size books containing phone numbers and other details. Whenever they meet they will exchange signatures. On day to day basis they will be in touch with each other through phone

contact. The sub beat members are encouraged to report any incident in the sub beat (village). Sub beat members will also help in policing work related to that village (sub beat). This continuous contact will improve the relationship between police and public, reduces the trust deficit.

- **Beat Meetings:** Every month one beat team meeting (Beat staff + members) is compulsorily organized. In these meetings beat members are encouraged to discuss about all issues including civic problems of the beat. Beat staff are advised to give patient hearing and try to solve the problem at their level or by bringing it to the senior level. This will bridge the gap and win the trust of the general public.

Beat members are not just informers, they are the sensors and contact point between the community and the police.

EMPOWERMENT OF THE POLICE

- **All police duties and responsibilities** of each sub beat is given to sub beat Constable or Head Constable. The service of summons, execution of warrants, all type of verifications, enquiries, non cognizable issues, checking of M.O. criminals, rowdies, communal goondas, investigation of the cases registered in the sub beat, collection of information about crimes and criminals, visit to dalit colonies etc., are given to the respective sub beat staff. All the powers and responsibility with respect to sub beat is given to them. The powers and responsibility will go together; this will empower the sub beat staff.

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- The sub beat staff will conduct **monthly meetings**. In this meeting they will discuss issues related to policing and to civic problems. The sub beat staff is declared as the police chief to the sub beat. He/she will be the link or bridge between the village (sub beat) and the police station. This will improve the image of the police staff and people start respecting them.
- The sub beat staff will make a compulsory **monthly night halt** in the village.
- Unlike in previous system where few were given more importance, in the present system all the staff of the police station are given an equal opportunity to play a meaningful role.
- All the visits and happening in the sub beat will be compulsorily recorded in sub beat information book.
- **System of reward** to good work is in place.
- All staff and officers are trained in the new sub beat system. They are provided with **mini hand book** containing details about the working of the sub beat system.
- **Four levels of supervision** from police station level to office of Superintendent of Police is in place.
- **Monthly review** is being done and advisories are sent.

IMPACT STUDY

- **The experience of the past one and a half year in Belagavi district shows that sub beat system is very effective in bringing people and police close to each other.**
- **The concept of community policing is implemented effectively.**
- **Police are getting accurate and quick information about the happenings in police station limits.**
- **Public are getting accurate and quick information about the happenings in police station limits.**
- **Public are volunteering in giving information and cooperating with the police.**
- **The power and responsibility given to the lower level staff has made them feel empowered and people are respecting them.**
- **The job satisfaction level and esteem of the Constables and Head Constables has gone up.**

The below statistics demonstrates the positive results achieved through sub beat system.

RESULT OF THE NEW SUB BEAT SYSTEM IMPLEMENTATION

(Statistics for the Entire year)

Police Duties	Before Implementation (2015)	After Implementation (2016)
Serving of beats	9740	29098
No. of public contact meetings	Nil	8112
Service of summons	91.55%	96.76%
Execution of warrants	85.08%	91.03%
Petition enquiry by beat officers	36%	100%
Passport verification by beat officers	40%	100%
NCR Enquiry by beat officers	42%	100%
Character & antecedents verification by beat officers	44%	100%
Rowdy checking. How many times by beat officers (Total - 821 - rowdies in the district)	3641	9262
MOB Checking by beats officers. How many times. (Total No. of MOB-3007 in the district)	5735	10120
Communal Goonda verification by beat officers (Total No. of Communal Goondas-485 in the district)	583	4584
Participation of beat officers in investigation	47%	100%
Participation of beat officers in raids against illegal activities	17%	100%
Reduction in IPC cases.	2208	2045
Increased number raids against illegal activities.	1504	1714
Reduction in property offences.	182	169

**GIVEN EFFECT ALL OVER THE STATE
FROM 01.04.2017**

Honourable Home Minister of Karnataka Dr. G. Parameshwara paid a surprise visit to one of the police stations of the district on 30.11.2016 and reviewed functioning of sub beat system. He was impressed by the results after interacting with the Constables and Head Constables.

Honourable Chief Minister of Karnataka, DG & IGP and senior officers are impressed by this Community Policing Initiative. New Sub Beat System implemented by Belagavi district police is considered as a model beat system and a effective Community Policing Initiative in the State. Now

Government of Karnataka modified the 2009 beat system on the lines of New Sub Beat System through Government order No. HD 109 SST 2017 dated: 21.03.2017 and further Karnataka police department brought a Standing Order to this effect (S.O. No. 1017 dated: 24.03.2017).

From 01.04.2017, the Beat System is in place as a 'improvised beat system' in all the districts of Karnataka.

Belagavi District Police
Office of the Superintendent of Police,
Belagavi
Ph: 0831 2405204
e-mail: spbgm.gov.in@ksp

“Community Policing for Senior Citizens”

OLD BUT NOT ALONE.
Delhi Police cares for senior citizens.

- Delhi Police Senior Citizen App
- Regular advice on safety & security measures
- Home visits to check on their security
- Identity cards to ensure close monitoring
- Police verification of domestic help
- Regular interaction over the phone

Senior Citizen Helpline - 1291

Agewell

Let's join hands to extend senior Citizens a helping hand

Let's listen to them and understand Old Age

Training & Sensitization Campaign

Micro Mission: 02 (Community Policing)

'The Think Tank for Indian Police'
'Promoting Good Practices and Standards'

COMMUNITY POLICING FOR SENIOR CITIZENS

Introduction

Community policing is the forging of cost effective problem solving partnership between the police and the community. The concept of community policing envisages the citizens taking lead in identifying the issues of crime/order in their area with police playing the role of facilitators for enabling the citizens to attend those issues. Micro Mission-2 of National Police Mission had in 2009 submitted to Government of India its “Overarching Model of Community Policing” with the suggestion that the project may be implemented throughout the country. Subsequently, the MM started preparing a bouquet of projects suitable for different situations. This project is one among these and strives to address, through community involvement, various problems being faced by our senior citizens.

According to the 2011 census, there are 10.4 crores (104 millions) Indians above sixty years

of age which constitutes 8.6% of the total population.

Population of senior citizens is increasing rapidly and it is expected that this number will grow to 173 million by 2026. According to United Nations Population Fund, by 2050 India will be home to one out of every six of the world’s older persons. Only China will have a larger number of elderly population. In China the share of elderly population will increase to 23.9% by 2050. Japan today is the only country with more than 30% of its population aged 60 or above. By 2050 there will be 64 countries where older people will make up more than 30% of the population. In USA the share of seniors is expected to increase from 13.1% in 2010 to 21.4% in 2050. Japan where the share is already high is projected to experience an increase to 36.5% in 2050.

Fig. 1. Distribution of population in India over decades



Protection and care of such a sizable population, especially a large number of whom do not have any one to take care of them properly, is going to be a major challenge for the state governments and police forces in India in the coming years.

Govt. of India has promulgated the Maintenance and Welfare of Parents and Senior Citizens Act 2007 (Central Act 56 of 2006) to ensure the safety of senior citizens. The above legislation by itself will not address a majority of the problems senior citizens are likely to encounter. Hence, there is a need to supplement the efforts of the government and courts through appropriate community policing programmes for the overall protection and welfare of senior citizens.

Various programmes focused on senior citizens for crime prevention and post victimization

through community policing are already being implemented in some parts of India as well as abroad. This project aims at drawing lessons from such successful initiatives and developing an effective partnership of police with senior citizens in India.

During the preparation of this project, views of senior serving and retired police officers were solicited through ‘India Top Cop’ and have been integrated in this report. A small study has also been conducted on the existing practices/models of community policing for senior citizens existing in different states of India and different parts of the world. A summary of some of the prominent initiatives may be seen at annexures 1 & 2. Most of these initiatives have also been incorporated in this project. It can be implemented through the structure created for the implementation of the Overarching Model of Community Policing.

Project	Community Policing for Senior Citizens
Project Manager	Shri Anant Kumar Dhul, IPS, Director General of Police, HHRC, Haryana
Version Number	2
Draft as of	April, 2017

1.1 Background

In order to bridge the gap between senior citizens and the police and to ensure their better safety and security as well as to make their life easier, it is proposed to build a community policing model with a decentralized beat policing as the foundation. This model of community policing for senior citizens is an adjunct to the pan-India ‘Overarching Model of Community Policing’. This model encompasses interface of police with senior citizens at the beat and police

station level. While constituting the police station and beat level Community Liaison Groups (CLGs) for the implementation of the Overarching Model, care should be taken to include the representatives of senior citizens in them. Similarly, while calling for applications for enrolment of ‘Police Mitras’, assistance to senior citizens can be indicated as one of the fields for which they can volunteer. Physically fit and mentally alert senior citizens can also be considered for enrolment as ‘Police Mitras’ for this purpose.

2. Overview

2.1 Project Title

Community Policing for Senior Citizens.

2.2 Vision

To develop an atmosphere in the community where the senior citizens can lead a peaceful and dignified life with the support of the community and police.

2.3 Project objectives:

- To transform the interface between the police and the senior citizens and to involve senior citizens in a problem solving partnership with the police through community policing initiatives.
- To provide meaningful and effective protection to senior citizens and to ensure their safety and security.
- To instill confidence in senior citizens by removing their sense of insecurity.
- To provide guidance to senior citizens to have access to emergency services including medical assistance.
- Empowerment of senior citizens to live independently and tapping their vast experience for service to the society.
- Enlisting the cooperation of NGOs and members of the civil society for ensuring decent living conditions to senior citizens and also to extend help in distress situations.

- Increase awareness of the senior citizens about various services/facilities available to them, including crime prevention and victim assistance programs.
- Establish and maintain contacts with senior citizens, faith groups, retirement homes and other organizations in the community.
- To encourage/ facilitate organizing of seminars relating to issues pertaining to senior citizens.
- Develop and implement in cooperation with the police, programs and the strategies to address concern of senior citizens. These may include presentations, working with senior citizens in their social environment, information exhibits and the use of media to relay information
- Improve the quality of life for the seniors w.r.t. knowledge, security and faith for the system.

2.4 Purpose of the project:

Why should we be concerned?

- Safety and security of senior citizens, especially those living alone, is a matter of concern for the police. The life expectancy has gone up considerably due to achievements in the medical and social welfare fields and the population of persons above 60 years has increased considerably.
- Many senior citizens live alone in very big houses due to many social and cultural factors. Living alone can increase feelings of vulnerability and anxiety about personal security and security of the home. Hence, it

is necessary for the family, community and the senior citizens themselves to be aware of the problems, know their solutions and take possible precautions to ensure security.

- Senior citizens are the most rapidly growing segment of the population and are likely to become victims of various crimes. They are among the most vulnerable. Thefts and scams are generally the common ways that senior citizens are targeted.
- They could also be victim of threats/maltreatment from their own relatives, domestic help, landlords, tenants, strangers, thieves, intruders etc.
- They are also vulnerable to the accidents and other mishaps even in their own house.
- As we age, our body functions deteriorate and we become less able to defend ourselves or project a confident image.
- As they age, seniors may suffer mental impairment or dementia.
- Senior citizens may become victims of elder abuse, which may include physical, sexual, psychological and financial abuse or neglect by family members or someone known to them.
- Senior citizens may be abused or neglected while in the care of nursing homes.
- Because they can have significant financial resources, senior citizens are often the targets of fraud.
- Senior citizens may be lonely and susceptible to persons who prey upon that characteristic.

- Senior citizens may have difficulty in verbally communicating effectively.
- Senior citizens may have diminished or impaired driving skills and thus become a traffic safety hazard

From the above discussion, it is clear that senior citizens belong to a highly vulnerable class of citizens and are quite likely to become victims of crime/frauds/abuse etc in the absence of adequate measures undertaken for their protection. The objective of this project is to create an institutional framework, with the support of government and involving all stakeholders, to provide effective protection to senior citizens to ensure their safety and security and to develop awareness and confidence among them. This project will thus result in a healthy partnership between the police and the community and improve the image of police.

2.5 Sponsors of the project:

The programme will be jointly sponsored by both the Central and State Governments.

2.6 Project Benefits

- Creation of an institutional framework to provide effective protection to senior citizens
- Empowerment of senior citizens through better knowledge and awareness of schemes being run for them.
- Tapping the energy and vast experience of senior citizens and utilizing it for the service to the community as well as nation.
- Improved police image with faith and confidence of public in police.

- Crime prevention and detection particularly w.r.t crimes against senior citizens
- Better national security through improved intelligence and more vigilant local citizenry.

2.7 Situational Assessment and Problem Statement

Senior citizens in India face vulnerability to crime and elder abuse due to their reduced capability to defend themselves because of old age. The negative police image and the distrust it breeds among the common citizens makes police working difficult as the people are hesitant to cooperate with the police. In the current security scenario, it is essential to develop channels of trust, goodwill and co-operation. Moreover, considering the multifarious tasks the police is performing, inadequacy of staff will be a perennial problem and the police will be able to discharge all its duties more effectively with the active involvement of the local citizens in policing tasks. Senior citizens constitute a sizeable section of the society with vast experience. Their energy, experience and enthusiasm remains underutilized in community policing as well as in nation building.

2.8 Critical Assumptions and Constraints

- Senior citizens and other law abiding citizens, once they shed their fears and inhibitions about the police and develop confidence in police, will be willing partners in policing since every citizen is a stakeholder in not only his own security but in national security as well.
- State governments would accept the model recommended and provide sufficient funding as indicated herein.

- Focused community policing programs for senior citizens are still at nascent stage in India as well as in world.
- Attitudinal road blocks and mind-set issues like unwillingness on the part of police personnel to reach out to senior citizens and take up the additional workload.

3. Responsibility of the State /UT govt.

- The primary responsibility for the implementation of the scheme will be that of the State/ UT Government concerned.
- For the effective implementation of the scheme and to institutionalize the programme, the State/UT Government will have to play an active role through incorporation of community policing for senior citizens as an integral part of community policing in their areas. They should ensure independent monitoring of the implementation of the programme.
- The state government shall provide *recurring expenses and matching grants towards state's share* for the implementation of the program.
- Once the implementation starts, the *State Governments/field units may consider approaching some of the UN/international/national/local organizations/ foundations for funding various activities.*
- The state government shall also make adequate arrangements for the training of the beat officers and their supervisors in soft skills. They shall also train the Police Mitras/ CLG members to discharge the roles assigned to them.

- The state government shall issue instructions to all departments concerned that their local officers should cooperate with the police and make all efforts to solve the problems of senior citizens.
- International, domestic funding agencies, trade and commerce organizations and other organizations can be persuaded to sponsor some specific programmes undertaken by the police for the welfare of senior citizens.

4. Responsibility of the Central Government:

The Central Government will have to provide its share of total recurring expenditure required for the implementation of this programme.

- MHA may consider taking up the scheme with the Finance Commission for provision of funds for the implementation of the project.
- The Central Government, through the BPR&D and the members of the MM2, will provide support in terms of the initial briefing of the officers as well as arranging independent evaluation of the programme.
- A selected group of officers from MHA, BPR&D and MM2 may be constituted to monitor the implementation of the programme by the States/UTs.

Directives by Central Govt. :

The Center has directed states to ensure safety of senior citizens by urgently reviewing existing policing arrangements for them and prepare plans to face current and future challenges for their protection. The states/UTs have been asked to

prepare a database of senior citizens living alone, identify crime prone areas inhabited by them and issue guidelines in this regard. They have also been asked to ensure that beat staff along with community or NGO members regularly visit residences of senior citizens living alone.

5. Implementation strategy

Our elderly residents often fall victim to a wide range of crimes. Unprincipled individuals prey on the elderly with fraudulent schemes. Senior citizens unwittingly open their homes to thieves impersonating as service personnel, and become victims of various crimes in their own homes. Senior citizens and visitors on our city's streets are extremely vulnerable targets of robbers who snatch purses, jewellery etc. Even in the perceived safety of their homes, senior citizens become victims of abuse by uncaring family members and negligent caretakers and target of crime by servants etc.

Community policing programs for senior citizens revolve around three basic components i.e. beat officers, '*police mitras*' and community liaison groups (CLG). While implementing this project, the following points may be kept in mind:

- Empowerment of the beat officer and improvement in the quality of beat services delivered by them.
- Better prevention and detection of crime against senior citizens.
- Greater information flow leading to improved prevention and detection.
- Channelization of energy, experience and enthusiasm of senior citizens in policing as well as problem solving for the community.

- Conflict resolution through community empowerment and consequent reduction of communal/caste related incidents.
- Improved confidence of senior citizens and trust in police.
- Spread of knowledge and awareness of various programs being run for senior citizens.

6. Module for Community Policing for Senior Citizens:

Community policing for senior citizens will be implemented through the regular beat officers of the police station with the assistance of 'Police Mitras' and CLG members. Apart from the training about the beat duties given to the beat officers, they as well as the 'Police Mitras' and CLG members should be given additional inputs about the problems of the senior citizens, how to resolve them and how to deal with the elderly in a sensitive manner.

6.1 Functions and duties of the beat officers

The beat officers will start their work by conducting a detailed survey of all the residential, commercial and office buildings in the beat to familiarize themselves with the residents of the beat and collect details of the residents/owners, family members, servants/employees, tenants, their professions, telephone/mobile numbers, passports, vehicles and arms licenses.

Duties of Beat Officers

1. He will contact the people of his beat and educate them about preventing property crime. To this end, he will visit their homes and examine the nature of grill on the windows as well as the locks on the door.

2. He will educate the public regarding safety of vehicles parked outside the residences at night or offices/shops during day and persuade them to put extra locks on the vehicles.
3. He will remain acquainted with regular visitors, particularly such people as sadhus beggars and hawkers frequenting the beat. Knowledge of employees of telephone departments/Municipal Corporation who come for repair work is also useful.
4. He will acquaint himself with domestic helps, chokidars and drivers employed by various households in his beat and get their antecedents verified.
5. He will remain vigilant regarding anti-social elements and drug peddlers as well as users.
6. If he sees a house that is locked, he should contact the neighbours Police Mitras to help him keep an eye on the property.
7. Every day he will visit at least 10 different shops/offices/industrial units and generally check with them if they need any assistance.
8. He will visit five different houses/apartments everyday and check with the residents about their welfare.
9. If the sole/all occupant(s) of a particular house is/are above the age of 65 years, the beat officer/Police Mitras will render assistance to them with regard to driving license, ration card, gas connection, telephone connection, payment of electricity bills, pension matters etc. This will go a long way in enhancing police image while at the same time laying a solid foundation on which the edifice of community policing can be built.

10. Until Police Assistance Centres are set up, he will either through word of mouth or by whatever means available to him, circular a particular address/point in his beat where he will be available when not doing the rounds. Care should be taken that the location chosen does not generate unsavory issues. Reference should always be for a govt. owned premise, failing which and rules permitting, the premises could be rented

6.2 Police Mitra

Local citizens who are willing to actively assist the police in various policing functions for senior citizens should be enrolled by the Commissioner of police/district SP as Police Mitra. The beat officers shall strive to get enrolled 30-40 Police Mitras per beat

6.3 Community Liaison Group (CLG)

Will be established at the police station level and at beat level. Beat level CLG shall consist of around 8-10 members. They should be selected by SHO with the approval of SDPO preferably through a process of consultation and consensus, from among the Police Mitras of that beat and other local prominent and influential members. The beat level CLG shall meet atleast once every fortnight.

The police station level CLG shall consist of 25-30 members chosen by the SHO/SDPO with the approval of CP/SP from among the area coordinators of Police Mitras and other local prominent and influential members. The police station level CLG shall meet atleast once in a month.

7. Training and supervision

7.1 DGP may nominate one of the ADGPs as the nodal officer to coordinate the implementation, training, monitoring and

documentation of the community policing initiatives for senior citizens.

7.2 The beat officers and other police station staff should also be made to undergo suitable programmes to improve their soft skills.

7.3 A Community Policing Training and Documentation Center may be established under the overall supervision and guidance of the nodal officer. This Center will be responsible for training of the trainers who in turn shall visit the districts/police stations to organize the joint training of all the beat officers, Police Mitras and CLG members. These centers should be equipped to undertake all training programmes relating to community policing. DGP shall prescribe the records to be maintained and reports and returns to be submitted by various units. It may, however, be ensure that the field units are not burdened with unproductive paper work.

8. Preventive Measures/ Crime Preventive Programs

Various activities shall be undertaken by beat officers with the assistance of *police mitras* and CLG members. Local NGOs should also be associated by the beat officers for conducting these activities for a smooth and effective implementation of this programme. These include various crime prevention as well as awareness programmes. These activities are as follows:-

8.1 Personal Safety Recommendations to senior citizens

- In the home
- Safety in their car

- While shopping or out in public
- While using public transportation

8.2 Give Knowledge of Current Types of Frauds and Scams

8.3 Telephone Reassurance Programs for Senior Citizens:

Senior citizens who enroll in this program may be called daily by telephone to see if they are OK. Such calls can either be automated or manned

8.4 Senior citizen volunteers

The rich experience of the senior citizens who are in good physical and mental health can be tapped by the police for mutually beneficial community policing activities. They can be enrolled as CLG members/‘Police Mitras’. Their services can be used in dealing with the problems of the other senior citizens who need assistance under this program. They can become good assets in implementing programs like Alternate Dispute Resolution, Neighborhood Watch, conduct of various awareness campaigns, counseling of various types, etc. They can be used to counsel police personnel to improve their soft skills and performance. They can also be appointed as Traffic Wardens, Special Police Officers etc.

8.5 Self defence for Seniors:

A training programme may be started to train senior citizens in self defence.

8.6 Carrier Check:

Employees of Postal Department and courier may be encouraged to report when mail at the home of a senior citizen has not been collected.

8.7 Awareness programs:

- Police should run various awareness programs for senior citizens and give them helpline Nos. useful to them.
- Senior citizens should also be encourage to have any regular incoming cheques (social security, pensions, supplemental income etc.) deposited directly into their bank accounts.

8.8 Special Group Tours for Senior Citizens

Some State Governments periodically keep arranging group tours for senior citizens to various locations, particularly important pilgrimage centers. Beat officers and the ‘Police Mitras’/CLG members involved in the implementation of this program can disseminate information about such programs and assist senior citizens to avail themselves of these programs.

8.9 Use of Local TV Channels

Local cable & TV channels may be persuaded to have special programs to educate the public about the various problems of senior citizens and sensitize senior citizens about the safety and security issues that they are likely to face and the steps they should take.

8.10 Helplines.

The State Government/Police Department should consider launching helplines for senior citizens. Specially trained personnel should be deployed to man these helplines. They should listen to the complaints of the senior citizens and notify the authorities concerned who can solve these problems.

A research scholar working on senior citizens' problems in an area of Kerala where there is an abundance to senior citizens living alone, as their children are settled abroad, found that a majority of calls received by some special ambulances launched by voluntary organizations, when they responded to such calls found that the callers had no medical problems and called the helpline with the hope of having some human contact. This shows that how serious the problem of loneliness is to senior citizens. Hence, if personnel with an aptitude to engage lonely persons in a telephonic conversation are deployed in such helplines, it would be great service to lonely senior citizens.

8.11 Advise to the senior citizen community from the police:

Advisories should be issued by the police, as per the need, about various do's don'ts and other matters of interest to senior citizens.

9. Budget Requirement

The project does not have any financial implications as far as requirements of infrastructure/ fixed costs are concerned. However, recurring cost is required for payment of additional travelling allowance and out of pocket expenses to beat officers and rewards and incidental expenditure to 'Police Mitras' and CLG members involved in the project. The police will also require additional funds for launching helplines, conducting various awareness programs, preparation and printing of literature and the training of beat officers, and 'Police Mitras' and CLG members involved in the project.

It is suggested that a recurring cost of Rs 10 lakh per annum per police district may be provided for implementation of this project. The actual apportionment of the amount provided under this project may be left to the DGP who may do this taking –into account the size of the district, concentration of senior citizens, No. of police personnel, CLG members, *police mitras*, and other volunteers involved in the project etc.

The financial requirement given above is only indicative and would differ from State to State depending upon the local conditions and the exact mode in which the State Police/Government wants to go ahead with the implementation.

10. Conclusion

It is said that the most important criterion to judge how civilized a society is to see how it treats its elders. With the proportion of the senior citizens increasing in our country and an increasing number of them living without their children and other care givers, a time has come that police forces all over the country launch appropriate community policing programs for the benefit of such a vulnerable section of the society. Such programs should focus on effective delivery of police services to the senior citizens through police officers and volunteers from the community after assessing the local needs.

Finally, each generation passes on the torch of progress and development to the next and with the implementation and experience, this programme will evolve further.

Annexure-I**EXISTING MODELS/PRACTICES IN WORLD****(A) Seniors and Law Enforcement Together (S.A.L.T.) :**

Seniors and Law Enforcement Together (S.A.L.T.) was established in 1992 as a joint program with Halton Regional Police Service, Ontario Provincial Police and the Elder Services Advisory Committee (ESAC) in Canada with the mission to Respect, Educate, and Advocate and Communicate with seniors. It works for awareness and other available services for seniors such as:

- Crime prevention
- Victim assistance programs
- Maintain contact with seniors
- Faith groups
- Retirement homes
- Other organizations in the community to encourage and facilitate dialogue on matters relating to seniors.
- Advocate for seniors where appropriate.
- Use of the media to relay information.

(B) Senior Citizens Police Academy

The Senior Citizens Police Academy is sponsored by the O'Fallon Police Department in USA and is designed to educate the senior citizens of O'Fallon on the operations of their Police Department. This is accomplished through a series of lectures and activities. Some of its main functions are:

- Give senior citizens an in-depth view of the

everyday functions of their police department.

- The presentations are adjusted towards areas that seniors are most affected by: Disaster Preparedness, Elder Abuse, Emergency Medical Systems, Fraud, Identity Theft, Telemarketing Scams, Crime Scene Investigation, Home and Personal Security, Firearms Safety etc.
- Increase understanding through education and interaction with members of the Police Department.
- Give the senior citizens the opportunity to learn why police officers “can” and/or “cannot” do certain things.
- Increase police awareness to dispel suspicions, and to increase police/ community rapport through educational programs.

(C) Triad/senior resource alliance

In 1988, the American Association of Retired Persons (AARP), the International Association of Chiefs of Police (IACP), and the National Sheriffs Association (NSA), signed a cooperative agreement to work together to reduce both criminal victimization and unwarranted fear of crime affecting senior citizens. Some of its main functions are,

- Improved methods for reducing crimes against the elderly and enhance the delivery of law enforcement and social services to elders a group that appreciates, respects and supports law enforcement.

- Triad council sponsor seminars and workshops to educate people in crime prevention, health care, reduce fear and increase peace of mind for senior citizens.
- Provide a forum to discuss problems, develop and implement community wide solutions.

(D) Bellmead Police Department Crime Prevention for Seniors

Bellmead Police Department in USA undertakes various crime prevention programs developed specifically for senior citizen such as personal safety recommendations, neighbourhood of current frauds & scam affecting senior citizen etc.

Annexure- II**EXISTING MODELS/PRACTICES IN INDIA****(A) Activities of Odisha Police:**

In the recent past crime against elderly persons in the different parts of the State have exposed their vulnerability. To provide safe and secure atmosphere to senior citizens, “Senior Citizen Security Cells” were opened in the urban areas of the districts of the State. According to the Crime Branch Circular No.1/08, “The Senior Citizen Security Cell” will be part of the DIB with certain objectives like protection and safety of senior citizens with the help of local police, advise senior citizens on security measures, coordinate police verification and domestic help by local police stations etc.

Maintenance and Welfare of Senior Citizens Act, 2007 and the rules made there under by the State Government in the year 2009 have entrusted certain responsibilities to the police for the protection of life and property of senior citizens, which was circulated to all SsP vide Police Hqrs. letter No. M-07-08/392/Con dated 18.1.2016.

Now, having regard to the role of police as far as protection to life and property of senior citizens is concerned, in accordance with the provisions of the said rule, it is decided that the “Ama Police Samiti” constituted in the urban police stations of the State (Dist. Hqrs., Sub- divisional Hqrs., police stations under Commissionerate, any other police station with urban characteristics) shall take up activities to instill sense of security among the senior citizens residing within its jurisdiction. It may be mentioned here that as per Home Department Letter No. 12664/D&A dated 26.3.2013 which introduced community policing project, “Ama Police” has

defined one of the activities of “Ama Police Samiti” to help and take up and for senior citizens.

SsP/DCsP are therefore required to identify the “Ama Police Samitis” constituted under urban police stations in their districts and ensure that the following senior citizen-centric activities are included in their charter of duties and responsibilities:

- **Registration of Senior Citizens:** A register shall be opened in the proforma prescribed in the cell where every senior citizen interested in registering himself would fill up a registration form to be provided by the cell. After registration, he shall be provided with a registration number by the cell for future reference. For encouraging such registration, wide publicity shall be given through print and other media.
- **Dos and Don'ts to be circulated:** After registration, the senior citizen shall be provided with a copy of dos and don'ts that are printed and circulated by the district SP.
- **Collaboration with NGOs:** A list NGOs working in the district on problem and welfare issues related to senior citizens shall be maintained in the cell and their services may be utilized as and when required.
- **Police-Visits to Registered Senior Citizens:** Officers from the Senior Citizen Security Cell shall pay visit to some of the registered senior citizens every week, after taking prior appointment. Purpose of the

visit shall be to look into the physical security of the house, find out verification status of the domestic help and look into complaints, if any, of senior citizens.

- **Verification of the Domestic Help/Tenants:** Verification shall be done by the local police in the performa duly filled by the senior citizens and submitted to the Cell. The Cell shall forward the duly filled verification roll to the local police station concerned for verification of the antecedents of the domestic help.

The senior citizen centric activities of the “Ama Police Samitis” will be over and above the guidelines circulated vide CB Circular No. 1/08 and SP Hqrs. letter No.M-07-08/392C on dated 18.1.2016.

(B) Community Policing Programme: Delhi

- I. Delhi Police has a Senior Citizen Cell, online registration of senior citizens programme which has a senior citizens helpline No. 1291, issuance of senior citizens card and visit by beat constables to senior citizens. The central cell and the police stations work very closely and this has been a robust system which has stood the test of time for more than three decades.
- II. There is no doubt that the police station and the beat officer will be the service delivery end for senior citizens. This model is already working effectively in Delhi.

As on 15th August, 2016 there were 27,161 senior citizens on record with Delhi Police, 2,60,760 visits have been made to senior citizens, 1,84,550 telephonic contacts made, 25,586 identity cards

issued, 490 complaints received, 359 distress calls attended and 25,530 security audit done. The institutionalized mechanism for safety and security of senior citizens as available with Delhi Police are:

- a) Senior Citizens Security Cell,
- b) State Level Advisory Body – with Joint CP/ Crime as chairman at Police Headquarters Level. All the district police chiefs are members of this Advisory Body.
- c) District Level Advisory Body – with district police chief as chairman in every police district, one senior citizen from every police station as member.
- d) Volunteers’ Committee at Police Station level – Each police station has one or more volunteers’ committees. These committees maintain regular contact with the senior citizens and the police.

III. Funding may be an issue for this project because senior citizens are basically “citizens”, and would hence be covered under the overall police budget. However, additional funds would be welcome across the board. Funds can be asked only on the basis of specific schemes for senior citizens.

IV. Experience on senior citizens helpline 1291 in Delhi shows that senior citizens require a lot of counseling, and the maximum number of calls of senior citizens pertain to quarrel/ harassment by family members. At this juncture it is important to bring in a call centre concept where agencies like Help Age and other NGOs/Community Liaison Groups working in the area of welfare of senior citizens can be involved. Almost all citizens

utilize a telephone and it would be much easier for a senior citizen to speak to someone on telephone instead of having to visit a particular counselor because this would entail effort and expense.

Since MHA is now introducing a centralized emergency response system the concept of call centre for counseling services not only for senior citizens but also for other vulnerable groups like women and children can be dovetailed into this project. This will help keep the helpline free for emergencies. It is not desirable to have a senior citizen talking to the operator for a very long time since this may block other emergency calls. Hence , once it is understood that a senior citizen wants counseling, that call can be diverted to the Community Call Centre where Community Liaison Groups can take part in counseling of the senior citizens and provide him/her any further legal assistance and support.

- V. Senior Citizens should also be made aware of the State Legal Services Authority so that they can take recourse to free legal aid wherever required. It is seen that many senior citizens require such help.
- VI. The idea for self-defence for seniors is very relevant and can be implemented, BPR&D could format a customized self-defence programme for seniors in consultation with fitness and self-defence experts and offer training of trainers to states.
- VII. There has been a lot of demand from senior citizens for an SOS device which is linked to their families and also to No. 100 as many senior citizens are not comfortable using a

smart phone. This device will help them reach out to No. 100 in an emergency. This scheme is already in place for senior citizens in the US. BPR&D could shortlist such a device available in the market.

- VIII. The other ideas like personal safety recommendation, crime informational formats etc. can be run on the websites of the various state police. A separate link on the Home Page should provide all information required for senior citizens as well as other useful links.
- IX. The Carrier Check which implies tie up with Postal Department is a very innovative idea and can be tried out. When a postman finds that the *dak* has not been collected in the house of certain senior citizen he should report on No. 100 or the senior citizen helpline or the beat constable. This will require a lot of synergy to be developed between the departments.
- X. Since senior citizens are going to be a significant percentage of the population, there should be a specialized soft skills training for the beat constables and helpline operators to interact with senior citizens since young beat officers may find senior citizens either boring or irritating to talk to. A customized training module for beat/division officers, duty officers, SHOs & helpline operators of police stations can be designed by BPR&D for training of trainers.
- XI. The idea of using the able bodied senior citizens in the area as police volunteers and counselors is a great human resource idea since senior citizens may be very well qualified persons. This could be on the lines

of Kerala Police's Student Cadet Programme and BPR&D could work out a detailed scheme for this that can be implemented by the state

(C) Community policing programme (Saanjh) : Punjab

Saanjh is a six-tier body at the head of which is the Community Affair Division and State Level Steering Committee that provides policy guidelines, support for capacity building and strengthens systems of planning, management, participatory and integrity mechanism. At the district level, Community Police Resource Centers and the district level committees to ensure the networking of CPRCs with other government departments and administrative structures. It also streamlines the training of personnel at district level and coordinates with the fifth and sixth tier i.e Sub-division Community Police Suvidha Centers (CPSC) and Police Stations Outreach Centers (PSOC) at the police station level. It also includes protection of senior citizens.

(D) Care Aid and Relief to Elders (CARE): Kerala Police

It is a Kerala police initiative for the safety of senior citizens. Kerala police has established a State Senior Citizens Service Bureau (SCSB) at Thiruvananthapuram to coordinate the activities of all the District Senior Citizens Service Bureau. It has a dedicated helpline for senior citizens and all the calls to this centre gets immediate response from police all over the state. Facilities for online submission of complaints are also available. The SCSB keeps liaison with the Social Welfare Department, Revenue Officials, All major NGOs and the community for functioning. Some of its main features are:

- **Dedicated police helpline and on line submission.**
- **Senior citizen desk**
- **Elderly friendly officer**
- **Volunteer committee**

“A Community Policing Initiative for Children”



Micro Mission: 02 **(Community Policing)**

*‘The Think Tank for Indian Police’
‘Promoting Good Practices and Standards’*

Children & Police (CAP)

A Community Policing Initiative for Children

*“Many things we need can wait, the child cannot.
Right now is the time his bones are being made,
his blood gains its color, and his senses develop.
To him we cannot say tomorrow,
HIS NAME IS TODAY”*

- Gabriela Minstrel

Children and Police (CAP), a Community Policing initiative for children is envisioned as an **affection-driven, problem-oriented, solution focused stake holder partnership effort by Police**, on the belief that, if police – in furtherance of its fundamental duty to society, can ensure care and protection to children, by facilitating coordination with all authorised agencies responsible for such outcome, India’s Demographic Bulge could be converted to Demographic Dividend.

CAP creates a constructive platform for interaction between the Police, Children and other stakeholders, including the Civil Society, with a strong focus on protection and development of children and prevention of crimes among them. This platform is aimed at developing our youngsters as responsible and capable change leaders and empowering them to address challenges around them in a non-violent manner, before they become intractable problems or threats.

CAP has its roots in some of the following successful experiments conceived and implemented under the Children and Police (CAP) program by Kerala Police.

- Student Police Cadet Program: Enabling youngsters to evolve as responsible and

capable citizens of a democratic society by inculcating within them respect for the law, inner capability, self-discipline, civic sense, empathy for vulnerable sections of society and resistance to social evils. SPC program has been nationally rolled out by Union Home Minister on 21st June 2018 and funds have been allotted to the States and UTs.

- Our Responsibility to Children Program (Project ORC) : Identifying and addressing behavioural, emotional and social deviance and other vulnerabilities of children and integrate them to the mainstream, through counselling, professional help, enhancing life skills, nurturing strengths, addressing vulnerabilities, and promoting mentoring and good parenting
- School Protections Groups: Creating an invisible wall of protection around every child, to ensure safety, prevent truancy, curb tendency for juvenile delinquency as well as to protect them from becoming victims of illegal activities.
- Project HOPE: To enhance confidence, self-worth and skills of children who fail/drop out of schools before successful completion of XIIth STD by Strength & Difficulty

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assessment, mentoring, coaching, skill development and supporting job placements.

- **Child Friendly Police Stations (CAP Stations):** CAP stations are police stations that demonstrate child friendliness in attitude, ambience, infrastructure, procedure and enforcement. They facilitate partnership, function as Knowledge Hubs and perform as strict enforcers of child related laws.

This proposal recommends rolling out Children & Police (CAP), an initiative for Community Policing for Children, to facilitate better protection and development of children and prevention of crimes among them.

DOCUMENT INFORMATION

Project	Community Policing for Children
Project Manager	Shri P. Vijayan, IGP (Admn) Kerala Police
Project Coordinator	Shri Kapil Garg, DGP & Chairman, Rajasthan Police Housing & Construction Corporation Ltd.
Version No.	3
Draft as on	03.09.2018

1. Introduction/Background

It's a proven fact that **children are the most vulnerable section of any society**, especially those in societies undergoing rapid social and economic transformation. Crimes against children in our society are on an alarming rise. These crimes include, murder, rape, kidnapping, abduction, abetment of suicide, exposure to undesirable materials such as pornography, abandonment, and trafficking of children for prostitution and labour. Sexual offences, against both young boys and girls, have increased considerably in the country in the last few years in spite of stringent laws enacted to protect children in 2012.

More than 50% of India's population is less than 25 years of age. India has one of the biggest youth bulges – more than any other country in the world. Today, one third of the population is less than 14 years of age, 50% are below the age of 25, and 65% are below 35yrs. By 2020, the average age in India will be 29 years, while in China, the equivalent age will be 37, and in Europe, it will be 45yrs. By 2030, India's working age population - forming 2/3rd of the total - will be the largest globally, at over 96 Crores (960 million). By 2030, over half of India's population will be less than 32 years old. Unlike many other countries, India's working age population (15-64 years) will continue to rise for the next two decades (beyond 2030). By 2030, India's working age population - forming 2/3rd of the total - will be the largest globally, at over 96 Crores (960 million). But are we investing enough to transform our youngsters into responsible and capable citizens of our country?

The facts listed below are shocking

- According to the latest government figures, In India, a child is sexually abused every 15 minutes. The first large scale government sponsored research study to assess the extent and nature of child abuse in India demonstrates alarming concern about female infanticide, child rapes and institutional abuse of children. The study reported widespread emotional, physical, and sexual abuse prevalent in all the states of the country.
- Child trafficking is an issue that is widely prevalent in India. The trafficking of young girls (under the age of 18) has grown 14 times over the last decade. It is estimated that there are around 135,000 children trafficked each year. India is fast becoming a source, transit point

and destination for trafficking of women and children for sexual and non-sexual purposes.

- According to the Indus Parent report, one in every three children is a victim of school bullying. 42 per cent of kids are bullied at schools in India, says a survey carried out by The Teacher Foundation, in association with Wipro Applying Thought in Schools (WATIS). Students are made fun of, bullied, teased, insulted, and ridiculed, besides physical fights.
- Substance abuse among adolescents is widespread and many are liberally consuming alcohol.
- Many of our children are involved in under age sexual activities.
- Suicide is the third leading cause of death among young adults.
- About 20% of our adolescents have one or more mental or behavioral problems (World Health Organization).
- Many of our children are indulging in sending sexually provocative images and messages implying the destructive use of ICT (UNICEF).
- Many young adults are involved in violent criminal activities including rape, murder, robbery and so on.
- Tendency for religious and ideological radicalization is also evident among our children.
- Concern about an alarming rise in sense of insecurity and loss of purpose in life is being voiced from many corners.

If not countered effectively, **these risks could have negative outcomes, sucking vulnerable children into anti-social activities, and eventually operating as a destabilizing**

force in society. Thomas Friedman expresses this succinctly: “The country that will thrive the most in the 21st Century will be the one most successful at converting its youth bulge into a ‘demographic dividend.’ Countries that fail to do so will have a youth population that is not only unemployable, but also unmanageable.”

National and international trends show that Violent-Extremist Organisations are focusing on recruiting youngsters to their fold. Reportedly, there is an increasing tendency among Indian youngsters to indulge in anti-establishment violence such as ethnicity-led terror groups, religious fundamentalism, left wing extremism and drug-related violence. 2016 saw the number of youngsters joining militancy go up by 33% in Kashmir. Maoists across Chhattisgarh, Odisha, Bihar and Jharkhand have reportedly ‘recruited’ nearly 10,000 (10 to 15 years of age) children including girls, to serve as intelligence gatherers or perform chores as cooks and couriers for Maoists. Most of the minor recruits are teenagers and are given basic training to handle weapons.”

It is also true that **today’s children are on their path to assume key positions where they will make important decisions about the future of our country.** The extent of their commitment towards responsible citizenship depends on the foothold which they get in their childhood.

Commonly, problems faced by our children not only go unacknowledged, but are often unattended. Even if identified, they are often unreported or unattended. In some cases they are attended very unscientifically, causing a damaging effect. The present process of handling young offenders also needs a scientific re-visit as isolating young offenders from social mainstream

may only serve to enhance the negative tendencies within them.

The general perception about police among the public is that they are unfriendly, insensitive and brutal. This said, the perception of police about the general public is that they are unfriendly, non-cooperative and non-law abiding. This disharmony results from an absence of opportunities to work together beneficially. This results from lack of platforms for a constructive engagement between police and the general public especially our budding youngsters.

At a time of fiscal challenges for many jurisdictions, governments and police services share a common **goal of keeping people and communities safe, while ensuring policing services are delivered as efficiently and effectively as possible.** Concerted efforts to prevent youth-related crimes, through reduced recidivism and strengthened positive encouragement, thus reducing the future costs of policing, is the need of the hour. Problems of youngsters should be nipped in the bud so that it guarantees that they never become full blown criminals.

CAP is envisioned as an **affection-driven, problem-oriented, solution focused collaborative effort by Police,** on the belief that if police – in furtherance of its fundamental duty to society - can ensure care and protection to children, by coordinating with all concerned and authorised agencies responsible for such outcome, our children can become the biggest asset of our country.

Community Policing for Children is envisaged as Children & Police (CAP) initiative, with a strong focus on protection and development of children and prevention of crimes

among youth. This is also envisioned as a creative collaboration between the police and the youth to develop our youngsters as responsible and capable leaders and empower them to address challenges around them, before they become intractable problems or threats.

Finally but importantly, Children & Police (CAP) can be instrumental in **attracting persons with right attitude, law abiding behavior and democratic values to police force,** which can enhance the efficiency in delivery of police services to the society.

The following are the successful experiments conceived under CAP, in Kerala which MM-2 recommends other states adopt-

- Student Police Cadet Program: Enabling youngsters to evolve as responsible and capable citizen of a democratic society by inculcating within them respect for the law, inner capability, self-discipline, civic sense, empathy for vulnerable sections of society and resistance to social evils. SPC program has been nationally rolled out by Union Home Minister on 21st June 2018 and funds have been allotted to the States and UTs.
- Our Responsibility to Children Program (Project ORC) :Identifying and addressing behavioural, emotional and social deviance and other vulnerabilities of children and integrating them to the mainstream, through counselling, professional help, enhancing life skills, nurturing strengths, addressing vulnerabilities, and promoting mentoring and good parenting
- School Protections Groups:Creating an invisible wall of protection around every child, to ensure safety, prevent truancy, curb

tendency for juvenile delinquency as well as to protect them from becoming victims of illegal activities.

- Project HOPE: To enhance confidence, self-worth and skills of children who fail/drop out of schools before successful completion of XIIth STD by Strength & Difficulty assessment, mentoring, coaching, skill development and supporting job placements.
- Child Friendly Police Stations (CAP Stations): CAP stations are police stations that demonstrates child friendliness in attitude, ambience, infrastructure, procedure and enforcement. They facilitate partnership, function as Knowledge Hubs and perform as strict enforcers of child related laws.

2. Overview

2.1 Project Title

Children and Police (CAP) – A Community Policing Initiative for Children

2.2 Vision

Creating a Better Tomorrow

2.3 Organisational Objectives

- An atmosphere of affection, protection and care for every child
- Identification of children at risk, at an early age and to nurture them capable and responsible citizens of the nation.
- Spread awareness among parents, teachers and society at large, about the need for ensuring better care and protection of children.

- Educate children about their rights as well as their duties as responsible citizens of our country.
- Ensure that our police stations become abodes of justice so that any child, parent or anyone with an issue related to children can confidently approach these stations for support.
- Minimising the possibility of child trafficking and sex abuse through awareness generation and other measures.
- Facilitation of a partnership model by strengthening coordination between Government/Non-Government agencies responsible for the care and protection of children and civil society.
- Prompt and meticulous investigation in the case of any abuse or atrocity against a child to bring the offenders to justice.
- Ultimately an invisible wall of protection around every child through the active partnership of parents, teachers and society at large.

3. The Business Case

3.1 Purpose of the Business Case

1. To develop an affection-driven, problem-oriented, solution focused collaborative platform to ensure better protection and development of our children.
2. To build a constructive platform for interaction between police and the budding youngsters.
3. To empower children to address challenges around them, before they become intractable problems or threats.

3.2 Sponsors

The programme will be jointly sponsored by the various Departments of Central and State Governments. Other sources like funds entitled for budget allocations from partnering departments and agencies, contributions from local area development funds of people's representatives, UNICEF, NGOs and Contributions from CSR funds shall also be utilized.

3.3 Responsibility of the State/UT Governments:

1. The primary responsibility for the implementation of the scheme will be that of the State/UT Government concerned.
2. For the effective implementation of the scheme, and institutionalization of the programme, the State/UT Government will have to play an active role through issue of necessary executive instructions and constitution of State level and district level committees consisting of representatives of the partnering agencies and departments
3. The state government shall instruct the departments concerned to use their existing schemes, and formulate new schemes, where required, to provide basic amenities and fund to operationalize the initiatives.
4. Once the implementation starts, the State Governments may consider approaching some of the UN and other international funding organizations/foundations for funding.
5. They should ensure independent monitoring of the implementation and institutionalisation of the programme.

3.4 Responsibility of the Central Government:

1. To convince the Governments of State and UTs about the rationale and importance of the program, and continually assume the role of coordination, facilitation and monitoring.
2. To motivate the Governments of State and UTs to implement this program. MHA may provide seed fund for initiating the program.
3. Once the implementation progresses, the Central Government may provide appropriate grant-in-aid for the implementation of the scheme.
4. The Central Government, through a nodal team selected by BPR&D will provide support in terms of the initial briefing of the officers as well as arrange independent evaluation of the programme. The team may also engage in continuous research and development activities.
5. MHA may consider increasing the percentage of the grant-in-aid for the States/UTs that are implementing the scheme well and achieving the desired results.
6. MHA may consider taking up the scheme with the Finance Commission and the Niti Ayog for provision of additional resources for the implementation of the project.
7. Incorporating the learning from Kerala, Ministry of Women and Child Development, GoI may implement 'Our Responsibility to Children' (ORC) in all states, as an integral component of ICPS. The Ministry may also provide support to Police for organising

various capacity development programs for Police Personnel and ensure the support of child counsellors/psychologists in Child Friendly Police Stations, as and when they are set-up.

4. Situational Assessment and Problem Statement

Crimes by children as well as against children are increasing alarmingly. Challenges in their overt and covert forms are hindering the conversion of India's demographic bulge into a demographic dividend. Today's children could become easily alienated if they find it difficult to be part of the tomorrow's economic middle class, and could eventually become a destabilizing factor in our State. It is also true that many children today - school going or otherwise - lack personal motivation and clear goals for the future. Proper training and motivation are necessary to equip such children to not only fully exploit the expanding universe of opportunities available to them, but also prevent them from getting sucked into anti-social activities. If India is to benefit from its demographic bulge, the bulge must be converted into a demographic dividend, and the capabilities and energies of children must be directed fruitfully to the task of nation building.

Children face multiple risks today. These risks include substance abuse, alcoholism, poverty, and lack of quality attention from parents who are resource constrained. These risks if not countered well are likely to lead school failure and other negative outcomes, including socially deviant behaviour.

The resources for effective policing are also under threat in these days of budgetary constraints. Prevention of criminal activities,

therefore, must be a part of any comprehensive strategy to address crimes. This is so, given the explosion of different forms of criminal activities and internal security issues, and the increasing propensity of children to get involved. Community-based proactive policing is a right step in the direction towards effective and efficient prevention. However, they must be based on constructive and problem-oriented partnerships.

5. Critical Assumptions and Constraints

1. It will be possible for MHA to convince the Governments of States and UTs about the rationality and importance of implementing the program.
2. Government of States and UTs emerge successful in convincing the responsible agencies and departments in implementing the program.
3. It will be possible for the senior officers of police to convince the local police officers and staff about the feasibility and utility of this project and get their willing cooperation and commitment.
4. Sufficient financial and human resources will become available as and when needed, especially as the project expands beyond the initial years.
5. Political support from key leadership.
6. Change of Governments will not affect the continuation of the project.
7. Sustained interests for participation from the partnering agencies.

5.1 Constraints

1. Attitudinal road blocks and mind-set issues
2. Lack of coordination across sites
3. Number of children to be reached
4. Recidivism among children.
5. Lack of awareness and ignorance of parents, teachers and society at large especially in identifying, managing and providing appropriate attention
6. Difficulties likely to arise in rehabilitating children in need of care and protection, children in conflict with law, children in contact with law and other vulnerable children
7. Human and financial resources

6. Implementation Strategy

Children and Police (CAP), a Community Policing initiative for children is envisioned as an **affection-driven, problem-oriented, solution focused stake holder partnership effort by Police**, on the belief that, if police – in furtherance of its fundamental duty to society - can ensure care and protection to children, by facilitating coordination with all authorised agencies responsible for such outcome, India's Demographic Bulge could be converted to Demographic Dividend.

A. Working in association with Department of Women & Child Development (W&CD) and Departments of Education of the

State Governments Initiating and Strengthening Our Responsibility to Children (ORC) Program for ensuring better protection and development of children through Enhancing Life skills, nurturing strengths, addressing vulnerabilities, and promoting mentoring and good parenting. MHA has to work in association with W&CD department to incorporate ORC as an integral component to its Integrated Child protection Scheme Program (ICPS) to implement the program in schools, in collaboration with Education Department of the concerned states.

- i. Meeting with the state level officials of women & child Development department, social welfare/social justice, education, health, local self-government, excise, legal services authority, JJB, CWC, relevant NGOS and civil society members to give a presentation on the concept, rationale, implementation arrangements and expected outcomes of the project
- ii. Initiating policy decisions for integrating ORC into ICPS and ensuring the support of partnering departments and agencies
- iii. Selection of schools for pilot project
- iv. Formation of central/state and district level committees, headed by the higher officials of the concerned departments
- v. Formation of school level core team headed by the school heads
- vi. Capacity development programs for core team members and the

entire teaching staff on identification and management of behavioural, emotional, learning, social and other mental health issues.

- vii. Strength and difficulty assessment with the support of ORC I Know My Student Card
- viii. Strengthening Students' Forums / Clubs and inclusion of children with special needs/talents in forum/ club activities based on their aptitude/ interest
- ix. Sessions on Parenting through class wise PTA meetings
- x. Class room management of the children with mild behavioural and learning issues by empowering class teachers through a well-designed capacity development program.
- xi. School level management of children with moderate behavioural and learning issues by school counsellors, ORC nodal teachers and school health nurses through a well-designed capacity development program.
- xii. Teacher/Peer/Social mentoring
- xiii. Life Skill Enhancement Programs
- xiv. Professional help on a referral basis, through ORC Resource Centres:

Details attached as Annexure 1.

B. Working closely with schools

- 1. Formation of School Protection Groups** to ensure safety of children and to curb tendency for juvenile delinquency as well as to protect children from becoming victims

of illegal activities, by constructing an invisible wall of protection around every school. Kerala Police in collaboration with ORC project has drafted a comprehensive Standard Operating Procedure (SOP), named Care and Protection Plan (CAP Plan) for ensuring care and protection of school children and schools. This draft is based on the 1) Safety Guidelines for Schools by Gurugram Police, 2) Manual on Safety & Security of Children in Schools – National Commission for Protection of Child Rights and 3) various Government Circulars by the Government of Kerala.

Structure :

- Chairperson : Head of the Institution or the President of the Parent Teacher Association
- Convener : local Station House Officer
- Joint Convener: police officer designated by the SHO.
- Members :
 - i. Ward Member / Ward Councillor,
 - ii. School student leader,
 - iii. Two willing parents,
 - iv. Two willing teachers,
 - v. Staff secretary,
 - vi. One respectable merchant of the locality,
 - vii. One respectable auto driver,
 - viii. One respectable head-load worker,
 - ix. A representative of the Jagaratha Samiti or SPC,
 - x. Two representatives of NGOs working among children,

- xi. Selected respectable residents of the area.

Duties of SPG :

- To take action to ensure traffic safety in the school area and surroundings.
- To collect and communicate information regarding selling of supply of drugs and narcotic substances, pornographic material, sale of tobacco products, pan masala, alcoholic beverages, etc.
- To collect and communicate information about bullying and other rowdy activities of students.
- To collect information about students who go away from the school during class hours and loiter in the vicinity.
- To keep watch over persons who befriend children with a view to exploiting them for illegal or immoral activities.

Work Plan

- Selection of Schools- Preferably schools already selected for implementing ORC program
- Joint meeting by SHO and School heads, attended by concerned LSG members, PTA representatives and higher level functionaries of members to be inducted to SPG
- Half day workshop for SPG members to brief about the idea of SPG, plan of action and responsibilities
- Setting up of SPG in the concerned schools and initiation of activities
- Monthly meeting of SPGs to assess the actions taken and discuss the way forward

- Quarterly district level review jointly organized by Police and Department of Education (More Details at Annexure 2)

2. Initiating Student Police Cadets Program to enable high school students to evolve as responsible and capable citizens by inculcating respect for the law, inner capability, self-discipline, civic sense, empathy for vulnerable sections of society and resistance to social evils. SPC comprises of a 2 year rigorous training program for selected students to strengthen their Physical, Emotional, Social, Skill, Intellectual and Entrepreneurial quotients. This includes Physical Training, Indoor Training program, Field visits, Practical Training Projects and so on. Inspired by the achievements of Kerala, the national roll-out of SPC was launched by the Hon'ble Home Minister of India, Sri Rajnath Singh at Gurugram on 21st July 2018, attended by dignitaries and SPC contingencies from all around the country. MHA will have to ensure that the concerned state level agencies are implementing the SPC program in its actual form and content.

C. Vulnerability mapping to initiate interventions

Vulnerability mapping with the help of District Child Protection Units, social work departments of colleges, volunteers and grass root level functionaries to

- b. identify (i) children in conflict/contact with law/Children in various child care institutions (ii) children in need of care and protection/child beggars/child labourers (iii) children facing major behavioral and emotional problems

- (iv) Children who have failed SSLC/+2 exams (v) School dropouts, and (vi) Other vulnerable children
- c. Analyse data and prepare list of beneficiaries
 - d. Facilitating interventions
 - i. Prevention of:
 1. child labour in hotels, bars, construction industry, workshops and so on
 2. begging by children either alone or accompanied by elders
 3. employment of children as domestic help
 - e. Steps to educate and positively engage children of migrant labour
 - f. Organising a decentralized meeting of officials of women & Child Development department, social welfare/social justice, education, health, local self-government, excise, legal services authority, JJB, CWC, relevant NGOs and civil society members
 - g. Preparing individual care plan for each child based on the issues faced by them
 - h. Facilitating rehabilitation and social integration of the identified children, with the support of concerned agencies and departments
 - i. Facilitate expert care for children facing behavioral and emotional issues
 - j. Organize constructive correctional measures for deviant children.

D. Initiating Project HOPE

Project 'HOPE' is a partnership initiative, collaboratively experimented by Kerala police and civil society, to ensure a better quality of life to children who have failed SSLC or +2 board examinations and other vulnerable early school dropouts. HOPE enables children to acquire basic academic qualifications and life and livelihood skills essential for a dignified living.

- Formation of local HOPE units as a collaborative platform of Police and Civil Society
- Identification of mentors/resource persons from different parts of the region to form Zonal level teams to run the project.
- Identification of children who have failed SSLC exams and those who have dropped out of schools, with the support of Education department.
- Home visits for convincing the children and parents about the importance of learning and acquiring skills, and the objectives of HOPE program with the support of a performa to chalk out the psycho-social-academic issues of children.
- HOPE Capacity development programs for mentors, resource persons and other volunteers
- Establishment of a HOPE learning Centre
- Combined as well as separate induction workshops for parents and children

- Assessment of academic challenges faced by children, including 3Rs (reading, writing and arithmetic skills)
- Consortium of tuition centres and parallel colleges for academic support as part of preparing children for exams
- One to one and group mentoring and support of resource persons.
- Academic and life skills camps
- Identification of suitable livelihood skills for each child
- Partnering with skill development agencies for age appropriate and job oriented skills
- Supporting children for appropriate job placements

More Details attached as Annexure 3

E. Converting Existing Police Stations to Child Friendly Police Stations:

Child friendly police stations are envisioned as police stations

- a. With Police personnel equipped with child friendly attitudes and qualities
- b. With Child friendly infrastructural arrangements
- c. That Protects and Promotes Rights of Children especially those children falling under the preview of Children in Need of Care and Protection, Children in Conflict with Law, Children in contact with law and other vulnerable children.
- d. Work rigorously and meticulously based on the legal provisions and acts relating to child rights and child protection

- e. That stringently enforce all laws concerning the safety and protection of children
- f. That serves as a Knowledge Hub that collect, store, process and disseminate information and knowledge related to any issues regarding care and protection of children
- g. That adopts stringent measures to eradicate Child Labor, Child beggary and child marriage

Initiation of Child friendly police stations

- Selection of police stations for piloting the program
- Capacity development program for entire police strength of the selected stations
- Ensuring the flowing Child friendly infrastructural arrangements in the participating stations
 - i. A separate space/room to interact with children
 - ii. Facility for sitting, toilet and safe drinking water for children
 - iii. Child friendly ambience with attractive paintings , drawings, recreational arrangements and so on
 - iv. Designated space with facilities to accommodate women comfortably especially feeding mothers
 - v. Information boards with name and contact details of the Child Welfare Officer and other Information-Education - Communication materials

- vii Mini library with books, news dailies, magazines etc to engage children and other people visiting the station, and books and materials based on the acts and rules related to children
- Designating a Child Welfare Officer with a child friendly attitude and comprehensive knowledge on issues related to handling of children in conflict/contact with law.
- Action Group at the police station limits: Led by the concerned Circle Inspector and the Station House head as the convener and representatives of the partnering agencies will be members
- District Coordination Committee: Concerned SP will be the chairperson of the committee and DySP DCRB will be the convener. District level office-bearers of the partnering agencies will function as members.
- State Coordination Committee: State Police Chief will be the chairman of the committee and State Nodal Officer, CAP will be the convener of the same. State level office bearers of the partnering agencies will be members
- Encouraging visits by children from nearby Anganwadis, schools, slums etc to spend time at the child friendly space
- Organising learning and fun activities for children at the child friendly space
- Massive Awareness Building Programs
 - i. Awareness building activities about the rights of children and their responsibilities towards children among parents, teachers, children, media, grass root level stake holders working with children, community/spiritual leaders social workers.
 - ii. Encourage relevant agencies to put up boards and hoardings, and distribute posters, leaflets about the safety and protection of children
- Measurers to ensure safe and comfortable travel
 - i. Increase awareness of auto-rickshaws, carrier vehicles, tempo vans etc and their strict monitoring
 - ii. Ensuring safety standards of school vehicles
 - iii. Ensuring that school children are not discriminated in public transport facilities
 - iv. Capacity building program for students, parents and teachers
 - v. Stringent and timely action against erring vehicle operators
- Ensuring safety in and around schools
 - i. Enforcing ban on sale of addictive substances
 - ii. Raids on establishments in the vicinity of schools, suspected of engaging in the selling or distribution of such addictive substances
 - iii. Stringent surveillance on anti-social and drug traffickers
 - iv. Ensuring protection and safety of vulnerable children
 - v. Ensuring special attention to deviant children

- vi Monitoring the movement of strangers
- vii. Special monitoring of school absentees
- viii. Formation and active functioning of School Protection Groups in all schools within the jurisdiction of the station

Further details attached as Annexure: 4

6.1 Mission Statement

Police facilitating and partnering to create a problem oriented solution focused platform to ensure better protection, care and development of our children

6.2 Deliverables

1. Establishment of institutional arrangements for implementing the project.
2. Finalization of work-plan.
3. Number of schools identified to roll out the program.
4. Human and material resources in place.
5. Number of child friendly corners set-up in selected stations and completing the capacity development of police personnel of the concerned stations.
6. Data collection of vulnerable children.
7. Development of various modules and resource persons.
8. Number of awareness and capacity development programs initiated.
9. Number of HOPE units initiated.

6.3 Stakeholders

- Police
- Government agencies and departments

responsible for protection and development of children

- Children
- Parents and school community
- Non-Government Organisations
- CWC, Juvenile Justice Board, Central and State Child Rights Commissions.
- Commission for protecting Child Rights – Central & State Level.
- Civil Society.

6.4 Milestones

1. Submission of project proposal
2. Approval for implementation of the program
3. Final Drafting of GOs, Operational manuals, results framework etc
4. Institutional arrangements and formation of various committees at all levels
5. Meeting of the concerned officers
6. Sanction of budget
7. Issue of Standing Orders by the DGPs of the States/UTs within three months of approval
8. Ground level Implementation of the project

7. Budget analysis

Component 1: Our Responsibility to Children Project

Expenses needed for implementing ORC in one school, for 1 year: Rs. 125,000.00

Component 2: School Protection Group

Expenses for arranging monthly meeting of School Protection Group for one school for one month: Rs: 1,000.00

For One year: 12x1000= Rs. 12,000.00

District level workshop of SPG members in every 6 months:

Expenses for one workshop: Rs.10, 000.00

For two workshops: 10,000 x 2: Rs. 20,000.00

Component 3: Project ‘HOPE’

Expenses needed for implementing HOPE covering 100 students, for an year: Rs. 400,000.00

Component 4: Converting Police Stations as Child Friendly Stations

Expenses needed for completing infrastructural arrangements for 1 station: Rs.10, 00, 000.00

Expenses needed to run the monthly child friendly activities

For one month: Rs. 3000.00

For one year: 3000x 12: Rs.36, 000.00

Total: Rs. 1,593,000.00 (Rupees Fifteen Lakhs Ninety Three Thousand Only)

In Kerala, funds are mobilized as contributions from partnering departments, local area development funds of people’s representatives, plan fund of state Governments, funds available with Local Self Governments and Corporate Social Responsibility Funds.

Sources of Funds for SPC program in Kerala

- State Plan fund
- SSA and RMSA

- Own fund of Local Self Governments
- Road Safety Funds
- Social Forestry Fund
- Social Justice Department
- National Health Mission
- Excise Department
- Information & Public Relations
- MLA and MP LAD funds
- Institute of Management in Government (IMG)
- State Council for Education Research and Training (SCERT)
- State Institute of Education Management and Training (SIEMAT)
- Corporate Social Responsibility Funds

Sources of Funds for ORC project in Kerala

- Department of Women and Child Development – Integrated Child Protection Schemes
- UNICEF
- MLA and MP Local Area Development funds
- SC/ST Funds
- State Council for Education Research and Training (SCERT)
- State Institute of Education Management and Training (SIEMAT)
- Local Self Governments
- NGOs

Sources of Funds for HOPE project in Kerala

- Community Policing Fund
- UNICEF
- CSR from public sector
- Integrated Child Protection Scheme
- Local Self Governments
- NGOs
- Public Contributions

Sources of Funds for Child Friendly Police Stations in Kerala

- Community Policing Program
- Integrated Child Protection Scheme
- UNICEF
- SC/ST departments in tribal/other vulnerable areas
- MLA and MP Local Area Development funds
- Local Self Governments

Total budget requirements will depend upon-

1. Number of schools selected for implementing SPC, SPG and ORC
2. Number for police station selected for implementing child friendly programs
3. Number of proposed units for initiating HOPE project

8. Related Projects

1. Student Police Cadets Program
2. Overarching model of community policing

9. Work Plan

1. Convening a meeting to convince the Governments of the States and UTs, to impress upon the rationality and importance the program
2. Issue of advisory by GOI to State/UT governments
3. Issue of GO by state government
4. Sanction of budget GoI/State Government
5. Issue of Standing Orders and appointment of Nodal Officers by DGPs
6. Meeting of Nodal Officers
7. Setting up Project implementation Committees at the national and states levels.
8. Developing of operational manuals, results frame work capacity development modules
9. Selection of schools, police stations and finalization of strategy to carry out vulnerability mapping
10. Capacity development programs
11. Actual implementation of the project as per the operational manual
12. Continuous monitoring and review by the state's Nodal Officer and Project Coordination Committee
13. Laying down judging criteria for internal and independent evaluation
14. Annual evaluation and audit by an external agency approved by the State/MHA/BPR&D and social audit

10. Conclusion

Community Policing for Children and Juvenile is expected to create a collaboration

between the police and the children to develop our youngsters as responsible and capable leaders and empower them to address challenges around them, before they become intractable problems or threats. This can also be instrumental in facilitating collective responsibility to parents, teachers and society to develop an affection-driven, problem-oriented, solution focused collaborative effort, to ensure care and protection to children,

If successfully implemented this initiative can bring a sense of security among children, particularly vulnerable children, which in turn can reduce crimes by children. This can be achieved by proper implementation of this project. Nurturing right Perception about the police among the public and vice-versa is also an expected by product.

“You Cannot Resist an Idea Whose Time Has Come”.

-Victor Hugo

Annexure 1: Our Responsibility to Children

**VISION
RESILIENT MINDS, EMPOWERED
CHILDREN.**

**MISSION
PROTECTION & DEVELOPMENT OF
CHILDREN THROUGH ENHANCING LIFE
SKILLS, NURTURING STRENGTHS,
ADDRESSING VULNERABILITIES, AND
PROMOTING MENTORING AND GOOD
PARENTING.**

ORC was initiated in Kerala, in the year 2010, as a Police and Civil Society initiative to mentor and reintegrate young delinquents who come under the purview of Criminal Justice System. ORC in Kerala is now an integral component of State Integrated Child Protection Scheme (ICPS) is a school based program functional in around 300 selected Govt/Govt-Aided schools. The project works based on the realization that, most of the times the behavioural, emotional, learning, social and other mental health problems faced by our children are unidentified, unreported and unattended. Even if they are identified in some cases, the issues are not reported or attended and in some cases these issues are very unscientifically attended causing a vicious effect.

1. Components of the program

A. Universal support for all children

- i. Strength and difficulty assessment with the support of ORC I Know My Student Card
- ii. Life Skill Education
- iii. Strengthening Students' Forums / Clubs and inclusion of children with special needs/talents in forum/ club activities based on their aptitude/ interest

- iv. Sessions on Parenting through class wise PTA meetings

B. Identification and Support of Children with Special Needs

- i. Class room management of the children with mild behavioural and learning issues by empowering class teachers through a well-designed capacity development program.
- ii. School level management of children with moderate behavioural and learning issues by school counsellors, ORC nodal teachers and school health nurses through a well-designed capacity development program.
- iii. Teacher/Peer/Social mentoring
- iv. Learning and Skill Enhancement Programs

C. Professional Help through ORC District Resource Centres:

One of the key components ORC is need based expert care to children identified with severe behavioural – learning – emotional and social issues. ORC organizes this professional help on referral basis for children facing problems associated with

severe behavioural and learning issues through setting up ORC District Resource Centres.

The ORC DRC is envisioned as a knowledge hub and a facilitation centre, with respect to the implementation of project ORC in the concerned district. It facilitates counselling, expert consultation, mentor-mentee interface, and skill acquisition programs. These Centres provide facilities and appropriate and sufficient space for mentor-mentee or mentor-parents interface, counselling, expert consultation (medical or other special attention), relevant training, digital conferencing, reference library etc. DRC is designed as a knowledge hub for all families with children who fall under the ORC categories. It is also responsible for undertaking the resource mapping, in consultation with the schools.

Facilities at DRC:

- Service of experts including child psychiatrists
- Service of trained volunteer mentors and counsellors
- Advanced training facilities
- Map of resources
- Tele facilities
- Video conferencing
- Mentoring programs

The referral system is managed by coordinating between schools, parents and the available services of professionals, institutions and organizations. The ORC DRC acts as a link between the child in need of care and appropriate services in the district. Timely follow up of the progress of the child referred is also ensured by ORC DRC.

Below follows a broad picture on the functioning of ORC DRCs.

2. Institutionalization of ORC

- Problem oriented, solution focused partnership approach to identify and address the behavioural, emotional, learning, social and other mental health issues of children
- Facilitated by police and jointly implemented by Integrated Child Protection Scheme (ICPS), Departments of Education, Health, Social Justice, Scheduled Caste & Scheduled Tribe, in partnership with civil society

3. Structure & Functionaries

- ORC focuses on school level identification and management of children at risk through appropriate interventions.
- ORC operates at three levels - school, district, and state.

State Level Structure and Functionaries

- The Police make necessary arrangements to introduce the ORC project before the State Governing Body of the ICPS (SGB –ICPS)
- SGB – ICPS make necessary arrangements to integrate ORC into the ICSP system and oversee all ORC activities and ensure inter-departmental synergies between all stakeholders.
- The State Executive Committee for the ICPS Project guide and oversee policy and financial issues.

- Government designate State and State Additional Nodal Officers. The ORC State Nodal Officer and the Additional Nodal Officers will be members of the State Governing Body and the State Executive Committee.
 - A State Action Group (SAG) be to provide periodical guidance for project implementation, troubleshooting and fine-tuning policies. State-level monitoring, review, and coordination of ORC activities in various districts will be the responsibility of SAG.
 - ORC Coordinator, with guidance from DCPO, will report to the ORC State Nodal Officer and ICPS Program Manager through the ORC SPO. The ORC Nodal Officer will be a convenor of SAG. Member Secretary KELSA, Secretaries of Departments of Education (General, Higher, Higher Secondary, and Vocational), Health, Home, Labour, Tribal Development, Scheduled Caste, Social Justice, IGP, Police Headquarters, Chairperson, Kerala State Commission for Protection of Child Rights, Chairpersons of Juvenile Justice Board and Child Welfare Committee as well as the Convenor of the Childline Forum, will be members of SAG. Directors of Social Justice, Public Instructions, Vocational Higher Secondary, and Higher Secondary Schools will also participate. Other members will be nominated from civil society and different relevant professions. This will include a Celebrity and a Principal Mentor. The State Action Group will also maintain a pool of international volunteers with diverse relevant expertise, whose services can be tapped as and when needed.
- A State Resource consultant (SRC) will be appointed to facilitate and coordinate the implementation of the ORC Project. The SRC will report to and assist the State Nodal Officer in performing his or her functions.
 - A Program Officer will be appointed at the state level to implement the ORC project (SPO). The SPO will be responsible for the implementation of the project across the State, in consultation with the State ICPS Program Manager. Responsibilities include:
 - i. Executing ORC project in the State,
 - ii. Ensuring that systematic monitoring is taking place, and
 - iii. Preparing all necessary reports; and
 - iv. All other responsibilities assigned.
 - The SPO will be supported as necessary by the staff of the ICPS Program. In addition, an office assistant cum data entry operator will be appointed for the ORC project, who will assist the SPO in the effective implementation of ORC.

Planning and Implementation at State Level

The Program Manager (SCPS) is responsible for overseeing the budget and financial aspects of the ORC Project at the State level. Under the overall guidance of the State Nodal Officer, the SPO, in consultation with the Program Manager (ICPS), will prepare an annual activity calendar with an estimated budget. The Annual Work Plan and budget for ORC activities will be part of the annual work plan and budget for the ICPS. A monthly

contingency expenditure of not more than Rs. 5000 will be placed under the disposal of the SPO to be spent on petty items as per existing Government norms.

As required by the State Nodal Officer, the SPO also prepare a monthly Action Taken Report as well as a financial statement indicating progress and expenditures. This will be submitted to the State Nodal Officer by the fifth of every month. In addition, a consolidated monitoring report shall be updated and attached to the Action Taken Report. The SPO should send a soft copy of the reports to all members of the State Action Group as soon as it is cleared by the State Nodal Officer.

4. District Level Structure

Institutionalization of ORC Within District Child Protection Units (DCPU)

At the district-level, ORC shall be an integral part of DCPU's institutional framework. Within the DCPU framework ORC shall focus on addressing issues faced by problem children in the district. Through DCPU, ORC shall facilitate coordination, collaboration and functional linkages among relevant stakeholders at district and community levels.

District-Level Functionaries & Structures

The District Child Protection Officer (DCPO) manage district-level ORC activities. Each DCPU appoint a staff member on contract basis as the ORC District Coordinator.

An ORC District-level Action Group (DAG) be constituted to guide project implementation in each district. The representative of the District Collector, who shall act as Chair, and the DCPO, who shall be the convenor of DAG, shall manage

this. Representatives of the district collector, district police chief, district-level officers of Departments of Education (General, Higher, Higher Secondary, and Vocational), Health, Scheduled Caste, Social Justice, Tribal Development, Secretary, DLSA, District Nodal Officer (Student Police Cadet) nominees of the Juvenile Justice Board, Child Welfare Committee, Childline coordinators, and the Local Self-Government Institution shall also participate. Other members may be nominated as per decision of DAG including representatives from civil society, a District Celebrity and a District Mentor. The DAG shall meet before the 10th of each

An Expert Resource group shall be formed and maintained by DRC. DRC should also ensure that it has a panel of specialists who can treat specific issues beyond that of mere behavioral issues. This Expert Resource Group would also be expected to provide training, on-going support and supervision to the mentors/expert teachers on a regular basis. They would also be expected to train teachers to classify three groups of children – those who require universal strengthening strategies, those who would require targeted prevention but within the school, or those who should be treated by the expert group, using the conventional models of service delivery - including inpatient services. Internationally acclaimed and locally validated screening tools, such as administration of SDQ shall be used to help identify children at risk. Kerala state government has agreed to support the resource groups to be released from their duties to take part in this process.

There shall be an ORC Resource Centre in each district (DRC), which shall take on a coordination and facilitating role for ORC activities at the district level. It shall facilitate counseling, expert consultation, mentor-mentee interface, and skill acquisition programs. These Centres shall

provide facilities and appropriate and sufficient space for mentor-mentee or mentor-parents interface, counselling, expert consultation (medical or other special attention), relevant training, digital conference hall, a visitor's room, a reference library (including electronic media) as well as office space for ORC project administration. DRC shall become a knowledge hub for all families with children who fall under the ORC categories. It shall be responsible for undertaking the resource mapping, in consultation with the schools. It must initiate and establish systems for tele-facility, so that families or teachers may call and discuss problems. Its role shall also include incentivizing all mentors and monitoring their performance.

The DCPO, in consultation with the DAG, is responsible for establishing an ORC unit (minimum 1000 sq. footage) as part of the DCPU, with sufficient furniture, computer, computer accessories, Internet and other such facilities. The ORC District Resource Centre shall be assigned a vehicle or provided with the authority to lease a vehicle for effective functioning of duties.

Planning and Implementation at District Level

Resource Mapping is the DRC's responsibility. The office must maintain all resources available for the child including list of experts in all areas of problems covered by ORC. This shall include resources that can be utilized to provide specific behavioral problems or those that require special treatment or requiring additional treatment specialized professionals. Care should be taken to see that the process is does not duplicate, and is consistent, with the overall resource mapping undertaken by the DCPU.

DCPO is responsible for overseeing the budget and financial aspects of the ORC Project at the

District level. A monthly contingency expenditure of not more than Rs. 5000 shall be placed under the disposal of the Program Officer in charge of ORC as contingency expenditure, to be spent as per existing Government norms. DAG shall ratify the expenditures under this head. The DPO, in consultation with DCPO, shall plan and prepare a monthly activity calendar and its financial requirement, within the State Activity Calendar. DAG shall approve the monthly activity calendar and financial requirements. This shall be submitted to the ORC State Nodal Officer and the ICPS Program Manager through the SPO by the second of every month. In addition, a monitoring report shall be attached to the monthly Action Taken Report. A soft copy of the reports should be sent to all members of DAG and District ORC Council.

School selection for Pilot: The DCPC shall obtain a list of potential schools from the DDE, in consultation with LSGI. Schools shall be selected/ ratified by the DAG. For the pilot, schools shall be selected only if they have (i) a teacher willing to act as the Nodal Teacher; (ii) requisite infrastructure; (iii) a counsellor, (iv) Junior Public Health Nurse (JPHN) and (v) necessary space for counselling. Schools which are participating in the Student Police Cadet Program should get priority all else being equal.

The DAG shall maintain a pool of volunteers. The volunteers should be from diverse social and educational backgrounds. Volunteers shall help in the implementation of ORC in the district. DAG shall allocate volunteers as needed to various tasks. A subgroup of volunteers, experienced in dealing with children, shall act as District Voluntary Mentors (DVMs). Others shall be utilized for various activities such as participatory monitoring, organizing workshops, disseminating ORC objectives and

principles amongst the general public, and documenting activities and processes.

DCPU shall maintain a pool of DVMs. DVMs shall be carefully selected through advertisement and word of mouth. DVMs should be selected from different social and economic backgrounds in the local vicinities and may include retired teachers, qualified parents, and members of the alumni. Criteria for selection of DVMs include: (i) qualifications of candidates; (ii) experience working with children; (iii) no known personal vices or addictions or criminal background; and (iv) respect for Constitutional values of equality and respect for diversity. They should be agreeable to spend at least 24 working hours (approximately 3 working days) in a month to the cause, without any expectation of remuneration. DVMs should be willing to undergo a screening. DMVs shall be provided regular training on matters related to mentoring children; this shall be updated at least once in six months. Where the assigned child has a problem that requires special treatment based on her or his unique circumstances, the DVM may seek support from the ORC DRC, and notify the same to the School ORC Unit. For example, in the case of a child needing medical treatment or special protection from an alcoholic parent DVMs shall act in close collaboration with teachers, social workers, counsellors, medical experts or police/justice/protection personnel.

DVMs are expected to engage with the child at least once every week. Mentoring students need not always be face-to-face but can be facilitated through Skype. ORC should ensure that, when it creates a pool of counsellors or psychologists or Psychiatrists to whom they shall be referring children, they should first train them on approaches to deal with ORC children. Even videos of presentations should be sufficient to some extent.

DAG shall appoint District Mentor Coordinators (DMCs) from the pool of DVMs. They shall be responsible for regular monitoring of the quality of the kind of care provided. DMCs should visit each school, once every 3 months, to supervise activities and report progress. They should also monitor the performance of DVMs both to assure provision of quality service and that results are being achieved. Such performance can be assessed through seeking the opinion of the parent, teacher, and mentees. The results framework should aim to understand: (i) positive changes noted in the mentee by family or teachers; (ii) innovative methods utilized by the mentor; and (iii) personal contribution to the ORC program.

Nodal Officer. ORC's Log Frame provides the overall results framework for the ORC project and the associated indicators determined in a participatory manner.

Annexure 2: School Protection Groups

An initiative, being successfully experimented by Kerala Police to ensure safety of children and to curb tendency for juvenile delinquency as well as to protect children from becoming victims of illegal activities, by constructing an invisible wall of protection around every schools

Structure :

- Chairperson : Head of the Institution or the President of the Parent Teacher Association
- Convener : local Station House Officer
- Joint Convener: police officer designated by the SHO.
- Members :
 - i. Ward Member / Ward Councillor,
 - ii. School student leader,
 - iii. Two willing parents,
 - iv. Two willing teachers,
 - v. Staff secretary,
 - vi. One respectable merchant of the locality,
 - vii. One respectable auto driver,
 - viii. One respectable head-load worker,
 - ix. A representative of the Jagaratha Samiti or SPC,
 - x. Selected respectable residents of the area.

Duties of SPG :

- To take action to ensure traffic safety in the school area and surroundings.
- To collect and communicate information regarding selling of supply of drugs and narcotic substances, pornographic material, sale of tobacco products, pan masala, alcoholic beverages, etc.
- To collect information about students who go away from the school during class hours and loiter in the vicinity.
- To keep watch over persons who befriend children with a view to exploiting them for illegal or immoral activities.

Kerala Police in collaboration with ORC project has drafted a comprehensive Standard Operating Procedure (SOP), named Care and Protection Plan (CAP Plan) for ensuring care and protection of school children and schools. This draft is based on the 1) Safety Guidelines for Schools by Gurgaon Police , 2) Manual on Safety & Security of Children in Schools – National Commission for Protection of Child Rights and 3) various Government Circulars by the Government of Kerala

Institutionalization of ORC

- Problem oriented, solution focused partnership approach
- Implemented jointly by Police, Education department, Local Self Governments and civil society

Work Plan

- Selection of Schools
- Joint meeting by SHO and School heads, attended by concerned LSG members, PTA representatives and higher level functionaries of members to be inducted to SPG
- Half day workshop for SPG members to

brief about the idea of SPG, plan of action and responsibilities

- Setting up of SPG in the concerned schools and initiation of activities
- Monthly meeting of SPGs to assess the actions taken and discuss the way forward
- Quarterly district level review jointly organized by Police and Department of Education

Annexure 3: Project 'HOPE'

'No One is Useless, Only Used Less'

Project 'HOPE' is a not for profit partnership initiative, collaboratively experimented by Kerala police and civil society, to ensure a better quality of life to children who have failed SSLC or +2 board examinations and other vulnerable early school dropouts. HOPE enables children to acquire basic academic qualifications and life and livelihood skills essential for a dignified living.

Rationale:

According to the Global Education Monitoring Statistics Report by UNESCO, India has 47 million children of secondary and higher secondary school-going age dropping out of school. Institute for Policy Research Studies (PRS) points out that the enrolment of students in class 11 in India is only 52%.

The SSLC results of Kerala since many years now has always been in limelight due to the commendable achievement of students appearing for the board examination. Local gatherings to felicitate the little champs, following the announcement of the result has also become a customary ritual in every nooks and corners of the state.

As per the SSLC results of the academic year -2016-17, out of 4.35 lakh students who attended the exam 4.15 lakh successfully completed the eligibility criteria for further studies, and to cheer, around 20 thousand students scored A+ in all subjects. But then, around 20, 000 students in the same examination was declared failed as per the academic scale. Around 10,000 of them cleared the

examination in the second chance. The rest? They were simply pushed down to a constant state of dismay and disappointment. They might be less in number, but less is not insignificant always!

Failure followed by a huge blow to self-esteem is a potential cocktail for disaster. This is particularly true in the case of children who face failure in their early academic years. Needless to mention about the network of anti-social elements eagerly waiting to reach out to these children, to lure them to their clutches.

It is a fact that this universe is equally for the victor as well as the beaten. No one is born to fail. Life is a fusion of successes and failures. The one, who wisely discern the real causes of your failures and do the needful to remedy them in time prospers. Also, if temporary set backs are properly introspected and corrected, failures can be converted into glorious victories.

And, humanity thrives on co-existence and co-operation between one and all. And it is the bounden duty of each one of us to lift those who have fallen on the wayside and carry them forward to the path of hope and resurgence. When we move away from this duty we let the possibility of everlasting failure.

Objectives:

- Enable children who have failed in SSLC/+2 examinations, to achieve basic academic qualifications
- To help the drop outs to continue their education

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- To inculcate soft, hard & livelihood skills in children who find it challenging to succeed in the regular schooling program, so as to empower them in skills and vocations of their choice.

Genesis of the Project:

Soon after the declaration of the SSLC results of the academic year 2016-17, while every nook and corner of the state was busy applauding the achievements of the winners, a small team led by P Vijayan IPS, Inspector General of Police was immersed in the thoughts around the children who were to face the harsh fate of failure. They empathised with the embarrassment and neglect, these children may face in their homes, neighbourhood and among their friends. In due course, 'HOPE' came into existence. State Police Chief, Loknath Behera IPS made necessary arrangements for allocating seed money for the pilot. An amount of rupees one lakh each was distributed to Ernakulam rural and Alappuzha, through the official police channel to kick start 'HOPE'. Eventually, 'HOPE' took shape as local platforms of compassionate individuals committed to identify school drop-outs and those who have failed SSLC and +2 exams, to enable them to achieve better results, and mentor them to livelihood opportunities. Academic institutions such as tuition centres and parallel colleges as well as volunteers ensured necessary support.

Impact of the Pilot Phase:

In the pilot phase, 100 children appeared for the SSLC exams, from districts such as Ernakulam, Alappuzha and Kottayam. 74 of them passed the exam and completed the eligibility criteria for further studies. This encouraging results resulted in thoughts

around constituting local platforms of compassionate individuals and groups to take the initiative forward.

Stages of Implementation

1. Formation of local HOPE units as a collaborative platform of Police and Civil Society.
2. Identification of mentors/resource persons from different parts of the region to form Zonal level teams to run the project.
3. Identification of children who have failed SSLC exams and those who have dropped out of schools, with the support of Education department.
4. Home visits for convincing the children and parents about the importance of learning and acquiring skills, and the objectives of HOPE program with the support of a performa to chalk out the psycho-social-academic issues of children.
5. HOPE Capacity development programs for mentors, resource persons and other volunteers.
6. Establishment of a HOPE learning Centre.
7. Combined as well as separate induction workshops for parents and children.
8. Assessment of academic challenges faced by children, including 3Rs (reading, writing and arithmetic skills).
9. Consortium of tuition centres and parallel colleges for academic support as part of preparing children for exams.

10. One to one and group mentoring and support of resource persons.
11. Academic and life skills camps.
12. Identification of suitable livelihood skills for each child
13. Partnering with skill development agencies for age appropriate and job oriented skills.
14. Supporting children for appropriate job placements.

Annexure 4: CAP Child Friendly Police Stations

VISION
POLICE STATIONS THAT PROTECT
AND CARE FOR OUR CHILDREN

Child Friendly Police Stations is a CAP initiative to ensure that :

- Our children grow up in an atmosphere of affection, protection and care.
- Any abuse or atrocity against a child is investigated promptly and meticulously, and the offenders are brought before law.
- Children at risk are identified at an early age and are nurtured to become capable and responsible citizens of the nation.
- Parents, teachers and society at large are aware about the rights of the children.
- Our children are aware about their rights as well as their duties as responsible citizens of our country.
- Our children travel in safety and comfort.
- No child is engaged in child labor or child beggary
- Our police stations become abodes of justice so that any child, parent or anyone with an issue related to children can confidently approach these stations for support.
- Every child friendly police station will operate on an affection driven - partnership model by strengthening coordination between Government/Non-Government agencies responsible for the care and protection of children and civil society
- Ultimately an invisible wall of protection is created around every child through the active partnership of parents, teachers and society at large.

I. Unique features of CAP stations

1. Child friendly infrastructural arrangements

- A separate space/room to interact with children
- Facility for sitting, toilet and safe drinking water for children
- Child friendly ambience with attractive paintings, drawings, recreational arrangements and so on
- Designated space with facilities to accommodate women comfortably especially feeding mothers
- Information boards with name and contact details of the Child Welfare Officer and other Information - Education - Communication materials.
- Mini library with books, news dailies, magazines etc to engage children and other people visiting the station, and books and materials based on the acts and rules related to children.

2. Police personnel with the following child friendly qualities

- Readiness to treat any child visiting the station as his/her own child or someone in his/her kith and kin.
- Safe guarding the best interest of the child in all child related matters.
- Respectful of diversity be it age, gender, religion, or caste.
- Firm conviction that violence, abuse, exploitation against children is unacceptable.
- Unconditional empathy towards a child who is suffering from any form of trauma
- Thorough awareness regarding all acts and rules related to children.
- Knowledge about psychological first aid to be provided for children facing issues related to mental distress, depression, suicidal tendency, substance abuse behavioral deviation and so on. Police officers dealing with such children should be capable of assessing each child, listening to them non-judgmentally and facilitate expert help in necessary cases.
- Full appreciation of the fact that for a victim, a child or a woman, approaching a police station to register a complaint is a last resort.
- Emphasis on “why” rather than “what” while dealing with children in conflict with law.
- Acknowledges the fact that deviance in children is due to the collective failure of parents, teachers and society including police.

- Assuming the role of mentors while dealing with any child in contact with the station (Annexure : Tips for communicating with children).

3. Protection and Promotion of Rights of Children

The stations selected for implementing the CAP program will function based on operationalizing the following rights of children emphasized by UNCRC.

- **The Right to Survival** – Right of every child to live a healthy life where he/she is ensured with basic services like health, nutrition and shelter.
- **The Right to Protection** - The period of childhood is a phase in which the human being is more vulnerable because they have not finished developing physically or mentally. Furthermore, the child requires a particular attention and protection. Right to protection emphasizes the right of every child to be protected mentally, physically and socially.
- **The Right to Development-** an inalienable human right by virtue of which every child is entitled to participate in, contribute to, and enjoy economic, social, cultural and political development, in which all human rights and fundamental freedoms can be fully realized.
- **The Right to Participation** – The right that ensures the process by which children and young people can influence decision-making which affects their lives to bring about positive change.

4. All CAP stations work rigorously and meticulously based on the legal provisions and acts relating to child rights and child protection such as

- National policy on Children 2013
- POCSO Act 2012 - Protection of Children from Sexual Offences Act (POCSO)
- J J Act 2015 - Juvenile Justice (Care and Protection of Children) Act, 2015
- Right to Education Act 2009
- Child marriage prohibition Act 2006
- CPCRA Act 2005 - Commissions for Protection of Child Rights Act, 2005
- Medical Termination of Pregnancy (MTP) Act
- Child Labour prohibition Act 1986
- Orphanage Act 1960
- ITP Act 1956 - The Immoral Traffic (Prevention) Act.

5. CAP stations will deal with the following categories of children

- **Children in Need of Care and Protection:** All children in the category as defined by Juvenile Justice (Care and Protection) Act, 2015 (Annexure).
- **Child in Conflict with Law:** A person below the age of 18 who has come in contact with the justice system as a result of committing a crime or being suspected of committing a crime as defined by Juvenile Justice (Care and Protection) Act, 2015. The range of crimes vary from petty theft to more serious offences like murder.

- **Child in Contact with law:** These are essentially children who are victims of or witnesses to crimes or have come in contact with the law in any other form. They have not been involved in the alleged criminal activity themselves.

Other Vulnerable Children:

- i. children of socially excluded groups (migrant families, families living in extreme poverty, scheduled castes, scheduled tribes and other backward classes, families subjected to or affected by discrimination and minorities).
- ii. Children infected and/or affected by HIV/AIDS, child drug abusers, children of substance abusers, child beggars, children of prisoners, and street and working children.

6. Child Friendly Police stations will stringently enforce all laws concerning the safety and protection of children

- In all such incidents a crime case is registered without fail and is investigated by the designated officer.
- All evidences are adduced in a timely manner.
- Arrangements to record statement under section 164 CRPC, without any lapse of time.
- Speedy Arrest of the accused, to get him/her remanded to the judicial custody.
- Charge sheeting of the cases within the stipulated time.
- Day to day supervision by the immediate superior officer of the progress of the investigation.

- Mandatory review and discussion of the cases in crime conferences CIs and Sub Divisional Officers (SDPOs), to assess the progress of the investigations and to chalk out action plan for further investigations, ensuring compliance of actions.
 - Immediate presentation of the child (in conflict with law) before CWC.
 - Strict adherence to the following procedures while dealing atrocities against children.
 - i. Endorsement of an entry number and recording in writing
 - ii. Reading over the details to the informant
 - iii. Maintenance of a special register for entry of required details
 - iv. Immediate registration of Statutory FIR
 - v. Assurance of care and protection to the victim within 24 hours
 - vi. Immediate reporting to CWC and the special court/Court of session
 - Strict measures to book anti-social elements working to recruit children for destructive activities, both physically and through online platforms.
 - Creative measures to prevent children from getting into the influence of anti-social elements by forming an invisible wall of protection around children.
 - **Book the Abuser:** Stringent adherence to the stipulated procedures under Protection of Children from Sexual Offences (POCSO) act in the cases of sexual offences against children (Annexure).
- 7. A designated Child Welfare Officer** with a child friendly attitude and comprehensive knowledge on issues related to handling of children in conflict/contact with law.
- 8. CAP stations will be an affection driven partnership hubs and a joint initiative of the following agencies and functionaries**
- a. Kerala State Commission for Protection of Child Rights,
 - b. District Child Protection Units
 - c. Childline
 - d. Child Welfare Committee (CWC)
 - e. ORC District Resource Centers,
 - f. Juvenile Justice Board (JJB)
 - g. Legal Services Authorities
 - h. Child Welfare Office
 - i. Probation Office
 - j. Child Care Institutions, Initiatives
 - k. like Our Responsibility to Children (ORC) and Student Police Cadet Program (SPC).
 - l. Experts like doctors (especially child psychiatrists), psychologists, experienced child/family counsellors etc.
 - m. Civil society representatives
 - n. Other relevant stake holders
- All Child Friendly Police Stations will facilitate the coordination of all the above mentioned agencies and functionaries who have a key stake in the care and protection of children.

9. A Knowledge Hub

- a. All Child Friendly Police stations will collect, store, process and disseminate information and knowledge related to any issues regarding care and protection of children.
- b. The stations will maintain a repository of all the latest legal documents and judgements regarding the care and protection of children. The repository will also have guidance documents regarding the legal procedures to be fulfilled while handling child related issues.
- c. These hubs will maintain a directory with contact details and all other necessary information regarding different Government/Non-Government agencies and experts involved in the care and protection of children.
- d. CAP stations will also maintain a pool of peer/celebrity/social mentors to ensure their services in necessary cases.
- e. They will also provide services such as counselling and guidance regarding appropriate agencies /experts for further reference and action.
- f. CAP stations will function as contact point for children, parents, teachers, police officers and any other person for guidance regarding matters related to children.

10. Establish and update a data bank on vulnerable children in the jurisdiction of each CAP station

- a. Vulnerability mapping with the help of District Child Protection Units, social work

departments of colleges, volunteers and grass root level functionaries like Anganwadi teachers, Kudumbashree workers etc to.

- i. identify (i) children in conflict/contact with law (ii) children in need of care and protection (iii) children facing major behavioral and emotional problems (iv) Children who have failed SSLC/+2 exams (v) School dropouts and (vi) Other vulnerable children.
- b. Analyze data and prepare list of beneficiaries.
- c. Facilitate implementation of Individual Care Plans for each child.
- d. Rehabilitate and guarantee social integration of the identified children.
- e. Facilitate expert care for children facing behavioral and emotional issues.
- f. Organize constructive correctional measures for deviant children.

11. Massive Awareness Building Programs

- a. Awareness building activities about the rights of children and their responsibilities towards children among parents, teachers, children, media, grass root level stake holders working with children, community/ spiritual leaders social workers.
- b. Encourage relevant agencies to put up boards and hoardings, and distribute posters, leaflets about the safety and protection of children.

12. Measurers to ensure safe and comfortable travel

- a. Increase awareness of auto-rickshaws, carrier vehicles, tempo vans etc and their strict monitoring.

- b. Ensuring safety standards of school vehicles.
- c. Ensuring that school children are not discriminated in public transport facilities.
- d. Capacity building program for students, parents and teachers.
- e. Stringent and timely action against erring vehicle operators.

13. Ensuring safety in and around schools

- a. Enforcing ban on sale of addictive substances.
- b. Raids on establishments in the vicinity of schools, suspected of engaging in the selling or distribution of such addictive substances.
- c. Stringent surveillance on anti-social and drug traffickers.
- d. Ensuring protection and safety of vulnerable children
- e. Ensuring special attention to deviant children.
- f. Monitoring the movement of strangers.
- g. Special monitoring of school absentees.
- h. Formation and active functioning of School Protection Groups in all schools within the jurisdiction of the station (*Annexure*).

14. Measures to Eradicate Child Labor/Child beggary

- a. Prevention of:
 - i. child labour in hotels, bars, construction industry, workshops and so on.

- ii. begging by children either alone or accompanied by elders.

- iii. employment of children as domestic help.

- b. Protection and rehabilitation of children in labor and beggary.

- c. Steps to educate and positively engage children of migrant laborers.

- d. checking various small industries and other occupations that are notorious for employing child labour, tackling child beggars.

- e. Checking traffic points where children are in the habit of selling various small items

- f. identify the real persons/gangs employing children to initiate stringent action against them.

15. SPC Cadets as ambassadors of CAP

- a. Each child friendly police station will have a pool of SPC cadets serving as CAP ambassadors. This pool will include cadets who have graduated from the program as well as those still under training.

- b. They will act as peer mentors and provide psychological first aid to children in distress

- c. They will engage in raising awareness on child rights among their peers and general society.

16. Other Programs

- a. Parenting sessions will be conducted in collaboration with the initiative, Our Responsibility to Children (ORC).

- b. ORC Life SKills camps for vulnerable children in the child friendly space, in association with ORC.
- c. Celebrity/Social mentoring: Identification of celebrity/community volunteers with leadership and social skills to mentor vulnerable children, under the observation of the stations.

Station House head as the convener. Representatives of the partnering agencies will be members.

II. Governance of CAP Stations

The Administrative arrangements for effective implementation of CAP stations will be as follows:

- 1. Action Group at the police station limits: Led by the concerned Circle Inspector and the

- 2. District Coordination Committee: Concerned SP will be the chairperson of the committee and DySP DCRB will be the convener. District level office-bearers of the partnering agencies will function as members.

- 3. State Coordination Committee: State Police Chief will be the chairman of the committee and State Nodal Officer, CAP will be the convener of the same. State level office bearers of the partnering agencies will be members.

“Learning Management System”



Micro Mission: 03 **(Communication & Technology)**

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LEARNING MANAGEMENT SYSTEM

1.0 Introduction & Background

In the last decade, Internet based education has increased substantially and technologies have improved learning substantially. Tremendous improvements in information and communication technologies and increase in the internet penetration brought lots of opportunities in different fields including education and training. Based on these new technologies, Universities and Academies are able to provide a wide range of training Methodologies options to trainees and learners. Distance learning is one such methodology which became very useful where students and instructors are in different geographical locations and time zones. Students can access information anytime at any place. It is very cost effective as many of these institutions become large-scale providers of distance education. In distance learning process, Learning Management Systems (LMS), also known as Virtual Learning Environments (VLE) plays a very significant role for faculty and training managers. In many organizations LMSs are being used to support and improve traditional ways of training. Higher educational institutions can either develop in-house systems or opt for Open Source Software. We selected Moodle (www.moodle.org) open source learning platforms to build our LMS. Moodle is one of the most popular open source Course Management platform all over the world. Open source software foundations have enabled people all over the world to adopt information technology in all areas of work, without any recurring license cost. They also provide regular updates, for such Open Source software. NPA- LMS is completely based on open source platforms on both client as well as server side and there is no software license cost involved.

2.0 Overview

2.1: Project Title:

National Police Academy Learning Management System (NPA LMS)

2.2 Vision:

Sardar Vallabhbhai Patel National Police Academy Hyderabad (NPA) is responsible for training all IPS Officers at different stages of their career. Hence it is imperative for NPA to equip itself with world class training environment by exploiting technology. Its true, that technology can't replace human element of teaching & training but it can be a big force multiplier along with traditional teaching and training methodology. It provides one stop shop for all training related activities during training period in and outside NPA. Apart from allowing trainees to access all training materials in digital form at the time of their convenience, it also enables trainers to plan their schedule in transparent and consultative manner. It also removes any scope of ambiguity about deadlines as each and every activity will have date and time stamp. These days IPS probationers and MCTP participants have to undertake a lot of travel as part of their training. In such scenario this LMS also works as common broadcasting platform.

Once fully implemented, NPA training shall be completely digital without use of any paper. It will also create a digital repository of all the training materials which can be accessed by future batches of trainees and new faculty members taking over that particular assignment. This will standardise the whole training of NPA. To achieve the above

mentioned vision, We zeroed on Moodle Open Source Course Management Platform (www.moodle.org). Moodle is the most popular open source learning management platform which can be customised by using multiple plug in available.

3.0 The Project

3.1: Purpose of the Project

NPA-LMS is Online Training cum Learning Management System primarily for all the IPS Probationers passing out of National Police Academy. The purpose of this System is to make it a single integrated platform for providing all the study materials and assignments in digital form which can be accessed from anywhere over LAN or Internet over a training period of 2(two) years including 7(Seven) months of District Practical Training in different districts all over the country. This platform is also used by faculty members to upload all training materials and evaluations of online assignments without any use of paper. All MCTP and In-service course contents data are also uploaded on this LMS. The access to different course is given to officers on need basis, once all training data are uploaded in it.

Features of NPA LMS:

- Self registration and Enrolment options for faculty and students.
- Adding/Deleting Courses by faculty / Course Manager.
- Set the different User Roles for different user group.
- Setting up the course calendar.
- Online Quiz.
- Upload and Retrieve Assignment and learning Resources

- Forum or Discussion module,
- Evaluate and Grade the students with the feedback
- Instant messages
- File download
- Online calendar

3.2.1 Cost Implication

Sl. No	Particulars	Cost (Rs Lakh)
1	Hardware (2 Rack Server + Storage)	10
2	Software Customisation Cost	6
3	Manpower & Administrative Cost	5
	Total	21

3.2 Sponsors: The whole project is funded from annual budget of NPA under IT head

Note:

- The Software cost is only for customisation of Moodle which may vary as per the requirement.
- Administrative cost includes consumables, power backup, network resources, training, etc.

3.2.2 Pre-requisite for Implementing Moodle based LMS:

- **Network Requirement:** LAN environment with client-server Architecture.

- **Man Power Requirement:** System Administrator with knowledge in Open source applications like Moodle, Virtualization, Operating System (Ubuntu, CentOS, RHEL, etc.) and sufficient experience of Web Portal Management.
- One competent person will be required to manage this LMS on day to day basis.

3.2.3 Hardware Requirement:

Rack Server (2) :-

- Processor : Intel Xeon Processor with 8 core,
- RAM : 32 GB RAM,
- Hard Disk : 1TB Hard disk ,
- Additional storage :as per requirement
- NIC Card: Two

3.2.4 Software Requirements:

- Virtualization Application (KVM), Ubuntu 14.04 LTS (Operating system), MySQL 5.5 or above for database, PHP5 or more, Phpmyadmin, Apache web server.

3.3. Benefits:

This LMS made the whole Training Cycle completely paperless which itself saved a lot of recurring expenditure on stationery but more than the whole training management efficiency improved substantially and also became completely transparent.

4.0 Situational Assessment & Problem Assessment:

Before implementation of this digital platform all training material, curricula, feedback etc used to be in the paper form and any digital content like PPT, Training Videos etc were preserved in FTP server in a subject folder. But this folder becomes

too much cluttered and search became difficult. Many data in paper form was difficult to locate as the same used to get lost in a number of files. For any faculty member getting all the information and data at one single place was too clumsy and very difficult to comprehend.

5.0 Critical Assumption & Constraints

It was assumed that all the faculty members and trainees will be comfortable with technology and will be using the new platform optimally. Since All training material are now only available in digital form trainees do not have any option. But a good number of faculty members are still using paper for their day to day work and their personal staffs uploading the data on the LMS platform after evaluation on hard paper.

6.0 Implementation Strategy

As a matter of strategy all sorts of training material in soft form were stopped. All Syllabi, Pre Course reading material, Classroom PPT & Video etc are uploaded on LMS. Earlier all Faculty members used to provide notes in paper form as reading and reference material. All trainees were forced to use this system initially. Trainees being more techno savvy adopted the new system very quickly. Few faculty members took time to get accustomed to the new system because of inertia and lack of IT aptitude.

Operationalization of NPA LMS

- All faculty members and Trainees are registered immediately after their joining in the Academy and unique user ID is provided for access.
- Adding/Deleting Courses by LMS Manager as per instructions of Course Director.

- Complete Indoor and Outdoor Training Manual of Basic Course Syllabi and Pre course study materials are up-loaded on this LMS subject wise.
- All indoor classes being conducted for IPS Probationers and In-service Course participants are video recorded and uploaded in this LMS along with Power Point Presentation and reference material if any as per schedule in organized manner.
- As a matter of policy of the Academy, fingerprints of all the IPS Probationers are recorded in the beginning of the course and all Biometric Attendance Data of Indoor Classes is automatically uploaded in the LMS for future reference viewing by both faculty and IPS Probationers.
- All assignments during their stay in the Academy for Phase-I and later during District Practical Training from districts all over the country is uploaded and assessed online completely in digital form without any use of paper.
- This platform is also being used to create knowledge depository of all the in- service courses being conducted in the NPA, like MCTP, Cyber Crime Investigation and other courses.

6.1 Derivables

1. No of courses uploaded on LMS
2. Percentage of Trainees & Course Coordinators using this LMS

6.2 Stakeholders

1. All Trainees
2. All Faculty Members
3. Training support staff of all the sections organising various training modules.

6.3 Related Projects

This LMS was standalone and self-sufficient module but it can be linked with another Project called Knowledge Management System (KMS), which we started in NPA. This KMS is meant for all IPS Officers of the country and LMS is for IPS Officers coming to NPA for training and there is lot of scope of integrating both the systems.

6.4 Future Plan

Since this LMS was accessible to all the Trainees from outside NPA campus also over internet within few years this LMS will become the huge digital repository of learning resources on Police subjects and it can be used to run Online Courses for anyone interested in the subjects specially sub ordinate ranks of various Police Departments all over the country. At present most State Police Academy lack sufficient credible learning resources on police subjects. This repository can be a reference point for BPR&D or any State Police Training Academy for standardising their training modules.

“यूपी 100 UP”



Micro Mission: 04 (Infrastructure)

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“यूपी 100 UP”

1. Introduction / Background

Uttar Pradesh, the fourth-largest state in India, spans across an area of approximately 243,286 sq. km. and supports a population of more than 220 million. To maintain law and order in such a large state, one of the largest Police forces under a single command worldwide, is continuously at work. The Director General of UP Police commands the force of approximately 2.5 Lacs personnel, spread over 75 districts, 33 armed Battalions and other specialized wings/ branches relating to intelligence, investigation, anti-corruption, and Technical, Training, Forensic Science and others.

UP Police has undertaken a large number of initiatives to modernize its police force in the last decade. It is also scaling up its infrastructure to match the requirements of police force including equipping the force with all the technical tools required to cope up with the requirements of safety and security.

Prior to the current UP 100 initiative, there were Dial 100 numbers in different cities of the state to cater to Police emergency services. The system was implemented in a distributed environment and was working independently. Considering the large population of the state, it was imperative to build a strong emergency response service along with the supporting infrastructure. The Government of Uttar Pradesh conceptualised the Uttar Pradesh Police Emergency Management system to provide a coordinated and centralized emergency response to provide better Police emergency response and services to the citizens. This would also lead to the coverage of entire UP state including rural, urban and remote areas under the Call 100 services.

2. Overview

2.1 Project Title

UP 100 - Uttar Pradesh Police Emergency Management System

The Uttar Pradesh Police is about to launch the organization’s largest, and one of the most ambitious projects in its history, the ‘UP100’. ‘UP 100’ is the official name of the Uttar Pradesh Police Emergency Management System, also previously called the Uttar Pradesh State-wide Dial 100 Project.

Police Emergency Systems have been operational in the form of distributed district level ‘Dial 100’ systems till now, where public calls in police emergency situations are handled by Police Control Rooms established at the District level. With increasing demands, many of such control rooms find available resources inadequate. Need has been felt to reorganize the functioning of the district police control rooms to be able to respond to the increase in volume of calls, variety of connectivity technologies and diversity of responses required including many specialized services.

UP 100 has been established to provide integrated emergency services relating to public safety across the State of Uttar Pradesh on 24x7 basis. A centralized contact centre has been established at Lucknow for receiving all emergency calls directly from across the State, including remote rural areas. The centre will receive not only the mobile or phone calls, but will also respond to all other modes of communications like email, social media etc. All dialects of Hindi in the large State, major Indian and even some foreign languages will be supported. Persons with special needs will be able to connect through video calls where interpreters of sign language will transcript their issues and actions will be taken.

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2.2 Vision

The system was conceptualised with a vision to provide prompt integrated emergency response for public safety and security to all persons anytime, anywhere in Uttar Pradesh. Police Emergency Management System (PEMS), which provide prompt, uninterrupted round the clock, integrated police emergency response services, for public safety and security for all persons, anywhere in the State of Uttar Pradesh by synergizing Leadership, Innovation, Skilled people and Technology.

UP100 will be beneficial not only for better response & timely action for distress citizen but also improve multiagency emergency Response e.g. (Police, Medical, Fire etc.). UP100 will aid to use robust solution with language support and logical distribution of calls with improved communication links to citizens. Also, UP100 will be beneficial for Police department as it will lower crime rates acting as deterrent and round the clock availability with proper information dissemination. Police will ensure public safety - efficiently and cost effectively with real-time tracking, movement and location of response vehicles.

2.3 Project Objective

The primary objective of UP 100 is to reduce the response time to provide emergency services to the citizens. Response time includes the time when the call was first answered by the Central Contact Center at Lucknow till the time Police Response Vehicle (PRV) reaches the incident site. With the implementation of new technology, aim is to achieve the below mentioned response times:

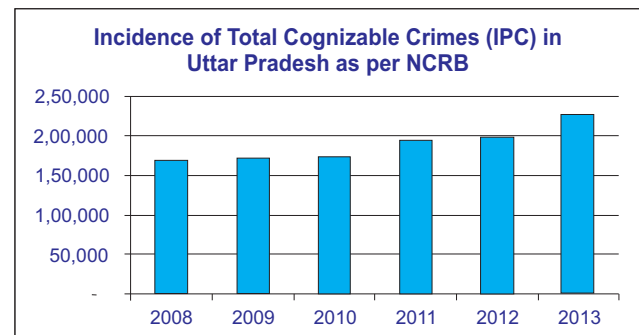
- Urban Regions of Uttar Pradesh – 15min
- Rural Regions of Uttar Pradesh - 20 min

UP 100 is a robust solution with language support and logical distribution of calls with improved communication links to citizens. It will help in lowering the crime rates by acting as a deterrent through round-the-clock availability of response system with real-time tracking, movement and location of response vehicles.

3. The Project

3.1 Purpose of the Project

When the project was conceptualised, Uttar Pradesh was witnessing increasing crime trend. The trend of crimes from the years 2008 to 2013 can be seen in the chart below:



The Government envisaged UP 100 as a system which would act as a deterrent to crime and help in providing immediate relief and prompt action for citizens.

The following purposes are planned to be solved by the UP 100 system:

The objectives of the project also include:

- Ensuring state-wide coverage of the State-wide Call 100 service including urban, rural and remotest areas of the state
- Providing 24x7 operational centralized State-wide Call 100 number

- Providing 24x7 efficient and effective Police emergency response system. Citizens shall be able to connect to the system through multiple media, like SMS, email, Chat etc.
- Handling Police emergency requests from citizens through skilled manpower.
- Improving response system for timely dispatch of field personnel (police) to the location of incidence.
- GPS enabled quick dispatch of vehicles to location of distressed person.
- Analysis of trends and optimize the use of Police personnel to handle emergency situations.
- Creating a scalable system to handle increased number of citizen requests and integrate with other services in future.

3.2 Sponsor

The project is being funded by the Government of Uttar Pradesh as part of its multi-fold initiatives to curb crime and improve law and order situation in the state.

The approved budget for the project is:

Sl. No.	Item	Revised Year 0	Revised Year 1	Revised Year 2	Revised Year 3	Revised Year 4	Revised Year 5	Revised Total
		(CAPEX)	(OPEX)	(OPEX)	(OPEX)	(OPEX)	(OPEX)	In Cr- INR
1	PRV	335.23	165.76	192.92	209.62	225.64	154.88	1284.05
2	Technology solution	127.42	49.68	52.17	53.22	54.63	56.41	393.53
3	Information, Education, Communication		32.85	2.82	2.82	2.82	2.82	44.13
4	Training costs		33.93	37.33	41.06	45.16	49.68	207.16
5	Manpower Costs (ITECCS, OMCs)		21.82	23.99	26.23	29.01	31.74	132.79
6	Operations of ITECCS		5.91	6.5	7.15	7.86	8.65	36.07
7	Operations of OMC Allahabad		0.4	0.44	0.49	0.54	0.59	2.46
8.	Operations of OMC G.B. Nagar		0.4	0.44	0.49	0.54	0.59	2.46

Year-Wise Total (in INR crores)	462.65	310.75	316.61	341.08	366.2	305.36	
Total Project cost in INR Crores							2102.65
Contingency on project (1%) in INR Crores							21.03
Total Project cost in INR Crores (including contingency) in INR Crores							2123.68
Total Project cost in INR Crores (including taxes) in INR Crores							2123.68
Sl. No.	Item	Year 0 (CAPEX) (in Crore)	Year 1 (CAPEX) (in Crore)			Total	
9	Land	33.55	100.62			134.17	
10	Building	26.99	40.49			67.48	
Total inclusive of Land , building, ITECCS and field services for 5 years in Crores							2325.33

3.3 Financial Benefits of the Project

The UP 100 is being operationalised for 220 million citizens of the state. The project is being implemented at a highly economical price point of **Re. 1 per month per citizen.**

Prior to the operationalization, there were 4 Modern Control Rooms in Kanpur, Ghaziabad, Lucknow and Allahabad. An initial study found that establishing individual Modern Control Rooms would require a higher budget without the advantage of the centralised system of aggregated and consolidated reporting, accountability, transparency and data analytics. If independent systems were implemented in different districts, additional cost would have to be incurred by the government by setting up a central system of reporting, analytics, training and monitoring of the system.

Thus, the UP 100 system has provided immense financial benefits to the government exchequer apart from the citizens and the taxpayer of the state.

4. Situational Assessment and Problem Statement

4.1 Problem Statement

Prior to UP 100, there were 100 number provisions in different cities of the state to cater to Police emergency services. Any call to this emergency number would be routed to a communication officer/ dispatcher in that particular district where the call originated and was handled by the concerned personnel. Independent systems were implemented in a distributed environment. Modern Control Rooms were only existent in 4 out of the 75 districts of the state and the rest of the state relied on primitive systems for their operations.

The following problems existed because of the primitive or independent systems in the districts:

1. Lack of accountability and transparency of system.
2. Slow response to emergencies especially in case of rural regions.

3. Absence of electronic documentation of issues for scrutiny.
4. Provision of only voice channel for communication.
5. Discretion of local police for crime which may result in biases.
6. Issues in identification of location of incidence and reaching the spot on time for emergency relief.
7. Lack of independent or aggregated data for analytics improvement in policing and crime prevention.
8. Lack of standardized response for all citizens and all regions of the state.
9. Lack of feedback mechanism from citizens for incorporation in policing.
10. Absence of multiple dialects, languages, special languages for communication. Thus, support to people from outside the state and people with disabilities was delayed.
11. Absence of real-time data for vehicles while patrolling and responding to an emergency.

The UP 100 service was designed to ensure that all the aforementioned problems were solved by leveraging technology and process improvements. The new system is a marked up gradation of the current systems and it is expected to improve with improving telecommunication channels, rural network coverage and increased awareness of citizens about the service.

4.2 Situational Assessment of Pre-existing Systems

Uttar Pradesh Police Department had already taken initiatives in designing district level Modern Control Rooms at 4 locations prior to UP 100. The situational assessment to understand the current processes/ functions of existing UP 100 system at Allahabad (25-seater), Ghaziabad (25-seater), Kanpur (25-seater) and Lucknow (25-seater) was conducted prior to UP 100's project report. The total number of calls per day ranges from 3,500 to 4,000 in these cities and Actionable Calls (ACs) are around 400.

The tables below list the information about Dial 100 in Allahabad, Ghaziabad, Lucknow and Kanpur:

1. Assessment of Dial 100 Centre in Allahabad

Particulars	Details
Cos	15
Call Dispatcher	10
Area Covered	Allahabad (Urban and Rural)*
PRI Lines	2
Screens for CO	2 (ACS+ GIS)

Particulars	Details
Screens for Dispatcher	3 (ACS + GIS + Dispatch)
Screen for Supervisor	3 (ACS + Analysis + Dispatch)
Staffing (CO and dispatchers)	Not Outsourced (All are Police officers)
Response Time (as per May 2015 statistics)	22.7 min (Rural) 11.94 min (Urban)

2. Assessment of Dial 100 Centre in Ghaziabad

Particulars	Details
Cos	15
Call Dispatcher	10
Area Covered	Ghaziabad (Urban and Rural)*
PRI Lines	2
Screens for CO	2 (ACS+ GIS)
Screens for Dispatcher	3 (ACS + GIS + Dispatch)
Screen for Supervisor	3 (ACS + Analysis + Dispatch)
Staffing (CO and dispatchers)	Not Outsourced (All are Police officers)
Response Time (as per May 2015 statistics)	28.8 min (Rural) 23.94 min (Urban)

3. Assessment of Dial 100 Centre in Kanpur

Particulars	Details
Cos	15
Call Dispatcher	10
Area Covered	Kanpur(Urban and Rural)*
PRI Lines	2
Screens for CO	2 (ACS+ GIS)
Screens for Dispatcher	3 (ACS + GIS + Dispatch)
Screen for Supervisor	3 (ACS + Analysis + Dispatch)
Staffing (CO and dispatchers)	Not Outsourced (All are Police officers)
Response Time (as per May 2015 statistics)	24.0 min (Rural) 22.70 min (Urban)

4. Assessment of Dial 100 Centre in Lucknow

Dial 100 Centre in Lucknow, being the latest Dial 100 system among the major cities of UP has been setup with modern infrastructure and latest technology. The table below provides statistics of various aspects of the centre:

Particulars	Details
Cos	15
Call Dispatcher	10
Area Covered	Lucknow (Urban and Rural)*
PRI Lines	2
Screens for CO	2 (ACS+ GIS)
Screens for Dispatcher	3 (ACS + GIS + Dispatch)
Screen for Supervisor	3 (ACS + Analysis + Dispatch)
Staffing (CO and dispatchers)	Not Outsourced (All are Police officers)
Response Time (as per May 2015 statistics)	24.05 min (Rural) 14.09 min (Urban)

The average cost for building up of one modern control room was around INR7 Crore for single district without vehicles. In terms of scalable system and seamless integration the previous system were lacking in Innovation, Process, Seamless Technology, Performance Measures, Research and Analytics, Capability Building of employees and motivational leadership

5. Critical Assumptions and Constraints

5.1 Critical Assumptions

Firstly, On the basis of global experience 2.5% of population calling once a year for all emergencies and 40% of them are for Police Emergencies which works out to $0.025 \times 0.4 \times 200 = 2$ Million Emergencies per annum in UP i.e. 5,500 per day . If 5% are effective calls, we expect to receive 110,000 calls a day

Secondly on the basis of UP experience, it is estimated that:

- Average large city emergencies are 400 per day
- Average small district emergencies are 30 per day
- Hence total emergencies for the state can be estimated at 4,100 per day ($400 \times 5 + 30 \times 70$)
- Effective calls in cities at 13% and in smaller districts at 4% and weighted average works out to 4.9%
- Hence total calls will be 84,000 per day

Based on A&B we estimate that the demand will be:

- Calls per day will move from 84,000 in the 1st year to 110,000 in 3rd year
- Effective emergency calls per day will move from 4,100 in the 1st year to 5,500 in the 3rd year
- With promotion and good service, the demand will increase substantially

5.2 Functional and Operational assessment

Manpower assessment has been done based on following assumptions:

1) General assumptions

- Monthly call volume is considered as 6,000,000
- The Call 100 center would be operational for 24X7 in 3 shifts

- Operation timings for Lucknow, Agra and Varanasi Call Centre:
 - i. Shift 1: 9 AM to 2 PM: with 80% capacity
 - ii. Shift 2: 2 PM to 9 PM: with 100% capacity
 - iii. Shift 3: 9 PM to 9 AM: with 40% capacity
- Buffer of 35% manpower is assumed for continuity in the Call 100 center in case of absentees, leaves, drop outs etc.
- Average call waiting time is assumed as 0 in all cases which means that there is no call which would be waiting in queue.

2) Assumptions for Communication Officer (CO)

Daily call volume has been taken as 200,000 (2 lakhs) and is assumed that most of the calls will be received by Call 100 between 2PM-9PM.

Busy hour call volume percentage for inbound voice CO is taken as 7% of the total calls.

Average call handling time:

- i. Communication Officer (inbound calls): 30 seconds
 - ii. Communication Officer (outbound calls): 120 seconds
- Daily outbound call attempts are assumed as 5% of busy hour call volume i.e. 700 with a connect rate of 80%.
 - Total number of non-caller CO for SMS, e-Mail and Chat etc. is taken as 5% of Total Inbound Voice CO and Total Outbound Voice CO i.e. 8.
 - Total number of HC (Communication Unit) is 1 per 15 COs.

3) Assumptions for Dispatch Officer (DO)

- 8% of the calls received at CO would be forwarded to DO.
- Busy hour call volume for DO is 80% of 8% of calls terminating at CO. It is assumed that out of each 100 calls terminating at CO desk, 8% calls are actual emergency calls and out of those, 80% is handled by DO and remaining 20% are from Special Dispatch Unit.
- Efficiency level of DO is assumed to be of 80%.
- Average call handling time:
 - i. Dispatch Officer: 180 seconds

4) Assumptions for SI (Special Dispatch Unit)

- Busy hour call volume for SI (Special Dispatch Unit) is assumed to be 20% of 8% of calls terminating at CO desk i.e. 224.
- Average handle time of calls at SI (Special Dispatch Unit) desk is assumed as 300 seconds.
- Efficiency of CO, DO and Special Dispatch Unit is taken as 80% and 20% time is released for other activities like lunch and recreation etc.

Based on the assumptions provided above, manpower requirement is calculated.

Table 1: Manpower assessment at Call 100

Manpower	Lucknow	Agra	Varanasi	Total	Category
Communication officer	51	79	79	673	Outsourced
HC (Communication Unit)	37	7	7	51	Police (HC)
SI (Communication Unit)	7	0	0	7	Police (SI)
Dispatch officers (HC/HO/AO)	168	27	27	222	Police (HC/HO/AO)
SI (Dispatch Unit)	19	4	4	27	Police (SI)
SI (Special Dispatch Unit)	72	13	13	98	Police (SI)
Inspector (Special Dispatch Unit)	15	4	4	23	Police (Inspector)
R-SI	6	0	0	6	Police (SI)
ARO Maintenance	1	0	0	1	Police (Dy. SP)
ARO (RoIP)	1	0	0	1	Police (Dy. SP)
ARO (Operations)	1	0	0	1	Police (Dy. SP)
Addl. SRO	2	0	0	2	Police (Dy. SP)
DIG Telecom	1	0	0	1	Police (DIG)
Dy. SP/ ARO (Shift In-charge)	4	4	4	12	Police (DySP/ARO)
Total	849	138	138	1125	

5.1.1 Field service manpower assessment

PRVs would be deployed at field level which would be manned by police personnel. These police personnel providing field service to the citizens need to be well trained and well equipped with technology. Field manpower has been planned based on the number of vehicles to be procured under the project.

1) Assumptions for field service

- 2W vehicle would be driven by 1 HC and 1 Constable.
- 4W vehicle would have 1 HC, 1 Constable and 1 pilot (outsourced).

- Buffer of 35% has been considered to cater to leaves, drop outs, absentees etc.
- Vehicles would be operated in 2 shifts of 12 hours each
- 1 District PRV Manager for each district is considered who would be responsible for the entire fleet in respective district.
- 1 SI (Field) would be responsible for 15 4W and 40 2W. SI (Field) would not be required in shifts.
- 1 Inspector (Field) per district to monitor the function of District PRV manager and all other PRVs.
- 1 Range Dy. SP per range would monitor the districts under him and report the same to SP (FS).

Based on the assumptions provided above, manpower requirement for field services is calculated.

Table 2: Manpower assessment at field service

Manpower	2W	2W (with buffer)	4W	4W (with buffer)	Total 2W + 4W (with buffer)	TOTAL (in 2 shifts)
Head Constable	1500	2025	3000	4050	6075	12,150
Constable	1500	2025	3000	4050	6075	12,150
Pilot (Outsourced)	0	0	3000	3200	3200	6400
District PRV Manager (Outsourced)	75 (1 per district)				75	75
SI (Field)	1 per (15 4W and 40 2W)				238	238
Inspector (Field)	75 (1 per district)				75	75
Range Dy. SP	8 (1 per range)				8	8
SP for field services	-				1	1
Total						32,823

5.1.2 Other manpower assessment

Besides UP100 operations, manpower for other sub-units of ITECCS is also considered. Approximate number of manpower for LDI and ARC are provided below:

Table 3: Manpower assessment at LDI and ARC

Department	Manpower (SP and above)	Category
LDI	15	Police
ARC	15	Police
Total	30	

Table 4: Manpower assessment for Vigilance unit

Type of officer	Number of officers
SP HQ	1
Inspector	10
Sub Inspector	20
Total	31

5.1.3 Support staff manpower assessment

For all the Dy. SP and above personnel, support staff of driver, steno, OP and constable would be provided. Based on this assumption, below mentioned support staff has been identified

Table 5: Support staff requirement for officers Dy.SP and above

Type of officer	Driver	Steno	OP	Constable
Lucknow				
ARO Maintenance	1	1	1	1
ARO (RoIP)	1	1	1	1
ARO (Operations)	1	1	1	1
Addl. SRO	2	2	2	2
DIG Telecom	1	1	2	1
Dy. SP/ ARO (Shift In-charge)	4	4	4	4
ASP (Call 100)	1	1	1	1

Type of officer	Driver	Steno	OP	Constable
SP (Call 100)	1	1	2	1
Range Dy SP	8	8	8	8
SP (FS)	1	1	2	1
ASP (Fin)	1	1	1	1
ASP (HR)	1	1	1	1
ASP (Training)	1	1	1	1
ASP (IT)	1	1	1	1
ASP (IEC)	1	1	1	1
ASP (Q&A)	1	1	1	1
ASP Operations and FMS	1	1	1	1
ASP Strategy and Analytics	1	1	1	1
ASP Procurement	1	1	1	1
SP (Admin)	1	1	2	1
IG UP100	1	1	2	1
IG FUST	1	1	2	1
IG ARC	1	1	2	1
IG LDI	1	1	2	1
DIG Admin	1	1	2	1
ADGP ITECCS	1	1	2	1
Varanasi				
Dy. SP/ ARO (Shift In-charge)	4	4	4	4
Agra				
Dy. SP/ ARO (Shift In-charge)	4	4	4	4
Total	45	45	55	45

Category-1				
Serviced Area in a district	100%	of rural area of the given district has been assumed to be inhabited		
	100%	of urban areas have been assumed to be inhabited for all categories		
Vehicle Serviced area	0%	Of the rural area has been assumed to be served by 2 Wheelers and the remaining	100%	by 4W
	30%	of the urban area has been assumed to be served by 2 Wheelers and the remaining ...	70%	by 4W

Category-2				
Serviced Area in a district	60%	of rural area of the given district has been assumed to be inhabited and rest farm land		
	100%	of urban areas have been assumed to be inhabited for all categories		
Vehicle Serviced area	0%	Of the rural area has been assumed to be served by 2 Wheelers and the remaining	100%	by 4W
	30%	of the urban area has been assumed to be served by 2 Wheelers and the remaining ...	70%	by 4W

Category-3				
Serviced Area in a district	60%	of rural area of the given district has been assumed to be inhabited and rest farm land		
	100%	of urban areas have been assumed to be inhabited for all categories		
Vehicle Serviced area	0%	Of the rural area has been assumed to be served by 2 Wheelers and the remaining	100%	by 4W
	25%	of the urban area has been assumed to be served by 2 Wheelers and the remaining ...	75%	by 4W

Category-4				
Serviced Area in a district	40%	of rural area of the given district has been assumed to be inhabited and rest farm land		
	100%	of urban areas have been assumed to be inhabited for all categories		
Vehicle Serviced area	0%	Of the rural area has been assumed to be served by 2 Wheelers and the remaining	100%	by 4W
	20%	of the urban area has been assumed to be served by 2 Wheelers and the remaining ...	80%	by 4W

Category-5				
Serviced Area in a district	28%	of rural area of the given district has been assumed to be inhabited and rest farm land		
	100%	of urban areas have been assumed to be inhabited for all categories		
Vehicle Serviced area	0%	Of rural area has been assumed to be served by 2 Wheelers and the remaining	100%	by 4W
	16%	of the urban area has been assumed to be served by 2 Wheelers and the remaining ...	84%	by 4W

5.2 Constraints

In the operationalization phase of UP 100 project, some of the observed constraints were:

1. Lack of trained manpower within the UP Police Department

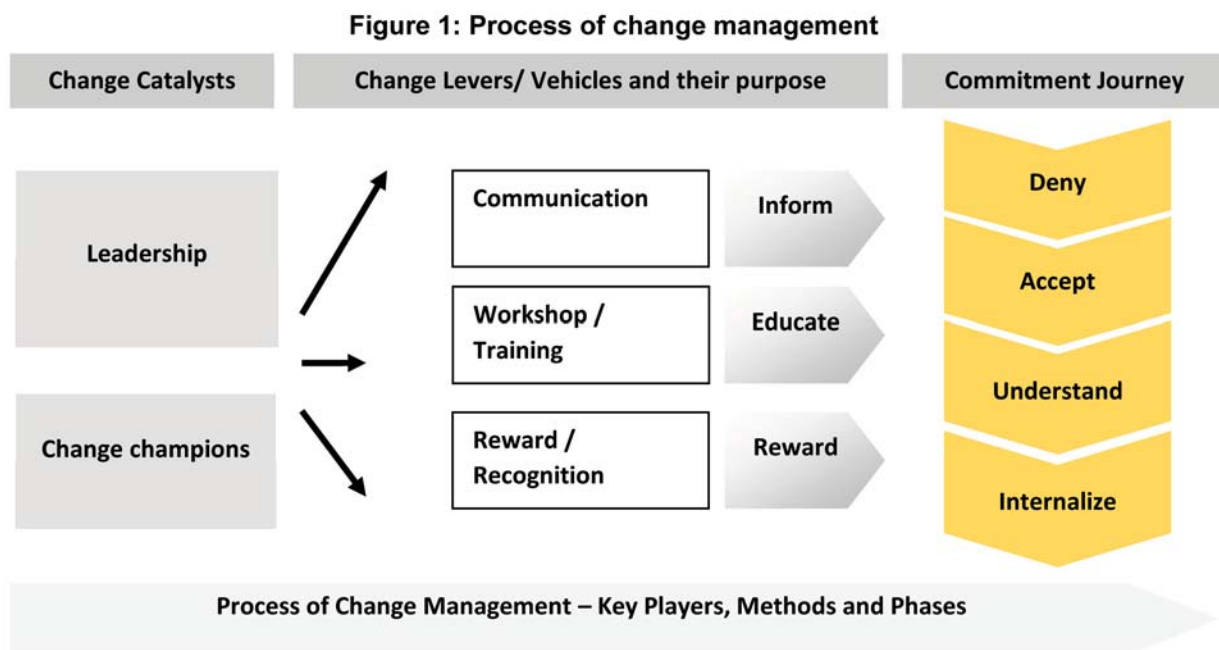
UP 100 project uses state-of-the-art technology for the centralized contact center and field operations. On the field, Mobile Data Terminal devices (Tablets) are used for real-time response and updation for incidents. Due to the large scale of operations, there were major constraints in finding manpower within the UP Police Department with the requisite skillset. Thus, a large scale capacity building exercise was undertaken to train individuals for the process. However, the skills need to be regularly updated and improved to create a robust and sustainable system.

2. Inadequate Infrastructure (Network and Telecommunications)

The UP 100 system is reliant on data channels as well as telecommunication channels for different parts of the process. The 3G penetration in particular is below standards in Uttar Pradesh, and has resulted in lag in real-time updates in location and incident response. According to a report in 2015, the 3G penetration in UP was less than 5%. The infrastructure has improved since then, and there's renewed focus by the Central as well as the State Government on improving connectivity especially in the rural regions. This will in turn help in improving the emergency response of the service.

3. Resistance Management during operationalization

For the success of the UP 100 project, it was crucial that UP Police Department focus on designing resistance and change management strategies along with a pragmatic training plan. The change management and training plan was prepared to assist UP Police in taking due approvals from competent authority. The adopted process of change management with its key players, methods and phases can be depicted in the diagram as below:

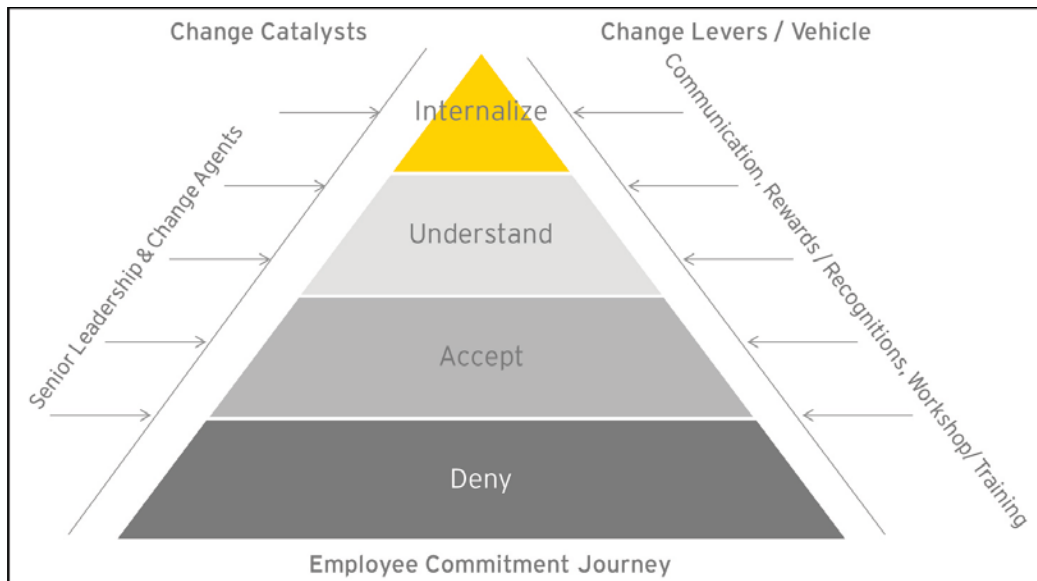


Leadership of senior level officials from the UP Police Department, Home Department, State Government has played a large role in change management. The following underlying principles were followed during operationalization:

- Communicating the need for this change and involving all participants equally to be a part of the same.
- Taking ownership for driving change at all levels within the police department.

- Identification of change catalysts from district level so that they can drive the change management initiatives through-out the state

Figure 2: Resistance Management Framework



These constraints will be overcome over a period of time and require infrastructural improvements apart from capacity building and institutional support. For the UP 100 service, the 1st and the 3rd constraints have already been tackled to a large extent. For the infrastructural constraints, a time period of 3 months is envisioned for marked improvement.

6. Implementation Strategy

6.1 Implementation Details

6.1.1 Background

The UP 100 Service has been established with a centralised Contact Centre in Lucknow with an all-female staff of communication officers for empathy at first point of contact with the citizens. Additionally, two Operational Mirror Centres (OMC) at Allahabad and Gautam Buddh Nagar have been setup. These OMCs would be 100% operational with 15% capacity at each centre. Any call queuing at Lucknow would be routed to Allahabad and Gautam Buddh Nagar. In any unseen circumstances when Lucknow centre would not be operational, Allahabad and Gautam Buddh Nagar would act as the emergency response centres. This operational mirror /back-up concept has not been introduced in any other emergency service in India till date – a unique aspect of the project. The service has been designed to provide standardised response to anyone in rural or urban areas and citizens can upload pictures, videos, documents which will be tagged with the calls.

Box1: UP 100 Contact Center - Salient Features

- Anytime: 24 X 7
- Citizens can connect through any medium of communication – Landline, Mobile, SMS, Email, VoIP.
- Call answering in all regional dialects of Hindi, English and major Indian & foreign languages
- Provision for effective communication with Persons having Special Needs.
- Empathy at first point of contact - Women Communication Officers
- Voice Recording of all calls to ensure accuracy and transparency.

6.1.2 UP 100: Process**6.1.3 Operational Process**

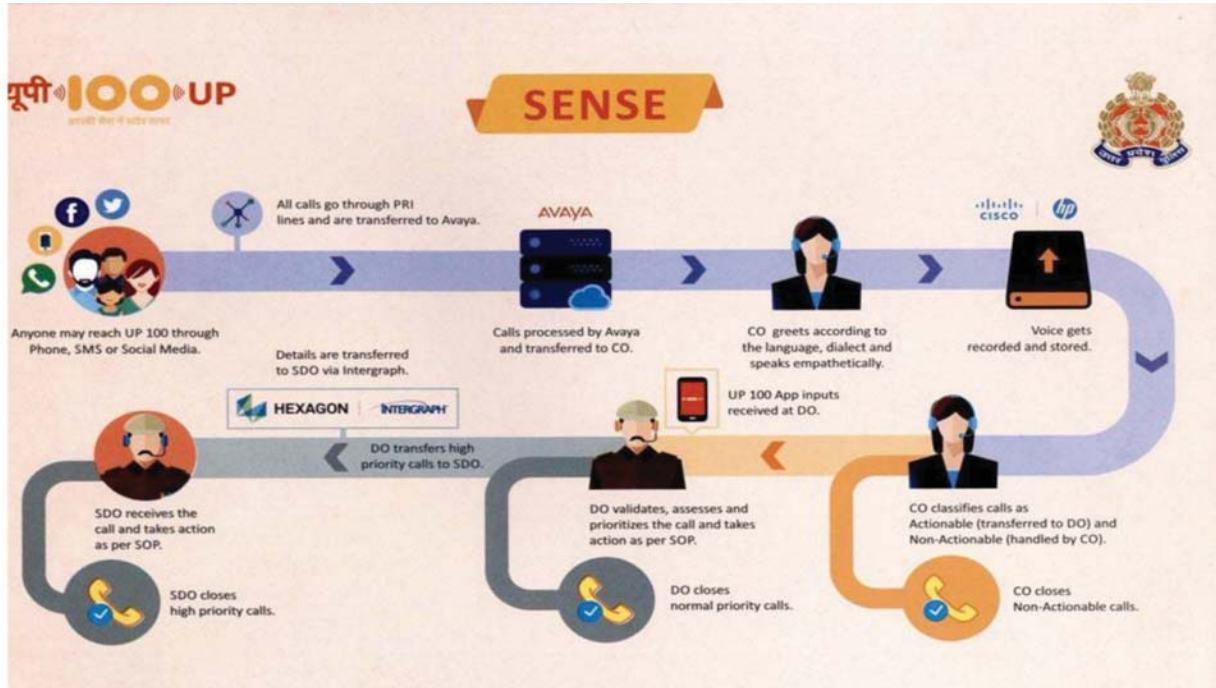
The process for running the project has been envisaged and more than 500 Standard Operating Procedures (SOPs) have been developed. The SOPs are developed to cater the service of Police, Fire, Medical and GRP starting from communication of distressed citizen with centre to feedback against call. The operational process followed for implementing the UP100 Service in 3 categories:

1. Sense

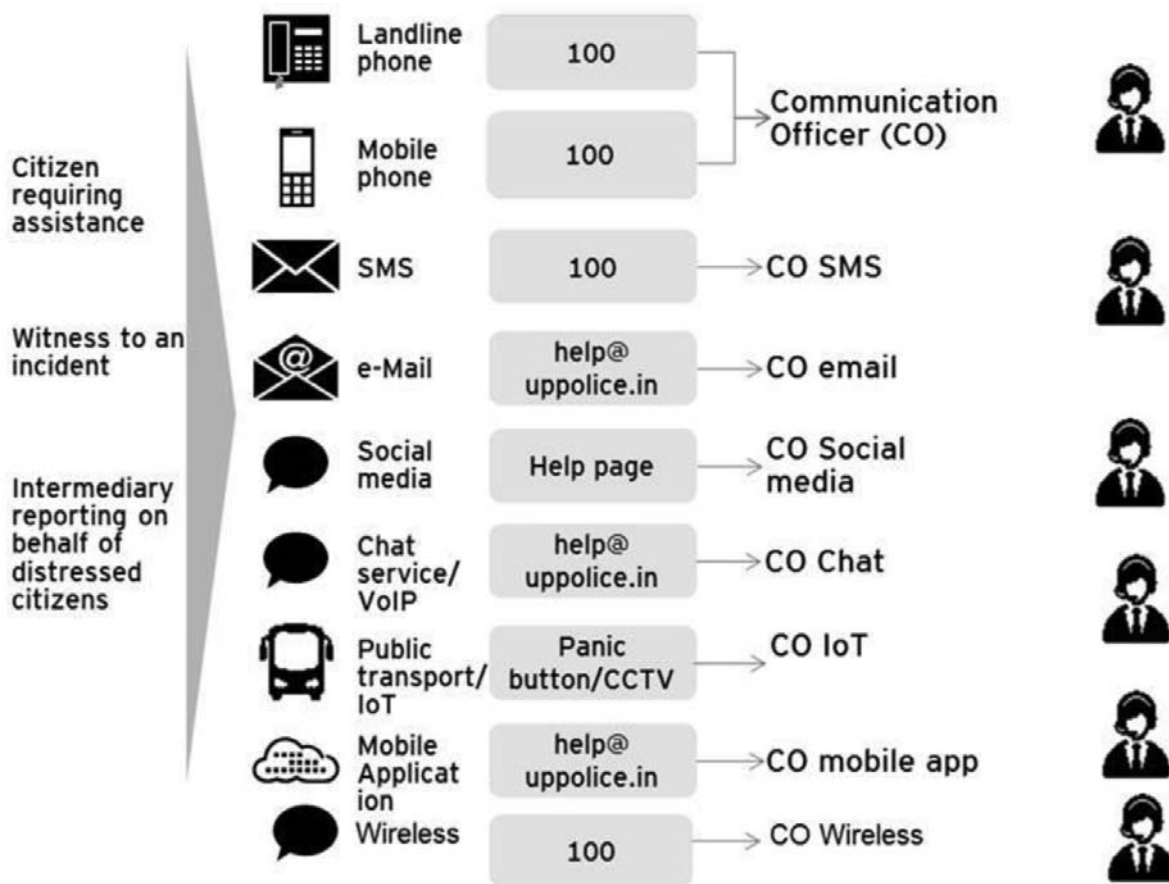
The caller may call the 100 number for any emergency service through different channels such as phone, SMS, social media etc. The calls are received at the centralized contact centres where the communication officers classify the calls as Actionable/Non-Actionable and transfer it to the Dispatch Officers. All calls are recorded for transparency and there is a provision for multiple languages, dialects and sign language through video etc.

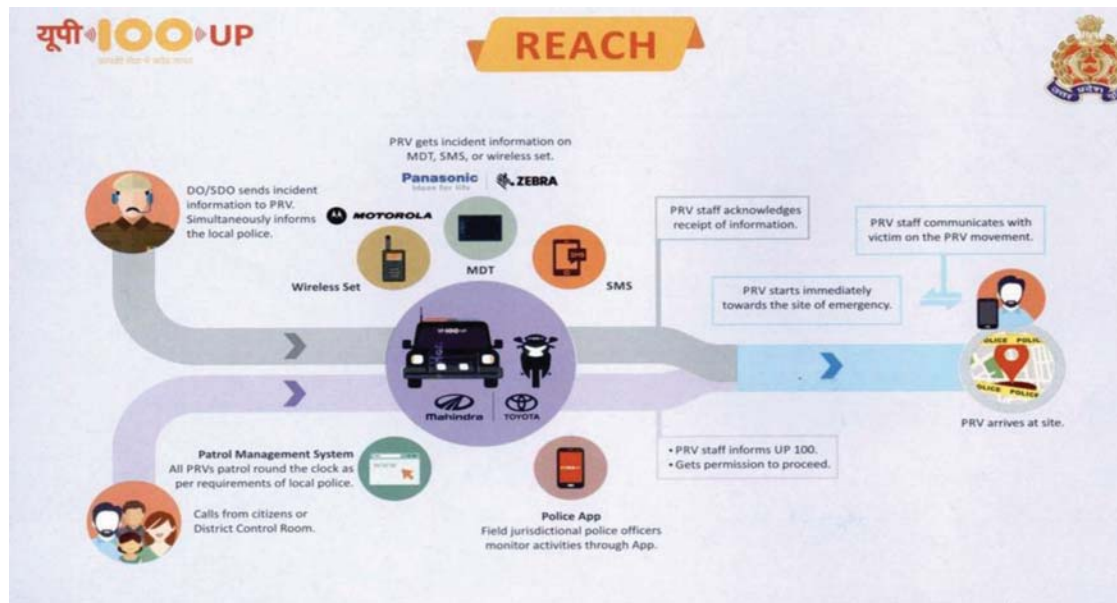
2. Reach

Once the DO ascertains the emergency and the location, the nearest vehicle is located through on the Computer Aided Dispatch-Geographical Information System Maps available at the DO screens. The vehicles are tracked through the GPS systems installed on the PRVs. The nearest vehicle gets the information through multiple communication channels and reaches the location of incidence. PRVs are patrolling across the state 24*7 and the Patrol Management System is used to manage the route charts of the vehicles.



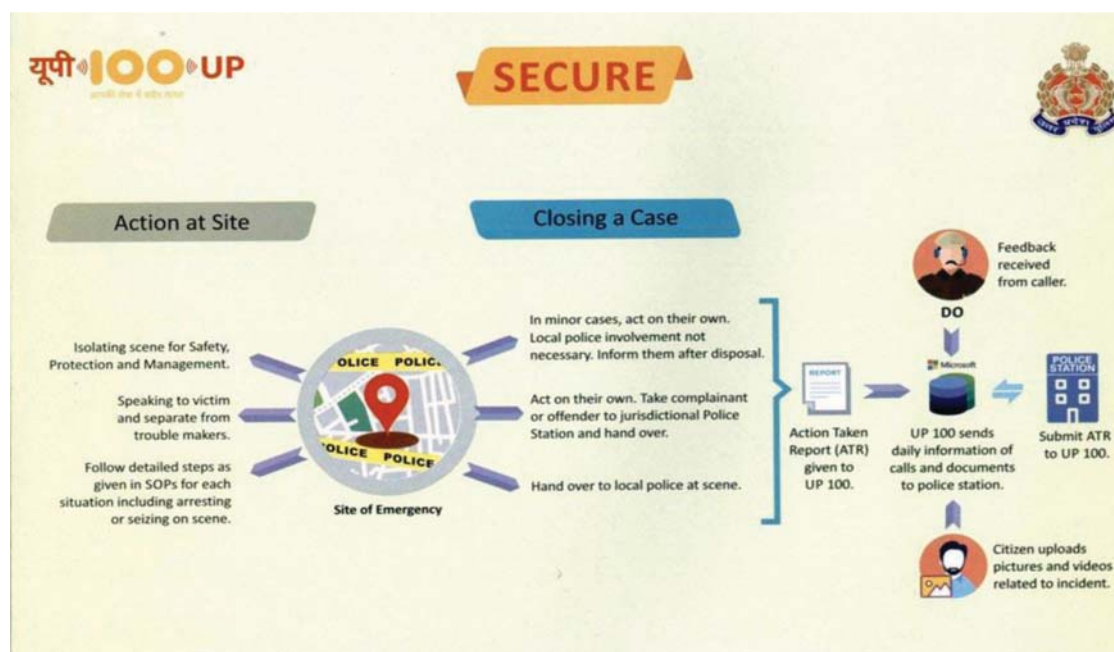
The following modes of communication can be used for contacting UP 100





3. Secure

This is the last phase of the operational process. In this phase, after reaching the location of incidence, the PRV takes action at the site. The drivers have been trained to deal with empathy and UP Police Department has created Standard Operating Procedures for the UP 100 project to ensure that proper action is taken. On the MDT, a real-time Action Taken Report is submitted which is received by all stakeholders including central center and local police. The case may be closed or handed over to the local police for further action.



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6.2 Implementation: Project Specifications

This section covers the specifications for different modules of the UP 100 Project.

6.2.1 Police Response Vehicles

To achieve these response times, currently 3200 Police Response Vehicles have been deployed across 75 districts of the state. The vehicles are equipped with state-of-the-art equipment including GPS, Mobile Data Terminal (Tablets) for real-time updation of incident status, radio etc.

UP 100 team selected the series – UP 32 DG 0000 to UP 32 DG 3200 for the vehicles. In order to ensure operational ease, the MDT, Mobile and Fuel Cards of a vehicle have been provided the same last 4 digits as the vehicle and can be easily identified or contacted.

The patrolling of the vehicle is conducted at the discretion of the local police and the vehicles cover the entire state including highways, expressways and highly remote locations. The box below elaborates on the vehicle and equipment specifications.

Box2: Vehicle and Equipment Specifications

Vehicle Models (Vehicle Number: UP 32 DG XXXX)

- Toyota Innova – 700
- Mahindra Bolero – 2500

Equipment Details

- Lights / PA System : 80 LEDs
- Radio: Motorola XIRM8668
- MDT: Panasonic FZB2 (Number - ABCDEF XXXX)
- Mobile: Karbonn Fashion Eye (Mobile Number: 731115 XXXX)
- Fuel Cards: HPCL and IOCL ((2 with each vehicle; Card Number: XXXX)
- Crime Scene Protection Kit
- First Aid Kit
- Fire Extinguisher

6.2.2 Technology Solution

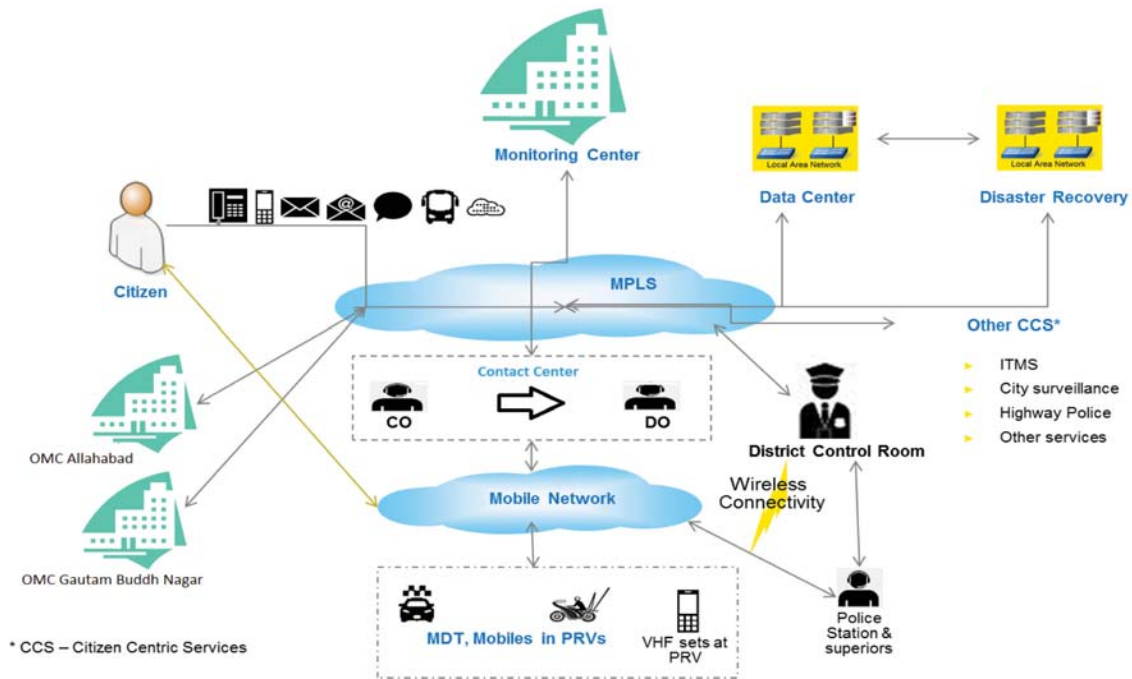
UP 100 has used state-of-the-art technology and the infrastructure is at par with the best emergency response infrastructures in the world. To build the CAD-GIS system, UP Police undertook a mammoth exercise and mapped more than 20 lakh places of Interest in the entire state. The exercise has greatly helped in improving the quality of the mapping of vehicles and in turn improving the response time. Other novel initiatives include the Isoline Routing which helps in optimising the route chart for PRVs have also helped in improving the outcomes of the service.

The technology refers to a wide range of solutions for different IT software, hardware, DC-DR architecture, applications etc. Robust IT solutions have been deployed for gathering emergency information, further communicating the information and promptly responding to the citizen. The solution has been deployed with the ability of scaling-up the architecture according to future requirements of the Police Department.

Key highlights of Technology Solution

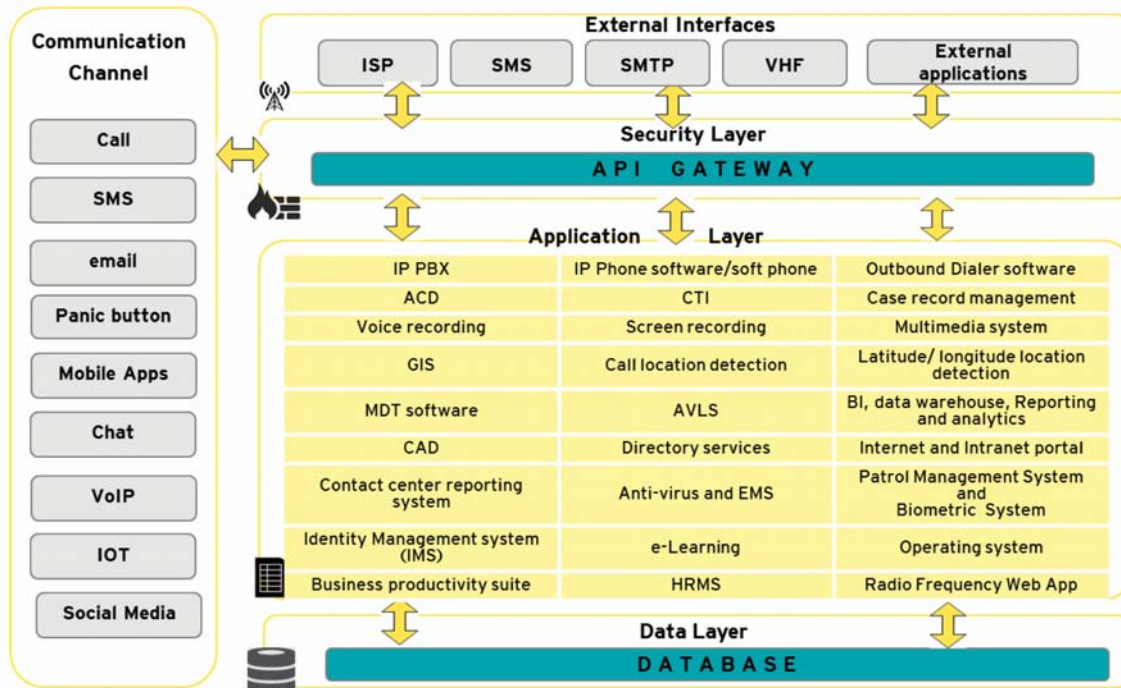
- Scalability and appropriate redundancy in the architecture.
- Storage of all voice recordings and other data for 5 years.
- Access to real time information on Mobile / Webapp by field Police personnel.
- Mobile application for citizens to raise alert/panic button.
- Multiple redundancies for connectivity at field level:
 - Wireless devices with PRVs
 - Mobiles phones with PRVs
 - MDT with GPRS connectivity
 - VHF connection at 75 districts, Police ranges and zones
 - Connectivity-Primary and Secondary at 125 field offices
- Two Operations Mirroring Centres (OMC) at Allahabad and Gautam Buddh Nagar with 100% functionally and 15% capacity each.
- DC-DR in Active-Passive mode with DR at Bangalore.
- Connectivity – Primary and secondary from different ISPs at ITECCS and OMCs.
- PRI lines from multiple Telecom Service Providers.
- Geo-fencing of Police boundaries.
- Platform to integrate with other emergency services.
- Iso-line Routing to optimise the routes for UP 100 patrolling vehicles.

Figure 1: Technology Solution Overview



The indicative representation for the Application architecture is presented below. It elaborates the application integration at DC, DRC, and Call 100 and field level.

Figure 2: Application architecture



*LBS Location Based system: ACD : Automatic Call Distribution, CAD: Computer Aided Dispatch
 CTI: Computer Telephony Integration, GIS: Geographical Information System AVLS : Automatic Vehicle Locating System

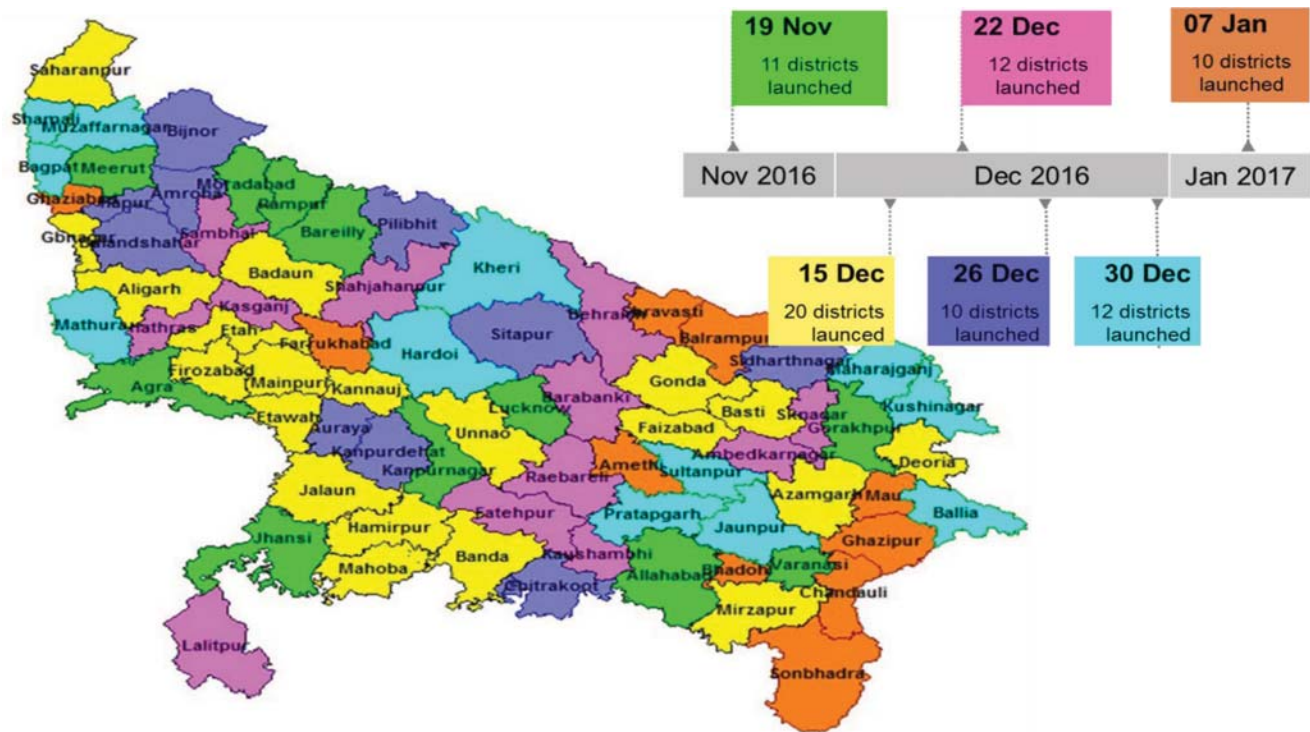
6.2.3 Manpower

The UP 100 project has been deployed across the state and thus the manpower deployment has been at a very large scale. The project also has a very strong focus on new technology adoption and implementation with many different solutions being deployed for the first time in India. Thus, large-scale capacity building initiatives were imperative and were undertaken for all levels of police personnel. More than 24000 personnel were trained for the service and there are 23,000+ personnel currently involved directly in the functioning of the UP 100 service. Additionally, there are senior police officers in different zones and districts who are monitoring the system.

HQ Unit	Numbers
Police	359
System Integrator	650
Total - HQ Unit	1009
District Headquarters	Numbers
UP 100 Inspector	75
UP 100 Radio Inspector	75
Total - District HQ	150
Field Manpower	Numbers
Head Constable	7,425
Constable	7,425
Pilot/Driver	7,425
Total - Field Manpower	22,275
Total Manpower	23,434

6.3 Deliverables and Status Report

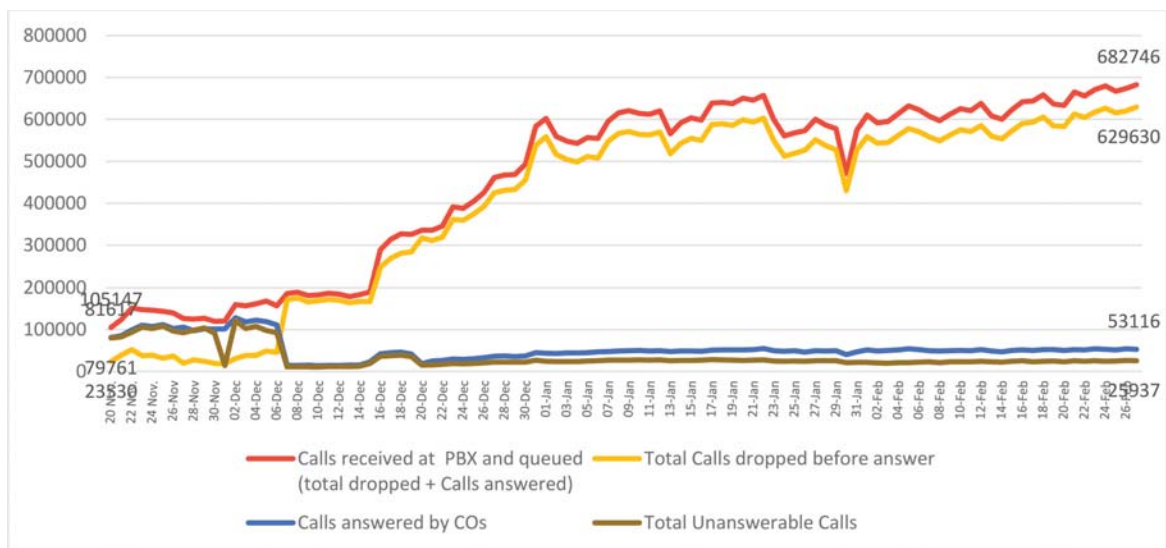
The project deliverables and technical specifications have been mentioned in the previous sections. The service delivery was rolled out in phases in the state. The phasing of the UP 100 service can be seen in the map below:



UP 100 began operations on 19 November 2016. As of 28 February 2017, the service is active in all 75 districts of the state. On an average, more than 6 Lakh calls are received by the system daily. However, a majority of the calls are blank due to various reasons such as call drops, prank calls etc. Daily, the communication officers at the UP 100 Contact Centre in Lucknow answer more than 50,000 calls of citizens in distress.

The daily call trends can be visualised with the graph below:

Figure: UP 100 Call Data

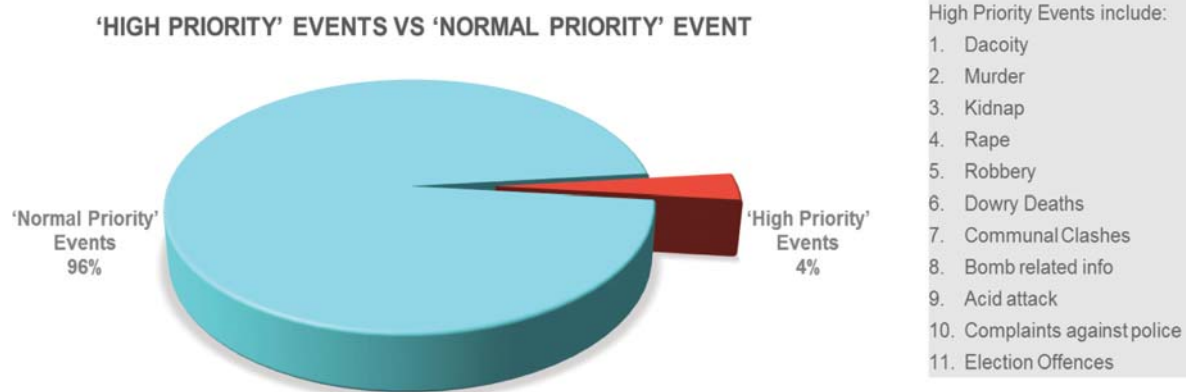


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In the first 100 days of operationalization, police assistance has been successfully rendered in more than **6 lakh events**.

Category	Cumulative figures
Total events in which police assistance rendered	6,32,528

The figure below reflects the high priority events attended by the UP 100 service in the first 100 days.



The following statistics reflect the importance and effectiveness of the service in the first 100 days:

1. UP100 has provided emergency assistance to citizens in 6,32,528 cases in 100 days. UP100 has helped in resolution of cases of 1,98,398 Dispute through quick response and arbitration. In some cases, quick investigation and action resulted in prevention of potential and serious communal disputes.
2. Immediate assistance was provided in 46,904 cases of Road Accidents. In some cases, the criminal vehicles were caught in addition to the injured citizens being taken to the hospital for necessary medical assistance. Information of 1779 cases of suicide attempts was attended by the system. UP 100 personnel reached the location of incidence on all occasions and were able to save lives of 151 people by reaching the location quickly and taking prompt action.
3. It is worth noting that a large number of Domestic Violence cases were received by UP 100. UP 100 took action in 75,968 cases of Domestic Violence and 18,251 cases of Female Harassment in the first 100 days. This way, UP 100 has been successful in winning the confidence of women in the state.

4. UP 100 has reached the incident location and arrested criminals in many high-priority and critical cases such as dacoity etc. This has resulted in capture of criminals in addition to prevention of future crimes by the gang members. In many cases, the criminals have been caught red-handed at the crime location. UP 100 personnel have caught a large number chain snatchers and have been successful in returning chains, purses and other items to the owners in many cases. The personnel are also providing invaluable emergency services to the citizens in cases of Road Accidents. In many such cases, UP 100 has caught the criminal vehicles which caused the accident apart from saving the lives of the injured by taking them to the hospital timely.
5. Citizens can call the 100 number through landline or mobile from any rural or urban area of the state. Apart from this, citizens can use 7233000100 for SMS, 7570000100 for WhatsApp, www.facebook.com/callup100 for Facebook, @up100 for Twitter and up100-up@gov.in for email to contact the UP100 centre for any help required. Information related to the UP 100 project can be accessed on the website up100.uppolice.gov.in. Through the portal, citizens can check the status of any telephone calls made by them. They can also report and upload information about any incident in which UP 100 assistance is required. Through the uploads, the concerned Police Stations will be provided information of the incident for necessary action.

6.4 Stakeholders

The table below lists the key stakeholders along with their needs and expectations from the Project:

Key Stakeholder	Key Needs and Expectations
Government of Uttar Pradesh	<ol style="list-style-type: none"> 1) Improved safety and security of the citizens 2) Improved perception of safety and security of the citizens 3) Improved response time for any distress/ emergency situation 4) Effective usage of technology enabled systems to reduce the response time for emergency 5) Appropriate awareness creation and branding of the project to maximize its benefits 6) Scalable solution to meet future safety and security needs of the State 7) Development of Managerial and Leadership capabilities of Police personnel at various levels 8) Availability of Statistical reports/ MIS reports for policy and decision making 9) Hindi language oriented system

UP Police	<ol style="list-style-type: none"> 1) Change in citizens perception of UP Police in responding to the Police Emergency requests 2) Effective usage of technology enabled systems to reduce the response time for emergency 3) Increase in transparency and efficiency in functioning of UP100 4) Integration of IT initiatives like CCTNS, Forensic, National Highway Police with Call100 solution as a futuristic overview 5) Create a motivating environment for the staff which helps the ITECCS personnel to be self-driven and meet the objectives of the project 6) Response time for any distress/ emergency to be defined appropriately 7) Proper segregation of emergency and non-emergency calls with actionable calls (ACs) and non-actionable calls(non ACs) 8) Differentiators to be created in terms of vehicles, branding and technology in comparison to other emergency systems in India / abroad 9) Availability of Statistical reports/ MIS reports for senior officers 10) Ensure commitment of appropriate personnel during the project implementation 11) Set-up of analytical capabilities for data mining 12) Design SOPs to handle various emergencies 13) Procurement of vehicles for PRV management 14) GIS maps should be enriched and sensitive zones to be marked in GIS maps. Police boundaries to be defined using geo-fencing tools 15) Ground knowledge of maps and dialect training for officers for appropriate handling of calls 16) No frequent transfer of ITECCS staff 17) Implement Paperless office capabilities at ITECCS to enhance efficiency of day to day functioning
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Citizen	<ol style="list-style-type: none"> 1) Anytime Anywhere availability of prompt and efficient Police Emergency Response services 2) Assurance of optimal response time in Rural as well as Urban areas of the State
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Table 6: Stakeholder needs and expectations

6.4 Related Projects

6.4.1 Dial 100 – Modern Control Rooms in 4 Districts

State of Uttar Pradesh has already taken initiatives in designing district level initiatives and understanding the performance of these initiatives was required to provide practical inputs for the DPR. Thus, a current state assessment was conducted to understand the current processes/ functions of existing Dial 100 system at Allahabad (25-seater), Ghaziabad (25-seater), Kanpur (25-seater) and Lucknow (25-seater) and identify the project stakeholder needs. It also included understanding of the existing work flow of call-taking, recording, dispatching and follow-up of the incident related calls. The Communication Officer (CO) and Dispatcher roles are played by the Police officers in these centers. The total number of calls per day ranges from 3,500 to 4,000 in these cities and Actionable Calls (ACs) are around 400.

6.5 Work Plan

List of activities and prepared timelines

Sl. No.	Description	Indicative Timelines where 'T' is the date of start
1	Inception Report of Project	4 weeks (T+4)
2	Study of requirements (Fleet Management, technology and Call 100 operations)	7 weeks (T+7)
3	Submission of Detailed Project Report	8 weeks (T+21)
4	Change management and capacity building strategy Leading practice study and design of SoPs	12 weeks (T+12)
5	Design RFP of Vendor for Call 100 software development	18 weeks (T+18)
6	Submission of RFP for SI	19 weeks (T+19)

Sl. No.	Description	Indicative Timelines where 'T' is the date of start
7	Technical and commercial evaluation of bids received for Call 100	25 weeks (T+25)
8	Drafting contract agreement for SI	25 weeks (T+25)
9	Design RFP for fabrication of Police Response vehicles (2W & 4W) including operations and maintenance part of fleet management	20 weeks (T+20)
10	Submission of RFP for approvals and publishing	21 weeks (T+21)
11	Technical and commercial evaluation of bids received	28 weeks (T+28)
12	Drafting contract agreement	29 weeks (T+32)
13	Design RFP for operationalization of Command and Control Center	20 weeks (T+20)
14	Submission of RFP for approvals and publishing for Command and Control Center	21 weeks (T+21)
15	Technical and commercial evaluation of bids received Command and Control Center	28 weeks (T+28)
16	Drafting contract agreement	29 weeks (T+32)
17	Implementation, Project Management Support, Change Management & capacity building, Impact Assessment	48 weeks from the start of implementation
18	O&M of Project	70 weeks from the start of implementation

“Pre-Litigation Counselling Forum (PLCF)”



Micro Mission: 05 **New Processes (Process Engineering)**

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PRE-LITIGATION COUNSELLING FORUM (PLCF)

1.0 Introduction/Background

A number of citizens who come to police stations and senior police officers for their grievance redressal actually do not come with a complaint which discloses commission of a cognizable offence. A very large proportion of these minor disputes in the community are what is called “civil disputes”. In a very large number of cases the citizens come with money or property disputes which require resolution. Similarly, the police also spend a huge amount of time in investigating criminal cases that finally do not get tried in court, but are compounded off by judiciary.

The strength of any legal system depends on how it responds in all situations, be it times of stress or of peace, moments of progress or of great economic challenge. A legal system that offers answer to all situations is truly a mature legal system. Blueprints for police reforms as well as excellent ideas to improve the criminal justice system have been around for years. Sadly, these ideas have not been turned into a tangible agenda for change and improvement in India.

It is the investigation process of the police and the evidence that it develops that serves essentially as the ‘gateway’ to the criminal justice system, as the police initiate most criminal matters that other components of the justice system deal with. The information collection efforts and decisions made during the investigation by police officers are key determinants of whether or not any other elements of the system will ever become involved. The quality and thoroughness of police investigations also affect how prosecutors dispose of them. In this sense, the police directly influence the amount and quality of evidence available for prosecution. The

police investigation process also influences the workload and activities of the court systems. The police investigation process generates many of the legal issues that are raised and adjudicated in courts.

However, improvements in the productivity of a single element, for example, an increase in police case detection rates through the improved quality of investigation, will increase the workload of other system elements. Increasing workloads without bringing about reforms to handle the additional work may prove to be futile. The inability of one component to take advantage of improvements in another could have negative repercussions on reform programs and could also decrease the confidence of the public in the value of investing more resources in a system that yields counterproductive results.

2.0 Overview

2.1 Project Title

Pre-Litigation Counselling Forum (PLCF)

2.2 Vision:

To have a system based mechanism to address minor disputes and compoundable criminal cases efficiently and effectively

2.3 Project Objective

To prepare an S.O.P. for achieving the above vision with simplicity and robustness.

3.0 The Project

3.1 Purpose of the project:

Due to endemic delay in civil procedure, most of these citizens hesitate to approach civil courts and look for speedy resolution to their

disputes. They look to police for providing this resolution and when they are told that the police has no role to play in civil disputes they end up losing whatever little faith they have in the police system. They also fall prey to those unscrupulous police officers who settle civil disputes with more interest than their legitimate mandate. In many cases, civil matters are given the colour of cognizable offences, FIRs got issued, and the heavy handed police methods used to “settle” the matter. Needless to say, this is often done with the connivance of such police officers themselves. In metros and in urban areas mafia and anti social elements have got generated who specialize in settling such civil disputes. The tragedy is that the citizens find these illegal redressal forums still more effective than the civil courts. Many times, unresolved civil disputes lead to commission of crime as well. Those police officers who try to settle civil disputes with the best of intentions also soon fall victim to allegations by vested interests and get entangled legally. In many cases, lawyers who are affected by these unofficial civil dispute redressals, by even well meaning police officers, ensure that such officers are taken to task through the courts.

Police manuals and Rules prevent the police from taking a proactive role in settlement of such disputes. However, solving of these minor disputes in the community is a genuine felt need and should be part and parcel of community policing. US Dept of Justice defines Community policing as a philosophy that promotes organizational strategies, which support the systematic use of partnerships and problem-solving techniques, to proactively address the immediate conditions that give rise to public safety issues such as crime, social disorder, and fear of crime. The focus of most community policing initiatives is to improve the delivery of police services and solving of minor/civil disputes in the community may be only a peripheral component of

any scheme. However, all police officers know the strain they face due to the mismatch between the pressure of the community’s expectations and the conventional limits placed on their role. Therefore, police has to take a proactive role in finding resolution of these civil disputes within the framework of law.

One can envisage the various components of the criminal justice system as compartments of a canal system through which water is flowing continuously. If the flow rate gets clogged at any point, it will build up the level of water. If official, rational and legal ‘gates’ are not designed to control and harmonize this flow at every stage, the stakeholders at every stage will create unofficial, irrational and illegal ‘gates’ to avoid submergence. In criminal jurisprudence, this flow of cases begins with the police. Because the criminal law can be (and should be) set in motion at no cost to the complainant, there is a need to create such official ‘gates’ to rationalize the workload of the investigating agencies. Because we have failed to do this, the stakeholders ‘manage’ this by burking the registration of crime and despite the best intentions of police and judicial leadership, the problem of burking doesn’t get resolved. For instance, the ‘gate’ of plea bargaining that evolved in jurisdictions where the conviction percentage exceeds 90% and criminal trials usually don’t last several years, will not serve any purpose in India today, as it is presently designed, due to very low conviction rates. We therefore, also need to create a system to lighten the investigative load on police stations so that the expensive and time consuming investigative machinery operates only in those cases that are needed to be taken to trial.

3.2 Sponsor: Government

3.3 Financial benefits: It is not possible to quantify the immense benefits that would accrue to

the common people who would be able to get their minor civil disputes settled without costly litigation. Also, if the police is able to save expenditure on investigation in a large proportion of criminal cases also, the benefits would be tremendous.

4.0 Situational assessment and Problem statement:

Mediation is a negotiation process in which the parties, with the assistance of a mediator, attempt to reach a solution to their dispute through a series of offers and counter-offers. The parties retain control over the outcome of the process (i.e., whether to settle and the terms of settlement). The mediator facilitates communication between the parties and helps them generate possible solutions to a dispute. Mediation is characterized by extensive negotiations between the parties, attention to the specific facts of a dispute and interests of the parties, and focus on both traditional and non-traditional terms of agreement. The main Law governing mediation in our country is “The Arbitration & Conciliation Act” of 1996. This Act provides for both Arbitration & Conciliation.

The concept of Conciliation was introduced in the statute of Industrial Disputes Act, 1947. The Conciliation is generally conducted by an officer appointed by Government under Industrial Disputes Act, 1947. Industrial Disputes Act, 1947 provides provisions for the parties to settle disputes through Negotiation, Mediation and Conciliation. Alternate Dispute Resolution plays a major role in the family disputes settlement. Section 5 of the Family Court Act, 1984 provides provisions for the association of social welfare organizations to hold Family Courts under control of government. Section 6 of the Act provide for appointment of permanent counsellors to enforce settlement decisions in the family matters. Further, Section 9 of the Act imposes an obligation on the court to make effort for the settlement before taking evidence in the case. The Indian Contract

Act, 1872 mentions Arbitration Agreement as an exception to Section 28 that renders an agreement void if it restrains a legal proceeding. Alternate Dispute Resolution whether sought for or not in a contract can be easily inferred from presence or absence of the ‘Arbitration clause’. Alternate Dispute Resolution procedures are mostly divided into two segments: Adjudicatory and Non-Adjudicatory. In case of adjudicatory process case reaches a stage where decision gets a binding effect, for example in case of arbitration. The other is non-adjudicatory; it contributes to resolution without adjudication, such as process of Negotiation, Mediation etc.

Section 89 was introduced in 1999 to Civil Procedure Code which formulates four methods to settle disputes outside the court namely, Arbitration, Conciliation, Mediation and Lok Adalats. Section 89(1) of Civil Procedure Code provides for settlement of disputes outside court. There are certain lacunae in this section. Firstly, it is not clear whether reference by court to Alternate Dispute Resolution is discretionary or mandatory. Secondly, there are few details in relation to opinion of expert mediators and conciliators compensation. This section does not come to the rescue of the common man, who is either reluctant or incapable of hiring lawyers and approaching civil courts. These Alternate Dispute Resolution mechanisms are only corporate friendly. Commercial parties enter into contracts with Arbitration Clause. Most of the companies resort to Alternate Dispute Resolution, as it is less complicated, less expensive and confidential. Many institutions have been established for the purpose of alternate Dispute Resolution implementation. However, the class of minor/civil disputes which plagues all police stations does not lend itself well to above mechanisms.

Of greater interest to us is Part III of the Arbitration & Conciliation Act, 1996 which deals

with conciliation. Section 73 of the Act reads “(1) *When it appears to the conciliator that there exists elements of settlement which may be acceptable to the parties, he shall formulate the terms of a possible settlement and submit them to the parties for their observations. After receiving of the observations of the parties, the conciliator may reformulate the terms of a possible settlement in the light of such observations* (2) *If the parties reach agreement on a settlement of the dispute, they may draw up and sign written settlement agreement. If requested by the parties, the conciliator may draw up, or assist the parties in drawing up, the settlement agreement.* (3) *When the parties sign the settlement agreement, it shall be final and binding on the parties and persons claiming under them respectively.* (4) *The conciliator shall authenticate the settlement agreement and furnish a copy thereof to each of the parties.*” Therefore, the police can use section 73 of the Arbitration & Conciliation Act, 1996 to have two disputing parties come to a mutual settlement.

However, considering the nature of the police image and the social discourse in our country as on today, a better recourse is to the chapter VI A of the Legal Services Authorities Act, 1987 (amended in 2002) which deals with pre litigation conciliation. Lok Adalat is essentially an evaluation process in which a panel of neutral lawyers, judges, and prominent citizens proposes a settlement after hearing the facts and claims involved a dispute. Limited negotiations may take place during Lok Adalat. There is rarely any direct communication between the parties or any extensive give and take regarding their settlement offers.

If a system is to be evolved where the police act as the facilitator to resolve these minor disputes in the community, then such a system would need to necessarily satisfy these conditions:

- It would have to be Officer-independent and not identified with an individual facilitating officer
- It should not be exclusively identified with the police
- It should be resistant to manipulation by any individual officer
- It should not attract adverse attention of the Courts and should be within the boundaries as prescribed by law.

A system oriented effort to marry Mediation with Lok Adalat was made in Vijayawada to provide an effective pre-litigation conflict resolution, in December 2004. This mechanism was called “**Pre-Litigation Counselling Forum**”. The important thing to note is that more than 12 years after the transfer of the officer who initiated this program, this Forum is still going strong with wide acceptance from public.

5.0 Critical assumptions and constraints

This Forum was brought up in the A.P. High Court (by lawyers who were apprehensive about their livelihood) in a writ petition (W.P. no 13391/2006) and the High Court found nothing objectionable in the working of the Forum. The operative part of the judgement reads “...*all the Forum is stated to be doing is to perform mediatory and a negotiatory function. In the interest of resolution of disputes in the civil society, organized participatory enterprise is not prohibited... All the Forum appears to be doing is to offer a facilitation platform to parties to voluntarily come before it and compound their differences if there is a mutual agreement and consensus on the resolution. Providing such a facilitation platform is not illegal, arbitrary or unconstitutional.*”

It is instructive to contrast this ruling with the adverse ruling of the same court in WP 5473/2010 where the Police were seen as the sole agency trying to “settle” civil disputes. In fact, this is bound to be the fate of the best intentioned efforts of the Police to go solo in this treacherous terrain. The Forum, on the other hand, has adequate checks and balances to safeguard its working from both internal as well as external damage. The High Court has again upheld the working of this forum in another writ petition in WP no. 32347/2013 on 20/11/2013.

6.0 Implementation Strategy

6.1 Implementation: A committee consisting of one officer each from the Revenue Department (in Vijayawada this was done through the office of the Sub Collector, under the orders of the Collector Krishna district, as the headquarters of the Collector was not in Vijayawada but in Machilipatnam), Vijayawada Municipal Corporation (through the Municipal Commissioner) and the Police (through the Commissioner of Police) sits in the premises of the Sub-Collector's office 2 days a week. Petitions seeking redressal of civil disputes are received on the other 3 days. Parties to the disputes are summoned and counselled on the days of sitting and the resultant compromise, if any, is produced before the Lok Adalat, sitting in the MSJ Court premises, on the same day for passing a final award u/s 22(e) of the Legal Services Authority Act, 1987. This implies that the moral force of the three most important wings of the Administration brings about the mediation and the final, non appealable award passed by the Lok Adalat in the evening, brings lawful closure to the dispute.

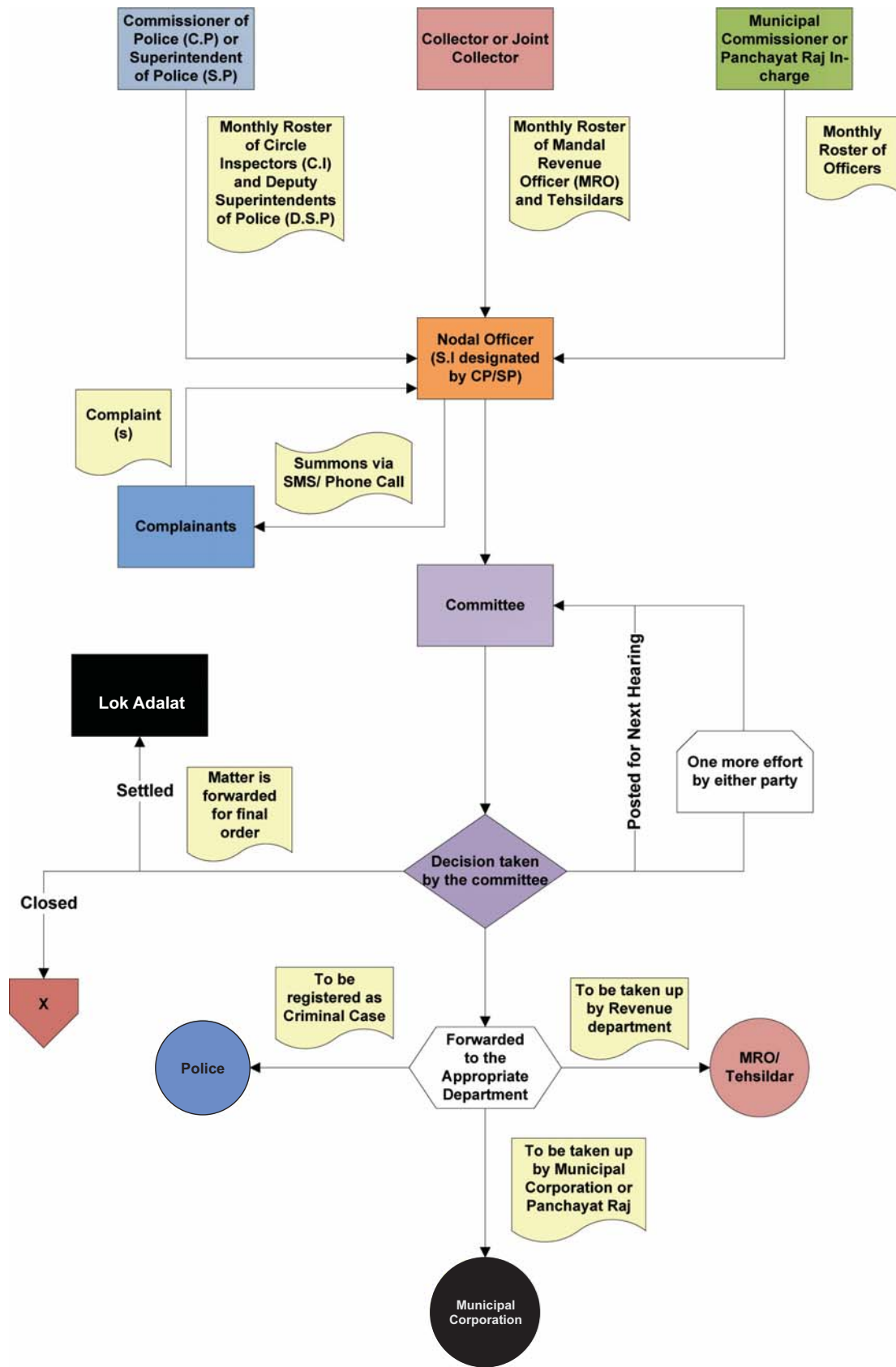
The Sub-Inspector of Police Central Complaints Cell is the Nodal Officer on behalf of the Commissioner of Police to liaise with this Forum and he produces the required documents and written reports. [In Units that do not have a separate Central

Complaints Cell (this Cell was got sanctioned to coordinate, process and monitor petitions made to the Commissioner of police), this work can be entrusted to an officer, preferably S.I., from one of the specialized wings like the Special Branch or the District Crime Records Bureau]. He collects list of petitions decided to be acted upon from the office of the Sub-Collector and attends the Forum on every sitting day and also follows up the disposal to the Metropolitan Sessions Judge for the Lok Adalat award. All the 3 departments produce monthly roster of officers who will attend the Forum on every sitting day. Thus, there is no monopoly of any officer or any department in the Forum and the system also ensures that there is no bias or vested interest by anyone in the settlement of cases. In the more than 12 years in which this Forum has been functioning, no allegation was made against the Forum unlike other cases where officers were hauled up before the courts for ‘meddling’ with civil disputes. This Forum was actually appreciated by the Lokayukta of A.P. (*Justice R. Ramanujam in orders dated 15-04-2005 in complaint No. 995/2004/B1*).

The critical design elements in this System were:

- Monthly rosters ensuring that no one officer is identified with a dispute or the redressal
- Location in the Sub Collector's office ensures Police is not targeted
- Three departments involvement brings ownership of the system to the entire administration, thus police achieves its objectives without the attendant entanglements
- The redressals are balanced, fair and not forced. Recalcitrant litigants are allowed to pursue their routine avenues of redressal

A flow chart of the processes in this forum is as follows:



6.2 Deliverables:

All the complaints received in this forum could be divided into these broad categories: Family disputes, Disputes with neighbours/other people, Money disputes, Landlord/Tenant disputes, Disputes relating to nuisance/other issues, Land disputes. This forum can also hear compoundable criminal cases.

The Forum had heard about **five thousand** petitions till recently of which about 46% were successfully compromised. This type of Forum can be thought of in all units to provide a quick and effective administrative solution to a long pending need of the citizens and generate immense goodwill for the police in the public. In bigger towns, the Forum may comprise officers from the police & revenue departments and the local municipality/corporation. In the districts which do not have a municipality, it could be the police, revenue and the panchayat raj departments. The Police unit Heads would have to enthuse their district collectors to take up the leadership role in the functioning of the Forum & would need to provide the “back-end” support for the Forum to be sustainable.

As far as criminal cases are concerned, the judiciary has been able to use the ‘gate’ of compounding offences quite effectively. It is common knowledge that trial courts keep compoundable cases pending for disposal in *Lok Adalats*. Legal Services Authorities at district, state and national levels keep organizing *lok-adalats* to dispose off cases by this method. NALSA (National Legal Services Authority) website reports taking up of as many as 897462 compoundable criminal cases on a single day on 12.9.2015 and disposing off 571741! This brings the ratio of cases disposed off by compounding to 27.8% of reported IPC crime of the year, that too in a single day! As per NCRB data, more than half of IPC crime is compoundable

u/s 320 Cr.P.C. with theft, rash driving, marital cruelty, trespass/burglary, cheating, grievous hurt and criminal breach of trust amounting to 46.7% of overall IPC crime (without counting „other IPC cases that contribute to 35.5% of overall IPC crime, and would contribute further to the proportion of compoundable crime).

It is the police that determine which case will be charged and which will not be. Because there is no system to evaluate the evidence, trial-worthiness of the case and feasibility of prosecution, it is presently expected as a matter of routine that every true case investigated successfully should be taken to trial. Hence, in practice, regardless of the quality of investigation, all such cases get charged. The ruling paradigm in police is ‘to leave it to court’! Even case and counter case, where the police know one side to be false, are charged, leaving the court to decide the matter. Therefore, would it not be much better if cases that are compoundable are first attempted to be compounded and only if the compromise fails, investigation taken up? After all, if the fate of a case subjected to the full investigation is to get compounded later on, why shouldn’t this effort be made in the beginning itself after registration of the case?

6.3 Stakeholders: The entire district administration represented by the three most critical departments: Revenue, Police and Municipal.

6.4 Related projects: Not Applicable

6.5 Work Plan This project does not require any legislative or major administrative/procedural changes. There are also no financial implications in the implementation of this project. The sequence of action should be as follows:

6.5.1. Criminal Cases falling under the category of “compoundable by complainant” u/s 320(1)

Cr PC – F.I.R. should be issued and both parties sent to the Pre Litigation Counselling Forum and then to the Lok Adalat for the compromise award. If compromise fails, investigation & charge sheet should follow.

6.5.2. Criminal Cases falling under the category of “compoundable with the permission of trial court” u/s 320(2) Cr PC- F.I.R. should be issued and both parties sent to the Pre Litigation Counselling Forum. If there is a successful compromise, final report

should be filed in the concerned jurisdictional court to compound the matter. If compromise fails, investigation & charge sheet should follow.

6.5.3. Complaints that reveal a civil/non-cognizable matter, should be entered into the General Diary and the parties referred to the Pre Litigation Counselling Forum A possible set of guidelines to assist the PLCF in the counselling and handling of civil disputes could be as follows:

Sl. No.	Category of land disputes	Action to be taken on receipt of complaint	Nature of criminal action required to be taken/not to be taken
1.	Boundary conflicts	<ul style="list-style-type: none"> Party should be advised to go for survey at the mandal level. If not satisfied, they should be advised to go for AD (Assistant Directors) Survey. For big holdings/disputes, parties may be advised to seek state level survey. Court Commission report and civil court orders will be final proof for deciding the boundaries. Protection to be given at the time of survey to the concerned authorities on their written request 	<p>If the land documents have been forged or altered, the relevant sections of law must be applied by registering an FIR.</p> <p>In case of physical trespass, the relevant sections of law must be applied</p>
2.	Inheritance conflicts	Inheritance conflicts are generally civil matters and require a close scrutiny of the relevant documents. There may be claims and counter - claims regarding inheritance issues.	No criminal action should be taken, unless the inheritance conflicts have the potential to cause L&O problems or where any criminal cause of action has accrued.
3.	Ownership conflicts due to multiple registration	<ul style="list-style-type: none"> Legal support should be given to the first purchaser. If the subsequent purchaser is in possession, the first party should be advised to approach the concerned 	

Sl. No.	Category of land disputes	Action to be taken on receipt of complaint	Nature of criminal action required to be taken/not to be taken
		<p>court for eviction of subsequent purchaser.</p> <ul style="list-style-type: none"> • Any illegal occupants should be evicted through legal process by approaching the concerned court. • Initiating 145 CrPC proceedings if required through the revenue authorities, and where different parties are involved and there is likelihood of breach of peace. • Initiating 107 CrPC proceedings if different parties are involved in breach of peace and tranquility. • If civil litigations are pending in the courts, protection should be given on the specific directions of the concerned court. • physical possession should not be disturbed. 	
4.	Ownership conflicts due to non registration of GPA or Agreement for Sale	<p>Situation-I</p> <p>a) A person produces General Power of Attorney regarding agricultural, non-agricultural land, building or a site and seeks police protection.</p> <ul style="list-style-type: none"> • Genuineness of GPA in respect of the petitioner to be thoroughly verified (unregistered GPA, registered GPA, irrevocable GPA, agreement for sale cum GPA with possession) • Whether the GPA is given by the legally authorized persons or not. 	<p>If the GPA agreement or the Agreement for sale has been forged, as per the preliminary verification of documents, appropriate criminal action must be initiated under the appropriate provisions of IPC.</p> <p>In case of disturbance of possession, cases should be registered under appropriate provisions of law.</p>

Sl. No.	Category of land disputes	Action to be taken on receipt of complaint	Nature of criminal action required to be taken/not to be taken
		<ul style="list-style-type: none"> • Status of GPA, i.e., whether the GPA holder is alive or not, (if the principal GPA holder dies, the said GPA is deemed to be cancelled). • At the time of transfer of property, the GPA is in existence or not. • In case of cancellation of GPA, whether the GPA is cancelled according to law or not (recently registration authorities made it compulsory for both parties to be present at the time of cancellation of GPA) • Notice and paper publication regarding cancellation of GPA given by the principal should be collected. • Possession to be verified, and the terms and conditions of GPA should be verified. • The Parties may approach civil court for obtaining specific eviction order with police protection against illegal occupants. • Initiating 145 Cr P.C, proceedings through revenue authorities, if different parties are involved and creating breach of peace. • Initiating 107 CrPC proceedings if different parties are involved in breach of peace and tranquility. • Whoever is in factual/physical possession, the possession is not disturbed. 	

Sl. No.	Category of land disputes	Action to be taken on receipt of complaint	Nature of criminal action required to be taken/not to be taken
		<p>Situation-II</p> <p>b) In case, a person having GPA and registration on one side and another having revenue records.</p> <ul style="list-style-type: none"> • Genuineness of GPA in respect of the petitioner to be thoroughly verified. • Revenue records have to be verified with reference to the following points • How the right is acquired (inheritance, by purchase, by gift, allotment by government, evacuee property, lease property (private, endowment, Govt, wakf, etc.), <p>a) tenancy (38 A, D & E).</p> <p>b) KHASRA PAHANI/ PAHANI / ADANGAL, ROR proceedings, pattedar pass books, survey record, podi (division of survey numbers), teepan according to grama naksha.</p> <ul style="list-style-type: none"> • The parties should be advised to get the land surveyed by mandal/AD Survey, if required. • Records at registration office should be verified and genuineness of registration shall be verified. <p>Situation-III</p> <p>A person produces Sale Agreement in respect of agricultural land, non-agricultural land, site or building and requests for protection.</p>	

Sl. No.	Category of land disputes	Action to be taken on receipt of complaint	Nature of criminal action required to be taken/not to be taken
		<ul style="list-style-type: none"> The agreement for sale-holder should be advised to file a specific performance suit in the court to get property registered. Possession should be verified. If the owner executes second agreement of sale in favor of third party, without cancelling/by concealing the earlier agreement for Sale, it amounts to cheating. <p>Situation-IV</p> <p>A person produces Registered AGPA with possession and approaches P.S with regards to possession, etc.</p> <ul style="list-style-type: none"> revenue authorities should be asked for clarification 	
5.	Disputes relating to payment of money	Cases where the person produces proof of having given advance money towards purchase of agricultural land, non-agricultural land, building or site.	No criminal action should be taken, unless the conflict has the potential to cause L&O problems or where any criminal cause of action has accrued.
6.	Implementation of Court orders	<p>Situation -I</p> <p>A person seeks protection on the ground of a specific injunction order from the court in respect of agricultural land, non-agricultural land, building or site.</p> <ul style="list-style-type: none"> When there is no specific direction from court, the police should not interfere A Police should act only on specific direction from the court. 	Possession of the property at time of implementation of Court order is sine quo-non. If the possession is disturbed in the grab of court order, appropriate criminal action can be taken.

Sl. No.	Category of land disputes	Action to be taken on receipt of complaint	Nature of criminal action required to be taken/not to be taken
		<p>Situation - II</p> <p>A person produces specific court orders for protection of agricultural land, non-agricultural land, building or site.</p> <ul style="list-style-type: none"> • Police should act according to the specific directions from the court. <p>Police should give protection. The revenue authorities concerned must clarify the boundaries of the subjected land.</p> <p>Situation - III</p> <p>When court issues Status-Quo order in respect of agricultural land, building or site.</p> <ul style="list-style-type: none"> • For open plots both parties should be advised not to change the physical features of the property (if any ambiguity is there, the opinion of GP for revenue may be obtained) • should be advised to get the property mutated (entry of rights of purchaser in the revenue records) in his name by approaching revenue authorities. • In case of non-agricultural land/building/flat/structures, the party should be advised to get the entries updated in the registers of local bodies, such as Gram Panchayat, Municipality, etc. • Protection to be given to the purchaser in the absence of any court cases. 	

Sl. No.	Category of land disputes	Action to be taken on receipt of complaint	Nature of criminal action required to be taken/not to be taken
7.	Claim on Govt. land / Pvt land based on Revenue records.	<p>Situation - I</p> <p>A person seeks protection on the basis of the Record of Rights or pahani in respect of the land which has been acquired by the Government or a Government Agency No protection should be given to such party in respect of the land acquired by the Government or the Government Agency. The applicant should be advised to approach the court to prove his contentions and get appropriate orders.</p> <p>For open plots, both parties should be advised not to change the physical features of the property (if any ambiguity is there, the opinion of GP for revenue may be obtained).</p> <ul style="list-style-type: none"> • Steps to be taken to initiate Sec 145 CrPC proceedings, if law and order situation arises. <p>Situation -II</p> <p>Illegal occupation of Govt./Non govt agricultural land, non-agricultural land, launi patta, assigned land, poramboku, grama kantam, building or site.</p> <ul style="list-style-type: none"> • revenue authorities must issue clarification. 	<p>If the verification of documents reveals forgery or falsification of records, action must be taken under IPC section by registering an FIR.</p> <p>On receipt of a complaint from the person/authority having title to the agricultural land according to the Revenue Records or the ownership and possession according to the certified survey report, pahani extract of the local revenue authority, a case should be registered. After the investigation is completed and if the fact of illegal occupation is made out, such person should be arrested and charge sheet filed against him.</p>
8.	Disputes relating to INAM lands/ Assigned lands	<ul style="list-style-type: none"> • The genuineness of ORC (Occupancy Right Certificate) to be verified with the revenue authorities. • Whether concerned entries made in the local revenue office. 	

Sl. No.	Category of land disputes	Action to be taken on receipt of complaint	Nature of criminal action required to be taken/not to be taken
		<ul style="list-style-type: none"> Whether pattedar passbooks issued to the concerned or not. <p>Protection may be given to the ORC holder.</p> <ul style="list-style-type: none"> No protection should be given to such a party in respect of the land acquired by the Government or a Government Agency. 	
9.	Lease Disputes	<p>When a person complains at the police station that a person having leased non-agricultural land, building, flat or site, has not renewed lease deed and is not vacating the premises.</p> <ul style="list-style-type: none"> Any ambiguity with regard to Govt/ private land should be clarified with the Revenue authorities. Legal support should be given to the first purchaser/owner. Purchaser should be advised to get the property mutated (entry of rights of purchaser in the revenue records) in his name by approaching revenue authorities. Protection to be given to the purchaser/owner in the absence of any court cases. 	<p>On receipt of a complaint from the person/authority having title to the agricultural land according to the Revenue Records or the ownership and possession according to the certified survey report, pahani extract of the local revenue authority, a case should be registered under appropriate provisions of law and should be investigated.</p> <p>If illegal occupation is proved, based on verification of records, prosecution can be initiated.</p> <p>After completion of investigation, if the fact of illegal occupation is made out, such a person should be arrested and charge sheet filed against him.</p>
10.	Tenancy Disputes	<p>Dispute with regard to Tenancy lands, The genuineness of the Tenancy Certificate to be verified with the revenue authorities.</p>	

Sl. No.	Category of land disputes	Action to be taken on receipt of complaint	Nature of criminal action required to be taken/not to be taken
		<ul style="list-style-type: none"> • Cases to be verified at the level of RDO and Jt. Collector with regard to the tenancy certificates. • In the absence of any civil litigation, protection may be given to the protected tenant certificate holder. • The genuineness of ORC (occupancy right certificate) to be verified with the RDO Cum Inam Tribunal. • Whether concerned entries are made in the local revenue office. • Whether pattedar passbooks issued to the concerned or not. <p>Protection may be given to the ORC holder.</p>	
11.	Intra-family Conflicts	Such conflicts are generally civil matters and require a close scrutiny of the relevant documents. There may be claims and counter - claims regarding different issues.	Criminal action must be taken where there is physical violence or there is potential threat of L&O problems.

6.5.4 The State Government may direct setting up of such PLCFs in all District Headquarters, and the Police Commissionerates by issuing suitable orders to the District Collectors. A sample order that the District Collectors would need to issue is as follows:

Draft order of the Collector for PLCF

It is decided to set up a Pre Litigation Counselling Forum (PLCF) in _____. The PLCF will function from _____ located in the office of the District Collector/Magistrate _____. A committee consisting of one officer each from the Revenue Department, _____Municipal Corporation/Municipality/Panchayat Raj and the Police will sit in the above premises of the Collector s office — days a week i.e. on _____, _____ & _____. Petitions seeking redressal of civil disputes and compoundable criminal matters

will be received in the PLCF on the other — days as well. Parties to the disputes/cases will be summoned and counselled on the days of sitting and the resultant compromise, if any, will be produced before the Lok Adalat, sitting in the District Court premises, on the same day for satisfying itself on the said compromise and passing a final award u/s 22(e) of the Legal Services Authority Act, 1987. No parties shall be coerced to arrive at any particular settlement. All the 3 departments will produce monthly roster of officers who will attend the Forum on every sitting day. These officers should not be below the rank of Tahsildars/Sub Inspectors and equivalent. The necessary secretarial assistance to the PLCF will be provided by the office of the District Collector/Magistrate. The 20 necessary process services with respect to summoning the parties concerned will be provided by the police. _____ is nominated as the Chief Coordinator of the PLCF and he will ensure that the monthly rosters of the three departments are prepared every month and adhered to. He will also review and supervise the functioning of the PLCF. A Sub-Inspector of Police (nominated by the District Supdt. Of Police/Commissioner) will be the Nodal Officer on behalf of the Supdt. /Commissioner of Police to liaise with this Forum and he will produce the required documents and written reports. He will collect the list of petitions decided to be acted upon from the office of the Collector and attend the Forum on every sitting day and also follow up the disposal for the Lok Adalat award. **Copy:** to the District & Sessions Judge & District Legal Services Authority, with a request to notify u/s 19 of the Legal Services Authorities Act, 1987, a Lok Adalat for this purpose, to sit in the premises of the District Court in the evenings on every _____, _____ & _____ (the — days on which the PLCF will sit)and nominate its Bench accordingly.

“People Friendly Police Station”



Micro Mission: 05 **New Processes (Process Engineering)**

*‘The Think Tank for Indian Police’
‘Promoting Good Practices and Standards’*

PEOPLE FRIENDLY POLICE STATION

1. Introduction & Background

1.1 Police Stations are basic units for organisation of Police Departments in India. Police Stations in India are analogous to similar Police units in all parts of the modern world and are seen as essential to providing a range of investigative and preventive services to the people. When the Police Act of 1861 came into vogue, there was an expectation that the old '*daroga*' system will give way to a modern system of a professional police service. But, within a decade of coming into being of the new system it was found as one civil servant of the ear (John beams: Memoir of a Bengal Civilian), the new police had found old ways of functioning under the new system. The India Police Commission (1902), the National Police Commission (1979-81) documented the same complaints as the Madras Torture Commission (1860). The problem of the India Police is in a way the problem of not being able to rectify known limitations in the quality of service that citizens get from our Police Stations. As of now Police Stations are not credible institutions of law enforcement; Police Stations remain the same in the final analysis since a long time with some improvements over the years because of fears of negative legal, media, public sanctions and emphasis of police leaders.

1.2 Under the Criminal Procedure Code, citizens seeking assistance of the Police have to approach Police Stations. Police Stations are legally not merely the first point of contact between citizens and the Police, but may in practical terms be the only police institution that they can have access to. So, if people are unable or unwilling to approach these basic organisational units or the services rendered by the Police Stations are not in accordance with the law and public expectations then policing suffers in a

very fundamental way. That Police Stations in India are critical to delivery of police service and they are not meeting legal and community requirements are widely known for almost a century and half now (may be known since 1830s), discussed by generations of police officers and policy makers and there exists almost a consensus that the inadequacies of Police Stations have to be 'fixed', if citizens are to be delivered better policing.

1.3 From time-to-time attempts have been made to improve functioning of Police Stations. Some of the usual methods have been

- (a) Use of normal command and control mechanism like visiting police stations frequently, collecting feedback from stakeholders, thorough inspection of Police Station records, disciplinary action against errant officers and personnel etc to try and 'reign in' the Station House Officer and the staff and keep them under better supervision and control.
- (b) Improve human and material resources at the Police Station.
- (c) Use community policing interventions to improve community interface.
- (d) Better use of Technology

1.4 Despite various improvements the fundamental problem of malfunctioning Police Stations ails the Indian system. There have been severe problems in institutionalising changes and scale them up to a level when quality of performance of the Police Stations can be assured at a macro level. The same complaints continue to persist.

1.5 There is a general perception that police do not behave properly towards complainants, witnesses and victims of crime. A police officer is expected to be by training and policy a professional, who is able to transcend social biases of caste, religion and gender. But, police response to most people approaching for service is perceived to be inadequate, insensitive, biased and delayed. Ordinary citizens often find it difficult to get cases registered without either bribing the police personnel or bringing some influence on them. Burking in large scale is resorted to because of the desire to produce favourable crime statistics and manage with available resources. There continues to be allegations of substantial caste, community and gender bias. Police is also perceived to be corrupt and partial, often acting on behalf of the rich, influential and those in power. From time-to-time allegations of illegal detentions and violence are also reported.

1.6 Such is the legacy and image of the police that average people avoid approaching Police stations unless the circumstances are compelling. This fear and lack of trust drives people to seeking alternative remedy to grievances that should be legally in the domain of the police to resolve. Police is an important institution of governance and therefore such lack of trust on such a basic institution of governance has significant implications for legitimacy of the state.

1.7 Some reasons for people avoiding or being scared of Police Stations are:

- (i) Rude and unfriendly police behavior and attitude
- (ii) Burking of crime & statistics oriented working
- (iii) Inadequate/insensitive/delayed response by the police

- (iv) Corruption and lack of transparency in police working
- (v) Partisan attitude
- (vi) Misuse of power/other misconducts
- (vii) Use of excess force and extra-legal methods
- (viii) Lack of professional competence

1.8 From time-to-time attempts have been made to improve functioning of Police Stations like BPR&D sponsored UNDP project in Assam, Rajasthan and Tamil Nadu in late nineties; Cyberabad Change Management experiment in Telangana State (then Andhra Pradesh) in 2004-2006 and ISO certifications of Police Stations in Rajasthan (2005-2007) and Jan Maitri scheme of Kerala (2011-2013) [Annex-1A & 1B]. However, most of the experiments have either not sustained or have not added up in terms of an overall transformation of the image of Police Stations as credible and legitimate institutions of governance. The present study found that some experiments do not get adequate support for example Cyberabad experiment of Telangana did not receive the backing of the leadership/colleagues; some fail because the successors are unwilling to take ownership, the ISO experiment of Rajasthan. Similarly the Maitri scheme of Andhra Pradesh failed after the change of Government from TDP to Congress in 2004. The only experiment which has sustained change of leadership as well as change of Government to a good extent is the Jan Maitri scheme of Kerala as it is supported by both the LDF and the UDF and backed by legislation (Kerala Police Act, 2011).

1.9 Crimes are beginning to get more sophisticated and organised. Unless capacity of Police Stations is up-graded most cases will remain un-detected or will have to be passed on to Special Investigative Units, which will mean additional cost.

A time will come when Police Stations will cease to be of any use in investigation of major crimes. Similarly, the use of computers and technology in crime will mean that Police Stations with their existing capability and available skills will become redundant. There is a need to understand the future trend at a time when the world is moving towards AI, autonomous vehicles and IT-enabled networks. The present Police Stations are likely to become redundant expenditures unless major up-gradations are carried out.

1.10 The present report builds on the experience of the last century in different parts of the country and suggests a road map for ‘people friendly police stations’, by which we mean Police Stations that are able to carry the respect and trust of the community. We have suggested a set of short-term and long-term steps that can be taken covering different aspects of Police Station functioning and have also suggested an implementation strategy so that change is properly documented, monitored and institutionalised.

2.0. Overview

2.1 Project Title

People Friendly Police Station

2.2 Vision

Provide an institutional Model of an ideal Police Station that can carry public trust and consent while carrying out investigative and preventive functions of the police in a lawful and professional manner.

2.3. Project Objectives

- Delineate the contours of a modern police station.

- Define an ideal design for the Police Station Building and infrastructure.
- Provide an HR structure for the Police Station.
- Suggest ways through which behaviour and attitudes of staff at the Police Station can be made people friendly and service oriented.
- Remedial measures for recurrent problems such as burking of crime, delay in response, incompetence, lack of transparency, unwillingness to enforce the law in a neutral and professional manner.
- Suggest an implementation strategy, documentation requirement, third-party participation etc.

3. The Project

3.1 METHODOLOGY

3.1.1. The Project was conceived by Dr. Ish Kumar, during his tenure as Director, NPM, BPR&D. It started with a meeting of officers (both serving & retired) from all over India on 22-08-2012 to generate ideas on the subject. Forty one officers attended the meeting. Among those who attended were Shri A.S.Gill, Ex-DGP, Rajasthan & CRPF, Shri K.Koshy, Ex-DG, BPR&D, Shri.Swaraj Puri, Ex-DGP, Madhya Pradesh, Shri.V.N.Rai, Director NPA & Shri K.N.Sharma, DG, BPR&D (Proceedings enclosed at Annex-2).

3.1.2. On the request made by Dr. Ish Kumar, IPS, Project Leader, following officers volunteered to join the core group constituted for working on this project:

1. Shri K. Koshy, IPS, Ex-DG, BPR&D (1973)
2. Shri M.K.Devrajan, IPS – Member State Human Rights Commission (1977).
3. Dr. Sudhanshu Sarangi, IPS (1990) – then Joint Director, Cabinet Secretariat [now ADG, Odisha]
4. Mr.Vineet Kapoor, the ADC to Governor, MP (SPS, 1994) (now SP, PHQ, Bhopal, M.P.).
5. Mr. Sekhawat, Addl.SP, ACB, Rajasthan Police (dropped out later)

3.1.3 Views were also called from Senior Police Officers on “Top Cop Group” and the 20-25 officers responded including Mrs. Kiran Bedi, Ex-DG, BPR&D, Shri. Jacob Punnose, Ex-DGP, Kerala, Shri.Arvind Verma, Associate Professor in University of Indiana, USA (ex-IPS officer) (Annex-3).

3.1.4 Dr. Ish Kumar held a detailed meeting with SHOs, SIs, ASIs& HCs from Delhi and Gurgaon, Faridabad, Sonapat& NOIDA area on 20th November, 2012 in which more than 80 officers participated (Annex-4).

3.1.5. Some points were also adopted from-

- (a) DG & IG Conference recommendations (2013) (Annex-5)
- (b) Intelligence Bureau’s and BPR&D’s suggestions on Smart Policing (2014) (Annex-6).

3.1.6. Dr. Ish Kumar along with Dr. Sudhanshu Sarangi visited Tomando Police Station in Odisha in December 2012 to study the infrastructural requirement of a Police Station.

3.1.7. The Core Group met on 10th Sept, 2012, 29th October, 2012 and 8th February 2013, 22/8/2016, 4/3/2017 & 8/3/2017 for detailed discussions.

3.1.8. A Presentation was also made by Dr. Ish Kumar before MM:05 group in BPR&D Hqrs., in February 2013, October 2014, March 2015, April 2016 & February 2017 to elicit their views.

3.1.9. The project report is based on the detailed discussions and feed backs received during the above meetings & interactions and subsequent in depth discussions among the members of the core group.

3.1.10.

- (a) Shri K. Koshy, Ex-DG, BPR&D has contributed a paper on ‘Service Oriented Police Station’ (Annex-7).
- (b) Shri M.K. Devrajan, Member State Human Rights Commission has contributed two papers on ‘Human Resource Management’ (Annex-9) and ‘Reception Desk’ (Annex-8).
- (c) Dr. Sudhanshu Sarangi has contributed a write-up on ‘Custody Management’ (Annex-10) as studied by him during his studies in U.K.
- (d) Mr.Vineet Kapoor has contributed a paper on ‘Democratic Audit of Police Stations’ (Annex-11) and he has also worked on ‘Smart Policing & Expenses’ required at Police Station level.

3.2. Recommendations

3.2.1 Size of Police Stations

India has a legacy of small Police Stations. They are like hospitals without pathology, radiology,

Operation theatres. The approach has been to establish large number of Police Stations rather than fully equipped large police stations, which is the U.K. model. The closure of existing police stations may not be politically feasible. But, the focus should be to increase the capacity of Police Stations, make them well-resourced and limit activities of other Police Stations to patrolling units. In U.K. Police Stations are headed by Superintendents and therefore senior officers are involved in actual day-to-day policing rather than maintaining arms-length distance and acting as supervisory officers. Future policing will require much larger and much better equipped Police Stations. The Committee recommends a radical re-look about the viability of the network of small Police Stations and to substitute them by less number of Police Stations with much better capacity. The improvement in road communication and technology has altered old understanding of distance. On the other hand people expect a quality of service from Police Stations at par with other service providers; they make no distinction between a Bank, a Hotel and Government offices. They expect to be received politely, offered chair and provided a quality of service that meets their expectations. Patrol parties can attend to crime scenes. But, then investigation has to be done by a fully equipped investigative unit and a Police Station needs to be that. We are recommending strengthening the role of Police Stations as investigative units. Consequently first response and public order management functions should be reduced or completely divested from Police Stations. There are public demands to set up new police stations, but these demands must be weighed in terms of viability. In effect a Police Station must have enough resources to carry out investigation functions meeting global standards in service, detection and conviction. This is where analogy of a hospital will clarify the requirements. We can have large well-equipped hospitals or mere

out-door facilities managed by a doctor. We recommend adherence to global standards in terms of what a Police Station is supposed to be and what it is expected to do. A signboard police station without resources and capability will not be able to meet public expectations.

A Police Stations, as a basic unit, should have various units and facilities within, for example homicide squad, organised crime unit, property offence unit, cyber crime unit, custody suits etc. We believe that crimes will become more and more sophisticated and most cases will be difficult to detect and still more difficult to obtain a conviction.

3.2.2. IMPROVING & RE-ENGINEERING OF VARIOUS POLICE STATION PROCESSES

(A) 100% & Correct Recording of all Complaints and Proper Enquiry

- (i) The police must ensure that all complaints made to a police station either in person/ by post/ telephone/ SMS or an e-mail is properly recorded and entered into a database that is accessible to senior ranks. All complaints must be acted upon and responded to. In case of serious crimes there should be no requirements for any enquiry. But, in some cases a preliminary verification may be required. Every complainant must be given a receipt for the complaint either physically or electronically. Insistence upon physical presence of a complainant in a Police Station for registration of FIR must be done away with.
- (ii) An IT solution should be implemented for multi-modal registration of complaint through SMS/MMS/e-mail/telephone at the police station concerned directly or through control room/external nodes.

- (iii) The jurisdictions of all the police stations in the country must be digitized and should be available on the internet.
- (iv) Every district, and in the long term, every police station must have a web address where complaints could be lodged (Implementation of CCTNS project will also help in this regard through its citizen portal).
- (v) For listening to the complaints from women and children, the women and children helpdesks must be established in all police stations which would require additional recruitment of women police personnel. For such desks, women staff required would be at least 3-4 for a rural police station, 6 to 8 for urban police stations and 10-12 for metro police stations.
- (vi) Public interface at the PS level, both through telephone and direct contact at reporting room (Reception Desk) should be through smartly dressed staff, trained for this specific task, with skills including, command over vernacular and English / Hindi, communication and listening skills, ability to maintain equilibrium and not to be provoked in the face of provocations (soft skills). This function can also be outsourced.
- (vii) The police response must be standardized for dealing with various criminal and civil complaints and for this SOPs need to be developed and practised.
- (ix) All investigations/enquiries must be fair (to be cross-checked by senior officers) and completed in time (time limit to be prescribed for various categories).

- (x) The reception area should have a friendly look, provided with water, papers to write complaints, some news papers and magazines. In case children accompany families then some toys can be provided as a friendly gesture.

Write up by Shri M.K. Devarajan on “Reception Desk” is enclosed as Annex –8.

(B) Improved Response Mechanism

There are often complaints that in police stations, especially in rural areas, there is lot of delay in responding to complaints which may result in the culprit escaping, scene of crime getting disturbed, vital clues getting lost and difficulty in tracing eye witnesses. Hence, there is a need to improve mobility in police stations by providing at least one four wheeler and 2-3 two wheelers in a rural PS and semi urban Police Stations, 2 four wheelers and 5-6 two wheelers in urban Police Station and 3-4 four wheelers and 8-10 motor cycles in metro Police Stations to ensure quick response. These vehicles will be in addition to the PCR vehicles. Above vehicles must be provided with sufficient fuel quota and adequate number of drivers, to be sanctioned or hired - otherwise constables end up as drivers, further depleting the Police Station strength.

Each Police Station should have a small team of detective constables/HCs trained in field and scene investigation skills like photography, preparation of scene of crime maps, video-recording, inspection and protection of scene of crime and packing of exhibits. This team will ensure preservation of SoC after the occurrence of crime.

In cities & districts Hqrs, there should be integrated control rooms supported by well equipped

GPS enabled PCR vans & modern equipment/software and trained man power. Control rooms at all levels should have GIS maps with all police related data embedded in them for use in the field for patrolling, locating scene of crime and address from which emergency calls are received.

Similarly there must be adequate no. of mobile forensic vans, dog squads, BD squads and Quick Response Teams (QRTs) at circle/SDPO level to respond to various situations.

Establishment of highway patrol teams and police guards in trains will go a long way in improving police image.

All districts and major cities should establish help lines for women, children, senior citizens and drug addicts etc.

Rajasthan Police, during ISO certification of police stations, has laid down the quality objectives in which time lines are mentioned for doing specific jobs which are required to be further developed and followed by the police in all States. (Annex-12).

(c) First Aid, Counselling & Support

PSs must develop systems for giving first aid and counselling to the injured/victims of crime with the help of nearby hospitals and NGOs. There should be a provision of ambulance to shift them to the hospital, if required, at the earliest at least in Urban and Metro Police Stations.

Police should tie up with the district administration for providing financial support to women, SC/ST and accident victims.

There is also a need to appoint a Victim Support Officers and Child Protection Officers in

each police station. Himachal Pradesh model of appointing a Para Legal Officer from the legal aid authority to persons in custody can also be followed.

(D) SOPs for Investigation, Law & Order and other Police Processes

(i) SOPs must be developed for all kinds of enquiries and investigations as well as handling of various law and order situations. SOPs made in Cyberabad Commissionerate in Telangana State and ISO Police Stations in Rajasthan can be models for developing such SOPs. There is need for a fresh look at the various processes like arrest, search, seizure, interrogation etc. to ensure that these processes are people friendly and dignity of the individual is maintained even if he is accused. While reworking the SOPs for policing processes, attention must be given to prevent their misuse by unscrupulous police officers. These SOPs must be available in each police station and police personnel must be trained in their use.

(ii) BRR&D may like to hire a group of retired police officers for making such SOPs. Once the group constituted by BPR&D re-works all the SOPs, same should be circulated to all States for adoption and incorporation in the respective police manuals. (A list of SOPs is enclosed in Annex-13)

(iii) ISO certification of police stations will help in implementation of various standard processes in a time bound manner and make police stations more accountable.

(iv) Investigations should be carried out by well-resourced and trained investigative teams. The investigation by a team, as opposed to an IO will mean that each team has five to

eight personnel including one clerical hand. The team lead should be called a Senior Investigating Officer (SIO) and the SIO should divide different investigative requirements. For example, one member may be assigned to analyse the telephone logs, another to chase forensic reports, another to carry out house-to-house verifications, another to carry out interviewing and they all re-assemble once a day and then investigation can proceed.

- (v) Every PC need not carry a weapon and sentry must be removed from the front of the Police Station and posted in the custody area at least in all Police Stations not affected by Naxalism/terrorism.

(E) Case Status and Returning of Properties to Complainants

Every complainant should be able to know the status of his case either through SMS or by logging to district/police station website or by visiting police stations [Cyberabad Commissionerate developed software 'Know Your Case' in 2009-10].

Police must ensure that recovered properties are returned to the complainants at the earliest and they do not rot or get damaged while in police possession.

(F) Court Monitoring System

Criminal Procedure Code, 1973 took out prosecution responsibilities from the police. But, there is a need for monitoring trial so that police can render assistance to courts and prosecutors. This has been experimented in Vijaywada(A.P.) since 2005 successfully and should be implemented in all States, first in urban areas and later in the

other areas to improve the conviction percentage and save manpower.

(G) Alternate Dispute Resolution (ADR)

A people friendly police station should strive to amicably settle disputes and compoundable cases that are not serious. Mahatma Gandhi Dispute Free Village Mission has been successfully implemented by Maharashtra Police in the State. Various other types of ADR programmes have been implemented in Kota of Rajasthan, Patiala and Ludhiana of Punjab and Vijayawada of Andhra Pradesh. Based on these programmes MM:02 has submitted project "Crime Reduction Through Dispute Resolution". Andhra Pradesh and Punjab experiments have legal backing and were never commented upon adversely by any court. Any of these initiatives can be followed by people friendly police stations.

(H) Citizen Charter/Right To Services Act

Citizen Charter/ Right To Services Act should be enforced in all States or citizen charter should be formulated so that Police personnel know that they have to deliver various services like permission for loud speakers, rallies, various verifications, NOCs in a time bound manner (as single window system). Performance of the Police Station in this regard is easily measurable and therefore should be possible to enforce by setting clear benchmarks and targets. These activities should not be neglected and left to complete discretion of the officers because they can affect the brand image of the police and can cause harassment. The rights of citizen under the above Act/Citizen Charter should be boldly displayed in each Police Station.

In this regard, a mention can be made of the "SAANJH" model of Punjab where along with every Police Station a Community Police Resource Centre has been established for this propose.

Similarly, Mee Seva of Andhra Pradesh and Telangana Governments enable a person to get required documents within defined time limits.

(I) Community Policing

Community Policing is not to be confused as a PR exercise. It is a policing strategy by which police places its resources and powers at the door-step of the community. Such a strategy will bring people’s trust and also change police attitude. Police must shift its focus from crime to community. Community policing is the best strategy to get close to the community and win its cooperation. Hence it is necessary that a People Friendly Police Station should implement community policing programs. Jan Maitri and Student Cadet Police of Kerala, NagrikRakshakDalams and Gram RakshakDalams of Madhya Pradesh, Trichi Beat Boxes & Friends of Police in Tamil Nadu, the Community Liaison Groups in Assam and Rajasthan are some examples of successful Community Policing. National Police Mission (BPR&D) has developed an “Overarching Model Of Community Policing” for all States. Local officers can pick and choose appropriate programs as per local needs.

However, in this context, the following points should be kept in mind:

- (i) Community must be involved not only as force multiplier but as an important stakeholder in determining the policing priorities and formulation of Annual Policing Plan for each Police Station. Emphasis should also be laid on joint training/meetings/briefings of Beat Constables and community members.
- (ii) SHOs should regularly visit villages and hold meetings with villagers to know their

problems. Such regular interaction between the police and the community will bring more transparency in police functioning, reduce the corruption and is the only way for the police to win the trust of People.

- (iii) Each police station must have a Community Police Officer who, in addition to supervising the implementation of community policing programs, is in regular touch with various sections of the society and regularly conducts community outreach programmes like sensitization campaigns, literacy camps, medical camps and sports meets etc.
- (iv) Police help for the needy, particularly the destitute, street children, mentally or visually challenged will also go a long way in building the people’s confidence.
- (v) The mindset that community policing is soft policing and involves additional work requires change especially among senior police officers. Community policing must be amalgamated with day to day functioning of a police station.
- (vi) The recent changes brought in Kerala Police Act (2011) by which Community Policing has become an integral part of Police functioning both in law as well as in practice needs to be followed by all States(Annex-14).

3.2.3. IMPROVING HUMAN RESOURCES (QUALITATIVELY)

3.2.3.1. Training

This is one of the most neglected areas where after undergoing 9 months basic training, a

constable does not get a chance even once in 15 to 20 years to undergo refresher training.

3.2.3.2. Professional Skills (Basic skills)

- (i) Police must be trained in various professional subjects (law, investigation, VIP security, traffic, handling various law & order situations etc.).
- (ii) Short modules for training police station personnel in essential skills for duties in the field should be prepared and introduced in the basic training. These include, patrolling, observation, memory, conflict resolution, interviewing, communication, arrest and escort of prisoners, maintenance of Police Station records, etc.
- (iii) A specialized cadre of men should be trained at Police Station level to perform investigation related tasks like preservation of scene of crime, packing of evidence, lifting FP, photographing SoC and individuals, video recording, etc.
- (iv) Formal training and briefing of all police personnel in police stations in specific duties. For example, all personal should be given lectures with the help of map and power-point slides to thoroughly familiarise with the topography, demography, vulnerable places and important routes before any deployment. Similarly, those on patrol duties should be re-familiarized with use of weapons, lathis, etc. Before going out for duties they should be briefed about recent crimes, trends of crime, pattern, profile of suspects, residences of VIP, banks, bad characters, etc.

- (v) Roll call time should be utilized for disseminating topical information and for refreshing skills and reinforcing values.

3.2.3.3. Professional Skills (Soft skills)

- (i) Policemen should be trained in following subjects to change their orientation and make them people friendly:
- (ii) Policemen should be trained in “soft skills” including managing and responding to the telephone calls and talking to visitors etc. (This training should be outsourced to experts since police training institutions do not have the capacity to impart these skills.)
- (iii) Policemen must be sensitized towards issues of gender, SC/ST, minority, children, physically challenged and other weaker sections.
- (iv) Policemen should be trained in interviewing of victims and witnesses and scientific interrogation of suspects and accused.
- (v) Police officers should be trained to help the victims of rape, accidents, disasters and other categories of victims who are in distress.

3.2.3.4. Training Infrastructure/Methodology

- (i) State and Central governments need to invest heavily on building the training infrastructure i.e., district training centers(for refresher training of Constables and Head Constables as in AP) and range training centers(for refresher training of ASIs to Inspectors as in TN) and specialized training centers at the State level on subjects like Coastal

- Security, Cyber Crime Investigation, Traffic Regulation, Intelligence & VIP security, Commando & Anti-Insurgency, Telecommunication & Detective Training etc.
- (ii) Mobile teams can do ‘on the job training’ at Police Station itself.
 - (iii) Briefing sessions in Police Station should be converted in to training classes (at least once a week)
 - (iv) Police should also develop online courses and online training material.
 - (v) An institutional arrangement should be introduced for mentoring.
 - (vi) Police leaders have to recognize the importance of training and give it its due. At least 5% of police budget must be spent on training of police forces.
- (ii) Empowerment of the beat constable should be done by entrusting him with the total management of the beat including conduct of enquiries, verifications and meeting with RWAs (Resident Welfare Associations), CLGs (Community Liaison Groups) etc. He should also be responsible for the implementation of various community policing initiatives in the beat. In due course of the time, senior PCs should be entrusted with investigation of small and petty cases, if required by amending the law. There are many smartphone based Apps developed (Delhi Police) to help beat constable perform his duties.
 - (iii) Rewards must be instituted for the best performer of the month and his photo-graph should be displayed in the reception area of the Police Station. Later these competitions could be taken to district and state levels and rewards /commendations could be given in each of the categories mentioned above Rewards should be promptly awarded and given.

3.2.3.5. Improving/Changing Work Environment in Police Stations

- (i) There is a need to enhance the self-esteem of the constables and enrich their job content. In line with professionalization and also the requirement of moving towards treating constables as officer, it is proposed that constables should be provided with specialised training and re-designated as detective constables, crime scene specialists, victim support officer, community policing officer, Crime Analysts etc. The intake of highly qualified people into the constabulary should be taken advantage of by training, specialisation, re-designation and opening promotional avenues. This will go a long way in creating a more professional constabulary.
- (iv) By re-structuring of recruitment and promotion systems, it should be ensured that every PC gets at least three promotions in his career and should retire at minimum SI level (Kerala example of grade SIs and Limited departmental promotion with weightage for career progression as practised in UK) can be looked into. Similarly, SIs with impeccable record should be able to move upto IPS.
- (v) Only if the SHOs and other senior officers behave with their subordinates in a dignified manner, which is not often the case, we can expect them to behave with the public in a friendly and courteous manner.

- (vi) Distribution of duties in the Police Station should be fair, equitable and transparent and there should be periodic rotation of duties as far as practicable.
- (vii) Communication between the SHO and the constabulary should be improved by holding regular meetings and briefing sessions. Senior officers must check this during their regular and surprise visits.
- (viii) The activities at the reception/ reporting room and SHO room should be recorded through CCTV, which should be used, not for punishments but for improving behaviour.
- (ix) It must be ensured that leave is granted to constabulary in a fair manner and without fail in emergencies. Favoritism must be avoided in matters of posting, sanction of leave and distribution of duties etc.
- (x) SsP must ensure that the pending issues of constabulary in SP's office are resolved expeditiously and constables are not harassed by the staff of SP office.
- (xi) Every week the SP should give one hour, if not more, when any constable can ring up designated numbers and talk directly to the SP and redress his / her grievances.
- (xii) Due attention must be paid to the welfare of the constabulary and their families in terms of construction and maintenance of proper living accommodation, opening of police schools and hostels for the children of police personnel at dist./sub-divisional level (Police Schools are managed by DAV society in Haryana and Punjab can be a model), reservation of seats in govt. professional colleges for the meritorious children of police personnel; introduction of cashless medical insurance policy for the constables and their families (like the Arogya Bhadratha scheme in AP), etc.
- (xiii) Wherever a constable is using his personal vehicle for official work, provision must be made to reimburse the fuel expenses.
- (xiv) BPR&D should design suitable uniform for the police men both for naxalite/terrorist affected and non affected areas making adequate provisions for keeping a baton, communication set, mobile phone, a note book, and a weapon if required..
- Detailed paper on 'Improving Human Resources in Police Stations' written by Shri. M.K. Devarajan is enclosed as Annex -9.
- 3.2.3.6. Improving Human Resources (Quantitatively)**
- The group is of the view that human resources available at Police Stations are woefully inadequate.
- (i) Long Term Action Plan for Manpower: Each state should formulate an HRD Plan for its Police Force (Training Division, BPR&D had started this initiative under Training Intervention Scheme), wherein deficit and requirements of man power and other resources available at present, and needed after 5 years, 10 years and 20 years should be worked out based on field visits and collection of empirical data.
- (ii) The Police Stations are required to be categorized in 3 to 4 categories based on

the No. of FIRs registered and law and order problems. Ideal man power requirement needs to be worked out for each category. Some States have already done this exercise. However, a national standard of manpower requirement should be developed by BPR&D for Rural, Semi-Urban, Urban and Metro Police Stations which could serve as a general guideline for all the States/UTs.

(iii) While working out the above manpower requirement, following factors should be taken into account:

- a. Working in three shifts.
- b. Separation of crime investigation from law & order duties.
- c. Internal relocation by shifting the manpower from one PS to another within a district / state.
- d. Attaching of home guards & Special Police Officers to PSs.
- e. Supplementation with armed reserve.
- f. Outsourcing of peripheral duties.
- g. To maintain a system of compulsory weekly off for all till the shift system is introduced.

3.2.3.7. Restructuring of HR Structure

(i) There is a need for restructuring the personnel deployment at the Police Stations. The present system is to designate an SHO and at-times an additional SHO and rest are all thrown into a common pool to be assigned

tasks by SHOs. This hierarchical system should move towards more horizontal and team-oriented system. The present structure is out-dated system and does not exist in modern policing systems in other parts of the world. The move should be to define officers in terms of training, specialisation, designation and functioning. The Police station staff need to be divided in terms of (a) Crime Control & Investigation (b) L&O (c) Traffic (d) Community-interface roles.

(ii) Restructuring of the police force by changing teeth to tail ratio from present 1:7/8 to at least 1:4 and preferably 1:2 to make the police force more officer-oriented and to enhance the promotional prospects for the subordinates.

Categorization of duties/jobs to be performed by police personnel and outsourcing of peripheral duties like manning of reception desks, service of summons, vehicle parking etc.

Each Police Station should have a team of trained scene of crime officers.

UN standard of 222 Police personnel per one lakh population can be one criteria. MHA has prescribed man power of 444 per one lakh population for metro cities like Delhi etc.

(ii) Short Term Action Plan (Manpower): Till such time the above studies are conducted and commensurate man power is sanctioned by the State Government, the police leadership in the States needs to undertake following temporary measures:

Senior officers must ensure that unnecessary deployments and over deployments are avoided. Police Station staff from one Police Station should

not be frequently deputed for duties in other Police Station areas and in case of need, supplementation should be made from district armed reserve.

Before deployment, adequate and appropriate weapons and equipment shall be supplied and it should be ensured that the men are trained to use the equipment issued.

3.2.4. Improving Physical Infrastructure, Technology, Expenses and other Resources

3.2.4.1. Physical Infrastructure

(i) One of our Member Dr Sudhanshu Sarangi implemented a new model of Police Station, called 'Ama Thana' (Our Police Station) as CMD of the Odisha State Police Housing Corporation. Similar models are being used in various states. The principal idea behind the new design can be explained by again using the Hospital analogy. A large corporate hospital has different wings like the reception area, the out-patient area, the in-door area, OTs, Laboratories etc. A police station undertakes various functions and these wings should be separated in terms of space to avoid confusion in work flow and in compromise on service quality. A person visiting a Police Station for filing a complaint need not have access to custody area or interview room or places where personnel take rest. So, all these activities should be segregated. A police Station should have a reception area and a meeting room to deal with complainants/persons requesting services. The working areas should provide officers privacy and peace of mind to attend to work without noise and interference. The rest area should be entirely private. The custody area should be segregated. Dr Ish

Kumar, along with Dr Sarangi visited one of these "Ama Thana' Police Stations built at Tomando near Bhubaneswar and found that the functional segregation brings a degree of order and sophistication to the entire work environment.

- (ii) The Police Station building must be redesigned in manner that Police Station has separate areas for reception, front office, Police Station internal working, custody management and rest and recreation. The reception area in Police Station must have reception counter as well as separate women desk. It must be provided with a proper waiting hall with adequate furniture, facilities for drinking water and toilet. Separate room for interview/counselling and training room for conduct of training programmers, CLG meetings and media interactions should be provided.
- (iii) The office space apart from chamber for SHO, should have work stations for all the staff right up to PC, computer room, record room and adequate storage for case properties, arms and ammunition, stationery etc. Not providing a desk and a separate space that constables can feel to be their own is affecting their sense of dignity and association. This must change.
- (iv) The custody area should have individual custody suites with attached toilet. A rural Police Station can have 2-3 such suites, semi-urban Police Station 4-6 suites, urban Police Station 8-10 suites and metro Police Station can have 12-14 suits. All the suites must be under CCTVs surveillance and a custody officer should be posted in shifts to monitor the CCTV. In addition there must be a room that can be used

variously for medical examination, legal consultation by suspect/accused, and meeting with family members and an interrogation/interview room with a audio/video linkage. The detailed paper on custody management by DrSudhanshu Sarangi is enclosed inAnnex-10.

- (v) On the 1st and 2nd floor in a Police Station, space should be provided for the rest, recreation and messing for the staff. A gymnasium should be provided in each Police Station. Facilities for outdoor games lie volley ball etc., should also be provided.
- (vi) Security features required in a Police Station will depend upon location of the Police Station and threat perception. But, these security features should be integrated architecturally without making the Police Station look like a Fort. The look can be made friendly without compromising on security features as the Odisha experience shows.
- (vii) Odisha increased Police Station size from 1800 sqft to 23,000 sqft as part of the Ama Thana initiative. So, the minimum area is now 23,000 sqft for Rural Police Station. In view of our suggestion to increase the capacity of Police Stations we recommend that future Police Stations should be 30,00sqft in rural areas and about 60, 000 sqft in Urban areas.
- (viii) All Police Stations must have sufficient greenery to give it a pleasant look. The construction of Police Stations should be with interiors, CCTV, furniture sect rather a core house being handed over to the Police Department for then buying furniture separately or to install equipment separately.

The Police Stations should be designed and executed as a fully-built and fully-provided structure. BPR & D may send a team to Odisha and issue further advisories, if considered necessary. State Police Housing Corporations may request Odisha Police Housing Corporation for a full design brochure with 3D images to design their Police Stations.

- (ix) The group felt that Architects should be engaged to design the buildings and interiors with the specific mandate of ensuring that the Police Station looks friendly to people. The Architects need not use existing Police Stations as reference in innovating and should rather be asked to use hospitals, hotels or banks as reference points in imagining a Police Station. The Odisha experience shows that innovation is possible in this regard.

3.2.4.2. Communication and Technology

- (i) Each Police Station must be provided with sufficient member of computers with internet facility, as done in CCTNS. Apart from the computer room, computers should be made available to the reception desk, the Police Station writer & SHO and IOs also.
- (ii) The CCTNS should be further improved to provide last mile connectivity to a constable on move. The CCTNS data base should be able to connect with data base of other departments like transport, passport, courts etc.
- (iii) All constables should be provided with smartphones so that they can photograph scene of offence/suspect/vehicle. All these phones can be covered under CUG facility as some States have already done. There

should be a dedicated App for internal use for transmitting photos, etc.

- (iv) All important areas in the PS must be kept under CCTV surveillance especially backup and PSs/control room should have personnel trained in scrutiny and analysis of CCTV information.
- (v) Every Police Station should be provided with adequate member of investigation kits with a provision for replenishment of consumables.
- (vi) Similarly the Police Station should also be provided with adequate no of static and mobile VHF, UHF sets and other security equipments including weapons on need basis.
- (vii) Every Police Station should have a generator back-up, which should be installed right at the time of construction of the Police Station.
- (viii). The urban/metro Police Stations should provide “touch screen kiosks” for information and assistance and the scheme can be gradually extended to rural Police Stations.
- (ix) Each dist. should be provided with a mini FSL/mobile FSL van.

3.2.4.3. Police Station Expenses

- (i) The Police Station requires funds for buying of stationery, diet for the accused in custody, transporting of the injured and dead, photography, making photo copies of the documents etc or sometimes for basic requirements like stationery. Today most of this expenditure is met by collections from local liquor mafia, land sharks, transporters

etc. Or the complainants are asked to get stationary. These have been used as justifications for corrupt practices, which must end.

- (ii) The States of Karnataka, A.P. and Telangana have taken lead in sanctioning some funds to each Police Station on a monthly basis towards investigation expenses/contingency charges. Other states are also following this system. The only problem is the accounting requirements are such that at some places the Police Stations are avoiding using funds available. These procedures should be sorted out and the old practices must stop.
- (iii) A Karnataka Study has shown that a rural Police Station needs a minimum of Rs 10,000/- and an urban Police Station requires Rs 30,000/- every month for various expenses (Annex-15).
- (iv) Telangana State has sanctioned Rs.25,000/- for rural Police Stations, Rs.50,000/- for urban Police Stations &Rs.75,000/- for metro Police Station(Annex-16).It is high time that all the States follow the model of Telangana/ A.P. to sanction adequate funds every month to each Police Station (at least Rs. 10,000 to 15,000 for rural Police Station, 25,000 to 30,000 for urban Police Station, and 50,000 to 60,000 for metro Police Station). The total budget required for above expenditure will vary from 15 to 20 crores per annum for an average State with 500 PSs which is a paltry amount, considering the benefits.
- (iv) SHO of the each Police Station should be declared as DDO and budget under various

- heads including salaries TA, DA, maintenance etc. must be sanctioned to him directly.
- (v) A criminal justice fund can be created as provided for in Kerala Police Act, 2011 to meet all the sundry expenses at the Police Station level.
 - (vi) Wherever a constable is using his personal vehicle for official work, provision must be made to reimburse him the fuel charges.
- (c) A system of third party audit and victim crime surveys must be instituted to get regular feedback from the public.
 - (d) Cases of violation of human rights, non-registration or burking of crime, applying wrong sections of law, tampering with investigations, booking of innocents, false recoveries etc must be dealt with sternly.
 - (e) As recommended by the Supreme Court in 2006, Police Complaints Authorities should be established in all States to look into complaints against the police. This system is already functioning in several States like Kerala, Tripura etc.

3.2.4.4. Other Resources

BPR&D should also take up study for standardization of all other resources (apart from man power) in various kinds of Police Stations i.e buildings, weapons, communications, transport, riot control equipment etc.

3.2.5. Accountability

- (a) After proper training, briefing and giving adequate resources, responsibility must be fixed on the various police ranks for good police performance.
- (b) The superior officers must regularly visit/ inspect the Police Stations. During inspections of police stations, senior officers need to ask different questions from democratic and citizen-friendly policy point of view i.e. access of police station to vulnerable groups, public interface, fear among common citizen, disposal of complaints etc. A People Friendliness Index can also be created. Shri Vineet's paper on Democratic Audit of Service Delivery at Police Station level is enclosed (Annex-11).

3.2.6. Good Practices

3.2.6.1. Dissemination of Good Practices

The BPR&D should compile on a regular basis the various best policing practices evolved in different States and circulate them to all the States for adoption, e.g.:- UNICEF gender experiment of Karnataka, Police Station information system & servants verifications system of Delhi, Student Cadet Police Program of Kerala, She Teams and Bharosa Centres of Telangana Police, MeeSeva & Arogya Bhadrata of Andhra Pradesh Government. Each state needs to replicate and institutionalize these best practices.

3.2.6.2. Recruitment

Transparent recruitment process developed by National Police Mission, BPR&D should be scrupulously followed by all the States to ensure a transparent, just and fair recruitment.

3.2.7. Miscellaneous

- (a) Most of the recommendations from the DGs & IGs Conference of 2013 on People Friendly Police Stations (Annex-) have already been taken into account. The recommendations on 'Smart Policing' (Annex-) from Intelligence Bureau and BPR&D are enclosed alongwith. However, the Report has not covered all the components of 'Smart Policing' although some points like Techno Savvy, Well Trained, Mobility and Accountability have been covered.
- (b) 100% registration of all complaints and prompt response, taking care of physical infrastructure and finances in a Police Station, providing of adequate manpower and resources, re-engineering of policing processes, developing SOPs, integration with technology, empowering of the Police subordinates, development of effective Community Policing models, introducing effective training programmes to bring in service orientation and change in attitude, reducing the use of force and discretionary powers will go a long way in making Police people friendly.
- (c) Sri Arvind Verma, Asst. Professor Indiana University, USA has suggested that if police responders are efficient and friendly, there should be no need for a common man to visit a Police Station. He just needs to dial-100 and rest should be taken care of by the police.

3.3. Sponsor

- (i) Police is a state subject. The Government of India have in the past provided for

construction of Police Station buildings under Modernization of Police Forces Scheme. But, now the building component has been taken out from MPF. Under a separate scheme MHA has provided 2 Crore Rupees for construction of each fortified Police Station in Naxal Area. Odisha has used the Ama Thana Scheme and constructed 70 Police Stations with assistance from MHA. In other states state governments are making available funds for construction of Police Station with adequate floor area, the best example being Police Stations built in Mumbai.

- (ii) The Group is of the view that construction of physical infrastructure and procurement of equipment for 'People Friendly Police Station' at the rate of five Police Stations per State should be included under MPF. An amount of 2 Crore should be sanctioned for physical infrastructure and an amount of 1 Crore for procurement of Computers, other equipment and accoutrement. These funds should be provided subject to the condition that States will provide manpower and meet recurring expenditure. The funding also should be subject to the State Police agreeing to appoint a third-party monitored programme implementation team to ensure that processes are also transformed and there is adequate documentation and monitoring. These are separately explained as part of implementation strategy.

3.3. Financial Benefits

The group is of the view that if Police Stations function better then the expenditure on account of frequent need to deploy armed police will be reduced. Improvement to the regime of rule of law

will create the environment of orderly economic and social activities. These are benefits that cannot be calculated purely in financial terms. Besides, policing is a service and what we are expecting is a qualitative improvement in policing service to the citizens.

4. Situational Assessment and Problem Statement

- (i) As stated in the background, the issue of dysfunctional police stations is as old as the history of modern policing in India. From the time Kotwalis of the Mughal era were made Police Stations, they displayed the same deficiencies as the ones we have tried to grapple with as part of this project. This can be seen by the report of the Torture Commission in Madras in 1860 to the National Police Commission in 199-81.
- (ii) Police Stations are basic units and therefore, the transformation of Police Stations cannot be viewed apart from the overall issues of police reform. But, we have tried not to be bogged down with issues of police reform already articulated by the NPC and as contained in the directive of the Supreme Court in the Prakash Singh Case. We have taken a view that even if core recommendations of the NPC are implemented, the professionalization of the police in current times will require change management of a different kind. These have been our focus.
- (iii) We are cognizant of the fact that a lot of good innovations have been made and continue to be made. But our finding was that they are not adding up to an institutional transformation. Therefore, we have suggested a set of comprehensive proposals.

Given that Police Stations are basic, there is much more that can be or could have been said. But, we have gone by the 'minimum standards' focus, i.e. what should be the minimum requirements of a people friendly police station. We do recognise that more can be done.

- (iv) Our recommendations have to be implemented as a whole and not in parts. The piecemeal approach will limit to the earlier problem that changes are made, but they do not add up to a radically different institutional performance, image and process.
- (v) India is a large country and states have significantly different policing needs. The recommendations have to be adjusted to the needs of the situation. In view of the enormity and complexity of the challenge we do not recommend their implementation in all police stations at a go. There is a need for some Pilot projects before expanding the process re-engineering to cover all Police Stations in India in 10 years.

5. Critical Assumptions and Constraints

The assumption of this project is that there is a desire within the Police, Government and the Public to make Police Stations People Friendly. We have also assumed that people friendly does not mean any loss of operational efficiency of Police Stations.

There are three constraints that we foresee:

5.1. Legal constraints

- (i) Changes become most sustainable when they are backed by corresponding changes to the relevant law/rules. The functioning of

Police Stations are mostly governed by Police Manual Rules, Police Circulars/Orders. The implementation of change will need incorporation of the suggested arrangements as provisions in the Police Manual Rules.

- (ii) The custody arrangements suggested here will require changes to custody rules. India should consider legislation in line with UK's Human Rights Act, 1984 for further legal backing.
- (iii) The prosecution system currently does not provide for day-to-day involvement of a permanent cadre of prosecutors in guiding collection of evidence, preparation of legal records, vetting of arrests. In view of the falling rate of conviction, there is a need for greater coordination between investigators and prosecutors. The current prosecution structure is organised in terms of courts and therefore, unlike the C.B.I. the investigating officer working in a Police Station has no discussion/assistance of prosecutors at the stage of investigation.
- (iv) We have recommended movement towards specialisation of the constabulary through training and designation and to encourage job advancement. These will require modifications to cadre rules in consonance with the proposed cadre structures. Without such changes, there will be complications and court cases causing confusion.
- (v) The Supreme Court of India has declared right to privacy as a fundamental right, which has large scale ramifications for the way Police Stations function. The disclosure of information relating to any victim of crime or disclosures of arrests without a charge are potential areas of legal complications.

5.2. Creation of manpower

- (i) The biggest hurdle will be getting sanctions for creation of new manpower. The capacity of Police Stations cannot be enhanced without additional manpower.
- (ii) The Group is of the view that civilian employees should be inducted for non-police and un-uniformed jobs, clerical work, providing food to persons in custody and even for handling reception counter. We need to realise that uniformed officers are a more expensive resource in terms of salary and training and their utilization in logistic or administrative duty should be avoided.

5.3. Project Management

The interpretation of the model suggested by us and implementation should not be left to officers at the Police Station or the district levels. The objectives will not be achieved if the change cannot be managed and institutionalised. The risks of failure are quite high and therefore, implementation must be done with a lot of care. It should not so happen that after all time and money spent, the Police Station will function with the attitude of 'business as usual'.

6. Implementation Strategy

6.1. Implementation Strategy

- (i) There is no task more important in the Police than transformation of Police Stations. In the past many efforts have been made and yet lasting institutional changes have not been possible. Keeping this in mind the group proposes a national steering committee in the BPR & D to implement the pilot projects.

- (ii) Many of the Government Departments now use Consultancy Firms to provide qualified hands for constituting Project Management Units. There should be a Project Management Unit in the Office of the Director General of Police for a period of three years. The PMU will require a lead with two assisting hands. These PMUs should be familiarised with the Project, its objectives, processes etc by the national steering committee. The finances for these PMUs should be provided by MHA under MPF at the rate of 50 lakh per year. The States may form PMUs or used Consultancy Firms empanelled by the BPR & D for the purpose. The task of complete re-engineering will be difficult and there is a high risk of project failure and therefore, the expenditure on PMU will be essential to reduce risks of failure. The PMU will be able to maintain elaborate documentation and monitor the process for timely intervention by senior managers, for drawing lessons and for preparing simpler project documents for extending the process of change management horizontally. The implementation of the project as a pilot should not be subject to usual problems like change of State Police Chief or officers heading the districts. A PMU will be able to ensure continuity and make the changes resilient to either transfers or desire of individual officers to tinker with the original plan.
- (iii) Each should take up a maximum of five, but a minimum of three Police Stations for transformation on a pilot basis. At the end of the first year the PMU will have enough documentation to map the progress, but the kind of institutional transformation that we visualise work must continue at least for three years. During the time the personnel will require hand-holding and assistance on many aspects.
- (iv) At the end of the first year, the pilot should be extended to about 10 % of Police Stations in the State.
- (v) Attempt should be made to cover all Police Stations through the change management in about ten years. We expect replication will be easier than ensuring the success of the pilot projects, because we are expecting large scale changes in organisational processes, work culture and attitudes. There is bound to be a degree of cynicism and officers have to be convinced that these changes are required and are possible. But, once changes can be demonstrated to work, horizontal replication will be less difficult.

6.2. Deliverables

- (i) The project is mainly conceptual and will concentrate on the broad contours of what will turn out to be a People Friendly Police Station. Therefore, the minimum standards and requirements are spelled out, though improvements can always be made.
- (ii) Additionally, having studied the subject for nearly three years the members will like to be associated with the proposed national level monitoring committee, benchmarking of consultancy firms for being engaged as PMUs, suggesting ways of adapting to local conditions and training of senior officers who will be carrying out implementation.
- (iii) To help the change managers, the group has prepared some additional documents and SOPs, which are given as annexure to the main report.

6.3. Stakeholders

The main stakeholders of the project are:

BPR & D: An organisation responsible for prescribe professional policing standards in the country. BPR & D should monitor the pilot project since the desire to make police stations people friendly always existed, but fulfilment of the objective has remained elusive.

State Governments: The success of the project will entirely depend on the state governments taking ownership. The suggestion is that Ministry of Home Affairs conducts a video conference at the level of the Hon'ble Prime Minister to give a push to the idea of improving Police Stations as basic institutions of governance. Such a project should deserve the attention and the branding at par with other flagship programmes of Government of India. The BPR & D should organise consultation with NitiAyog and other think-tanks to advance this project. The project can be given a catchy title like 'PM's behter Police Station SewaYojana' and branded actively. The initiative for change should not be restricted to bureaucratic paper work because of the known failures of the last 150 years. Such a branding and initiative will help improvement in public perception of the Police and of Police Stations as institutions. An idea must develop that Police are making an effort to change rather than remaining in perpetual denial.

Ministry of Home Affairs: MHA should revise MPF guidelines to fund one-time expenses for creation of infrastructure and for establishing PMUs.

We were tempted to list Police Officers at the Police Stations, members of the public, media etc. also as stakeholders, but feel that they have

minimum power and interest in implementing such a radical process of change. We have used R.E.Freeman's (1984) approach to stakeholder mapping in identifying them in terms of as internal/external and in terms of their interest/power. Placing the onus of change on the Thanedars is of not much consequence, because they are likely not to have the power or the interest to bring about such gigantic innovations in one of India's oldest institutions of governance.

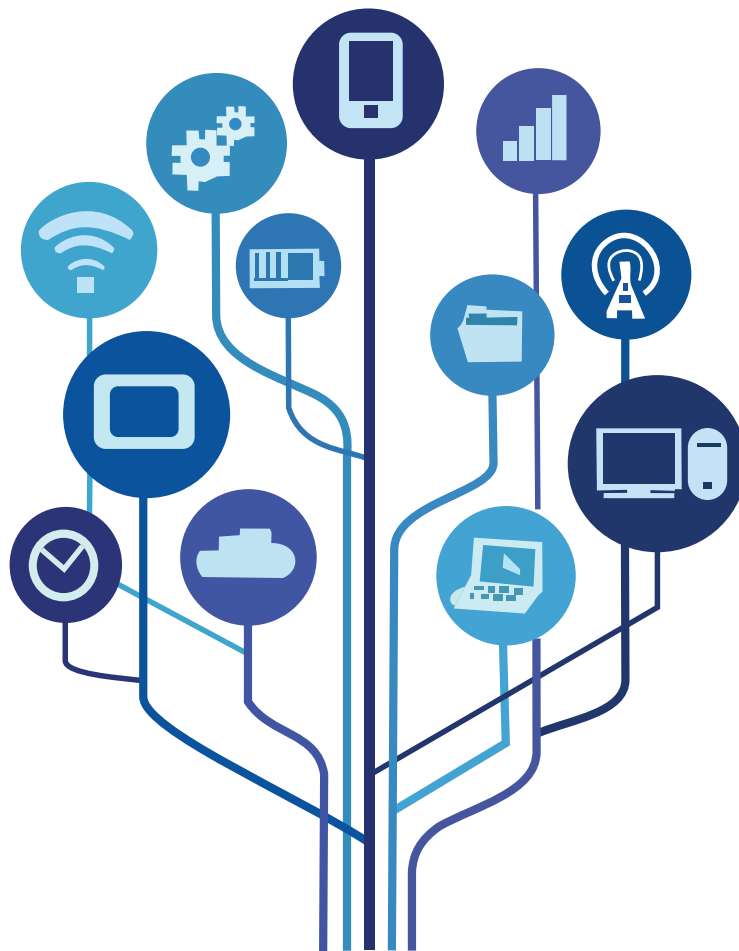
6.4. Related Projects

In a way most of the Projects of Police Mission has implications for this project. But, in terms of priority we identify four:

- (i) Community Policing
- (ii) All projects dealing with first response, which we believe should pass away from Police Stations to Control Rooms. Staffs under the Control room including PCR vans and patrolling units should respond and secure crime scenes. We want to take out Police Stations from fire fight into more of investigative and prosecution functions and delivery of basic police services.
- (iii) Traffic policing which should now slowly move out of Police Stations and be managed by Special Traffic Units and Police Stations.
- (iv) The BPR & D Project relating to implementation of eight-hour work shifts.
- (v) Projects relating to Alternative Dispute Resolution
- (vi) Projects relating to improvement in prosecution of Crimes.

* Annexures may be seen at www.bprd.inc.in.

“Automation of Weapon Licencing”



Micro Mission: 05
New Processes (Process Engineering)

*‘The Think Tank for Indian Police’
‘Promoting Good Practices and Standards’*

AUTOMATION OF WEAPON LICENCING

1.0 Introduction/Background

Government of India had directed the state Governments to maintain a database of arms licenses. The Government had also notified several rules that require maintenance and usage of a live and dynamic database of arms licenses. For example, if a licensee under the threat perception category had not used any ammunition in the previous year against the quota of 50 cartridges, no fresh quota for the current year would be admissible. The State Government is supposed to issue appropriate instructions to the licensees and all the arms dealers in the State in this regard. A report on the use of the ammunition by licensees is also supposed to be sent by each DM (District Magistrate) to the State Government concerned on a quarterly basis and consolidated report is to be sent by the State Government to MHA on an annual basis.

In the state of Telangana, the State Crime Records Bureau in CID collects this data from all the licensing authorities and compiles it. However, as the district Collectors and the Home Department issue licenses on a regular basis, this herculean effort by CID to collect data through the offices of District SsP, who in turn collect this data from the District Collectors, is necessarily non-live and not dynamic. Further, this data is to be updated only once every quarter and there is every chance of errors, duplication and omissions.

In this scenario, for instance, it would be very difficult to ensure strict compliance to the above Rule of no fresh quota of ammunition to those who did not utilize their previous quota.

This project explains the desirability of replacing the present book type arms licenses with RFID based smart cards.

2.0 Overview

2.1 Project Title

Automation of Weapons Licencing System

2.2 Vision: To have a system based mechanism to issue, record, monitor, manage arms/ammunition licences efficiently and effectively.

2.3 Project Objective

To prepare an S.O.P. for achieving the above vision with simplicity and robustness

3.0 The Project

3.1 Purpose of the project:

Arms licenses in the state are being issued presently in the book form and they are difficult to maintain and up keep in proper shape all through the life of the License validity period by the department as well as by the License holder. The RFID system provides next-generation advantages over even bar code devices. The coil-on-chip RFID architecture enables specimen tracking without line-of-sight requirements. Rugged packaging makes the chips and the data stored impervious to harsh environments, including extreme cooling or heating. It also gives cost advantage to the users as the RFID tags are recyclable for 10 million times where as Barcodes are one time usage.

3.2 Sponsor: Government

3.3 Financial benefits

With the issue of RFID based card licenses the following are the benefits.

- No more License Books.
- Hassle free maintenance since all the licenses will be card based.

- Customer Data is digitized and embedded in to smart cards and used as licenses.
- Data retrieval of a user at times is very easy and system driven.
- Police can verify licenses of the Arms user any time anywhere by using a Smart RFID PDA reader.
- No Computers or Internet Connection required for spot verification of licenses.
- Renewal Process becomes easy and user friendly.
- Proper filing and tracking system.
- Deployment of a RFID writer/reader at each armory store will record the data of the rounds purchased by the license holder and this transaction details can be managed and monitored by the Department and also can have a check on the users usage of rounds.
- Department will have centralized control on the licenses issuing offices and branches.
- This digitization and RFID card Licenses issue can be carried out individually at the respective branch and area offices yet seamless integration of all the offices data is possible.
- If all new licenses are issued in this manner and all old licenses replaced by these smart cards at the time of renewal, the entire arms licenses of a state will get converted to the new form within 3 years (as the license validity is 3 years).

The project can also be self financing by collection of appropriate user charges from the licensees.

4.0 Situational assessment and Problem statement

RFID solution efficiently automates the information-gathering process that is currently dependent upon manual input and handling of Licenses in book form is tedious.

- Users can carry these license cards easily in their card holders or wallets etc.
- Provides a facility to record the complete data of the users.
- RFID eliminates manual data entry or bar-code scanning.
- It can also help solve issues with asset accounting, depreciation etc.
- Police can have quick checks of the users' activities.
- Same cards can be used for buying rounds from the licensed vendors. Number of rounds bought at these shops can be immediately recorded and the police will get alerts and their data base updates automatically whenever a license holder does a transaction at the stores.

The objective of this system is to have a hassle free, cost effective and fully secured world class system to facilitate the users with flexibility of carrying the Arms License – anytime and anywhere. Besides, improved customer handling, this will also improve documentation process streamlining.

5.0 Critical assumptions and constraints

Disadvantages in the Traditional book Licensing System.

- Needs careful upkeep and maintenance.
- Risk of forgery.
- Carrying the License in Book Form by the users is difficult and not user friendly.
- Authentication difficulties.

The RFID cards will be: Memory Based Passive RFID smart cards with customized printing of the personal details of the License holders embedded in to the electronic chip of RFID card. These RFID Smart cards will have unique 16 / 24 digits. The ID can be read through RFID readers. After the ID is read by the reader the software application will call the details of the License holder captured in the backend database. The details of the User are provided by the database after all validations as per the license issue norms. Application software will hold the Data Base of all License holders in the state and the data can be managed as per requirement, by splitting in to area wise requirements and licenses issued in those areas. The users Data can be written in the RFID License cards using RFID desk top card writers by taking a flat file from the database.

Linkage with Aadhaar

If and when it becomes possible to seed this database with Aadhaar, when an applicant applies for the arms license he/she may be instructed to provide Aadhaar number in the application form of licensing system application software. Once Aadhaar is captured through application software, many processes as mentioned below will become faster:

- Verification of Name, address, Date of birth could be accomplished on the basis of records that are available with UIDAI.
- Age eligibility can be decided at the very first level of application.
- Family details like Father's name and address from Aadhaar can be verified in case of renewal of licenses under family Heirloom.
- No much documentation will be required once Aadhaar copy is enclosed with application.
- Follow up time will be reduced.
- Enquiry time will be reduced once one level of verification is done.
- Each arms' license number will be linked to Aadhaar number. This will enable the authorities to keep an eye on the number of licenses issued to a particular Aadhaar number. This will also check whether any other license has been issued in past for that particular person and will ensure whether the person has any weapon already.

Aadhaar Bridge will offer services to seamlessly integrate with UIDAI and will empower Arms Licensing Application with multi-factor authentication and e-KYC services.

As a part of authentication services roll-out strategy, UIDAI engages with Authentication User Agencies (AUAs - who would deliver services to their beneficiaries by using Aadhaar based model for verification) and Authentication Service Agencies (ASAs). This would be the first level of eligibility for the Arms Licensing Authority to sign an agreement with UIDAI where it can be authorized

as AUA and ASA. The eKYC service can be linked with the Arms Licensing Application System to enable the instantaneous paperless verifications and fraud deterring methods. Arms Licensing Authority after becoming an AUA/KUA (e-KYC User Agency) partner with UIDAI, agency can get integrated the Aadhaar's Authentication API and e-KYC API to access the services through UIDAI.

6.0 Implementation Strategy

6.1 Implementation: Various steps involved in the implementation of this Project:

- i. Weapon & License holder data collection.
- ii. Master Mapping of the collected data in the database.
- iii. Issue of license cards to the Licenses.
- iv. Hardware fixing and configuration.
- v. Ongoing maintenance of the Software and hardware.

Following are the requirements of the project:

- RFID based License Cards for issue of Licenses to the valid users.
- Desktop writers for writing the data on the cards.
- Desk top readers for reading the data on the cards at various offices.
- Handheld Reader for spot verification.

- Biometric gadgets for data collection and authentication.
- Electrical components & cables etc.
- Software Application.
- Engineering, Hardware & software implementation and Training.

6.2 Deliverables: as per above

6.3 Stakeholders: Government, arms licencees, arms dealers

6.4 Related projects

Not Applicable

6.5 Work Plan

The Home department of the state should call for an RFP from interested vendors who can deliver the above project in a time bound manner. Once completed, the project will place the Government and police department in full and firm control of the arms license holders' and arms dealers' activities in real time. The project can also be self financing by collection of appropriate user charges from the licensees. However, for this project to be really effective, the Government of India must prepare a standard SRS and require all states to model their implementation accordingly. Appropriate funding by the G.O.I. may also be considered. A suitable template for an all India implementation would be the RAPDRP program instituted by the ministry of power in the G.O.I. for certain IT based reforms in the power sector in all the states.

“Training and HRD”



Micro Mission: 07 **(Women and Child)**

*‘The Think Tank for Indian Police’
‘Promoting Good Practices and Standards’*

TRAINING AND HRD

1.0 Introduction/Background

There is a palpable gender sensitivity deficit in the police functioning in India. In the context of India, this is like a double jeopardy for Indian women. They suffer because of the prevailing social factors which see them in a particular value framework. They also suffer as victims when they interface with the police because of the masculinity subculture in police itself where the acceptance of both the woman as victim and as a woman power se is counter intuitive to the subculture of gender insensitivity. It does not help that despite policy claims and even policy declarations seeking up to 33% reservation for women in police, the present strength of women in police is still pegged at less than 5%.

Because of the several social factors, women are more afraid of crimes than men and fear of crime extends well beyond the women who have themselves been victims. Further, because of several socio-economic factors, women victims are differently placed than their male counterparts. In view of the above, there is need for police to act in a gender sensitive manner in all cases relating to violence against women. The increase in violence against women calls for a prompt and proper response from the police on all such complaints. As gatekeepers of the criminal justice system, police enjoy wide discretion in enforcement of law. Differential law enforcement, indifferent police response and fear of police deny women the access to justice.

In order to make police officers behave and act in a gender sensitive manner in cases of violence against women and in the discharge of their duties

in general, there is an urgent need to conduct gender sensitization training courses for police. At present, the concept of gender is grossly misunderstood by a large majority of police officers. There is also a lack of proper awareness of the prevailing gender inequalities among police officers. Even if there is awareness, the cult of masculinity prevailing in the police organizations does not easily permit a change in the attitude and behaviour of male police personnel toward women. The stereotypes held by the police about sexual violence/harassment and domestic violence, as described above, clearly indicate the general attitude of police towards women.

Thus all pointers above cry for the urgent need to address gender sensitivity in police on priority by calibrated and well planned HRD interventions throughout the police career cycle.

2.0 Overview

2.1 Project Title

Gender Sensitisation in Police by Leveraging Appropriate Training and HRD-A Roadmap

2.2 Vision: The Constitution of India provides for equality of status and opportunity to all citizens in the country. The following provisions in the Constitution relate to gender equality:

Article 14 : Equality before law and equal protection of laws.

Article 15: Prohibition of discrimination on grounds of race, sex etc.

Article 16: Equality of opportunity in the matters of public employment.

The following Directive Principles in the Constitution also specifically relate to gender equality:-

1. Article 39(a): That the citizens, men and women equally have the right to an adequate means of livelihood.
2. Article 39(d): That there is equal pay for equal work for both men and women.

Gender equality is necessary not only because of the Constitutional provisions but also to unleash the energy and productive capabilities of women. The Human Development Report published by the UNDP indicates that those countries which rank low in “Gender Related Development Index” (GDI) also rank low in overall human development (as mentioned by Human Development Index) and the status of the country in several other parameters. Some of these countries also report worst human poverty as measured by “Human Poverty Index”.

Besides the realization that development of women is necessary for the overall development of the nation, the following factors have also been propelling countries towards attaining gender equality:-

1. Increasing awareness among people, particularly in advanced countries, that gender roles are social constructs and that women are capable of doing any type of job.
2. Increasing awareness among women about their rights and their subjugation and exploitation for centuries in male dominant and patriarchal societies.

3. Influence of feminist writings and efforts made by women’s organizations to bring to light several discriminatory practices against women.

4. Improvement in educational level of women which made them aware of their relative status vis-a-vis men.

5. Women joining all types of jobs and performing equally well and sometimes better than their male counterparts.

Two truths regarding gender sensitivity of police in India stare us in the face. First is the increasing violence against women in the country year on year. All NCRB data point to the fact that the incidence of violence against women have not decreased even as women in India seek their rightful place in the sun by being upwardly mobile. Second is the grossly inadequate response of the police personnel, particularly at the cutting edge level, in dealing with crimes against women. While there is no doubt that more efforts than earlier are being made by police organizations both in the states and in the centre to sensitize the police personnel with regard to various gender issues, the ground situation needs to change much more in terms of the safety and assurance level in the perception of women and women victims while interfacing with the police.

2.3 Project Objective

The overarching objective of the project is to leverage HRD and training interventions to ensure a gender sensitive police. The inbuilt objectives are to delineate the desirable steps/tasks that can go a long way in making police in India gender sensitive. The objective at the end of the project, thus subsumes certain steps at various levels.

1. TO TAKE POLICY LEVEL STEPS - steps that are fundamental and are taken at policy level so as to set up an ecosystem for gender sensitive policing.

sensitivity training and in this leveraging of appropriate technologies and value additions like MOOCs and online courses and ACADEMIA partnerships can be game changers.

2. To take Intra-Organisational Steps focused on standardised gender oriented HRD interventions throughout a police person's career - from recruitment to retirement.

Accordingly, to sum up the following task need to be taken up in right earnest and if already taken up must be improved upon:

3. To take special Steps wherein HRD interventions are focused on the peculiarities of the context in which the police person is serving—for example a police officer serving as Juvenile Welfare Officer may have to be trained and incentivized exclusively to train as a specialist. A second example can be the need to have specialized orientation training for male police officers serving as AHTU in Charges in a district where there is high trafficking of girls for domestic labour etc.

- **Task 1**

BPRD can mandate the formation of a gender policy from each state police unit and each central police unit in the country.

- **Task 2**

BPRD can mandate the formation of a GENDER TRAINING MANUAL (GTM) ideally through sourcing it out to a professional agency.

3.0 The Project : A Bird's Eye view of the Task at Hand

- **Task 3**

3 different states and 3 different CPOs can be mandated to prepare modules on gender sensitivity oriented towards.

3.1 **The Purpose of the Project:** It needs to be reiterated that in the context of policing in India, the police sub-culture and the police attitudes and processes that it impinges, gender sensitivity is generally conspicuous by its absence. The essential purpose of this project is a turnaround towards a gender sensitive and gender aware Indian Police is a desirable albeit challenging task. That is why HRD interventions which span the entire gamut of basic to specialized and in service HRD and training are to be initiated by the organisational leadership of police. Moreover, innovation and value additions are also highly essential to fast track this

- i. GENERIC MODULE (COMMON TO ALL RANKS)
- ii. Constabulary Module
- iii. Subordinates Module (ASI to Inspector)
- iv. Officers Module (Dy SPs and above)

- **Task 4**

Designing of gender sensitivity module for in service refresher training of Constables/HCs as well as ASI to Inspectors can also be entrusted to a few states and CPOs.

(for **different bands** like those with 0-10 years of service/those with 10-20 years of service/those with 20 years or more service)

- **Task 5 :**

BPR&D can leverage its connect with the Academia to design PILOTS for the following:

- i. 2-3 online courses targeting different ranks/roles
- ii. 4-5 theme based courses can be designed with the help of NGOs working in different domains like Trafficking of girl child/Sexual harassment at the workplace/domestic violence against women/sexual abuse/girl-child labour etc.
- iii. Professional Institutes or universities can be engaged to design certificate or diploma courses in gender studies.

The above measures are not envisaged as cosmetic changes in the police sub-culture but as true paradigm changing steps. It must have the faith and the organisational back up of the police leadership in order to make headway. Gender sensitivity in police is an *attitudinal and procedural deficit* that has to be addressed immediately and this document aims to provide an implementable roadmap for the same.

3.2 Sponsors: BPR&D will be the sponsor of the project and some states (in this case Jharkhand) can also contribute.

3.3 Financial Implications/Benefits

One most critical requirement is to ensure a clear mandated BUDGET for gender sensitivity

training within the overall training budget of the police. This has to be ensured at the policy level.

A scheme of granting one increment to police personnel who qualify a certain level of gender sensitivity certification can be introduced as an incentive.

4.0 Situational Assessment and Problem Statement

As more and more women in the country started asserting their rights, got educated and took up jobs, they increasingly became targets of attack. Crime against women in the country is on the increase. The following statistics published in 'Crime in India-2015' speak loudly about the alarming picture of crime against women in the country.

- While the year 2015 has witnessed a marginal reduction in crime against women as compared to 2014, especially a decrease in cases of rape, there has been an increase of 2.5%, however, in other forms of sexual offences against women clearly indicating the value clash between the aspirations of the modern mobile Indian women and the sub-cultural urge to restrain her independence or construe it as lack of character.
- Under the category of "assault on women with intent to outrage her modesty", 2015 saw 84,222 cases being registered across the country as against 82,235 in 2014. The category includes offences such as sexual harassment, assault or use of criminal force to women with intent to disrobe, voyeurism, and stalking.
- In a telling statistical indicator, CRIME IN INDIA 2015 revealed that in more than 95%

of rape cases the offender was known to the victim and was probably a neighbour or a member of extended family giving credence to the theory that Indian women are unsafe even in their familial and familiar settings.

The above data is a clear indicator as to how important though difficult it is for police to act as an agent of change and engender gender sensitivity starting with own rank and file. This could be every difficult and an uphill task because of the fact that the stereotypes that govern the general social psyche also govern police.

In spite of the shocking and frightening picture, the police response to violence against women continues to be grossly inadequate and inappropriate. Besides the reasons for the generally poor response to instances of crime such as increasing workload, lack of resources, pressure of political bosses to maintain crime figures at a low level, mal-practices in the organization, there are certain specific reasons for the lack of appropriate response to offences against women. The cult of masculinity prevalent in the department makes the police officers hold some stereotypes about violence against women. The stereotypes lead to certain standard patterns of police response. For example, the following are some stereotypes held by the police about sexual violence/harassment.

Some Stereotypes about violence/harassment.

- Rape is victim-precipitated. Women ask for rape/sexual violence by provocative mode of dress and behaviour or by going out after dark or going to shady to shady and lonely places.

- Women subconsciously desire rape and 'cry rape' only when they are caught.
- Rape cannot occur if a woman resists.
- Women's place is at home. If they go out, they must take what comes their way.
- Sexual harassment at work place and eve-teasing are fun and women enjoy it.
- Male sexuality is an uncontrollable force. Women should not arouse it.

Standard Police response

- Initial complaint is disbelieved and action is contemplated only after a value judgement as to whether the woman is deserving of appropriate police response.
- Victim is discouraged from pursuing complaint.
- Intensive bullying, callous interrogation and aggressive and sexist questioning.
- Medical examination is delayed and conducted in unpleasant and threatening surrounding.
- Victim is not supplied with basic information about her legitimate rights and support services available to her.

Stereotypes governing domestic violence

- Family is a private place where men have some legitimate rights.
- Husband has a marital right to discipline his wife.
- Women are irrational, nagging and provoke men.
- Only the poor/uneducated/alcoholic makes are violent towards their wives.
- Women who deviate from feminine roles of mother and wife warrant discipline. Standard Police Response.
 - i. Trivialisation
 - ii. De-criminalization and illegitimization of domestic violence.
 - iii. Non-intervention and advising the victims to seek remedies in a civil court
 - iv. Acting as peacemaker and mediator and letting off the male offender with mild, informal threats.

Such stereotypes point to the dire need of HRD interventions in police through training and Sensitisation on mission mode across the board in Indian police. With this overview the Project needs to be launched in all earnestness.

5.0 Critical Assumptions and Constraints

A: Critical Assumptions

- Policy level buy win happen both at Central and state levels

- Police leadership at all critical levels will support
- Course curriculum will be more or less standardised across centre and states (BPR&D will have a nodal role)
- Gender sensitisation will be treated as an HRD issue.
- Training institutions and resources will be suitably committed for gender sensitisation
- Digital networks will be ready to use
- MOOCs will be supported through PPP mode

B: Constraints

- Present policy level indifference to gender sensitivity
- The sheer number of police personnel to be trained
- Sub cultural lack of importance given to gender sensitivity
- Inadequate training resources including master trainers
- Poor networking and digitisation status in many states.

IMPLEMENTATION STRATEGY: WORKING OUT A STEP BY STEP ROADMAP

The implementation strategy and step by step roadmap as envisaged in the project is outlined below in detail:

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‘Promoting Good Practices and Standards’*

6.1 Implementation Strategy

- The strategy should essentially be predicated on the formula of ground up training wherein the training to the cutting edge especially the constabulary is accorded primacy alongwith the functionaries upto Police Station level.
- Learning by doing and case studies methods should be used extensively.
- Simultaneous and in situ training is envisaged
- The present CCTNS network which in many places reached upto PS level should be used in the first instance for online training delivery failing which district level training in all districts is a critical part of implementation strategy.
- SPs will be the nodal officers for this training and sensitisation

6.2 Deliverables

Tasks 1 to Task 5 already outlined at 3.1 above.

6.3 Stakeholders

- All ranks of police in the district
- All ranks above district upto DG level (PHQ)
- Civil Society bodies/NGOs
- Other government departments in particular departments concerning welfare and empowerment of women and children

6.4 Related Projects

- All projects involving empowerment of women

6.5 Work Plan

The work plan for implementation will involve the step by step roadmap as outlined below:

• Step 1 : Policy Level Steps

A: DECLARED/NOTIFIED STATE GENDER POLICY FOR POLICE

- Any state police or CPO must put in place a declared gender policy for policing.
- Any HRD policy for gender sensitisation of police should be a subset of the gender policy/strategy for the police department.
- Gender Sensitivity Training should find exclusive place in the state or organisational budget as part and parcel of the imperative of *Gender Budgeting*
- Given the proclivity of the police as an organisation to get stuck in traditional mindsets and given the fact that the representation of women in police has been low if not negligible and only recently is the issue of representation of women in police attracting serious policy level attention, it is imperative that the state and highest level of governance is a stakeholder in ensuring gender sensitisation across the police ranks.

TASK TO BE DONE FOR THIS STEP TO SUCCEED

- BPRD can mandate the formation of a gender policy from each state police unit and each central police unit in the country. A model draft POLICE GENDER POLICY

can be circulated as a template. To prepare the Model Policy Template a team of officers can be formed with a mix of state/CAPF etc.

- The Policy should highlight the criticality of gender sensitivity on core police work domains like investigation and prevention by awareness generation.
- The Desirable Parts/Chapters in the Policy can be as below:

WHAT (is Gender Sensitisation especially in Policy Context): Defining Gender, Gender Sensitivity, Gender Discrimination and Gender based HRD

WHY (is Gender Sensitisation of Police required): the relevance of the above in the Policing Context

HOW (can gender sensitisation be implemented): the processes to be gender (re) oriented

- *Stated recruitment quota (for e.g. Jharkhand has announced 33%)*
- *Preparing gender sensitive police budget (e.g. adequate budgeting for Women Police Stations/amenities for women constables and officers in each police unit)*
- *Incentivizing gender sensitive behaviour*
- *Entry to exit GENDER SENSITISATION RELATED HRD INTERVENTIONS for all ranks and all roles [THIS IS THE FOCUS FOR OUR EXERCISE]*

B. A GENDER TRAINING MANUAL FOR THE POLICE ORGANISATION (STATE OR CPO)

- A gender Training Manual (GTM) must be prepared as a ready reference for all police personnel in the organisation
- It should be broadly based on the policy and specifically arising out of the HRD strategy mentioned in the Policy Document.
- It can contain identification and listing of Gender training modules for gender sensitive HRD across police ranks and police roles

The Gender Training Manual or GTM will specify (inter alia):

- i. The general expectations from police in terms of gender sensitive behaviour
 - a (Non-discriminatory behaviour, positive discrimination where required, cognizance of special needs etc.)
- ii. The specific do's and don'ts in each category of police-citizen interface
 - b (Interface with accused/victim/witness etc.)
- iii. KSA checklist as per police roles
- iv. Indicative List of Gender Training modules (rank based, Role based, Theme based etc.)

Tasks to be done for this step

- BPRD can mandate the formation of a Gender Training Manual (GTM) ideally through sourcing it out to a professional agency.
- Members of MM7 and other co-opted members can facilitate/guide
- Such manuals have been prepared by various organisation like UNESCO and are also specifically available for police forces in various parts of the world.

- **Step 2: intraorganisational HRD Interventions : At Recruitment and Induction Level**

Intra-organisational HRD and training interventions are critical to engendering and embedding real sensitivity. Gender oriented recruitment and training decisions need to be undertaken by the organisation proactively and firmly. Some indicative decisions at various levels will be as below:

- **AT RECRUITMENT LEVEL**
 - i. Quota for women – to address issues like encouraging women applicants/ providing incentives for joining/defining certain roles and functions that may encourage women applicants
 - ii. Gender Sensitivity Aptitude (GSA) testing as part of screening for all applicants
- **AT BASIC/INDUCTION TRAINING LEVEL**

Modules on gender sensitivity as integral part of basic course

Modules must focus on basic knowledge, skills and attitude that every inductee should have

Mandate a threshold level performance in KSA failing which the trainee may not be inducted

TASKS TO BE DONE FOR THIS STEP

- 3 different states and 3 different CPOs can be mandated to prepare modules on gender sensitivity oriented towards
 1. Generic Module (Common to all ranks)
 2. Constabulary Module
 3. Subordinates module (ASI to inspector)
 4. Officers Module (Dy SPs and above)
- Some states or CPOs may already have prepared and implemented such modules - may be collated and improved upon or adopted straightaway

- **Step 3 : Intraorganisational HRD Interventions : At in Service Levels - Ongoing Training**

Unlike basic induction level training, in service training and HRD interventions that can be sustained and ongoing throughout a police persons serving career have a great role to play in sustaining the sensitivity of police to gender and gender related

issues. Some of the measures that need to be taken at the in-service level in the domain of gender sensitisation are as below:

- Define the KSAs required for each rank for ensuring exposure to gender sensitivity training - 3 rank structure desirable
 - i. Constables / HCs
 - ii. ASIs/SIs/Inspectors
 - iii. DySPs/SPs and above upto DG
- Define the periodicity of refresher gender sensitivity training - desirable at least one module undergone every three years by each police person - could be a combination of on-site (in training institution environment) and off-site training (online)

TASKS TO BE DONE FOR THIS STEP

- Designing of gender sensitivity module for in service refresher training of Constables/HCs as well as ASI to Inspectors can also be entrusted to a few states and CPOs (for different bands like those with 0-10 years of service/those with 10-20 years of service/those with 20 years or more service)
- Designing of such a training for DySPs and above can be entrusted to NPA again keeping the above bands in mind.
- **STEP 4: INNOVATIVE VALUE ADDITION THROUGH SPECIAL HRD INTERVENTIONS**

Apart from the above steps that have outlined standard HRD intervention at various levels starting from induction through in service

interventions upto the end of the career of a police person, often innovative and specialized interventions can be highly productive in not only accelerating or fast tracking gender sensitivity levels in an organisation but also in adding great value to the HRD process by introducing qualitative parameters that raise the threshold of sensitivity to minimum desirable levels and above. It goes without saying that in this day and age, the higher the levels of sensitivity and empathy to gender issues in the police, the closer will the police be to the citizens they serve.

In this direction some of innovative HRD interventions are as below:

- Design online training modules (MOOC style) for anytime anywhere training
- Introduce certification (including self-certification for such modules
- Incentivize monetarily though increment (BPR&D through MHA can recommend increments to police personnel who successfully complete gender related courses including courses on generic aspects of gender sensitivity, or gender budgeting, or trafficking in women/girl child et al).
- Online certification courses in gender sensitivity can be made compulsory for further increment by mandating a course completion every three years (thus meeting the 3-year periodicity criteria mentioned earlier)
- Police – Academia partnerships can be established to run such courses for police personnel of all ranks.

- Police – NGO-Civil Society bodies can also initiate partnerships to run such training programmes
- Theme or domain based gender issue programmes like Domestic Violence/Sexual violence against women or girls/Trafficking of the girl child can be subjects for thematic gender sensitivity.
- Courses can be diverded over two phases and the first phase may be run for at least the first two years across the organisation so as to engender a climate of gender sensitivity before more specialized courses are introduced.

Suggested Checklist of Courses in Phase I:

- i. Basics of Gender Sensitisation for Police Personnel**
- ii. Gender Sensitive Investigation : Does and Don'ts for an IO**
- iii. Capsule courses on such acts as Dowry Prohibition Act, Trafficking Act, Juvenile Justice Act, POCSO, Domestic Violence Act, Prohibition of Witchcraft Act etc.**

- iv. Effective prosecution in cases where women are victims**
- v. Principal Level Instruments for Protection of Women/Children**
- vi. Counseling Skills for Police Officers**
- vii. Interfacing with Civil Society Groups/NGOs for Social Policing**

TASKS TO BE DONE FOR THIS STEP

- **BPR&D can leverage its connect with the Academia to design PILOTS for the following:**
 - i. 2-3 online courses targeting different ranks/roles
 - ii. 4-5 theme based courses can be designed with the help of NGOs working in different domains like Trafficking of girl child/Sexual harassment at the workplace/ domestic violence against women/ sexual abuse/girl-child labour etc.
 - iii. Professional Institutes or universities can be engaged to design certificate – diploma courses in gender studies.

“Review and Implementation of Rules and Process for the Internal Management of Prisons and Prisoners”



Micro Mission: 08 **(Correctional Administration)**

*‘The Think Tank for Indian Police’
‘Promoting Good Practices and Standards’*

1.0 Introduction/Background

Prison Management is a very complex process. Right from implementing various Acts, Rules and processes, the knowledge of psychology and human management is greatly required in the management of prisons and prisoners. The history of prison management gives great insight into the intricacies which are involved in this profession. Most of the prisons in India were built during British period. Even today the prison management is done as per the Act 1894 named Prisons Act which has become totally obsolete. During recent years lots of revolutionary reformations have taken place in the field of prison management in the developed countries of the world. But, we have not been able to bring about those changes which are long required in the prison management.

It is an undisputable fact that reformation is the ultimate objective of Prison Administration. Humanization of prisoners is the motto of Prison Management. The following statement of Mahatma Gandhi holds good forever in this regard

“Crime is the outcome of a diseased mind and jail must have an environment of hospital for treatment and care”.

The numerous judicial pronouncements have also emphasised the reformative and humanitarian nature of prison management. The directives issued by the Supreme Court of India in Sunil Batra v/s Delhi Administration (1979) have gone into great depth of prison administration. Thorough restructuring of prison system in terms of humanising prison conditions, availability of institutional care, training of prison staff, re-organization of prison programmes including rationalization of prison rules and regulations, etc., are some of the core areas of prison management.

In light of the directions of the Supreme Court in Sunil Batra v/s Delhi Administration it was necessary to spell out the rights and duties of prisoners. The All India Committee on Jail Reforms (1980-83) headed by Justice Mulla popularly known as Mulla Committee has classified the rights and duties of prisoners in a very exhaustive way. They are in short as follows:

Rights

- 1) Right to human dignity
- 2) Right to basic minimum needs
- 3) Right to Communication
- 4) Right to access to Law.
- 5) Right against arbitrary prison punishment
- 6) Right to meaningful and gainful employment
- 7) Right to be released on due date.

Duties

- 1) To obey all lawful orders and instructions issued by the competent prison authorities.
- 2) To abide by all prison rules and regulations and perform obligations imposed by these rules and regulations.
- 3) To maintain the prescribed standards of cleanliness and hygiene.
- 4) To respect the dignity and the right to live of every inmate, prison staff and functionary.
- 5) To abstain from hurting religious feelings, beliefs and faith of other persons.
- 6) To use Government property with care and not to damage to destroy the same negligently or wilfully.

7) To help prison officials in the performance of their duties at all times and maintain discipline and order.

8) To preserve and promote congenial correctional environment in the prison.

Standard Minimum Rules of the Treatment of Prisoners adopted by United Nations Congress on the prevention of crime and the treatment of offenders are milestones in the field of prison reforms and custodial management. It is noteworthy to mention that these Rules have been revised in 2015 and are now known as Nelson Mandela Rules.

The various directives issued by NHRC and SHRCs are very important as far as the prison management is concerned.

In light of the above developments, directions and pronouncements there is an urgent need to reframe new policies and methodology for prison management.

2.0. Overview

2.1. Project Title

Review and Implementation of Rules and Process for the Internal Management of Prisons and Prisoners

2.2. Vision

Thorough restructuring of prison system in terms of humanising prison conditions, availability of institutional care, training of prison staff, re-organization of prison programmes including rationalization of prison rules and regulations, etc.

2.3. Project Objective

To reframe new policies and methodology for prison management

3.0. The Project

3.1. Purpose of the Project: Reformation of prisoners and humanization of prisons

4.0. Situational Assessment and Problem Statement:

Most of the prisons in India were built during British period and many of them are still governed by the Prisons Act of 1894, which has become totally obsolete. During recent years, many steps have been taken in the field of prison management in the developed countries of the world. But we have not been able to bring about those changes which are required in prison management. Various directives of the Supreme Court of India, reports of various Prison Reform Committees, Standard Minimum Rules for the Treatment of Prisoners, directives issued by the NHRC and SHRCs, etc., this sub-group identifies an urgent need to reframe new policies and methodology for prison management.

5.0 Critical Assumptions and Constraints:

1) There is a need to replace Prisons Act 1894 and Prisoners Act 1900, as they have become outdated. In place of inhuman and coercive custody, the concept of reformatory and humane custodial management has come into being. All subsequent rules and process are derived from the existing Acts. Since, the above mentioned Acts are not commensurate with the changed scenario, our rules and processes are not built upon the new concept of prison management.

2) Over-crowding of prisons is a huge problem for the prison administration. Besides posing serious health problems, this issue is a

- security hazard and detrimental to rehabilitation of prisoners, as it facilitates prisonisation and criminalisation processes.
- 3) The prison staff is not well trained in managing prisons, especially from the point of view of facilitating reformation and rehabilitation of prisoners and in subjects like behavioural change, team work, organisational management, sociology of deviance, developmental psychology, use of technology in prison management, etc. There is a need to develop prison services as professional career service.
 - 4) Under staffing of prisons is a big hurdle in managing prisons. Existing staff inmate ratio is designed keeping the 'official' capacity of prisons instead of the 'actual' capacity. Added to this, there is large number of vacancies in existing positions.
 - 5) At present the number of doctors and nursing staff to provide medical facilities to prisoners is not sufficient to cater to the needs of prisoners.
 - 6) Most of the nominees who are appointed as non-official jail visitors and meetings of jail visitor's board have no knowledge or experience of work in the field of criminology or social reforms.
 - 7) Providing police escort to under trial prisoners to attend their court dates is a very important aspect of prison management. Although it is duty of the police to escort prisoners to court, non-production of prisoners on their court dates is not only illegal but has a very negative impact upon the managements of prisons. Liaison and interaction between prison and police staff is very poor these days. As a result of this truncated interaction, the prison administration suffers a lot.
 - 8) The classification and categorisation of prisoners is insufficient in today's system. Overcrowding of prisons is a serious hazard in carrying out scientific classification of prisoners, as laid down in prison manuals and reform committee reports.
 - 9) There is a need to promote graded custody of prisoners from high security to open institutions. At present the system exists ranging from closed jail to open jails as well as colonies. Security of prisons and prisoners is a very important aspect of prison management. There have been so many numbers of jail-breaks in our country. The use of cell phones by prisoners has become a nuisance and security hazard in the prison management. Technologies available in this field are not proving very effective. Adequate security system is lacking in most of the so called high security jails. Intelligence plays a very important role in the managements of prisons. But there is no concept of intelligence gathering in the present prison system. The concept of dynamic security has recently come into being. This concept is based on the positive interaction with prisoners.
 - 10) Many old forts have been converted into prisons during British period. Such prisons are a safety hazard. Therefore, there is a need to design suitable prison architecture to cater to the need of modern prisons. There are insufficient mechanisms to address

- situations of man-made or natural disasters in prisons.
- 11) It is seen that different states in India follow different guidelines for release of convicted prisoners on parole and furlough. There is a need to standardise these rules as per suggestions given by various prison reform committees.
- 12) It is a similar situation with regard to guidelines for release of convicted prisoners on premature release. There is a need to create some parity across states on this very important aspect of prison management.
- 13) The Probation of Offenders Act 1958 is one of the most unused Acts of the country. This legislation has huge potential to reduce overcrowding of prisons and prevent criminalisation of young offenders. The physical and human resources to implement this Act needs to be seriously reviewed and steps taken towards implementation of this Act.
- 14) There is no provision for remission in the Borstal Schools Act, 1929, due to which the prisoners who could benefit from this legislation prefer not to opt for this facility.
- 15) Access to legal aid is a very important programme to help the prisoners in getting justice. At present this system is not working properly. The honorarium paid to legal aid lawyers by the DLSAs is very poor and does not attract decent quality of lawyers to appear on behalf of indigent prisoners. There is a need to standardise the honorarium paid to legal aid lawyers and bring it at par with the remuneration paid to public prosecutors.
- 16) At present, there is no clear policy for skill development programmes and vocational training of prisoners. There is an urgent need to incorporate such programs in the policy of the Government. It is seen that not more than fifty percent convicts get employment in the prison. Hence, a large proportion of the work force including under trial prisoners goes waste. There is a need to link schemes and programmes of the Ministry of Skill Development, GOI, with vocational training programmes in prisons to provide relevant and marketable skills to prisoners, including under trial prisoners.
- 17) The wages given to prisoners for the work they do inside prison is not standardised. Every state follows different method of calculating wages. There is a need to standardise the wages on the higher side based on the minimum wages as this money can be used by prisoners to support their families outside.
- 18) It is of utmost importance in prison administration to ensure the safety and reformation of women prisoners. It is essential that there must be a mechanism to protect women prisoners from exploitation in prisons. At the same time, it is necessary to aim at their rehabilitation. There are many children below the age of six years who remain with their mothers in prisons due to unavoidable circumstances. The health as well as education of such children is of great importance. The situation of their children left outside is another aspect that needs to be addressed.

- 19) Diet of prisoners is a very important issue. Minimum and required standards of diet have been prescribed for each and every prison. There is a need to review the diet scale on the basis of reform committee recommendations. The dietary and other co-related needs of foreign prisoners are required to be taken care of.
- 20) Prison mulakat system needs to be improved. There is a need for intercom facility in prisons so that family members can speak with the prisoners with greater ease. There should also be visiting area where prisoners can have face to face meetings with families wherever possible.
- 21) Prison is a closed system. Therefore, efforts must be made to ensure and encourage voluntary participation of the community in prison programs and non-institutional treatment of offenders. The current prison system does not cater to the diversity of prison population in terms of culture, ethnicity, gender, status, etc. NGOs and academic institutions should be encouraged to carry out intervention and research to improve the situation of prisoners and their families.
- 22) Suicides are a matter of concern for prison administration. Besides, creating legal and procedural problems, suicides are treated as violation of human rights when they especially happen in custody. There is a need for specialised staff such as counsellors and social workers in prisons. Prison panchayats in our prisons are almost dysfunctional. There is a need to revive them so that they may work very effectively and improve communication between prison staff and prisoners.
- 23) In certain cases, capital punishment of prisoners is converted into life-imprisonment till death. Since such prisoners have no hope of being released, they develop severe psychiatric problems and very violent behaviour.
- 24) Rehabilitation of prisoners is a very complex and multi-level task. Therefore, there must be better co-ordination with social welfare and skill development departments with the prison department. Today a lot required as far as this co-ordination is concerned. Educational, counselling and recreational activities need to be balanced in effective prison management. There is an urgent need to introduce yoga and meditation on larger scale in prisons acknowledging its therapeutic value. The Prisoner's Welfare Fund is very meagre. There is a need to augment this fund through voluntary contributions and a corpus fund created by the State government, which would help the prison administration to spend on prisoners' welfare and rehabilitation activities.
- 25) Research on criminology and penology is badly needed in our country. There is a lack of basic understanding of the psychology and sociology of offending behaviour. As a result, the treatment given to prison inmates is not very healthy and scientific. Except Acts and prison manuals, there is a lack of Indian literature and writing on prison management.

6.0. Implementation Strategy:

6.1 Implementation Strategy

- 1) There is need to replace Prisons Act 1894 and Prisoners Act 1900.

The Supreme Court of India has highlighted that the prison laws in the country must be uniform. The All India Committee on Jail Reforms laid by Justice Mulla has also recognised the need for a consolidated law on prisons. Some of the States of India have framed their own Prison Acts. The BPR&D and MHA have provided a model Prison Manual 2016 which is to be followed by the States of India.

- 2) MHA may be requested to establish a permanent body named National Commission on Prisons, as recommended by the Mulla Committee (para 5.8.6 and para 26.13.5).

- 3) There is an urgent need to reduce overcrowding in jails. Improving basic infrastructure is an important aspect in this regard, but at the same time legal provisions in the Cr.P.C. also need to be incorporated. The Supreme Court of India has directed that while arresting the persons accused of committing offences where punishment is not more than seven years, the investigation officer must give the reason. In this regard an amendment has also been made in section 41 of Cr. P.C. But, somehow the number of under trial accused of such offences is substantial in all prisons. Therefore, easy bail provisions or avoidance of arrest in such cases will go a long way in reducing the overcrowding of prisons.

- 4) It is in interest of prisoners and prisons that the quantum of punishment for prisoners whose capital punishment is commuted to life-imprisonment till death may be notified.

- 5) Parole and furlough are very important tools in prison reforms. Parole and furlough are progressive measures of correctional services. The release of a prisoner on parole and furlough enables him to maintain his social relations with his family and the community. At the same time, they mitigate the evils of prison life. These measures motivate the prisoners to maintain good conduct and discipline in prison life. The prisoner develops constructive hope and active interest in life as a result of these correctional tools. These tools help the prisoner to remain in touch with the developments in the outside world. Physical and mental health also gets a boost when the prisoner avails of these facilities.

Parole is a temporary release of a prisoner so that he may remain in touch with his family and the community so that he may fulfil his obligations and responsibilities.

Furlough is the release of a prisoner for a short time after lapse of certain number of years of imprisonment by way of reward for his good and disciplined behaviour in the prison. It is some sort of incentive for good conduct inside the prison.

It is seen that different states in India follow different types of parole and furlough rules. MHA may formulate guidelines ensuring uniformity in rules for parole and furlough.

- 6) The premature release of convicts is a very important aspect of prison management.

- As on today every State follows its own policy. The NHRC has issued detailed directions in this regard, which need to be implemented.
- 7) Enhancement of punishment may be thought of for prisoners in whose possession cell phones are found.
- 8) At the time of the entry of prisoner into the prison, a brief note about the profile of the prisoner must be recorded in the prison registers/records. This exercise will go a long way in better management of prison and prisoners.
- 9) There is a need to improve the functioning of Board of Prison Visitors, especially with regard to Non-Official Visitors (NOVs). The Commonwealth Human Rights Initiative (CHRI) which has done substantive work in the area of training of NOVs may be consulted in this regard.
- 10) If the provisions of the Probation of Offenders Act 1958 are used effectively, it will facilitate the release of first offenders on a very large scale where death and life sentences are not prescribed. The MHA should call for data from state governments regarding the number of probation officers appointed in their states to implement the PO Act and the number of pre-sentence enquiry reports filed by them during the last five years, to get an idea about the status of implementation of this act.
- 11) There are a number of Borstal Schools established in the country. But the number of inmates is very low in those schools. The main reason behind this low number of inmates is that the Borstal School Act 1929 does not provide for remissions. Therefore, the convicted persons between age of 18 to 21 do not prefer to go to Borstal Schools because they do not get remission there. The Borstal schools Act should be amended to include the provision of remission.
- 12) Training is a very important ingredient of any work. It is our experience that our prison staff is not well trained in managing the prison. Therefore, the staff development should be made an integral part of the legal frame-work that regulates prison. Correctional work is a very specialized field. Therefore, more emphasis should be laid on the correctional aspect of training.
- 13) There must be standardisation of prisoners and staff. The Mulla Committee has already prescribed the ratio of officers and men in light of the number of prisoners. Today the ratio of staff in comparison to number of prisoners is adverse.
- 14) Establishment of video-linkage between prisons and courts and establishment of courts near prisons will go a long way in solving the problem of non-production of under trial prisoners on their court dates. Necessary precautions should be taken in terms of presence of legal aid lawyers in the prison room where under trial prisoners are being produced through VC facility.
- 15) The Model Prison Manual 2016 has devoted a full chapter towards standardisation of medical staff. The standardisation of medical staff is a must for better custodial management.

- 16) There must be different mechanisms to handle the below mentioned types of inmates:
- A) Sexual offenders
 - B) Radicalised inmates
 - C) Young Offenders
 - D) Organised crimes
 - E) Civil Prisoners
 - F) Mentally ill inmates
- 17) Vocational training and skill development are important aspects of prison management. They impart discipline and work culture. Prisoners develop right attitude towards work and dignity of labour. Physical and mental well being of prisoners is taken care of by such measures. Training and preparing inmates for achieving social readjustment and rehabilitation are important aspect of vocational training. So, there is a need to develop skill development and provide vocational training to the inmates.
- 18) There is a need to standardise the wages of the prisoners and bring it at par with minimum wages.
- 19) Article 39 A of the Constitution of India provides that free legal aid will be given to the poor and weaker section of the society to give them justice. The Constitution casts obligations on the States to ensure equality before law and legal section. Under the Legal Services Authorities Act 1987, legal aid services are provided to the prisoners. But this system needs to more effective and prisoner friendly. The honorarium being paid to legal aid lawyers needs to be substantially increased, and brought at par with remuneration being paid to public prosecutors.
- 20) Transparency is a very important tool of good and efficient administration. Prison is closed system. Acts, Rules and processes are not very reformed. Therefore, there is a need to make the system more transparent and open. The role of e-governance is very important in this regard. On the one hand it will reduce corruption and malpractices in the prisons and on the other hand it will create robust and healthy atmosphere in the prison premises.
- 21) There must be efforts on the part of the States to develop the field of criminology and penology. This will help in proper classification of offenders and suggesting proper treatment for them.
- 22) There is a need to conduct audit of all jails with the help of security experts and police. The physical infrastructures, security alertness on the part of prison staff, use of modern technology, better co-ordination with intelligence and security agencies, etc., are the basic needs of the hour.
- 23) Efforts must be made to train prison staff how to collect intelligence and use it in an effective way to ensure security of the prisons.
- 24) Participation on the part of community will go a long way in achieving the objective of rehabilitation of prisoners. The voluntary organisation and individuals who are willing to help prisoners must be given financial and other assistance.
- 25) A specialised vocational and skill development training may be imparted to women prisoners. Health of women

- prisoners is also a focus area. Therefore, there must be adequate medical facilities to take care of their physical and mental health. Sensitising the staff and giving them training regarding gender issues and sexual violence is very important. Preventive health care measures must be encouraged. It is often seen that women prisoners very soon suffer from mental turmoil and trauma leading to severe psychological and psychiatric problems. Therefore, counselling and treatment of such disorders are very necessary in the prison. There must be after care and rehabilitation measures to ensure women's integration in the society.
- 26) Diet of prisoners is a very important issue. Minimum and required standards of diet have been prescribed for each and every prison.
- 27) The number of foreign prisoners is substantive in the prisons which are located in metros. Since, these persons come from other parts of the world, therefore their habits including diet and living conditions are different from the prisoners who are natives of this country. Therefore, the dietary and other co-related needs of such prisoners are required to be taken care of.
- 28) An aftercare agency and shelter home for released prisoners should be set up in every district, especially where central prisons are established with the help of recognised NGOs (financially supported by the MHA).
- 29) It is a proven fact that no improvement can be brought to a person without his will and consent. Therefore, it is imperative on the part of the prison department to maintain constructive relations with prisoners.
- 30) Developing professionalism in the prison service will go a long way in the prison management. The Mulla Committee had recommended for the creation of the Indian Prison Service for appointing officers of the rank of deputy superintendent and above. This suggestion may be taken up for discussion with state governments with the MHA.
- 31) Thousands of prison officials and staff retire after spending so many years in the department. They carry with themselves great experiences and expertise about prison management. But since this knowledge is not converted into book form, therefore it goes waste. Efforts must be made to promote writing down the experiences of prison management. Some sort of incentive may be provided to such officers and men.
- 32) Besides, complying with mandatory procedural matters, there is a need to treat prisoners awarded death sentence with dignity. The cells in which they are lodged should be secure and safe. Every prisoner sentenced to death must be under observation of the guarding staff on a twenty-four hour basis. No convict officers shall be deployed on such duties. The behaviour of prisoners of this category must be under careful observation of prison staff. The psychology of the prisoner must be examined by the concerned jail officials. Searches of such prisoners should be thorough and careful. If the prisoner has an appeal pending relating to his sentence in the High Court,

- Supreme Court, the Governor or the President of India, he/she should be allowed access to meet his/her lawyer as and when required. Such provisions should be included in the prison manual of the state.
- 33) There have been many directions of the courts as well as human rights commission with regard to prison management. The following points need emphasis in this regard:
- i) Training of a staff involved in correctional home, services health care and mental health of prisoners.
 - ii) Awareness and efficiency in initiating emergency response to a suicide attempt.
 - iii) Sensitizing the staff about this issue by mock drills/rehearsals.
 - iv) Enhancement of constructive and supportive relationship between prison staff and inmates.
 - v) Interview of prisoners at the time of admission by a trained medical officer alongwith a qualified psychologist.
 - vi) Identification of inmates who appear to be psychologically abnormal and who could be prone to suicidal tendency
 - vii) Pre-entry/initial health screening is very necessary to identify such prisoners.
 - viii) Use of CCTVs is very useful in preventing such incidents.
 - ix) Expanding opportunities for inmates to interact with the outside world.
 - x) Provision of newspapers, television, access to library facilities and television and movies screenings on a regular basis. It would be very useful to start community radio in prisons for educational and recreational purposes whereby prisoners could participate and create programmes which could be aired for the benefit of other prisoners. Such practice has been started in some prisons in Maharashtra.
 - xi) Periodic meetings with family and friends to maintain their social contacts. Procedures for mulakat facilities should be made easy and friendly. Drinking water, toilet and waiting room facilities should be set up for family members to feel comfortable. Children below 18 years should be allowed to meet the prisoners face to face without the wire mesh at least once a month.
 - xii) Organizing cultural and music programmes.
 - xiii) Building competence level of prisoners by providing opportunities to participate in constructive activities.
 - xiv) Introduction of outdoor and group activities to create positive attitude.
 - xv) Prison operations and programmes to cater to the diversity of prison population in terms of culture, ethnicity, gender, status etc.

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| <p>xvi) Comprehensive mental health services to prisoners.</p> | | <p>g) Strengthening the grievance redressal system in prisons and getting regular feedback.</p> |
| <p>xvii) Suicide awareness training programme to prison officers and staff especially on the below mentioned matters;</p> | | <p>h) Religious activities and motivational therapies through discourses.</p> |
| <p>a) How to identify inmates with signs of suicidal tendency and rate them according to the level of their problems.</p> | | <p>i) A study of each and every suicide case to find out the reasons of suicide to prevent such suicides in future.</p> |
| <p>b) Basic understanding of human behaviour and ability to identify psychosomatic illness by observing prisoner's sudden change of behaviour.</p> | <p>34)</p> | <p>The intercom facility should be installed in the <i>mulakat</i> room to facilitate better communication between the prisoner and the family. Wherever possible, the <i>mulakat</i> should be organised in an open ground inside the prison as is being done in UP prisons.</p> |
| <p>c) Basic training in medical emergency responses to all jail officials to respond and provide immediate medical first aid.</p> | <p>35)</p> | <p>Organizing cultural and music programmes should be done at least once a month with the help of NGOs. Outdoor and group activities for prisoners should be created to develop a positive environment in prison.</p> |
| <p>d) Identification of good samaritans amongst the jail inmates who can keep an eye on prisoners and warn the staff against suicide.</p> | <p>36)</p> | <p>Institutions like the National Institute of Design, Ahmedabad and the JJ School of Arts, Mumbai should be involved in designing model prisons keeping in mind security, human rights and rehabilitation aspects. Such designs should be made available to prison departments by MHA.</p> |
| <p>e) Conducting a thorough audit of the jail premises to find the probable places, areas and items that are prone to be used while committing suicides.</p> | <p>37)</p> | <p>There have been lots of centres of open universities in many prisons. A great number of prisoners have done their graduation and post graduation through these centres. There is a need to enhance the number of such centres and make them more vibrant.</p> |
| <p>f) Making suicide resistance cells.</p> | | |

- 38) Counselling plays a very important role in the prison management. At present prison department does not have professional counsellors. Therefore, this institution needs to be strengthened in the prison department. This counselling may relate to mental health problems as well as legal aspects.
- 39) Cultural and recreational activities should be organised in prison for maintaining mental and physical health of prisoners. Such activities are necessary for rehabilitation programmes also. Outdoor games as well as indoor games may be organised in all prisons. Films shows on history, patriotism, science, education, life of great men must be organised. Music plays a great role in reducing stress and promoting positive mood. Hence, musical programmes can bring relief to prisoners. Community radio stations may be opened in the prison premises. Community and folk dances may be promoted. Dramatic performances are very useful for reforming prisoners. Arts, crafts, handicrafts and artwork can be promoted among the prisoners. Reading habit can be cultivated among prisoners. Libraries may be enriched with various types of books. Television with limited channels may be provided. The concept of annual sports/cultural meets for prisoners is very conducive for their physical and mental health. The help of approved NGO's may be taken for organising such sports and cultural activities.
- 40) The Maharashtra Prison Department has started giving remissions to the prisoners who excel in yoga and meditation. It has encouraged a big number of prisoners to take to yoga and meditation. Celebration of important festivals goes a long way in creating positive atmosphere in the prison. Religion plays a very important role in life of a man. It provided great solace to minds of those who are religious in nature and are in distress. Therefore, prisoners may be provided religious books and on certain important occasions such discourses may be organised. Efforts should be made to provide opportunities to the prisoners who want their spiritual development. Well known personalities from all religions should be invited to deliver lectures for moral upliftment of prisoner.
- 41) There are a number of activities which can be undertaken for the welfare of prisoners through this fund. The process of reformation and rehabilitation will go a long way with the help of this fund. Therefore, there is a need to augment this fund and increase the donations with 80 G facilities of income tax. Maharashtra Prison Department has taken initiative in this regard.
- 42) Prisoners confined within the four walls of the prisons suffer from the isolation syndrome. Meeting their family members is a great antidote to this syndrome. Children of prisoners normally avoid to come to prisons due to so many factors. But, when prisoners get opportunity to meet their children, it gives them hope, energy and great positive feelings. Maharashtra Prison Department has started an initiative named *Galabhet* (embracing) in which children below age of sixteen years are allowed entry into the prison and they meet their parents in one hall or open space for about one hour. This experiment has sent a very good positive

- signal in prisons and it is working as a great catharsis on the minds of prisoners.
- 43) Prison panchayats should consist of inmates who have good conduct and who are capable to organise events and activities. These prison panchayats may act as a good forum of grievance redressal.
- 44) Sufficient measures may be taken to prevent and control such emergency situations in accordance with the Disaster Management Act 2005. The following situations may be categorised as emergencies.
- i. Escape from prison
 - ii. Outbreak
 - iii. Riots
 - iv. Strikes
 - v. Hunger strikes (individual or mass)
 - vi. Assault
 - vii. Suicide
 - viii. Accidents
 - ix. Fire
 - x. Epidemic
 - xi. Food poisoning
 - xii. Overcrowding
 - xiii. Failure of water supply, electric lighting arrangements and other essential prison services like conservancy and plumbing.
- xiv. Non-supply of food or raw materials resulting in the interference of prison routine
 - xv. Flood
 - xvi. Earthquake
 - xvii. Terrorist attack
 - xviii. Bomb explosion
 - xix. War/Bombing
 - xx. Nuclear, Biological and Chemical disasters.
- 45) Any other man made/natural disasters. After care and rehabilitation of prisoners is one of the most important parts of prison management. This process starts in the prison itself. So it should be an integral part of management. This process should actually start with prisoner's admission into the prison. The post release needs of the prisoner should be considered and it should be planned accordingly. It includes extending help, guidance, counselling, support and protection.

6.2 Deliverables

- 1) Need to replace Prisons Act 1894 and Prisoners Act 1900.

A draft model prisons bill was prepared by the MHA in 1999 and circulated to State Governments. This draft bill may be revisited and revised and recirculated to States, in the light of changing socio-economic contexts.

- 2) The National Commission on Prisons shall be the nodal body to recommend prison reforms and other relevant practices.
- 3) The District Legal Services Authorities should conduct a quarterly survey in each prison to identify such cases and bring them to the notice of the trial court concerned requesting them to be released on PR Bond. They may take the assistance of law and social work college students in carrying out the survey. The NALSA may be requested to issue a circular to all DLSAs in this regard.
- 4) For notifying the quantum of punishment for prisoners whose capital punishment is commuted to life-imprisonment till death, MHA may liaison with the Apex Court and Ministry of Law and Justice and get some policy framed in this regard.
- 5) The Model Prison Manual 2016 released by MHA has chapters on various aspects of prison management. All state governments shall set up a review committee at the earliest to examine their prison manuals and bring it in line with the Model prison Manual 2016. The committees set up by the State government shall include non-official members such as members of prominence, members from NGOs working on prisoners' welfare/rehabilitation and academic institutions.
- 6) The prisoner in whose possession cell phones are found may be debarred from parole and furlough for a certain period of time.
- 7) The Prison Superintendent, the District Police Chief (or his/her nominee), the Civil Surgeon, the District Probation Officer and the Secretary of the District Legal Services Authority should meet once a quarter in a district inter-departmental meeting on prisoners called by the District Judge to address issues of inter-departmental coordination. The NALSA may issue guidelines in this regard.
- 8) The BPR&D should organise state level workshops with probation officers, prison officers, judicial officers and NGOs to review the implementation of the PO Act, with the help of academic institutions and State Judicial Academies.
- 9) More regional correctional centres should be opened and universities having specialisation in criminology and correctional administration should be involved in providing training to prison staff and officials. The MHA and UGC must provide funds to universities to start criminology and victimology departments.
- 10) A thorough review of existing posts, vacancies and minimum staff required at various levels (including correctional and welfare personnel) should be carried out by State governments and resources allocated to increase the number of posts based on current requirements.
- 11) The DLSA must ensure that legal aid lawyers are present in the prisons during production of under trial prisoners through video-linkage. The NALSA should issue suitable guidelines to this effect.
- 12) The State government should issue directions to the public health department to provide visiting doctors from the district civil hospital

- on a once-a-week basis, including a psychiatrist, a gynecologist, a skin specialist and a pediatrician (for children of women prisoners).
- 13) NGOs with specialised knowledge to work with youth, drug addicts, women, children and mentally ill should be involved by the prison administration.
- 14) Graduates and Post Graduates in criminology and social work should be given preference in appointments in prison and police departments.
- 15) There is a need to review the prison industries and start new ventures which will provide earning opportunities and learning new skills to more number of prisoners.
- 16) The NALSA should issue guidelines to SLSAs to pay honorarium equal to the remuneration paid to public prosecutors to provide effective legal aid to under trial prisoners.
- 17) Adequate resources should be allocated by the MHA to digitise prisons across the country.
- 18) The following points highlight the secure custody of inmates:
- i) The specific requirements of each prison will necessitate the security measures to be adopted in each prison.
 - ii) Demarcation of sterile zone around every prison is a must.
- iii) Good lighting inside and around the prison is an essential security measure.
 - iv) Thorough searches of all incoming and outgoing prisoners as well as the barracks and important areas of prison.
 - v) Changing the barracks of prisoners is a must to ensure prison security.
 - vi) There must be a central point for monitoring the movement of prisoners.
 - vii) Even today prisoners are counted by their heads. This system must be made full proof and electronic.
 - viii) Inspection of locks, keys, handcuffs and other security equipments must be secured.
 - ix) A system of accident prevention during emergencies such as escapes, riots, assaults, fires must be in place.
 - x) Censoring prisoner mail and checking of interviews are important security aspects.
 - xi) There must be a good road inside and outside the main walls for better patrolling.
- There must be quick reaction teams of jail guards who have undergone commando training may be there to meet any emergency.
- 19) In order to make the prison system more positive and healthy, eminent persons from

- society should be invited to interact with prisoners on different topics. This will help greatly in making prisoners more informative as well as receptive to the positive ideas.
- 20) *Anganwadis* must be set up under ICDS for children living in prisons with their mothers as is being done in Maharashtra and some other States. Probation officers should be instructed to visit homes of women prisoners to find out about the situation of children left outside and provide them with support as per requirements, including producing such children before the Child welfare Committee in the district as per the JJ Act.
- 21) Dietary insufficiency can be tackled by surprise visits to prison by senior officers including prison department and judiciary.
- 22) The concept of dynamic security means not only physical security like walls, fence and electronic surveillance, but a sense of protection and mutual trust in the minds of prisoners.
- 23) The basic purpose of after care is to help the prisoner in overcoming his mental social and economic difficulties. There is stigma attached to the life of prisoners as a result of their stay in the prisons. The prison management is expected to help the prisoner in making readjustments with his family and community. It is a very complex process where inter department co-ordination with the help of NGOs is required.
- 6.3 Stakeholders**
- 1) Need to replace Prisons Act 1894 and Prisoners Act 1900 - BPR&D and MHA
- 2) National Commission on Prisons - MHA
- 3) Quarterly survey in prisons – DLSAs under supervision of SLSA and NALSA
- 4) Notifying the quantum of punishment for prisoners awarded capital punishment but later commuted to life-imprisonment till death - MHA, Ministry of Law and Justice and Supreme Court
- 5) Committee to be set up by State governments to incorporate Model Prison Manual 2016 in their State Prison Manuals – MHA and Home Department of State government.
- 6) Enhancing punishment for possession of cell phone – MHA, Home Department and Law and Judiciary Department of State government.
- 7) District inter-departmental coordination – district judge, prison superintendent, the district police chief (or his/her nominee), the civil surgeon, the district probation officer, the secretary of the DLSA, SLSA and NALSA
- 8) State level workshops – BPR&D and State Prison Departments
- 9) Starting more correctional training centres and university departments – BPR&D, MHA, UGC, State Prison Departments and institutions such as TISS and CHRI.
- 10) Review of existing posts - MHA, BPR&D
- 11) Ensuring legal aid lawyers being present in the prisons during production of under trial prisoners through video-linkage - NALSA and SLSA

- 12) Visiting doctors in prisons - BPR&D, State Prison Departments and State Public Health Departments
- 13) Inviting NGOs in prisons - State Prison Departments and BPR&D
- 14) Preference to criminology and social work graduates – MHA and BPR&D
- 15) Review of prison industries – BPR&D, State Prison Departments and Ministry of Skill Development
- 16) Increasing honorarium of legal aid lawyers – NALSA and SLSA
- 17) Digitisation of prisons – MHA, BPR&D, Ministry of IT, and State Prison Departments
- 18) Secure custody of inmates – MHA, BPR&D and State Home Departments
- 19) Inviting resource persons in prisons for public lectures – BPR&D and State Prison Departments
- 20) Setting up anganwadis in prisons for children in prisons living with their mothers – Ministry of WCD, State DWCD and State Prison Departments.
- 21) Ensuring dietary requirements of prisoners – State Prison Departments and High Courts.
- 22) Improving staff inmate relationship – State Prison Departments and NGOs
- 23) Facilitating rehabilitation - State Prison Departments and NGOs

6.4 Related Projects

Haryana Prisons Department has taken an initiative to prevent the use of mobile technology in prisons. This may be a model for other States.

Maharashtra Prison Department has started a simple experiment to collect intelligence inside prisons from the point of view of prison security. This has proved very useful in providing some hard core intelligence to the head office. Two jail guards have been pulled out from each central prison and a cell named prison intelligence unit has been created under the vigilance branch of head office. The support of the secret service fund as well as the basic training given to the jail guards have resulted in providing good collection of actionable intelligence.

Maharashtra Prison Department has started a programme named Preranapath and till now six eminent persons from different walks of life including the world famous tabla Maestro Shri Zakir Hussain and Yoga Guru Shri Ramdeo Baba have visited Yerwada Prison of Pune.

The Maharashtra Prison Department has started an initiative funded by Tata Trusts to help the inmates of six prisons in Maharashtra in field of health, prisoner welfare, rehabilitation, legal aid and counselling. This project has been started for a period of three years and a fund of Rs. 6 crores been provided by Tata Trusts for this project. A total number of twenty-four social workers having experience and knowledge in legal and correctional fields have been appointed jointly by Tata Trusts and Maharashtra Prison Department under this project. This project is being provided technical support by Prayas, a field action project of the Tata Institute of Social Sciences, which has been working in the field of prison reforms and rehabilitation of prisoners in Maharashtra and Gujarat. This model may be replicated by other state governments.

There should be provision of newspapers, access to library facilities, television and movies screenings on a regular basis. It would be very

useful to start community radio in prisons for educational and recreational purposes whereby prisoners could participate and create programmes which could be aired for the benefit of other prisoners. Such practice has been started in some prisons in Maharashtra.

The Maharashtra Prison Department has started giving remissions to the prisoners who excel in yoga and meditation. It has encouraged a big number of prisoners to take to yoga and meditation. Celebration of important festivals goes a long way in creating positive atmosphere in the prison. Religion plays a very important role in life of a man. It provided great solace to minds of those who are religious in nature and are in distress. Therefore, prisoners may be provided religious books and on certain important occasions such discourses may be organised. Efforts should be made to provide opportunities to the prisoners who want their spiritual development. Well known personalities from all religions should be invited to deliver lectures for moral upliftment of prisoner.

There is a provision of Prisoner's Welfare Fund. This fund is managed by contribution from prisoners, general public and Government. But, being neglected this fund is very meagre. Therefore, it is almost insignificant for any important purpose. There are a number of activities which can be undertaken for the welfare of prisoners through this fund. The process of reformation and rehabilitation will go a long way with the help of this fund. Therefore, there is a need to augment this fund and increase the donations with 80G facilities of income tax. Maharashtra Prison Department has taken initiative in this regard.

Prisoners confined within the four walls of the prisons suffer from the isolation syndrome. Meeting their family members is a great antidote to

this syndrome. Children of prisoners normally avoid to come to prisons due to so many factors. But, when prisoners get opportunity to meet their children, it gives them hope, energy and great positive feelings. Maharashtra Prison Department has started an initiative named *Galabhet* (embracing) in which children below age of sixteen years are allowed entry into the prison and they meet their parents in one hall or open space for about one hour. This experiment has sent a very good positive signal in prisons and it is working as a great catharsis on the minds of prisoners.

Wherever possible, the *mulakat* should be organised in an open ground inside the prison as is being done in UP prisons.

Sources:

- 1) The Supreme Court's and High Court's judgements
- 2) UN declaration on Human Rights and Prisoners
- 3) Human Rights Commission's pronouncements
- 4) Model Prison Manual 2016
- 5) Interaction with inmates of prisons
- 6) Interaction with NGOs and other social groups
- 7) Discussion with prison officials both serving and retired
- 8) Opinion of domain experts
- 9) Relevant Acts, Rules and Manuals.
- 10) Prayas, TISS

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