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अमृत महोत्सव

NATIONAL POLICE MISSION

... a march towards professionalism



COMPENDIUM OF PROJECTS

(Volume V)

Bureau of Police Research & Development
'Promoting Good Practices and Standards'





BUREAU OF POLICE RESEARCH & DEVELOPMENT

**COMPENDIUM OF PROJECTS
(VOLUME-V)**

NATIONAL POLICE MISSION

‘Promoting Good Practices and Standards’

National Police Mission

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FOREWORD

During his address at DGSP/IGSP Conference on October 6, 2005 the then Hon'ble Prime Minister announced the setting up of a National Police Mission (NPM). The mission has been mandated to transform the Police forces in the country as an effective instrument for the maintenance of internal security by equipping them with the required material, intellectual and organizational resources.

Since its inception, the NPM has been striving hard to empower the Indian Police by enhancing the skills and competency at the grassroots level. It promotes a culture of excellence and accountability of the Police to meet the challenges in policing. The mission is focused not only on present-day challenges in policing but also on futuristic ones.

The NPM has seven Micro Missions with 156 members. These members are primarily serving Police/CAPF/CPO officers and also include those from academia, NGOs, etc. Through detailed deliberations, the members develop viable projects to achieve the mandate.

I am happy to note that the NPM is bringing out the 4th, 5th, and 6th volumes of compendium, containing 15 projects, and a compendium on SOPs/Study Reports, completed in the last 02 years. The compendiums will help the States/ UTs to implement projects suiting their requirements and will be helpful for senior police officials and policymakers. They will be relevant to offer innovation in these areas and enhance capabilities for better policing in our country.

I extend my compliments and good wishes to the Micro Mission members and take this opportunity to thank them for their work. I also appreciate the efforts of Director Shri Tajender Singh Luthra, SPs S/Shri A.K. Vidyarthi, B. Kaushal, Devbrat Negi and PAs S/Shri Rajesh, Rajiv Kumar, Ms. Sweta Kushwaha, all of NPM Division for publishing these Compendiums.

(Balaji Srivastava)

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Preface

The National Police Mission (NPM) was announced by the Hon'ble Prime Minister of India on October 6, 2005, during his address at the DGSP/IGSP Conference. Over the last 15 years, the Mission has contributed in preparing the police forces for emerging challenges, including Terrorism, Insurgency, Cyber and Economic Crimes. Equally, the National Police Mission has endeavored to bring about attitudinal changes by transforming the 'force psychology' into 'service psychology', with a view to facilitating the effective delivery of citizen services.

Seven Micro Missions are currently working to develop projects under different heads relating to Human Resource Development, Community Policing, Communication and Technology, Infrastructure, Process Engineering, Proactive Policing and Future Challenges, as well as Gender issues, involving Women and Children.

The Compendiums at hand, trace the contours of several significant projects, including 'the 'Beat System', 'Training for Attitudinal Change', 'Community Policing Initiatives for Women', 'Slums' etc, apart from many niche SOPs and Studies. While, some of the projects flagged, are already being implemented in States/UTs, it is hoped that this documentation will evoke interest even among the other stakeholders, who may have missed out earlier.

A valuable addition to BPR&D's growing repertoire of Policing and National Security assignments, the NPM Division, over the last several years, has helped leverage the wisdom of a wide variety of stakeholders from within the system and outside.

I thank all the Micro Mission members for their work, and congratulate Team NPM, led by Shri Tajender Singh Luthra, Director, both, for anchoring the projects, and the gift of the compendiums!

(Neeraj Sinha)

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The National Police Mission (NPM) prepares and shares the completed projects with the States/UTs to provide implementable project reports. In the last almost 02 years, the NPM has, prepared 19 Project Reports and shared with the State/UTs. Since its inception, the NPM has prepared 54 project reports and shared them with stakeholders. In addition, the NPM has prepared several Research Studies, SOPs and Guidelines. The Mission has already published 03 compendiums containing 35 Projects and now publishing 03 more volumes on Project Reports and one on SOPs/Study Reports. These four volumes contain 15 project reports, 11 SOPs/Study Reports, and some of the project reports are planned for publication separately.

I am glad to say that Mission has a knowledge-based strength of 156 Police Officers from CAPFs/CPOs/States/UTs and members of academia, NGOs, etc. The members of the Micro Missions are working hard to bring a qualitative change in policing in our country.

The NPM has shared its project reports with the States/UTs, the MHA, and concerned ministries. We invite feedback for improving the reports. Consequently, we have been receiving positive feedbacks from States/UTs about the implementable values of such projects.

The Mission encourages field practitioners to promote their ideas and initiatives. It enables us to identify the future needs of our dynamic society and work for new and futuristic resolutions. Carrying out work on innovative ideas remains the hallmark of the NPM.

(Tajender Singh Luthra)

Strengthening of Beat System

(An Addendum to Project Report ‘Police-Community Partnership: An Overarching Community Policing Model’)



Micro Mission: 02
(Community Policing)

‘Promoting Good Practices and Standards’



ABSTRACT

Though a sound beat system is the primary building block for successful policing, in many states in India it exists only on paper. However, the emerging challenges the police face and the introduction of community policing programmes in several areas have led to a realisation among police forces of the need to have a proper beat system to strengthen both professional policing as well as community policing. MM-2 had earlier also proposed various models for beat policing in its projects 'Police Community Partnership: An Overarching Community Policing Model' and the 'New Sub Beat System'. However, since Government of India feels that there is need for using technology to make beat policing more effective, the use of Mobile Applications being used for beat policing in some States were studied and based on it this consolidated project report has been prepared.

The project report proposes two separate models for beat policing – one for urban and another for non-urban areas. The urban model, based on a program implemented with very good results in Trichy Police Commissionerate, envisages dividing the area of each urban police station into 3-4 large beats and allotting four beat officers of the rank of head constables or constables to each beat. At least one of them, by turn, is required to be present in the beat round the clock and more than one or all of them will be present when operational requirements so demand. These beat officers will not normally be assigned any duty in the police station.

The area of the non-urban police stations will be divided into 15-20, or more,

small beats and one beat officer will be assigned to each beat. Ideally, one beat should cater to one Panchayat or a ward, but if the staff position of the police station does not permit it, more than one Panchayat or ward may be included in a beat. If needed, the beat officers would be required to do other duties in the police station, but they should visit their beats at least twice every week. The beat officers of neighbouring beats shall be designated as the 'link officers' for the beat so that they can service the beat during the long periods of absence of a particular beat officer. Such beat systems were implemented in several States like Karnataka and Rajasthan.

All routine policing duties relating to the beat like service of court processes, conduct of investigation of simple cases, enquiries and verifications, collection of intelligence related to crime and criminals, security and law and order, prevention of crime, organising community policing initiatives in the beat etc will be delegated to the beat officers. They shall also assist the investigating officers in the investigation of crimes committed in the beat. It would be desirable to delegate the investigation of simple cases to beat officers by amending the state's Police Manual where constables are not authorized to investigate. A 1-2 day initial training program and a one-day refresher program every year will be organised at the district level to train the beat officers to perform the additional responsibilities delegated to them.

The beat officers will be required to conduct a survey of all households and other establishments in the beat and collect several



items of information as prescribed. Until the Mobile Application for the beat system is ready, such information will be maintained in the traditional beat book. The Central Government may like to develop a mobile application after studying e-Cop used by Gujarat Police,

MBEAT used by Kerala Police and any other useful technology that is in use or can be used for effective beat policing. The beat officers shall take the assistance of Friends of Police and Community Liaison Group Members for servicing the beats.



STRENGTHENING OF BEAT SYSTEM

1 Background

Two earlier project reports submitted by Micro Mission-2 have already dealt with various types of beat system. The first project report of MM-2 – “Police Community Partnership: An Overarching Community Policing Model” – had suggested two types of beat systems, one for urban and the other for non-urban areas. Subsequently, MM-2 submitted another project report “New Sub Beat System” based on the beat system implemented in Belagavi district of Karnataka. Though both these project reports contain details about how beat system is to be designed and implemented, Government of India felt that a new consolidated project report may be submitted containing details of technologies that can be used to strengthen the beat system. Some states/UTs like Chandigarh, Karnataka, Gujarat, Kerala – and many other states – have already been using technology to strengthen the implementation of beat system. MM-2 has studied the technology used by some of these states and found that they are very useful in making beat system very effective. Hence a consolidated report containing details of how beat system can be made more effective by the use of technology is being submitted. **This project report may be treated as an addendum to the flagship project of MM-2 – ‘Police Community Partnership: An Overarching Community Policing Model’.**

1.1 Introduction

A sound beat system is the primary building block for successful policing. Though almost all traditional policing models in most countries were built on some form of a beat system, the development of the so called ‘professional policing model’ resulted in the dilution of the importance of beat policing in many police forces. Beat policing has never been among the strengths of most police forces in India. In many of the Indian states, beat policing was confined to the preparation of a few charts and maps dividing the area of the police station into 3-4 beats and allotting one officer and several constables to each beat with no actual division of duties as per the beats or any meaningful servicing of the beats. Such a beat system existed merely on paper. However, the emerging challenges the police face and the introduction of community policing programmes in several areas have led to a realisation among police forces of the need to have a sound beat system to strengthen both professional policing as well as community policing.

Beat policing is a system of policing driven by the collaborative efforts of both police and community in order to provide sustainable security to the society. Its objective is to reduce crime and disorder and strengthen police-public relations. In police terminology, a beat is the territory that a police officer patrols. Beat policing is based on traditional policing and utilizes the close relationship with the community members within the assigned beat to improve police effectiveness



and encourage co-operative efforts to make a community safer.

2 Overview

2.1 Project Title

'Strengthening of Beat System'

2.2 Vision

'To implement a technology-enabled, responsive and accountable beat system.'

2.3 Mission Statement

"Reaching out to the public in the beat on a regular and systematic manner to improve policing at the grass root level."

2.4 Organisational Objectives

- To standardize separate models of beat system for urban and non-urban areas
- To collect information about the residences and other establishments in the beat
- To collect and store data about owners and other occupants of all residences and other establishments in a form that is accessible to the beat officers and their seniors even while they are on the move
- To make beat officers more accountable
- To make the beat policing more effective through the above measures

3 The Project

3.1 Purpose of the Project

As in para 2.4 above.

3.2 Sponsor

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

3.3 Responsibility of the State/UT Governments:

- 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 institutionalization of the programme, the State/UT Government will have to play an active role through issue of necessary executive instructions, and providing additional funds needed.
- They should ensure proper monitoring of the implementation of the programme.
- The State Government may consider giving powers of investigation to constables by amending the Police Rules wherever they do not allow investigation by constables.

3.4 Responsibility of the Central Government:

- To start with, the MHA may provide funds for implementation of pilot projects in at least half a dozen States.



- MHA or BPR&D may also develop a mobile application that the states can use after customisation as per their needs.
- Once the implementation progresses, MHA may arrange for independent evaluation of the project. Depending on the outcome of evaluation, changes may be done, if needed, and the project may be circulated to all the State/UT Governments in the country for implementation all over the country at one stretch.
- MHA, 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 arrange 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.

4 Situational Assessment and Problem Statement

Theoretically, every police force in the country will be following some beat system or other. However, in many states, it exists only on paper. The general trend in many states is to divide the area of the police station into 3-4 large beats, allot one officer and few constables to each beat and forget about it. Investigations, patrolling and other policing duties of these beats are not necessarily done by the beat in-charge and the beat officers. Among the reasons for this in many police forces are (i) failure to work in a systematic way, (ii) lack of understanding of the importance of

beat policing, (iii) pressure of multifarious duties and inadequate staff to perform them etc. However, if they are persuaded to do implement a proper beat system with whatever staff is available and they see the results for themselves, it can be expected that they would implement it willingly and it will get institutionalized in due course.

5 Critical Assumptions and Constraints

5.1 Assumptions....

- 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.
- The State/UT will be able to provide necessary technological and financial support.

5.2 Constraints....

- The most crucial constraint is the inadequate staff strength of semi-urban and rural police stations with which they find it difficult to work in a systematic and proactive manner and service the beats to the desired extent.
- The dismissive attitude of many police officers and other ranks towards beat policing and it's utility.

6 Implementation Strategy

6.1 Beat System

Commissioners of Police/District



Superintendents of Police shall issue orders dividing the jurisdiction of every police station, including that coming under out posts, into a certain number of beats taking into consideration the geographical requirements, crime, law and order and other problems. Each such beat shall be identified by a name/number.

Since the staff available in urban and non-urban police stations vary widely and generally the problems faced by an urban and a non-urban police station are substantially different, there is need for intensive beat policing in urban areas and somewhat less intensive servicing of beats in non-urban areas. Hence, based on the experience derived from successful implementation of beat policing in various parts of the country, we are suggesting two separate models of beat system – one for the urban police stations and the other for non-urban ones.

6.2 Beat System for Urban Areas

In the major urban centres, the police station area may be divided into 3-5 large beats and 3-4 constables/HCs, designated as **Beat Officers**, shall be allotted to each beat. The size of the beat and the number of beat officers allotted should depend on the crime and law and order requirements. The size of the beat should be such that a beat officer should be able to cover the full beat in about an hour on foot. The beat officers shall not normally be allotted any other work, except during major law and order disturbances, disaster management requirements, VVIP visits and elections. They shall adjust their work in such a manner that at least one of them will be available in the beat discharging beat-related work all the

time. When the situation demands, more than one or all will be on duty. The beat officers should cover all beat points at least once every day. There should be element of surprise in the beat routes and schedule for patrolling. The beat officers shall function out of **Police Assistance Centres (PACs)** established in a central place in the beat by SPs/CoPs. The beat officers shall take the assistance of the Civil Defence Wardens, where available. Such a system was implemented in the Trichy Commissionerate (TN) with excellent results.

6.3 Beat System for Non-Urban Areas

In the police stations in non-urban areas, the police station area may be divided into 15-20, or more beats and one beat officer (Ct./HC) shall be deputed to each beat. Ideally, there should be one beat for each ward/Panchayat. However, if the police station has not got sufficient staff to manage these beats, more than one ward/Panchayat may be included in a beat. The beat officers of these beats may be used for other work of the police station also, if required. However, the SHO shall ensure that they visit their respective beats at least twice a week and spend sufficient time there attending to beat-related work. The beat officers allotted to each beat shall be responsible for all the policing functions in the entire beat. They shall take the assistance of the village guards/*chowkidars*, if appointed, in policing the beat. Beat officers of neighboring beats may be appointed the '**link officers**' for each other's beat so that they can police the beat during the periods of long absence of a beat officer.

If, with the prevailing staff position of the police stations in some of the urban



areas, it is not possible to implement the beat system recommended for the urban centers, the beat system recommended non-urban areas may be implemented in these areas also. However, it may be noted that the impact of the latter type of beat system on crime, law and order and internal security will be considerably lower than that of the one recommended for the urban areas. Hence, SPs/DCPs may be advised to implement the system recommended for urban areas in as many urban centers as possible if necessary by supplementing the staff strength of the police stations from police lines, if possible. **In case even this is found to be difficult, they may select highly problematic/crime prone beats and implement the urban model of beat system in them and implement the non-urban model in the remaining beats. Efforts may be made to make good the shortage of manpower by actively involving CLG members or Police Mitras/Friends of Police (FoP) in patrolling and other beat related work.** Such active participation of the members of the public in the basic police work will improve police-public partnership, empower the local community, make beat policing more effective and also ensure an element of continuity since the beat officers are transferable while the volunteers from the community remain in the area and become repositories of local knowledge and intelligence related to police working.

Depending on the strength and the rank composition in each police station, an SI or an ASI shall be appointed the supervisor of each beat or a group of contiguous beats. Investigation, law and order management and other functions of the beat should ordinarily be entrusted to these beat supervisors. The SHO

shall ensure that the beat officers and the beat supervisors are made fully accountable for the maintenance of law and order, prevention and detection of crime, collection of criminal intelligence/intelligence having security/law and order implications, dispute resolution and implementation of community policing in their respective areas.

The SHO should select the beat officers carefully and at all times ensure that the dignity and self-respect of the beat officer is never compromised. Appropriate selection of personnel coupled with effective implementation of the beat system would pave the way not only for sound policing but also for participation of the community in police work. To this end, the SP/DCP of the district/zone and other supervisory officers must regularly supervise the functioning of the beat system, ideally by discussing in detail the operation of beat system and also taking feedback from the beat officers during their visits to police stations and villages/wards.

Since frequent rotation does not allow the beat officers to establish proper rapport with the residents of the beat, they should be deputed to a beat for 2-3 years. They should be moved out of the beat prematurely only if their performance is unsatisfactory or on disciplinary grounds. All the beat officers of the urban beat should not be shifted out together; this should be done in a phased manner. Detailed reasons for premature removal of the beat officers should be recorded. Beat officers should regularly do patrolling in the beat on foot, patrolling may be done on bicycles, if required; however, motor-cycles should be used only to attend to emergency calls. This will enable them to establish proper contact



with the residents and help them to observe the activities of their area more closely.

6.4 Beat Book

Until the State/UT Police Headquarters makes available a mobile phone application for beat management, a beat book shall be maintained for each beat. In the urban beats having more than one beat officer, the SHO shall entrust the responsibility of maintaining the beat book to one of the more intelligent and literate beat officers. Police Headquarters should print and distribute sufficient number of beat books to all the districts. The beat book shall contain the following information relating to the beat:

- Crime Map of the beat showing the location of murders for gain, dacoities, robberies, burglaries, vehicle thefts, chain snatchings and other thefts for the current and the preceding two years.
- Another crime map showing the location of automobile accidents for the current and the preceding two years.
- Address, telephone number, name of guards of every bank/NBFC and location of bank ATMs.
- Details of hostels/schools/colleges of the area with working hours.
- Details of markets, bazaars, haats etc. and their working hours.
- Details of jewellery shops and their working hours.
- Complete information about slums and crime prone areas, their residents, complete details of criminals, local dadas/dons etc.
- Details of all hotels, lodges and restaurants with telephone Nos.
- A list of temples, mosques, churches and other religious places with prayer timings, annual festivals etc.
- General information about bus station, railway station or airport
- Information about all festivals celebrated in the area.
- Details of all professional criminals and anti-social elements.
- Names, addresses and telephone Nos. of FoPs/*Police Mitras*, and members of the CLG and Peace Committee.
- Areas which are prone to communal/ caste and other types of conflicts.
- List of persons helpful to the police.
- Names and addresses of those persons who usually are hindrance to police work.
- List of industries in the beat, along with names and addresses of their owners/ CEO/officers in regular liaison with the police, the strength of the labour force and details of unions and their office bearers.
- Offices of the print/electronic media along with names of journalists and their telephone Nos.
- Details of hospitals, clinics and dispensaries along with name and telephone No. of the Chief Medical



Officer/Doctor.

- Details of multiplexes, cinemas or theatres.
- Details of offices of various political parties active in the beat.
- Details of Fire Stations, Electric Sub-stations, Doordarshan/AIR Kendra, Telephone Exchange, TV Tower etc with addresses and telephone Nos.
- Details of petrol pumps, gas and explosives go-downs and the emergency numbers of the oil companies.
- List of individuals holding arms license.
- List of taxi and rickshaw stands and particulars of their union leaders.
- Details of Govt./Semi-Govt. offices.
- Details of vegetable markets-how many are illegal and obstruct the traffic.
- List public playgrounds for the children and what are the hours when the rush is more.
- List of vital installations along with details of officers to be contacted in an emergency and their telephone numbers.

Note:- Care should be taken to ascertain and keep on record telephone/mobile phone numbers of all categories of institutions/ persons mentioned above so that they can be contacted easily when need arises.

In addition to ensuring that the above information is written in the beat book, which shall be handed over to the successor when the incumbent is moved out, SP/DCP shall make

arrangements to upload this information in the computer so that the same is accessible at all times to the SHOs, supervisory officers and the control rooms.

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. This information shall be available in the Police Assistance Centers. SP shall make arrangements to upload this information also in the computer as done in the case of beat book related information. The survey should be completed within 3 months.

Note:- In the States where mobile appliances are in use for beat management, most of these information is now being fed directly into the App. Information about vital installations and some other information mentioned above, if they are fed into smartphones connected to Internet, may pose security risk. Hence, there is need to have a security audit of such Apps in use and based on this it should be decided what all information can be kept in such Apps and what other secure mode is to be used to store sensitive information.

Wherever it is possible to obtain map of residential localities from government organizations or developers or to download/ make them, the households shall be marked in three colors. Houses inhabited by criminals and anti-social elements should be marked in red, those inhabited by suspicious persons



whose activities need further watch and verification should be marked in yellow and the remaining houses in green. Beat officers and supervisors should give regular attention to those marked red and yellow and the yellow ones should be converted into red or green after the verification is over.

The SHO shall arrange to share with the public the official mobiles numbers of himself, beat supervisor, beat officer and landline numbers of the police station through wall paintings in prominent locations in the beat, of course after taking the permission of the owner concerned.

6.5 Duties of Beat Officers

- He will contact the people of his beat and educate them about prevention of property crimes and other organized crimes like cheating etc. 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.
- 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.
- He will remain acquainted with regular visitors, particularly such people as *sadhus*, beggars and hawkers frequenting the beat. Knowledge of employees of telephone department/Municipal Corporation who come for repair work is also useful.
- He will acquaint himself with domestic helps, security guards/*chowkidars* and drivers employed by various households in his beat and get their antecedents verified.
- He will remain vigilant regarding anti-social elements, people prone to circulating fake news on social media, drug peddlers as well as users etc.
- If he sees a house that is locked, he should contact the neighbours, FoPs/*Police Mitras* to help him keep an eye on the property.
- Every day he will visit at least five *different* households/shops/offices/industrial units and generally check with them if they face any problem and need any assistance.
- Frequent interaction of beat officers with locals and community will be necessary as it would bridge the gap between the community and the law enforcement agencies.
- Beat Officers should also visit guest houses/hotels to check any suspicious movement at the time of national events like Independence Day/Republic Day, VVIP visit etc.
- They should maintaining special vigil in slums for suspects/repeat offenders etc.
- If the sole/all occupant(s) of a particular house is/are above the age of 65 years, the beat officer/*Police Mitras*/FoPs will render assistance to them with regard to driving licence, ration card, gas connection, telephone connection, payment of electricity bills, pension matters, doctor's appointments etc.



This will enhance police image and lay a solid foundation on which the edifice of community policing can be built.

- Until Police Assistance Centres are set up, he will either through word of mouth or by whatever means available to him, circulate 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 unsavoury issues. Preference should always be for a government owned premise, failing which and rules permitting, the premises could be rented.

6.6 Use of Mobile Phone Application

Traditionally, the beat officers were required to maintain the beat related information that they collect during beat patrolling and house visits in the Beat Books supplied to them. But with ubiquitous smartphones and the mobile application technology, planning of beat patrolling and marking presence of beat officers at the various points in the beat will become easier and more efficient in addition to making the beat staff much more accountable. MM-2 has studied 'E-Cop' used in Mumbai, Surat, and by RPF, and MBEAT used by Kerala Police, two successful smart phone-based applications used for beat management. Chandigarh Police is using 'e-Beat Book', an App linked to CCTNS. Telangana, and may be some other states, are also using such Apps. It is suggested that BPR&D may study all the technologies being used by various state police forces in the country and develop a mobile application which states can use after customisation

according to their local needs.

This beat patrolling application should help the beat officer know about various aspects of the beat that he is patrolling including:

- Socio-economic makeup
- Geographical characteristics
- Street locations
- Problem areas
- Recent crime trends etc

With the help of a custom-made mobile application installed on smartphone, preferably linked to CCTNS, a beat policeman can make a valuable database. Whenever he visits a residence or an establishment in his beat, he should collect the full details of the owner, including his telephone numbers, and also similar information about the other household members, servants, and other information relating to the beat (as normally contained in a typical beat book). He should also find out the location of the house from GPS-enabled smartphone and save it in the database of the smartphone App. Such a database can become a great aid to the beat constable as well as his supervisors for record keeping relating to the beat as well as to effectively manage the beat. This information can be accessed at any time by the beat staff, control room and all the senior officers.

The smartphone App should be such that it should become a substitute for the beat book and increase the effectiveness of beat policing, assist in crime prevention, and ensure that beat staff provide better quality of service through tracking their real time locations and time logs. The smartphone App data should



also help in identifying the crime pattern and criminals using the geographical data. Regular and timely patrolling of hotspot areas will help in preventing and enhancing the ability of police to detect crimes. The beat officers will also be able to upload data like videos, photographs etc when they are on patrol which will assist in better law enforcement and maintenance of public order.

The smartphone App will also ensure better manpower utilization, transparency and accountability by keeping a check on the beat officer. The movements of the beat officer can always be audited as the smartphones will leave a digital trail. Senior officers will be able to randomly check the beat policing making its supervision more effective.

During beat patrolling suspected persons and suspected vehicles are also

checked and logged in the smart phone App that can subsequently generate reports. The App should also help the policeman to find the criminal antecedents of the suspected person and ownership details of the suspected vehicle. For this, the App should be able to fetch data from a centralized criminal database. In the long run, various databases of criminals, crime data, and vehicle data and other Central and State Government databases useful for police work should be made accessible to the police so that the beat staff and their seniors will be able to use the same to do real-time verification of important information and take appropriate legal action on the spot.

Use of this technology will have the following features and have many benefits and will save time and effort leading to optimization of the resources:

Proposed Solution	Senior Officers	Beat Police Staff
Easy to access	Optimal use of manpower resource	Time management
Cost effective as it can be installed in Smartphone	Easily monitored at Control Room	Multitasking
Reduction in crime due to increased presence of police	Routes can be changed as per dynamic hotspots	Optimized patrolling route
Paperless documentation	Centralized record keeping	Access to multiple databases
GPS and QR based solution	Easier to deploy and cheaper to maintain	Easier to reach the spot and log the entries into database

Though the E-Cop App currently being used is meant for the police to do effective beat management, it has several features that will help in various types of patrolling in urban areas. These features include location-based police or picket attendance, police station boundaries, etc. It can be used to implement the following three kinds of patrolling:

- PCR van patrolling – All the PCR van movements will be monitored on the map. In PCR patrolling system done via PCR van, the patrolling officers would be using the GPS- enabled tracking devices through which the patrolling information will be shared on the web panel.



- Fixed route patrolling – The fixed routes of each district will be provided acrylic plates with customized QR code that will be fixed on patrolling routes.
- Motorcycle patrolling – The motorcycle patrolling movement will be monitored on the duty track.

The mobile application will collect the data from the policemen on beat patrolling. This tracking data of beat patrolling can be viewed by the control room/superior officers in real-time on the web panel. Geographical reports can also be retrieved from the system based on the patrolling routes.

The inbuilt GPS within the smartphone will help in geo-fencing the route/area. On the important landmarks, QR code-based tags can be affixed so that during the patrolling these landmarks are mandatorily visited by the policeman. The application should also be able to save photographs of the patrolled area and send photos to the control room in case of any need.

Some of the basic components included in the mobile application are:

- *Mobile application*
- *Quick Response (QR) code technology with patrolling points*
- *Smartphone and GPS Tracking*

6.6.1 Mobile application

- The patrolling data sent by the users can be viewed on the web panel accessed by the senior officers.
- Senior officers can get the detailed as well as the graphical reports of the

patrolling done on one click at any place.

6.6.2 Quick Response (QR) code technology with patrolling points

- Acrylic sheets are put on the selected locations for coverage under beat patrolling.
- The patrolling points are integrated with GIS map

Acrylic sheets are preferable over RFID tags due to the following reasons:

- These sheets are waterproof and fairly visible during the night time.
- These sheets are portable and fit best for fixation on an open route.
- They do not need electricity for operation.

6.6.3 Smartphone Device & GPS Tracking

- The Smart phone device consists of the mobile application which the patrolling officer will use for assigned route patrolling and sharing the patrolled data in case of Bike & Foot Patrolling.
- While in case of PCR van patrolling, the user will use the GPS tracking devices which will be loaded with the following benefits:
 - » Real-time tracking
 - » Route replay
 - » Geo-fencing
 - » Geo-tagging

The beat patrolling App should have a feature to alert the Police Control



Room immediately regarding any crime or requirement of extra resources. The App should have the database of the known criminals/rowdies residing/active in the beat area. This application should have the option to log the feedback of the users of this App. The App should be designed in such a way that the beat officer can feed data offline when there no net connectivity.

e-Beat System App of Chandigarh has two very useful additional features that BPR&D may like to include while designing the Mobile App, viz., (i) citizen interface through 'e-saathi' that has provision to register complaints/provide information and give feedback, and (ii) integration of e-Beat System server with Emergency Response Support System (ERSS – Dial 112) – a helpline launched by MHA under the 'Nirbhaya Fund' for crime prevention, particularly crimes against women and children.

Note: Since this beat system builds up a database out of the information collected by beat staff, some sensitive information saved in the database may be vulnerable to hacking as smartphones or any computing device connected to the Internet is vulnerable to hacking. Breached data may be used by the criminals/anti- social/anti-national elements. Therefore, Central Security Agencies should be consulted before deciding the information to be saved in the smartphone application and the rest of the collected information should be saved in other secure devices.

6.7 Community Policing in the Beat

To make beat policing more effective and people friendly, it is necessary to implement

at least some community policing initiatives everywhere. It shall be the responsibility of the beat officer to implement them in his beat. We are of the view that **the minimum that should be implanted in every beat is to have at least 100 Police Mitras/Friend of Police (FoPs) and to have a Beat Level Community Liaison Group (CLG) consisting of 10-15 members. Details about their constitution, selection, role, and working are available in the project report of the flagship program of MM-2 "Police Community Partnership: An Overarching Community Policing Model" submitted in 2010.** Hence, there is no need to further elaborate on this point here. **Implementation of the above project will have a significant force multiplier effect without which the resource-starved police forces cannot function systematically and effectively.** Hence, all State/UT Governments may like to implement the above project to strengthen their beat policing and provide a base for other more specialized community policing activities. Once, one of the models from the two beat systems suggested above is implemented, *Police Mitras/FoPs* and CLGs are made operational, supervisory officers, in consultation with the beat officer and beat supervisor, can decide what further community policing initiatives are required in an area/beat and proceed to implement them in a phased manner.

6.8 Empowerment & Training of Beat Officers

To bring about qualitative and quantitative improvements in the work output of the police stations and to make policing at the beat level more effective, it is necessary to delegate as many beat policing



tasks as possible to the beat officer and to impart to him necessary training to equip him with skills needed to perform his new role. It is necessary to delegate all policing tasks of the beat to beat officers for optimum manpower utilization as well as to empower and motivate them. However, the Police Rules of most states do not permit investigation of cognizable offences; we feel that all states/UTs should amend their rules to entrust investigation of cases also to constables. In actual practice, in several states they are doing substantial part of the investigations and the investigating officers are often just affixing their signatures to the documents they prepare. Hence, apart from periodical patrolling of the beat and collection of data mentioned above, investigation of simple cases, all enquiries, verifications, service of summons and warrants, collection of criminal and other intelligence, prevention of crime and maintenance of law and order, liaison with the community and implementation of community policing programs etc pertaining to the beat should be delegated to the beat officer. The investigations of the important crimes of the beat should be done by the beat supervisor, unless it is one that requires specialized investigation. It should be mandatory for the beat officer to assist the investigating officer in all crimes committed in the beat.

The district SP/CoP concerned should organise 1-2 day training programs to explain to the beat constables how they should perform these duties effectively. They should also interact with motivational speakers, if available. They should be called for a one-day refresher program at least once every year.

7 Deliverables

- Beat patrolling will become more effective
- A large volume of useful data pertaining to the beat will be captured and stored which will be available at all times to the beat officer and his seniors
- The beat staff will become more accountable and their supervision will be easier
- The beat staff will become empowered, motivated and more productive resulting in better crime control and law and order management
- Police-public relations will improve
- There will be a regular flow of intelligence regarding crime, criminals, security and law and order issues
- Apart from computerized data management, various reports can also be generated. These reports can be customized in the mobile application.

7.1 Stakeholders

- Government
- Police
- Community

7.2 Milestones

- Submission of the project to BPR&D by second fortnight of Dec 2020.
- Submission of the project by BPR&D to MHA by first fortnight of Jan 2021.



- Final approval of the project by the MHA.
- Drafting of GOs and Standing Orders by MM-2 – will be done within two weeks of getting the approval of the MHA for the project.
- Issue of advisory to states/UTs by MHA to adopt the project within 30 days of approval.
- Meeting of Nodal Officers of states/UTs within a fortnight after issue of advisory.
- Issue of GO by states/UT-'s Home Departments within two months of approval
- Sanction of Budget by Governments concerned within two months of approval
- Issue of Standing Orders by the DGPs of the states/UTs within two months of approval
- Implementation of the project by the District SPs/CoPs within a fortnight of issue of Standing Orders by DGPs

8 Budget Requirements

For implementing this project, computer hardware and software is needed at the police station, police control room, and offices of supervisory officers. It is presumed that these are already available. The most important equipment needed is smartphones for the beat officers which all of them are bound to possess and they can use their personal phones for this purpose. All the states are likely to have a CUG and if there is

no provision for data use in the CUG, this may be got provided by the State Governments. If there is no CUG, a telephone expenditure reimbursement of Rs. 300 per month per beat constable may be given.

In general, the police station staff does not get any TA/DA for travel within the jurisdiction of the police station – they get a fixed TA which is generally highly inadequate. Further, with the beat officer virtually becoming a part of the local community, he will have to participate in some social functions and spend money on entertaining at least some of his sources. To encourage the beat officers to travel more frequently to their beat and to become a part of the local community life, it is recommended that a beat allowance of Rs. 500 p.m. may be given to each beat officer.

It is suggested that the project may be implemented on a pilot basis in ninety percent police stations of two districts each in six states/UTs located in different geographical regions. The remaining ten percent police stations of the selected districts may be kept as control samples so that proper conclusions come out of the study conducted after the completion of the pilot project. Ideally the pilot project should be implemented in states where proper beat system is not functional currently. The results can be got studied by an independent agency or a committee of serving/retired police officers constituted by MHA or BPR&D after which modifications can be made in the project, if needed. **After this, the project may be implemented all the police stations in the country in one go.**

The Central Government may spend the budget required for the development of the Mobile Phone Application and its



customisation for various states.

It is not easy to calculate the exact budget requirements now as the number of police stations in various sub-divisions and number of beat officers in each police station will vary widely. Presuming that there will be on an average three subdivisions in a district, five police stations in a subdivision and 15 beats in a police station, the total number of subdivisions in which the pilot project is implemented will be 36 (6x2x3), number of police stations will be 180 (36x5), and number of beats 2,700 (180x15). The monthly expenditure on 2,700 beat officers @ Rs. 500 p.m. will be Rs. 13.5 lakhs. If it is decided to run the pilot project for six months, the total cost will be Rs. 81 lakhs. After the implementation of the pilot project, the independent agency/committee conducting the assessment of the project can work out a realistic figure to be spent for the implementation of the project.

9 Related Projects

- Police Community Partnership: An Overarching Community Policing Model
- New Sub Beat System
- Soft Skills Training for Police Personnel

10 Work Plan

- Issue of advisory by GOI to state/UT governments
- Issue of GO by state government
- Sanction of budget GoI/state government
- Issue of Standing Orders and

appointment of Nodal Officers by DGPs

- Meeting of Nodal Officers
- Organising training of police station staff
- Actual implementation of the project as per details given above.
- Continuous monitoring and review by the states' Nodal Officers
- Laying down judging criteria for internal and independent evaluation
- Evaluation and audit by an external agency/committee constituted by the State/MHA/BPR&D

11 Conclusion

The steps spelt out in the above scheme provide an opportunity to the police departments to systematically and effectively police all the areas under their jurisdiction. Experience has shown that delegation of additional duties to the beat officers will motivate them to perform better, thus bring about improvement in the output of the police station both quantitatively and qualitatively. It will improve prevention and detection of crime as well as law and order. Police community relations also will improve resulting in better cooperation between the police and the community and many volunteers will come forward to assist the resource-starved police in the discharge of many policing functions and service activities that the police is increasingly called upon to take up. Hence, the states/UTs that do not have a properly functional beat system may like to implement the two models of beat policing suggested in this report and



those who have functional beat systems may like to draw ideas from it and improve their prevailing beat system.

In most parts of the country, police-community relations are not in a satisfactory state and there is a general distrust of the police among the members of the public. This is not conducive to proper crime control and law and order management as both these require the

trust and cooperation of the community. Hence, **apart from strengthening the beat system by adopting the measures recommended above, it is necessary to improve police public cooperation by implementing the additional measures recommended in the flagship programme of MM-2 - "Police Community Partnership: An Overarching Community Policing Model".**

Community Involvement in Disaster Management



Micro Mission: 02
(Community Policing)

‘Promoting Good Practices and Standards’



1 Preamble

1.1 Introduction

The UN has ranked India as third, after China and the US, in recording the highest number of natural disasters over the last 20 years (2000-19) paying a huge economic and human cost. In a report titled '*Human cost of disasters, an overview of the last 20 years*' released by the UN Office for Disaster Risk Reduction (UNDRR) in September 2020, global economic losses have been estimated at \$3 trillion in the last two decades. The study has avoided giving country specific data in the report. The study reveals that global warming is causing more climate related disasters, the frequency of which has increased by more than 60% in the last two decades compared to the previous two. Extreme weather events – floods, storms, heatwaves, droughts and wildfires –accounted for almost 91% of the 7,348 natural disasters in the last 20 years as compared to 4,212 recorded between 1980 and 1999. The study found that disasters have claimed approximately 1.2 million lives, an average of 60,000 per annum and affected over 4.0 billion people over the last two decades. COVID -19 is the latest proof of how disasters are fundamentally changing human life in all its aspects. The role of the community which bears the first and direct impact of the disaster becomes important for any sustainable, efficient and effective disaster management and mitigation program.

Disasters can occur anywhere in our country due to India's very high vulnerability. Only a few of the states in the country are fully sensitized and equipped to deal with them effectively. Various aspects of Disaster

Management (DM) cannot be dealt with without sensitizing the affected population and enlisting their active cooperation in the implementation of various components of the DM plan. However a lot remains to be done in this direction.

This project focuses on recognising the community as an important stakeholder, strengthening its involvement, and reinforcing the bond between the district authorities and the community for a more effective and robust disaster management program.

1.2 Project Description

Community members can play a vital role in reducing the impact of a disaster. They are generally not passive victims; they are the most vulnerable to disaster and experience its maximum impact. Because of their knowledge of the local topography, resources and livelihoods options available, local communities must be involved in disaster management programmes from the start, and supported by initiatives to develop their capacities and linkages so that they can help overcome the damage. This approach to mitigation can avoid many of the dis-economies and mismatches which characterize conventional DM programmes. Local knowledge in decision making results in the best use of available local resources, thus giving optimum results. There are a few states where the strength and expertise of the community has been harnessed and utilized very effectively for saving human life and property during disasters.

To achieve this, a new approach and a different set of skills for disaster mitigation planning are required. Instead of starting off from a global analysis of hazards and their



effects, within which specific mitigation measures are designed, the new methodology would begin with an analysis of local conditions of vulnerability. This means that mitigation must become an enabling activity, and disaster planning must build incrementally from a series of small-scale interventions incorporating these gradually into a wider synthesis.

The key to this approach is to strengthen the District Disaster Management Authority (DDMA) so that it can work with and through communities and their organizations. The DDMA should give priority to the following tasks:

- Fulfill all the responsibilities envisaged in the DM Act, 2005, and play a more functional and dynamic role in the preparatory phase of disaster management and mitigation.
- Strive to integrate the community in all its endeavors for more effective and efficient utilization of the available resources.
- Involve the community in disaster management and mitigation by building up their capacities and giving their involvement a form and structure for an effective, cooperative, sustainable and robust disaster management mechanism.
- Create opportunities for deliberation and learning from disasters, building up awareness for making disaster management more effective.
- Provide technical and expert advice to communities to help them to implement

their own mitigation projects and programmes, and to partner effectively with government agencies.

- Focus on the preparatory and response aspects of disaster management for saving human lives and property.

The DDMA is strategically placed to play the most pivotal role in understanding and evaluating the strengths of the community during a disaster/crisis situation. Its functionaries can interact with the various village level citizen groups/volunteer groups who have traditionally played a very important role in disaster management. These interactions can be used to develop joint training regimens, inventories and protocols which will go a long way in making these community interventions more efficient and will also help in strengthening the organic link between the community and the administrative machinery. This project will be implemented under the overall superintendence and control of the DDMA.

1.3 Role of Police in Disaster Management

A question may arise why the police should have a project to prepare itself for Disaster Management while many of the actions recommended in this project report should ideally be done by the DDMA. No one doubts that police organisations have a major role in disaster management not only in rescue as a first responder but also in relief operations and providing a variety of services to the distressed population. Given its more frequent and close interactions with the community and the community policing programs that many police forces have been



implementing, the police is better placed than other government departments to enlist community support and involvement in DM. Moreover, its responsibilities during DM are quite varied and widespread. Its role is so vital that other agencies involved will find it extremely difficult to operate in a disaster situation without its active support. It will have to keep the areas where search and rescue operations are going on free of crowds of onlookers who will hamper the operations. It will have to keep roads/pathways free for the movement of rescue and relief teams, emergency services and supplies and evacuation of the injured. It will have to provide security to relief camps, storage and distribution points of relief material, hospitals, men and equipment's involved DM work etc. and will have to deploy several mobile and static parties for this. The police will have to take steps to prevent looting, thefts etc. which unfortunately are fairly common in disaster situations. The disposal of dead bodies of human and cattle casualties also often fall on the police. The local Police, whose resources will be highly stretched at such times, will have to enlist the help of loyal community volunteers to perform all these. It will have to provide security to/liaise with/give guides to relief workers and uniform agencies like SDRF, NDRF, Army, Navy, Air Force etc. Above all, in any major disaster the local community and the police quickly come together to undertake rescue and relief work even if there are no orders, SOPs, or prodding from their seniors. Though there is an overlap of many of the abovementioned functions with that of DDMA and other government agencies, looking

to the fact that DDMA's are generally not well prepared in places that are not vulnerable to disasters regularly, it is necessary for the police to be prepared in advance as when any disaster strikes, the police will have to take up many of these tasks. Even where disasters are common and DDMA's are well managed, generally the police are called upon to do much more than its legal responsibilities. A recent example is the Corona pandemic that has been going on in the country since the early part of 2020, along with most other countries of the world, when police were among the prominent 'Corona Warriors', along with medical staff, having a hand in almost every activity related to the management of the pandemic and the consequent lockdown. Because of somewhat different nature of this disaster, a separate write up on the role played by the police has been prepared and is at **Annexure 1**. Details of the role of police in general in DM have been spelt out in **Annexure 2**.

1.4 Disasters

The UNISDR (United Nations International Strategy for Disaster Reduction) (2009) defines disaster as: "A serious disruption of the functioning of a community or a society involving widespread human, material, economic or environmental losses and impacts, which exceeds the ability of the affected community or society to cope using its own resources."

UNISDR considers disaster to be a result of the combination of many factors such as the exposure to hazards, the conditions of vulnerability that are present, and insufficient



capacity or measures to reduce or cope with the potential negative consequences. Disaster impact may include loss of life, injuries, disease and other negative effects on people's physical, mental and social well-being, together with damage to property, destruction of assets, loss of services, social and economic disruption and environmental degradation.

The Disaster Management Act, 2005, uses the following definition for disaster: "Disaster" means a catastrophe, mishap, calamity or grave occurrence in any area, arising from natural or manmade causes, or by accident or negligence which results in substantial loss of life or human suffering or damage to, and destruction of, property, or damage to, or degradation of, environment, and is of such a nature or magnitude as to be beyond the coping capacity of the community of the affected area. The various definitions of disaster risk management are elaborated in **Annexure 3**.

1.4.1 Hazards

A hazard is a process, phenomenon or human activity that may cause loss of life, injury or other health impact, property damage, social and economic disruption or environmental degradation.

Hazards may be natural, anthropogenic or socio-natural in origin. Natural hazards are predominantly associated with natural processes and phenomena. Anthropogenic hazards, or human-induced hazards, are caused entirely or predominantly by human activities and choices. This term does not include the occurrence or risk of armed

conflicts and other situations of social instability or tension which are subject to international humanitarian laws and national legislations. Several hazards are socio-natural in the sense they are associated with a combination of natural and anthropogenic factors, including environmental degradation and climate change.

Hazards may be single, sequential or combined in their origin and effects. Each hazard is characterized by its location, intensity or magnitude, frequency and probability. Biological hazards are also defined by their infectiousness, toxicity or other characteristics of the pathogen such as dose-response, incubation period, case fatality rate and estimation of the pathogen for transmission etc.

Multi-hazard means (1) multiple major hazards that a country faces, and (2) the specific contexts where hazardous events may occur simultaneously, cascading or cumulatively over time, and taking into account the potential inter-related effects. Hazards include (as mentioned in the Sendai Framework for Disaster Risk Reduction 2015-2030, and listed in alphabetical order) biological, environmental, geological, hydro-meteorological and technological processes and phenomena. Details of different kinds of hazards are given in **Annexure 4**.

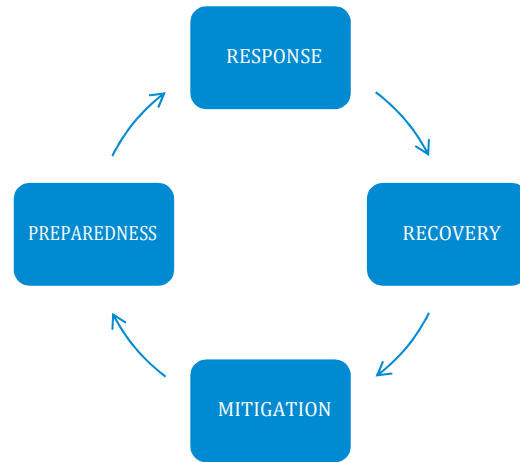
1.4.2 Vulnerability Profile

According to the data released by the National Disaster Management Authority (NDMA), India is vulnerable, in varying degrees, to a large number of disasters.

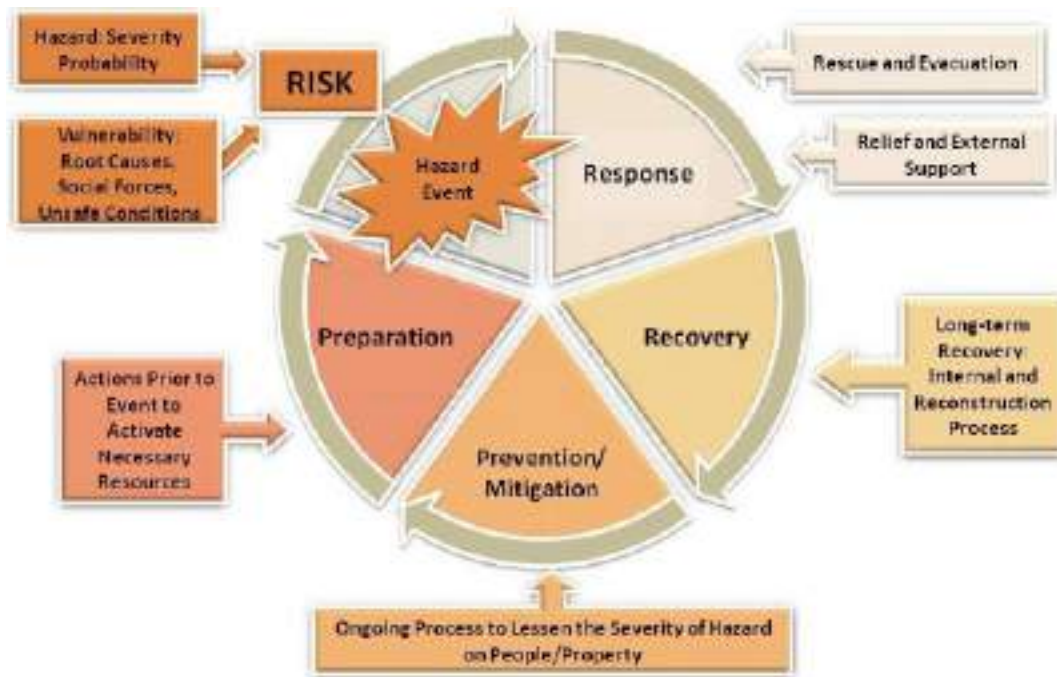
More than 58.6 per cent of its landmass is prone to earthquakes of moderate to very high intensity; over 40 million hectares (12%) of its land is prone to floods and river erosion; close to 5,700 kms, out of the 7,516 kms, long coastline is prone to cyclones and tsunamis; 68% of its cultivable area is vulnerable to droughts; and, its hilly areas are at risk from landslides and avalanches. Moreover, India is also vulnerable to Chemical, Biological, Radiological and Nuclear (CBRN) emergencies and other man-made disasters. Maps of the vulnerability profile of India are at **Annexure 5**.

1.4.3 Disaster Management

Any Disaster Management Plan has four major parts depicted below:



A graphic representation of the four phases in Disaster management



Mitigation refers to the lessening or minimizing of the adverse impacts of a hazardous event. The adverse impact of hazards, in particular natural hazards, often cannot be prevented fully, but their scale

or severity can be substantially reduced by various strategies and actions. Mitigation measures include engineering techniques and hazard-resistant construction as well as improved environmental and social policies



and public awareness. It should be noted that in climate change policy, “mitigation” is defined differently, and is the term used for the reduction of greenhouse gas emissions that are the source of climate change.

Preparedness refers to the knowledge and capacities developed by governments, response and recovery organizations, communities and individuals to effectively anticipate and respond to and recover from the impact of likely, imminent or current disasters.

Response refers to the actions taken directly before, during or immediately after a disaster in order to save lives, reduce health impact, ensure public safety and meet the basic subsistence needs of the people affected. Disaster response is predominantly focused on immediate and short-term needs and is sometimes called disaster relief. Effective, efficient and timely response relies on disaster risk-informed preparedness measures, including the development of the response capacities of individuals, communities, organizations, countries and the international community.

The institutional elements of response often include the provision of emergency services and assistance by public and private sectors and the community, including community and volunteer participation. “Emergency services” are a critical set of specialized agencies that have specific responsibilities in serving and protecting people and property in emergency and disaster situations. They include civil protection authorities, police and fire services, among many others. The division between the response stage and the subsequent recovery

stage is not clear-cut. Some response actions, such as the supply of temporary housing and water supplies, may extend well into the recovery stage.

Recovery refers to restoring or improving of livelihoods and health, as well as economic, physical, social, cultural and environmental assets, systems and activities, of a disaster-affected community or society, aligning with the principles of sustainable development and “build back better”, to avoid or reduce future disaster risk. It includes actions taken in the long term, after the immediate impact of the disaster has passed, to stabilize a community and to restore normalcy. Typical recovery actions include debris clean up, financial assistance to individuals and governments, rebuilding of roads, bridges and other infrastructure, rehabilitation of displaced people and addressing the issues of mental health.

1.5 Disasters and Communities

Disaster risk is on the rise throughout the world due to global warming and other factors. Over the past two to three decades, the economic losses and the number of people who have been affected by natural disasters have increased more rapidly than the rates of both economic and population growth. The physical, social and economic losses caused by these disasters are particularly harsh for developing countries since they have a long lasting effect on the development process. The impact of the disasters is deeply related to the local topography, climate, and the socio-economic conditions, traditions, and culture of the communities.

To minimize the damage caused by



disasters, various steps have been taken by governments and the international community, including donor agencies. However, in spite of the participation of these agencies during disasters, it has been observed that many of the disaster management programmes have failed to be sustainable at the local level after the completion of rescue and relief work. For making disaster management sustainable, participation of the communities in these activities is a critical need. The most crucial elements of community involvement are partnership, participation, empowerment and ownership by the local people. There is need to create an opportunity for the people to be involved as important stakeholders from the initial planning stage of disaster management activities itself, along with the government and expert agencies, to make them sustainable and minimise the scale of the tragedy and losses. This would result in a sense of ownership among the people which will ensure their continuous engagement and long term commitment to these activities. Community involvement is important in both pre-disaster mitigation and post-disaster response and recovery process. The concept of CBDM (Community Based Disaster Management) is further discussed in **Annexure 6**.

2 Approach and Objectives

2.1 Mission Statement

“Sustainable organic involvement of the local community in every stage of disaster risk mitigation and disaster management”

2.2 Vision

“To make communities disaster-

resilient, achieve substantial disaster risk reduction, and significantly reduce losses of life, livelihoods, and assets – economic, physical, social, cultural, and environmental – by maximizing the ability to cope with disasters at all levels by recognizing the overarching importance of community participation in all disaster management strategies and bringing communities and government agencies together as equal stakeholders. To prepare the community, the first responders, for disaster mitigation, build disaster-resilient environment and minimize the vulnerability to disasters to significantly reduce the loss of lives, livelihoods and environment.”

2.3 Scope

Community participation has been recognized as an added element in disaster management necessary to reverse the world-wide trend of exponential increase in disaster occurrence and loss of life and property from small and medium scale disasters. It also builds up a culture of safety and ensures sustainable development for all. The local community is taken as the primary focus of attention in disaster reduction since that is the common unit which is affected by disaster and, more importantly, responds immediately to deal with the event.

While preparing a module for this, the focus should be on the principal resource, the people, due to their local knowledge and experience. A good community participation initiative in any field must be a pragmatic programme handled by suitable personnel. The base for this initiative must be strongly founded on a deep and solid aspiration to develop and maintain a human relations



approach which is crucial to this project. In other words, central to this project is developing the ability of individuals and groups in the community to participate in a democratic process of promoting learning and social development using a range of formal and informal methods.

The emphasis of this project is on the following key factors for enhancing community participation and capacity building:

- Harnessing the already existing “culture of coping with crisis” and “culture of disaster reduction” within society.
- Participation of people in risk assessment process and incorporating their perception of vulnerability and capacity in making the disaster management plan.
- Community and supporting agencies sharing common motivation and ownership for the initiation and sustainability of CBDM.
- Genuine people’s participation in capacity building, with specific focus on sectorial groups like women, elderly, children and ethnic minorities.
- Well-delivered training inputs in accordance with the objectives of the project and the needs of the community for training.
- Wider stakeholders’ involvement and participation.
- Mobilization of physical, technological and economic assets to reduce hazards and vulnerability.

- Integration of these elements into regular development planning and budgeting to ensure sustainability.

2.4 Approach

A holistic and integrated approach will be evolved towards disaster management with emphasis on building strategic partnerships at various levels. The themes underpinning the project are:

- Persuade the community to understand the importance of preparedness for a disaster situation.
- Community based DM, including last mile integration of the policy, plans and execution.
- Capacity development in all spheres by providing basic training in mitigation and preparing the community for building a disaster resilient environment.
- Multi-sectorial synergy, including consolidation of past initiatives and best practices.
- Building sustainable teams for rescue and relief operations during disasters with the help of police, other departments concerned, community leaders, volunteers, NGOs, and other organizations.
- Preparing the community for implementation of the DM plan by periodically conducting mock drills.
- Coordination and cooperation among all the state and national level agencies, NGOs and other institutions as partners to reduce and manage disaster risks.



2.5 Objectives

- Promoting a culture of prevention, preparedness and resilience in communities at all levels through knowledge dissemination, education and innovation to achieve community preparedness for a disaster.
- Encouraging mitigation measures based on technology, traditional wisdom and environmental sustainability.
- Facilitating the first responders from the community to train, evaluate, mitigate and become self-reliant for disaster management.
- Providing reliable, timely and precise information on disasters by developing contemporary, responsive and fail-safe communication systems backed by information technology support for linking the forecasting and early warning systems.
- Capacity building of communities in disaster management by providing training and at the grass root level.
- Promoting a productive and proactive partnership with the media for disaster management.
- Developing Standard Operating Procedures (SOPs) for various activities involved in Disaster Risk Reduction (DRR).

3 Project Statement

3.1 Stakeholders

Today governance and day to day

administration have become very complex subjects. Every state has its own unique culture and administrative traditions. These have crystallised over decades of administrative functioning and are interwoven with the expectations of the local community and the day to day challenges being faced by the local populace. Administrations have their unique time tested strategies for involving the community in their day to day work. A strategy successful in one geographical area may not be so in another. No single project can give a detailed common plan for all the districts catering to all the possible disasters and emergencies. The local authorities have to play a big role in making this successful. Detailed planning will have to be done at the district level depending upon the local conditions and available resources. The DDMA's constituted in pursuance of the DM Act, 2005, will have to make their plans specific to the needs and challenges of their areas in order for this project to be successful and to achieve its objectives for community participation.

The project should be jointly sponsored by both the Central and State Governments. As the first step in the implementation of this project, pilot projects may be taken up in six states in at least two districts each. The pilot projects may be implemented in areas prone to different types of disasters and in the states where the DM systems are not very well established. Ministry of Home Affairs (MHA) may provide funds for implementation of pilot the projects. BPR&D may provide support in terms of the initial briefing of the officers of various States and UTs as well as arranging independent evaluation of the programme. A selected group of officers from the BPR&D, state and central governments may be constituted



to monitor the implementation of the project in States/UTs and suggest improvements, if any.

3.2 Institutional and Legal Arrangements

The DM Act, 2005, lays down institutional, legal, financial and coordination mechanisms at the National, State, District and Local levels. These institutions are not parallel structures and will work in close harmony with the State Governments. The primary responsibility for disaster management rests with the States. The institutional mechanism put in place at the Centre, State and District levels will help the States to manage disasters in an effective manner. The Act mandates the State Governments *inter alia* to take measures for preparation of Disaster Management Plans, integration of measures for prevention or mitigation of disasters into development plans, allocation of funds, establishment of early warning systems, and to assist the Central Government and other agencies in various aspects of Disaster Management. At the District level, DDMA will act as the district planning, coordinating and implementing body for disaster management and will take all measures in accordance with the guidelines laid down by NDMA and SDMA. The details are given below.

The Disaster Management Act (2005) provides for a detailed action plan right from the central government to the district and local levels to draw implement and execute a disaster management plan. The Act calls for the establishment of nodal authorities at the national, state and district levels across the country. It specifies the functions,

responsibilities and duties of these authorities and thereby establishes the country wide administrative grid for disaster management.

3.2.1 National Disaster Management Authority

The Act calls for the establishment of National Disaster Management Authority (NDMA), with the Prime Minister as Chairperson. The NDMA may have no more than nine members including a Vice-Chairperson. The NDMA is responsible for “laying down the policies, plans and guidelines for disaster management” and to ensure “timely and effective response to disaster”. A chain of responsibilities and duties down to the local authorities have also been laid down.

3.2.2 State Disaster Management Authority

All State Governments are mandated under Section 14 of the Act to establish a State Disaster Management Authority (SDMA). The SDMA consists of the Chief Minister of the State, who is the Chairperson, and no more than eight members appointed by the Chief Minister. State Executive Committee is responsible (Section 22) for drawing up the state disaster management plan, and implementing the National Plan. The SDMA is mandated under section 28 to ensure that all the departments of the State prepare disaster management plans as prescribed by the National and State Authorities. The main responsibilities of SDMA under the Act are as follows:

- Lay down the State disaster management policy.
- Approve the State Plan in accordance



with the guidelines laid down by the National Authority.

- Approve the disaster management plans prepared by the departments of the Government of the State.
- Recommend provision of funds for mitigation and preparedness measures.
- Review the measures being taken for mitigation, capacity building and preparedness by the departments of the Government of the State and issue such guidelines as may be necessary.

Section 23 of the Act, envisages a plan for disaster management for every State to be called the State Disaster Management Plan. The State Plan shall be prepared by the State Executive Committee having regard to the guidelines laid down by the National Authority and after such consultation with local authorities, district authorities and the people's representatives as the State Executive Committee may deem fit. The State Plan shall include

- The vulnerability of different parts of the State to different forms of disasters.
- The measures to be adopted for prevention and mitigation of disasters.
- The manner in which the mitigation measures shall be integrated with the development plans and projects.
- The capacity-building and preparedness measures to be taken.
- The roles and responsibilities of different Departments of the State Government in responding to any

threatening disaster situation or disaster.

3.2.3 District Disaster Management Authority

Chapter IV of the Disaster Management Act, 2005, dwells on the constitution, powers and functions of the District Disaster Management Authority. Every State Government shall, as soon as may be after issue of notification under sub-section (1) of section 14, by notification in the Official Gazette, establish a District Disaster Management Authority for every district in the State with such name as may be specified in that notification.

The District Authority shall consist of the Chairperson and such number of other members, not exceeding seven, as may be prescribed by the State Government, and unless the rules otherwise provide, it shall consist of the following, namely:—

- The Collector or District Magistrate or Deputy Commissioner, shall be Chairperson, ex officio.
- The elected representative of the local authority shall be the Co-Chairperson, ex officio. (Provided that in the Tribal Areas, as referred to in the Sixth Schedule to the Constitution, the Chief Executive Member of the district council of autonomous district, shall be the Co-Chairperson, ex officio)
- The Chief Executive Officer of the District Authority, ex officio.
- The Superintendent of Police, ex officio.
- The Chief Medical Officer of the district, ex officio.



- Not exceeding two other district level officers, to be appointed by the State Government.

The District Authority shall act as the district planning; coordinating and implementing body for disaster management and take all measures for the purpose of disaster management in the district in accordance with the guidelines laid down by the National Authority and the State Authority. As per the DM Act, 2005, the DDMA's are required to

- Prepare a disaster management plan including district response plan for the district.
- Ensure that the areas in the district vulnerable to disasters are identified and measures for the prevention of disasters and the mitigation of its effects are undertaken by the departments of the Government at the district level as well as by the local authorities.
- Give directions to different authorities at the district level and local authorities to take such other measures for the prevention or mitigation of disasters as may be necessary.
- Monitor the implementation of disaster management plans prepared by the Departments of the Government at the district level.
- Review the state of capabilities for responding to any disaster or threatening disaster situation in the district and give directions to the relevant departments or authorities at the district level for their up gradation as may be necessary.
- Review the preparedness measures and give directions to the concerned departments at the district level or other concerned authorities where necessary for bringing the preparedness measures to the levels required for responding effectively to any disaster or threatening disaster situation.
- Organize and coordinate specialized training programmes for different levels of officers, employees and voluntary rescue workers in the district.
- Facilitate community training and awareness programmes for prevention of disaster or mitigation with the support of local authorities, governmental and non-governmental organizations.
- Set up, maintain, review and upgrade the mechanism for early warnings and dissemination of proper information to public.
- Prepare, review and update district level response plan and guidelines.
- Ensure that the Departments of the Government at the district level and the local authorities prepare their response plans in accordance with the district response plan.
- Advise, assist and coordinate the activities of the Departments of the Government at the district level, statutory bodies and other governmental and non-governmental organizations in the district engaged in the disaster management.



- Review development plans prepared by the Departments of the Government at the district level, statutory authorities or local authorities with a view to make necessary provisions therein for prevention of disaster or mitigation.
 - Identify buildings and places which could, in the event of any threatening disaster situation or disaster, be used as relief centers or camps and make arrangements for water supply and sanitation in such buildings or places;
 - Establish stockpiles of relief and rescue materials or ensure preparedness to make such materials available at a short notice.
 - Encourage the involvement of non-governmental organizations and voluntary social welfare institutions working at the grassroots level in the district for disaster management.
 - Ensure communication systems are in order, and disaster management drills are carried out periodically.
- prevention and mitigation of disaster, by the Departments of the Government at the district level and local authorities in the district.
 - The capacity-building and preparedness measures required to be taken by the Departments of the Government at the district level and the local authorities in the district to respond to any threatening disaster situation or disaster.
 - The response plans and procedures, in the event of a disaster, providing for—
 - » Allocation of responsibilities to the Departments of the Government at the district level and the local authorities in the district.
 - » Prompt response to disaster and relief thereof.
 - » Procurement of essential resources.
 - » Establishment of communication links.
 - » The dissemination of information to the public.

3.2.4 District Plan

There shall be a plan for disaster management for every district of the State. The District Plan shall be prepared by the District Authority, after consultation with the local authorities and having regard to the National Plan and the State Plan, to be approved by the State Authority. The District Plan shall include—

- The areas in the district vulnerable to different forms of disasters.
- The measures to be taken, for

The District Plan shall be reviewed and updated annually. The District Authority shall, review from time to time, the implementation of the Plan and issue such instructions to different departments of the Government in the district as it may deem necessary for the implementation thereof.

As evident from the above, all powers and responsibilities are vested in the DDMA. These powers and responsibilities span a wide range – from the preparation of a disaster plan and mitigation measures to regulatory



activities during a crisis, procurement of essential resources, dissemination of information, and capacity building of the community so that the response is targeted and effective in disaster management and mitigation.

3.2.5 Challenges for DDMA

The DDMA has been entrusted with the responsibility of

- Identifying the vulnerable and disaster prone areas.
- Enhancing the capabilities of the locals for responding adequately to disasters.
- Imparting training to the concerned departments for prevention mitigation of disasters.
- Raising awareness levels in the community and response agencies.

The DDMA by its very nature and constitution is more of an overarching authority and does not have a direct working executive arm to carry out its objectives. In many states it becomes active only during the onset of a disaster. The role of the DDMA during the non-disaster phase is of crucial importance and it requires the office bearers to work continuously during this stage for disaster planning and preparedness including the active involvement of the community in all aspects.

3.3 Challenges and Constraints

The DM Act, 2005, is a very detailed and exhaustive piece of legislation. It clearly specifies the role and responsibilities of the DDMA during the non-disaster phase, during

and after a disaster strikes. However in many districts the DDMA becomes active and functional only during a crisis or when there is an advance warning of the impending disaster. The important aspect is fine-tuning and practicing the government's response during the lean period, i.e., non-disaster phase. The objective is to prepare in advance by having the district administration, all the government departments concerned, the police, and the community on the same page so that they can together prepare for the crisis and respond seamlessly if required to.

Response will always be shaped by the work done during the preparatory phase. Hence, the DDMA should continuously review the preparedness and/or readiness to counter the disaster threats both anticipated and unanticipated. Readiness may be defined as the "the ability of DDMA to fight and meet the demands of any crisis that affects a major part of the community". Readiness is the synthesis of two distinct but interrelated levels. There is individual readiness, which relates to the training, equipping, and performance capabilities of an individual or unit, and there is system readiness—the ability to provide capabilities required by the exigency to execute their assigned missions, i.e., effective relief and safety operations during disasters.

Naturally, these definitions raise the question of how to measure preparedness or readiness. Several elements of readiness are quantifiable through set criteria such as equipment inventory, material status, community resources, individual and joint training, logistics stocks, or adherence to directives. Other elements of readiness or preparedness do not easily lend themselves



to being measured because they involve non-quantifiable judgments about leadership, unit/crew morale, personal interactions, mission execution, and the like. Given that fact that disasters may be unanticipated and hence by definition unpredictable in its details but inevitable, it is unrealistic to attempt to prepare for all contingencies and surprises. As surprise is anticipated but unknown as to timing, scope, direction, and so on, a clear understanding of the mission and purpose of the operation by all personnel and the community is important when preparing for unanticipated events.

The government departments have to change their approach and adopt disaster management function as a one of their primary duties. In a crisis situation, the State and district level authorities do not have the luxury to wait for the deployment of resources from the Central or the State Government; hence the district administration must be prepared to effectively respond.

Assumptions....

- It will be possible for the senior officers of government to convince the local officers and staff about the feasibility and utility of this project and get their willing cooperation and commitment.
- The community will be willing to get trained about and work for disaster risks, preparedness and mitigation.
- All state departments concerned and individuals involved will show adequate eagerness and sincerity at all times – before, during and after a disaster.

- In the event of disaster, all volunteers and government agencies shall be able to work in harmony and produce the desired results.
- Help from other sources, NGOs and government will reach the area affected by disaster within 24 hours of the disaster.
- All volunteer teams will have representation of various backgrounds of people residing in that community.

Constraints....

- Attitudinal road blocks and mind-set issues like unwillingness on the part of government personnel to reach out to the community.
- Lack of willingness on the part of the government departments and agencies to involve the local community.
- Absence of readiness among community to accept the challenges of risk mitigation and preparedness for any disaster.
- Challenges in imparting training and generating awareness in the community.
- Reluctance to conduct regular mock drills to evaluate, review and assess the disaster plan.

4 Implementation Strategy

4.1 Strategy

The primary strategy of this project is to focus on the preparatory phase or



non-disaster phase. This phase deals with the knowledge and capacities developed by governments, response and recovery organizations, communities and individuals to effectively anticipate and respond to and recover from the impact of likely, imminent or current disasters. Preparedness action is carried out within the context of disaster risk management and aims to build the capacities needed to efficiently manage all types of emergencies and achieve orderly transition from response to sustained recovery. Preparedness is based on a sound analysis of disaster risk and good linkages with early warning systems. It includes such activities as contingency planning, the stockpiling of equipment and supplies, the development of arrangements for coordination, evacuation and public information, and associated training and field exercises. These must be supported by formal institutional, legal and budgetary capacities. The related term “readiness” describes the ability to quickly and appropriately respond when required. A preparedness plan establishes arrangements in advance to enable timely, effective and appropriate responses to specific potential hazardous events or emerging disaster situations that might threaten the society or environment. The main objective of the project is to involve the community in all aspects of planning and preparations during this phase.

4.2 DDMA Working Group (DDMA-WG)

The role and responsibilities of the DDMA are clearly defined in the Act, which has to be implemented with a missionary zeal, both in letter and spirit. This project has been designed to enable and empower

DDMAs to execute the plan effectively as per its design. The emphasis is on the non-disaster phase or the preparation phase. This will require a systematic approach for getting the support of the community in a sustainable and wholesome manner. The DDMA has the most important institutional role for managing disasters in the district. However, almost all the DDMAs are mere committees without any secretarial support or experts. Unless such an infrastructure is provided, the DDMAs would not be effective. There is also a view that specific responsibilities should be given to individual functionaries. The Act does not clearly articulate specific roles of the District Collector and other functionaries as has been done by the Gujarat State Disaster Management Act.

It is recommended that the DDMA may set up a Working Group (DDMA-WG) with the Collector as the chairman and Superintendent of Police as co-chairman to oversee the vital aspect of community participation. The working group should also have representatives from the Home Guards and Civil Defense organizations. The working group can secure secretarial assistance from the already available pool with the district administration and police department. This is vital for this project as this working group will be responsible for involving the community in all aspects during the preparatory phase of disaster management which will *inter alia* include:

- Hazard identification and vulnerability mapping
- Community awareness and sensitization



- Resource and building inventory
 - Formation of volunteer teams
 - Selection of volunteers
 - Training of volunteers
 - Joint disaster response drills and mock exercises
- people take action only when:
- They know what specific actions can be taken to reduce their risks.
 - They are convinced that these actions will be effective.
 - They believe in their own ability to carry out the tasks.

4.2.1 Hazard identification and vulnerability mapping

As per the DM Act, 2005, the DDMA is vested with the responsibility of preparing a district plan and issuing guidelines in relation to every hazard according to the guidelines of National Institute of Disaster Management (NIDM). Community Contingency Plans (CCP) for different type of disasters has already been standardized for different type of disasters and has been rehearsed for role clarity by the SDMAs. This exercise has been conducted in some states at a micro level with emphasis on both preparedness and training components and need not be replicated. The disaster management plan should be in writing and be detailed, but as simple as possible.

The DDMA-WG will list out important activities to be carried out, major work distribution to be followed by volunteers and broad outline of rescue plans to be implemented in respect of anticipated disasters affecting each community. A description of effects of the hazard will help to identify their community vulnerability—what is likely to happen in an accident, incident, emergency or disaster involving a single hazard or multiple hazards in each community. Hazard awareness alone does not lead directly to people adopting risk-reduction measures. It has been found that

The working group of the DDMA, based on the hazard mapping, should identify the critical area which will be affected first and that will have the largest impact due to a disaster situation. The focus of all the disaster management plans should be those critical areas, where the maximum impact is anticipated in the initial phase of the disaster and requires immediate attention. The districts may have their own formats for vulnerability mapping. Templates for guidance are given in **Annexures 7-9**.

4.2.2 Community Awareness and Sensitization

Community awareness about disasters is an important prerequisite for involving all the stakeholders and fostering a culture of prevention, preparedness and mitigation. Sensitization of all the community members, especially the vulnerable population, about the effects of potential disaster should be done on a regular basis by widespread public awareness campaigns, to make them aware about the disaster faced by them and educating them about the steps that they can take to minimize the damage. Public awareness and public education for disaster reduction seek to turn available knowledge into specific local action plans to reduce disaster risks. It mobilizes people through clear messages, supported



with detailed information. Community should also be made aware that all their personal documents should be properly secured and digitization of records should be done for future use in case they get lost or destroyed.

Disasters are most critical for the first 72 hours. The working group should strive to make the community aware about the importance of family emergency preparedness kits especially in identified areas where the frequency of disasters is more. The kit should have non-perishable food to last 72 hours, water, first-aid kit, prescription medicines, sanitary items, torch, spare batteries, radio batteries, emergency cash, list of emergency telephones, copies of valuable documents etc. Items like medicines and batteries should be checked for expiry date and the stock should be updated from time to time.

Dissemination of community-based disaster plan should be done for the entire local community. Various mediums like televisions, radio and print media, PA systems mounted on vehicles, drones or handheld, folk art, street plays, graffiti, competitions in schools, distribution of IEC materials, etc. may be used. WhatsApp groups can be effectively used for dissemination of important information to the community and also to issue directions to the various teams. Briefing sessions for the community at the Panchayat, village *chaupal* etc. will be useful. The services of various organized groups, NGOs, village elders etc. may be enlisted for awareness generation. Community should disseminate practices in disaster risk management at the grass root level.

School children should be made aware with the help of school teachers and officers

of police and DDMA should visit schools periodically for sensitizing the teachers and children and through them their elders. Disaster management should be taught in school curriculum and talked upon at every forum in each community. Schools need to teach children at a very young age, the importance of preparedness and basic do's and don'ts during a disaster.

4.2.3 Resource and Building Inventory:

This inventory will be for the equipment and buildings which are already available with the government and the community that will be required for carrying out relief operations during a disaster situation. Police should obtain copies for use in emergencies.

4.2.3.1 Resources and Equipment:

It is very important to maintain an inventory of essential equipments available in the district that can be collected and deployed before the onset of a disaster and used for saving life and property. These equipment's will include machinery, tools, gadgets and implements required for earth moving, communication, transportation, lighting, barricading and subsistence etc. The working group should be responsible for identifying, locating and documenting these equipments for inventorying the same. The owners of these inventory items should be part of a functional group in constant touch with the working group. The training regimen should include the manner of communicating with these resource owners and the pre-positioning of the resources in a pre-planned manner in cases of disasters which can be predicted in advance. For other kind of disasters, the working group can make area specific robust



protocols for the utilization of these resources according to the nature and extent of disaster. The local police should be in regular contact with the resource owners and should be part of the training exercise, so that they can ensure timely deployment of the essential equipment as and when required. Templates for guidance are given in **Annexures 10-11**.

4.2.3.2 Inventory of Buildings:

The district administration along with the police should identify buildings and campuses which are easy to access and could be used as relief centers /relief camps and godowns for storage of food grains and other rescue and relief materials. The working group should make an inventory of all such buildings and protocols may be devised with respect to the time and manner in which the buildings/resources may be made available during emergencies. These protocols may be part of the joint training programs.

4.2.4 Formation of Volunteer Teams:

For the implementation of the above plan, the working group should plan for the constitution of several teams, the most important of which will be the **Core Team** of the district responsible for directly supervising and monitoring all the matters relating to DM. The number of teams and their constitution will depend on the type of disasters anticipated. The working group can constitute more teams depending upon the local requirements. Assignment and allocation of specific responsibilities by clarifying of their task and role is very important so that every team is clear about what the teams have to do and how to do them during a disaster situation. Allocation of the task to be performed by each

individual in the team would be done by the respective team leaders. These aspects have to be included in the training sessions. The constitution and roles of the various teams are given in the schedules attached.

- Search & Rescue Team
- First Aid Team
- Security & Law and Order Team
- Cordon-off Team
- Traffic Regulation Team
- Communication Team
- Control Room Team

The names of the teams given above are illustrative in nature – their number can be increased or reduced and more than one combined as per local needs. The number and type of teams to be formed, whether they are to be formed for the whole of the district, sub-division-wise, or Panchayat-wise etc. will depend upon the type and intensity of disasters to which the area is vulnerable, the spirit of voluntarism among the local populace and other local conditions. The working group of the DDMA should have the discretion in this regard. There is no need for duplication. Districts which already have volunteer groups and organizations that have experience in DM and have worked with the district administration may be formally divided in groups for constituting the aforementioned teams. Accordingly, the working group should nominate team leaders and deputy team leaders for a more organized and formal community involvement. Templates for guidance are given in **Annexure 12**.



4.2.4.1 Core Team

Core Team will be the nucleus and the most important part of this project. Primarily, it should have all the members of the working group and any other official/s nominated by the DDMA. Besides the government representatives, it should have a few dedicated civilian members who have the commitment and experience of working in DM scenarios. They may be the most experienced members of the CLGs/FOPs/DVRs/persons who have worked in relevant agencies etc. depending upon the type of community involvement in DM that district has witnessed in the past. Other experts/volunteers from the community can also be included in the Core Team. The Core Team may have the authority to co-opt members depending upon the circumstances and requirements. Ideally the Core Team should have 25 members. The DDMA should have a final say on this issue. However this number should not exceed 30.

The Core Team will be the functional arm of the DDMA and will be responsible for strategizing and planning during the non-disaster phase. They will be directly in touch with the community with regard to disaster management and will work out the manner in which the existing volunteer groups will be formally inducted in this initiative. The Core Team will have the district disaster profiles. In case the same are not already available, the DDMA should have them prepared and updated based on the past nature and intensity of disasters and new emerging threats like CBRN etc. This mapping and profiling should be according to the guidelines issued by the National Institute of Disaster Management (NIDM). Seasonal calendar of the hazard

events and frequency of the hazards should also be available with the Core Team to plan relief operations accordingly. They should then make exhaustive SOPs and training programs in consultation with the community volunteer groups for putting in place in advance, an effective community disaster management drill. The Core Team should also be responsible for coordinating with the other government and non-government organizations during the non-disaster preparatory phase. They should be ready with the aforementioned five plans and should have robust training programs which should include all the government actors and the community groups. This will enable better coordination and will also facilitate assignment of specific tasks to the various teams which will become very useful during disaster situations.

Core Team should have a very close coordination with the forecasting and early-warning agencies. Weather forecasts through wireless sets, radio bulletins and television should be monitored without fail. Core Team and the Communication Team should be trained to understand meteorological warnings and act fast to spread the warning throughout the village and surrounding community in an effective manner. Early warning should be spread in the community by sirens, megaphones, drums, WhatsApp Groups, and other communication aids. Communication system of each community should be inspected before each season.

The Core Team will assist the authorities concerned to earmark safe and specific emergency shelters and temporary settlements, and document their locations, the number of people to be accommodated,



and the resources available and required. Shelters should be earmarked for animals also. Evacuation routes should also be defined and hurdles should be removed for safe and easy movement of men and material. Provision should be made so that these emergency shelters and temporary settlements can be stocked quickly as per a given time table with lifesaving goods at short notice. These will include food and clean water, reserve provisions, milk powder, water purifying tablets, antiseptics, medicines, kerosene, bandages, splint, scissors, blades, iodine, ointment, ORS, safe delivery kits, clean cloth, candles, matchboxes, etc. The working group of the DDMA will have to work in close coordination with the district supply officers and other agencies that are responsible for supplying the same. A detailed SOP will have to be worked out and training of the volunteers will have to include this aspect also.

Teams should undertake visits to emergency shelters at regular intervals and keep the working group informed about its maintenance etc. so that the authorities concerned may be tasked for carrying out regular maintenance of the shelters regularly. Earmarking of evacuation sites and safe shelter areas should be alternate to educational institutions as far as possible, since education is the first casualty during a disaster situation.

In short, the Core Team will be the compact and functional working face of the DDMA with community representation and adequate authority to prepare for disaster management during the non-disaster phase.

The functional requirements and charter for the other teams are given below:

4.2.4.2 Search and Rescue Team

Search and rescue volunteers will be the backbone of all disaster relief operations for saving precious lives. Search and rescue operations are dependent on the nature and intensity of disasters. Different expertise is required for different kinds of disasters. Disasters like floods/earthquakes/road accidents/industrial accidents etc. will require different kind of training. The team members should be selected from among the existing volunteer organizations and given training by the state disaster response forces. They may require specialized equipment which may be procured in consultation with the SDRFs so that there is no duplication and the volunteers can work independently as soon as a disaster occurs and can assist the SDRFs once they arrive on the scene. Resources required: torches, hammers, drillers, ropes, helmets, ladders etc.

4.2.4.3 First Aid Team

This team should be got trained by medical professionals to give primary first aid to injured disaster victims. The team members should be selected from among the existing volunteer organizations and all those volunteers having previous experience and training in this field should be given priority. They should have fully equipped first aid kits with access to fast transportation to move the patients to professional medical care units.

4.2.4.4 Security & Law and Order Team

Security and Law and Order volunteers will have an important role to play during a disaster situation. These teams should work directly under the supervision of the local police units. Gazetted officers at the SP



office should coordinate the training of these volunteers and supervise their deployment in disaster situations. Willing volunteers may be sent for duties to other places in the districts in case of emergencies. During such occasions the local police will be tasked to look after their travel, food and accommodation.

Security volunteers will be divided in pairs of two each. Each volunteer will have a stick and a whistle to tackle security issues and check persons, secure places in the affected area and its near vicinity. These volunteers will ensure that specific areas are secure for movement of people, vehicles, and animals and if found otherwise they would take immediate action. Volunteers should ensure that people do not crowd around affected areas unnecessarily hampering rescue work, and there is no theft, looting and vandalism. They will guide the people to the earmarked safe and specific emergency shelters and temporary settlements. They will guide people where to go, what to do, and give appropriate information about the disaster. They will render all the required assistance to women, children, the elderly and differently abled persons. They will also ensure that there is no stampede during air-dropping/distribution of relief materials. Efforts should be made to maintain queues at distribution points. These volunteers should ideally be associated with police parties deployed for maintaining law and order and assist them in their tasks. Resources required would be badges, sticks, whistles, torches etc.

4.2.4.5 Cordon off Team

This team will function under the direct supervision of the local police and assist in their operations of cordoning off particular

areas and providing clear passages for transportation of relief and other important material. The resources required for cordoning off of the disaster site will be long sticks with red and green flags and long ropes which the volunteers of this team will carry to cordon off the disaster site from the community for minimizing loss and proper regulation of response and rescue of the trapped people. Each volunteer will also carry a whistle and torch with him for signals to be passed among them. Cordon off volunteers will plant sticks with red flag at least 100 meters away, or at an appropriate distance, from the disaster site to prevent further risk to any human life. They will plant sticks with green flags near the earmarked emergency shelters and temporary settlements. Locations with green flag will be safe zone. The local people with their local knowledge and expertise are very important in rescuing stranded persons during disasters. During the Kerala floods in 2018, it was the local fishermen who rescued those who were stranded in water where NDRF and Navy boats couldn't reach. The cordon of teams will play a very important role in facilitating the work of those who are engaged in rescue by removing unwanted crowd from the rescue site.

4.2.4.6 Traffic Regulation Team

These teams should work directly under the supervision of the local police traffic units. Gazetted officers at the SP office should coordinate the training of these volunteers and supervise their deployment in disaster situations. Willing volunteers may be sent for duties to other places in the districts in case of emergencies. During such occasions the local police will be tasked to look after their travel, food and accommodation. Traffic regulation



volunteer will have a whistle, red flag, green flag, torch, and maybe a traffic reflector for night traffic regulation. The volunteers will be trained to assess the importance of regulating the traffic towards the safe zone, and diverting the traffic so that traffic jams can be prevented during a chaos. Road blocks can be used to divert the people away from the disaster site to safe zones.

4.2.4.7 Communications Team

Communication both during the build up to a disaster and during the occurrence is of utmost importance. Pre-disaster communication is vital for informing the community about the safeguards to be adhered to and for setting in motion the relief and rehabilitation operations which have been planned and practiced in advance. It is also essential to communicate with and activate all the stakeholders so that they have time to organize and equip themselves and take up their respective stations. Disasters usually result in complete breakdown of conventional communication systems like telephones, mobiles, television etc. in the disaster zone. It is essential that a robust and reliable communication system is available for the control team to communicate with the various teams and administrative units who are in the field providing relief and rehabilitation services.

Almost all major media houses, Internet Service Providers, mobile service providers, cable and DTH operators have establishments in each and every district. The communication teams should co-opt their representatives for an effective communication-dissemination strategy. All the information channels available to the community should be effectively utilized

to feed controlled important information so that there is clarity about the prevailing circumstances, the planned response, and role of each and every stakeholder, including that of the community. During the disaster, when normal communication systems are not functional, the police wireless systems should be pressed into service. The Communication Team should have experts from the district police wireless unit along with representatives from the NIC, mobile service providers etc.

The primary objective of the teams should be to be the communication channel between the control team and the other teams, the affected population, and also between the control team and the district authorities and media agencies. The team should -

- Have a list of equipment/devices which can be made available at short notice at different parts of the district
- Have a physical inventory of wireless sets and other important communication equipment's which should be with the police/district administration and can be used as and when required without any delay (like VHF's sets with automatic repeaters, mobile phones with publicized numbers, HF radio sets, two-way radios, loud speakers with power backups, radios, torches, Ham radios etc.)
- Devise a training regimen for capacity building of the members of the other teams so that they are comfortable with these communication equipments and can use the same if a situation comes up
- Establish communication channels



between the control team and other teams/district level functionaries/media centers etc.

- Establish a link between the feedback/complaints/SOS being received from the members of the community in distress with the various teams conducting relief operations

4.2.4.8 Control Room Team

Control Room/Emergency Operations Centre (EOC) will be set up by the DDMA at a strategic location which is already equipped with communication devices and facilities. Those from the working group and important members of the core team, whose presence will help should be closely associated with the EOC.

EOC will act as the nodal center of all activities. It would take care of data management, media and resource allocation which are essential for the smooth functioning during crisis situations. Equipment and supplies of the EOC should be adequate to support prolonged operations and include back-up power, multiple communications systems, information management systems, maps and geographic information systems, etc. EOC would be manned round the clock. It will have all necessary logistics and relevant information like telephone numbers, list of resources, and list of important persons with resources who would aid during the disaster situation. EOC will have the list of volunteers in each team along with description of roles and tasks assigned to each team.

Resources required for CR/EOC Team will be communication apparatus, backup power systems which can work even without

external power in the event of power cut or damage during a disaster situation, sufficient space to accommodate 15 to 25 persons at all times during a disaster situation.

The Control Room will be responsible for the monitoring the relief and safety operations in the disaster zone. The CR personnel should be in a position to make assessment of the disaster situation and respond to it by deploying the trained personnel and relief material for the distressed population in the disaster zone. They will also play a vital role in coordinating and communicating between various agencies /volunteers conducting operations in the field.

4.2.5 Selection of Volunteers

Selection of volunteers will be done with utmost care as effectiveness of DM work will to a considerable extent depend upon the enlistment of sincere and suitable volunteers. Volunteers should be highly committed, focused, intelligent, flexible, and dedicated towards the implementation of the disaster plan. Volunteers may be selected from local members in existing police community programs like *Janamaithri* Police (People Friendly Police), SPC (Student Police Cadet), Community Liaison Group Members, Friends of Police, and from NCC, NSS, Scouts, retired personnel of armed/security forces, local youth organizations etc. Some districts have volunteer groups that are working with the district administration for disaster management. Members of such groups should be given priority. Small groups of volunteers would be paired combining quality with quantity with a minimum of ten to fifteen members or more in each group depending upon the manpower required to accomplish a



task during the implementation of the disaster plan. The working group of the DDMA should consult the local administrative authorities, NGOs, civil society groups, local police stations and other organizations which they deem fit to select the volunteers for the aforementioned teams. Templates for guidance are given in **Annexure 13**.

4.2.6 Training of Volunteers

Training of volunteers should be done in a scientific manner. Training need analysis should be done by the working group with the help of local organizations. Local resources available in the district should be identified and utilized for this purpose. District police resources should be used for providing training for law and order, traffic, cordon off and search teams. The experience of the volunteer groups and disaster response forces should be relied upon and experts may be culled out of these units for providing training to the volunteers. Knowledge regarding different types of hazards/disasters, rescue techniques and dos and don'ts would be imparted to the team members periodically using video footages, case studies, live rescue drills of SDRF/NDRF and rescue missions. Knowledge about how to help victims, and techniques of assistance in various situations would be made available to the community-based teams. Training of the volunteers and team members would be held at the community level and qualified rescue personnel will impart the training. In areas which are regularly prone to natural disasters, training of trainers programs may be organized for selected trainers.

The teams should be exposed to the inventory of equipment and trained manpower prepared under the supervision of the working

group of the DDMA. This inventory consists of available resources including human resources (masons, veterinary doctor, trained midwives, mechanics etc.) materials, transport, special equipment (e.g. earth-moving, water purification, tarpaulin, gas cutter heavy jack) etc. The teams once assigned a specific role should regularly check all the resources assigned to them so that they can secure them in an emergency and use them for providing relief. The team members should be made familiar with the SOPs concerning the work assigned to them.

4.2.7 Joint Disaster Response Drills and Mock Exercises

The DDMA and the police should organize periodic rehearsals/mock drills/simulation exercises in which the various teams, volunteers and community members should participate. Based on these, the plans should be reviewed, evaluated and updated regularly to identify weaknesses, shortcomings and gaps in existing knowledge and skills which can be corrected and upgraded to the required standards. These should be attended by outside agencies and experts to monitor and assess the preparedness. Media should be invited during mock drills to disseminate information and persuade members of the community in maximum numbers to participate. Mock drills should last between 4 and 6 hours to achieve the potential effect of an emergency situation for participants. Various teams should monitor the response time, to enable the community to learn how to minimize loss. Core Team should ensure proper coordination among the stakeholders. It should prepare a detailed event chart (i.e. information of the event, warning



dissemination, place of occurrence, response time of core team, effect/impact of disaster, de-warning and de-briefing) with time and activities every time a drill is conducted. A review and analysis should be done after the drill. Activities in the emergency response plan drill should be well planned, practiced, rehearsed and synchronized so that they take place simultaneously with precision and minimum loss of time.

4.2.8 Role of Community in Implementation of Post-Disaster Plan

Though the role of community is primarily for assisting the authorities in rescue and relief work, community volunteers with dedication can assist the police and other authorities in various interventions needed to restore normalcy after a disaster has struck, like-

- Damage Assessment.
- Collecting dead bodies, their photography and preparation of records with descriptions for families to identify them.
- Cremating carcasses and bodies and disinfecting the area.
- Shelters can act as centres for relief distribution so that supplies are not looted or hoarded by unscrupulous people and the materials can be given against identification slips.
- Clearance of debris.
- Help in assessing damages to infrastructure like roads, water supply, electricity, markets and distribution

networks.

- Assisting the government enumeration process to assess the damage and loss incurred.
- Helping families with paperwork for compensation, insurance etc.
- Monitoring distribution of relief material received from various sources, NGO and Corporate Social Responsibility (CSR).
- Ensuring that the officials start the enumeration procedure immediately, so that the affected persons can undertake repair/re-building of damaged structures.
- Community volunteers would assist the various government agencies in evaluation of the loss suffered by the community. Since these agencies are likely to face information overload and fake news, community volunteers can become a medium for collection and communication of reliable feedback to them.
- Confirm number of human losses.
- Number of livestock losses and their estimated value.
- Damage to crops and estimated cost of produces.
- Number of houses damaged or destroyed and their estimated value.
- Rough estimation of the financial losses in rupees.
- Help the survivors in contacting their



- relatives so that they can get social support.
- Emphasis on engaging the disaster survivors in some kind of activities that interest them in order to give them a sense of being productive.
- Make efforts to re-start schools as soon as possible and encourage children to attend school regularly.
- Facilitate economic rehabilitation with a view to bring the affected community into the mainstream again. Provide for agricultural rehabilitation of disaster affected area by necessary assistance, with the help of state government, to affected farmers in activities such as sowing/harvesting.
- Social rehabilitation with the help of local community, NGOs and other stakeholders.
- Make children participate in activities pertaining to restoration of normalcy in the school.
- Prepare school safety plans, conduct regular drills and mock exercises to prepare the children and school management for future disasters, ensure proper counselling of traumatized children and teachers.
- Reconstruction and Rehabilitation by Build Back Better (BBB) technique.
- To make arrangements for ex-gratia payments for lives lost compensation for wholly and partially damaged houses from the government
- To ensure access of reconstruction materials to the community.
- Accessing government services for rebuilding damaged public infrastructure and following it up till rebuilding is completed.
- To help families in reconstruction of their houses.
- Helping families to initiate livelihood through loans and other financial services.
- Ensure provision of nutritional aspects of food for disaster victims and privacy for young girls, pregnant women and elderly.
- Start community-based rehabilitation programme.
- The community volunteers should make damage assessment in terms of human, animals, building structures, agricultural, social, economic loss to the community.
- Assist in the economic reconstruction of the community.
- Social rehabilitation with the previous neighbour.
- Emotional networking with the family, friends and neighbours.

5 Deliverables

- Regular meetings of the DDMA so that it is equipped to fulfil all its responsibilities and roles as envisaged in the DM Act 2005.



- Detailed updated contingency plans for the district if the same have not already been prepared. The same should be done in consultation with local experts based on the previous history of disasters in the districts, geographical imperatives, industrialization, urbanization, and new threats like CBRN etc.
- Preparation of inventories of equipments and human resources available in the district which can be utilised during crisis situations.
- Setting up of the Working Group of the DDMA which will function as the executive arm of the DDMA that is responsible for the day to day operations during the preparatory and response phases of disaster management and later on for relief and rehabilitation.
- Sensitization of the communities and generating awareness about their important role in all aspects of disaster management.
- Extensive interaction with volunteer groups, NSS, NCC, Home Guard organisations, community liaison groups and other organisations linked to the district administration and the police.
- Formation of volunteer teams which will work along with the government and relief agencies for preparing for all contingencies related to disaster management etc.
- Selection of volunteers from the

community for the aforementioned teams

- Training of the community volunteers
- Mock drills and rehearsals based on real situations for continuously upgrading the skills of the teams and the disaster management infrastructure in the district

6 Milestones

- Submission of the project to BPR&D January 2021.
- Submission of the project by BPR&D to MHA.
- Final approval of the project by the MHA.
- Drafting of GOs and Standing Orders by MM2 – will be done after getting the approval of the MHA for the project.
- Issue of advisory to States/UTs by MHA to adopt the project within 15 days of approval.
- Meeting of Nodal Officers of States/UTs within one month of approval.
- Issue of GO by Home Departments of States/UTs within two months of approval.
- Sanction of budget by Government within three months of approval.
- Issue of Standing Orders by the state governments within three months of approval.
- Completion of execution of the project by the DDMA for two years.



7 Budget Requirements

In some States, the community is playing a very important role in disaster management and is working along with the District and State Disaster Authorities (SDMA and DDMA) in disaster planning, preparedness and mitigation. There are very robust local volunteer organisations that are engaged continuously with the district administration and police authorities during the non-disaster phase and preparing to deal with any emergency situation which a disaster may cause. However there are a number of states where the DDMA's are still in the stage of developing robust institutional practices for involving the community in disaster management. It is suggested that the project be implemented in six States on a pilot basis – two projects per State, in different districts.

Since the size of the settlements, their requirements in terms of basic amenities and other facilities would differ and since many of the requirements can be met out of the existing schemes, it is difficult to come to a specific calculation of the budget required for implementation of the project. Hence it is suggested that the Central Government may initially sanction Rs. 25 lakhs per annum to each of the twelve pilot districts in six states for a period of two years. This budget may be made available to the DDMA and should be utilised by the working group set up for this purpose.

The budget provided should be utilised for the following purposes:

- Community sensitization and awareness
- Selection of volunteers
- Training of volunteers and purchase of

training equipments

- Mock drills and rehearsals

7.1 Community Sensitization and Awareness

The working group should focus on increasing the awareness of the community regarding disaster planning preparedness and response. The important role of the community in all aspects of disaster management needs to be highlighted. Various civil society organisations, youth clubs, community groups need to be tapped for this purpose. The Working Group may conduct workshops, street plays, school awareness campaigns, for the same. Social media campaigns and other means should be explored for the same. The best practices for disaster management and the important role of the community in the same needs to be emphasised. The whole purpose is to convince community that they are important stakeholders and the first responders to any disaster situation. The role of the community in the post disaster phase is given in **Annexure 14**.

7.2 Selection of Volunteers:

The working group should give preference to the community groups which have traditionally assisted the district administration in relief operations and other aspects of disaster management. The various groups and forums attached to the district administration and the police should be also given priority. A template regarding the age group and the number of members of the team are given in the **Annexure 12-13**. The working group is the final authority on this and their decisions will be based on the



local requirements and community profile. The working group should widely publicise and use the print, visual and social media to attract the most qualified volunteers from the community.

7.3 Training

- Audio visual and other training aids required for providing training to the various teams
- Equipment like whistles, flags, badges, ropes, loudspeakers, medical kits etc. required for providing training to the teams
- Honorarium for experts to impart training

7.4 Drills and Practice Sessions

- Arranging regular drills and practice sessions for the community members and concerned government departmental employees

The district resources should be utilised liberally for this project. Government training centres etc. should be utilised. The limited budgetary support by the central government should be used judiciously by the working group for the limited purpose of involving the community. The budget already available in the district for disaster management should be utilised for equipping the various teams and providing the infrastructure discussed above.

8 Work Plan

- Meeting of the DDMA's of the selected districts.

- Setting up of the working group by the DDMA.
- Setting up of a small functional secretariat for the working group.
- DDMA to undertake vulnerability mapping of the district if not done already
- Community Contingency Plans to be made by DDMA if not done already.
- Working Group to map the volunteer groups in the district especially those who have prior exposure to disaster management.
- On the basis of the vulnerability profile of the district, the Working Group will plan the constitution of teams of community volunteers. The plan should be detailed and include the nature of work to be assigned to the teams and the strength and equipment required for the same.
- The WG will then select the members for the team.
- WG will with the help of other agencies make a training need analysis of the teams and prepare a detailed training program.
- Preparation of inventory of equipments and human resources in the district required for disaster management.
- Mock drills to be conducted regularly for evaluation of the disaster plan.
- Organising meetings of the teams with other government departments concerned at the district level.



- Continuous monitoring and review by the DDMA and the State Nodal Officer and Project Coordination Committee.
- Annual evaluation and audit by an external agency approved by the State/MHA/BPR&D

9 Conclusion

In case of any disaster or emergency, before any government machinery and support reaches or outside help gets galvanized, it is the community which has to respond immediately. As the community plays the role of First Responder, it is critical that there is adequate awareness and preparedness at the community level, especially amongst the communities residing in the most vulnerable areas. Therefore, it would be useful to invest in efforts for strengthening Community Risk Resilience at all levels to be able to adequately address Disaster Risk Reduction. In order to build disaster-resilient communities, they first need to be empowered so that community members can cope with the adverse effects of natural hazards. This is the most effective approach to achieve sustainability in dealing with natural disaster risks. Many countries are carrying out various community-based programmes to establish disaster prevention as an essential component of sustainable development. Its activities include improvement of the safety levels of core community facilities such as schools, dissemination of best practices in disaster risk management at the community

level, and formulation of integrated programs for sustainable development through disaster risk management initiatives. In the end, facilitating local involvement in disaster preparedness and response is as important as providing resources for basic and logistical needs. It ensures that local voices are heard, local initiatives are recognized, and the dignity of local people is respected. With this capacity established, local citizens can respond and recover in a manner that improves their and the local community's life. The response and rebuilding process will belong to the front line of disaster responders – community volunteers – who will reinvest in their communities.

The CBDM approach provides opportunities for the local community to evaluate their own situation based on their own experiences initially. Under this approach, the local community not only becomes part of creating plans and decisions, but also becomes a major player in its implementation. Although the community is given greater roles in the decision-making and implementation processes, CBDM does not ignore the importance of scientific and objective risk assessment and planning. The CBDM approach acknowledges that as many stakeholders as needed should be involved in the process, with the end goal of achieving capacities and transferring of resources to the community, who would assume the biggest responsibility for disaster reduction.



Police Arrangements and Involvement of Community during Covid-19 Pandemic.

If anyone entertained any doubt why the police should make a project for community involvement in handling disasters, the extent of the involvement of police in various aspects of managing Covid-19 pandemic and the manner in which it worked shoulder to shoulder with the community may have set these doubts at rest. Police's involvement in managing the pandemic was somewhat different from that of managing other kinds of disaster situations to which we have been regularly exposed during the recent decades. When a countrywide lockdown was imposed on March 25, 2020, with a mere four hours' notice, it caught all the authorities involved in managing the pandemic, including the police, totally unawares since there were hardly 500 cases of Covid in the country and there was no expectation about such harsh measures. Naturally, in spite of the instructions flowing down from the central and state governments and the district authorities in quick succession, nobody had a clear idea what exactly to do – there were no SOPs or precedents to follow, and it is unlikely that anyone got an opportunity even to brief the personnel being deployed to undertake several unfamiliar tasks. Hence, there is a need to understand what exactly the men in the field did, how they coped, innovated, and sought the assistance of local community leaders and organisations and draw lessons from these so that we can be better prepared to face such situations that are quite likely to arise in future also. This is all the more important because new deadly viral diseases have been appearing with uncomfortably high frequency

and the high probability of rogue states and non-state actors using virus as an effective means of biological warfare in future in view of the extensive damage caused by Covid to world populations and economy. Generally, during other disasters, the role of police is mainly in rescue and relief operations and to a lesser extent in regulation and maintenance of order. During the pandemic, there was not much scope for rescue, the role expected from the police in regulation and enforcement was disproportionately higher compared to other disasters, and the police on its own volition undertook relief work of every type to an extent that was unheard of till then.

Problems

The problems that the police had to deal with included (i) enforcement of lockdown conditions countrywide, including curfew in large number of containment zones simultaneously for unusually long periods; (ii) identification, testing and quarantining of infected persons and those who came in contact with them; (iii) dealing with the extreme distress faced by the population, especially the disadvantaged sections; (iv) the restiveness and large scale reverse migration of migrant labour and other stranded people like students, tourists, foreigners etc.; (v) circulation of mischievous messages, fake news and rumours on social media or other means with a view to create panic and resistance against testing, quarantining, etc. or to exacerbate communal divide; (vi) attacks on/harassment



of 'Corona Warriors', particularly medical and paramedical personnel by mischievous elements, landlords, RWAs, local residents etc.; (vii) resistance to opening of quarantine centres near residential localities; (viii) maintaining smooth supply of essential items and medicines; (ix) information overload; (x) increase in cybercrimes and some types of crimes against women; (xi) protection of police personnel and their families from contagion; (xii) dealing with morale, fatigue, burnout of police personnel due to long hours of duty and lack of rest; (xiii) minimising the possibility of police excesses during enforcement, etc.

Enforcement Functions: Unlike the other disasters, when specialised forces from the central and state governments are used to deal with disaster situations, the Covid-induced problems were almost exclusively dealt with by the local police who generally are the least trained and equipped – there was no need to involve SDRFs, NDRF or the Armed Forces as they mainly carry out rescue operations because there was no need for the typical 'rescue' operations during the pandemic. Several experts attribute the slow spread of Covid in India during the initial phases to strict enforcement of lockdown and the credit for this goes to the police. Apart from doing foot and mobile patrolling, particularly the urban and semi-urban areas, the police had to completely seal areas under curfew and containment zones, and put up *nakas* with medical screening facilities at state borders to screen people coming from neighbouring states. In some places flag marches were also undertaken for the ostensible purpose of keeping up the morale of the community and to instil fear among potential violators – the utility of such flag marches is debatable since

there was no organized resistance to the harsh lockdown. Almost all police forces established dedicated control rooms/war rooms, set up crisis management teams and deputed senior police officers to red zones and hot spots to monitor and coordinate these activities. Strict enforcement resulted in some excesses by police personnel including a few alleged deaths due to police torture and in such situations the senior leadership has to take adequate steps to minimize the possibility of these by briefing the personnel, close supervision and corrective action.

Compared to other disasters, there was substantially higher need for enforcement functions during the pandemic due to the need to stop people from moving around freely as the virus is very contagious. This resulted in large scale action against the public including seizure of vehicles, and prosecutions for violation of provisions of the IPC, the Disaster Management Act, 2005, and the Epidemic Act, 1897 – another unprecedented action during a disaster situation.

However, a very unfortunate development is that with passage of time the strictness in enforcement and other precautionary measures taken by the police and other authorities gradually tapered off, perhaps due to the unusually long period for which these measures have been in force. Today, when the official figures of Covid affected in India has crossed 10 million, the care and precautionary measures taken by all these agencies as well as the public is only a small fraction what they were doing when the number of cases were in few thousands. Perhaps there is a lesson for all authorities in this – when there is an unknown pandemic,



no one knows how long it is going to last and hence enforcement and other responses from the authorities should be done in a need-based calibrated manner. It may be necessary to consider whether stern measures need to be put in place in the very beginning or they should be reserved for the time when they are actually required so that the momentum is not lost when it is most required.

Movement of Migrants and Other Stranded People: Though all categories of people, particularly the disadvantaged sections, faced several problems, they were more acute in the case of migrant labour stranded in states far away from their homes. When the lockdown was extended their patience ran out and they took to the streets and since no public transport was available, started walking or cycling hundreds of kilometres to their native places with their meagre belongings. Nobody anticipated this reverse migration and the consequent humanitarian and administrative problems. There was rioting in a few places and it was a remarkable achievement for the police not to allow it to spread or go out of control – it was the empathetic manner in which the police behaved with them that prevented any major trouble. With hindsight, it can be said that even these incidents could have been avoided with better intelligence collection, alerting those conducting relief work among the migrants to be on the lookout for warning signals and undertaking proper counselling and other preventive steps. Apart from maintaining order, the police attended to their genuine needs and arranged food, water, sanitizer, and in many places even footwear for them. In some areas they even arranged free transport for them to their destinations with the assistance of local philanthropists. The

empathetic manner in which they reached out to these people in distress was a significant reason why there was no major problem in handling them. There were also problems of separated families and others like students, pilgrims, tourists, etc. stranded in distant places – virtually everyone, even many who had fully secure professions, wanted to get back home and there was no public transport available. Police in several places used philanthropic organizations to help them.

Identification and Quarantining of Affected Persons: The authorities dealing with the pandemic were heavily dependent on the police for locating and monitoring people who came from outside, particularly hotspots and quarantining or hospitalising the affected persons and those who came in contact with them. Help of religious leaders and other community volunteers was sought to identify suspected patients, infected persons who were careless, potential ‘super spreaders’, etc. They assisted the authorities in areas where there was resistance to these actions in the initial phases by removing misconceptions and countering false propaganda spread through rumours and social media.

During this period, the authorities had to guard against spread of infection among police personnel and their families. Many police units used disinfection sprays/rooms/tunnels to disinfect their personnel and visitors. Experts have questioned their safety – a way out was shown by Puducherry Police which provided to every police station disinfection boxes that functioned on Ultraviolet Germicidal Irradiation Technology.

Sensitization of the Community: The awareness generation programmes targeted at



the general public were meant to educate them about the disease, dos and don'ts, preventive measures like physical distancing, personal hygiene, use of mask, sanitizer, and importance of hand washing and physical distancing etc. The police and other authorities have been using community leaders and volunteers for this and also to reduce the hostile mind-set towards the Covid-affected during the initial period. A variety of means were used for this which included announcements through PA system, sensitisation through social media platforms, broadcasting recorded messages from religious leaders and celebrities, use of folk art, skits, graffiti etc.

'The Corona Warriors' from the medical and local authorities have been the target of attack from some misguided elements and face resistance in several localities – police had to provide escorts to them in areas of resistance. Medical and paramedical professionals had to face harassment from their landlords, RWAs and neighbours and police had to intervene in such matters as well. The police also had to deal with public opposition to burial of bodies of those who died of Covid and to opening of quarantine facilities near residential localities. To deal with these problems the police widely used the assistance of religious leaders and community volunteers.

Maintenance of Essential Supplies:

Keeping the supply lines open for essential commodities, medicines, etc. was another task in which the police had to play a major role during the lockdown. They also had to take several steps to ensure that there was no overcrowding in the shops allowed to open and in the distribution centres of food and other essential items. Several police forces

arranged for the visit of vegetable sellers with handcarts in residential areas, some even persuaded vendors to do home deliveries. In some places crowded markets were even divided and shifted to different locations. Queues were maintained with physical distancing or token system introduced where people tend to assemble like fair price shops, milk booths, ATMs, etc.

Use of Technology: Though the spate of orders emanating daily from the central and state governments or district authorities made no mention about the use of technology for dealing with the problems arising out of the pandemic, the state and district police authorities used a variety of technologies to find solutions to the problems they were facing and this was the most distinctive feature of pandemic management by Indian Police. Social media platforms like WhatsApp, Facebook, and Twitter were extensively used to sensitize the public, expose and counter fake news and rumours - Meghalaya even had a special portal to identify fake news. WhatsApp was very extensively used by all for sensitisation, communication of important information and the like. For this, intra-departmental and inter-departmental WhatsApp groups, groups of police and public volunteers and only of members of public were formed to deal with different issues. Most police forces developed special Mobile Apps to help their own personnel and members of the public to perform a variety of tasks including issue of e-passes to them and their vehicles; others provided extra facilities in their existing Apps. Drones were used for several purposes like surveillance of containment zones and places where crowds were likely to assemble, making of important announcements for the sensitisation of



public, sanitising areas, etc. The existing CCTV networks and the communication systems also were put to effective use. Cyber cells of the states and districts were busy tackling the increasing incidents of cyber frauds, cyber harassment, doing contact tracing and also fighting fake news and rumours. Many used call detail record analysis to facilitate contact tracing. Several cities used geotagging of Covid patients or their homes to restrict their movements; Bengaluru City Police used geo mapping and tagging to monitor supply of essential goods.

Relief Work: Since economic activities came to a virtual standstill and millions of poor who lost their work were on the verge of starvation, the most prominent relief activity of all police forces across the country, including most of the CAPFs, during the pandemic has been distribution of cooked/uncooked food to the poor, particularly to migrant workers, street dwellers, people in curfew-bound/containment areas, etc. NGOs and community volunteers assisted in this and funds, transport and other resources were provided by local benefactors and philanthropic organisations. Many forces set up several kitchens. Personnel of almost all police forces and CAPFs distributed masks, sanitizers, soap, sanitary pads, etc. to the public and explained the importance of their use. Border guarding forces like BSF and SSB attended to such needs of the border population and also provided drinking water and medicines etc. where required. Some CAPFs gave their premises for opening of quarantine centres. Their family welfare organizations also chipped in by stitching masks and these items were also supplied to police by various organizations for their own use or for distribution. In several

places they arranged PPE kits for doctors and paramedical staff. Food kits, masks, gloves, boots, sanitizers, etc. were distributed among sanitation workers to show appreciation for their work.

Blood donation to blood banks that were facing shortages due to lockdown was also done by most forces. Police ambulances were freely used to transport patients to hospitals – in many cases ordinary police vehicles also were used for this. CRPF organized a telemedicine service that any indisposed person could contact for free medical advice. Many police personnel who had recovered from Covid donated plasma. Police also rendered assistance in cremation of those who died of Covid. Most local police units ensured doorstep delivery of medicines in deserving cases. Mentally ill persons wandering during the lockdown were handed over to their relatives after tracing them. Requirements of senior citizens, pregnant women, etc. were given top priority and some had special programs for such vulnerable groups. Some even arranged cakes for birthdays and anniversaries when they came to know of these. Some units arranged funds for orphanages and old age homes facing fund crunch, some adopted families in distress, others adopted villages. Personnel of almost all police forces contributed at least one day's pay to Chief Minister's Relief Fund – in one state it was ten days' pay.

Almost all state forces launched several helplines and help desks for various purposes for different categories. Some police organizations did online counselling to deal with domestic disputes and violence. Mental health helplines manned by clinical



psychologists were launched by some. Kerala Police organized several programs for children – a priority segment for them – who were facing problems like social isolation, emotional distress, online addictions, behavioural changes, etc. due to extended closure of schools. A panel of 40 psychiatrists, 60 psychologists, 285 Student Police Cadets trained as ‘peer mentors’ and 100 ‘elder mentors’ did counselling through a helpline set up for distressed children. Peer counselling was done by trained SPC cadets telephonically to educate children about the pandemic, how to stay safe, maintain personal hygiene, and how to spend time creatively and effectively. Every week they have been organizing two very popular online interactions for children and youth – one in which young achievers of reputed educational institutions from across the world and another in which eminent persons from different walks of life motivate participants to stay positive and inspire and guide them about their education and career. To help destitute children who were divested of the benefit of online education due to digital devices, the police were provided 6,000 TV sets, 300 smartphones, 70 laptops and 262 DTH/cable connections to enable them to pursue their studies.

Use of Community Resources: The resources of the police and other disaster management authorities were highly stretched due to the need for doing a whole lot of things simultaneously; the police had to do several enforcement and other functions across the country for unprecedented long periods. Hence, inevitably they took the help of everybody from the community who were willing to help – even police forces that had no history of community policing and officers who

had no faith in their utility used the community. Other government officers who were averse to community members and NGOs meddling in their affairs also turned to them for help. Community members have been particularly active in organizing relief operations and securing their localities against the spread of Corona – but the latter has resulted in some acts of vigilantism – the police will have to take steps to prevent them. Police forces that have been implementing community policing used the volunteers working with them for a variety of purposes during the pandemic. They included CLG members, FoPs, SPC cadets, RWAs, Village Defence Volunteers, Peace Committee members, etc. Others also used NGOs, other community organisations, trade/industry associations, community volunteers, NCC/NSS cadets, etc. Uttarakhand Police even appointed Special Police Officers to assist them.

Conclusion: BPR&D has complied the details of the work done by all state police forces and CAPFs and published a compendium “*Indian Police Response to Covid-19 Crisis*” (available at <https://bprd.nic.in/WriteReadData/userfiles/file/202010140259504434560BookonIndianpoliceresponsetocovid.pdf>). Three things stand out from the manner in which Indian Police dealt with the extended lockdown and other problems that the pandemic gave rise to – (i) police giving equal importance to providing relief to distressed people at a time when they were overburdened with enforcement duties, (ii) widespread use of technology for a variety of purposes, and (iii) full use of community members and organisations not only in relief work but also in other activities to deal with problems arising out of the pandemic and



consequent lockdown. The successful and empathetic manner in which they managed all these generated an unprecedented surge in goodwill for the police. A series of surveys conducted by C-Voter (2020) from 23-30 April, 2020, revealed that the trust in police jumped from 29.9% in 2018 to 69.9% in 2020. Out of the 18 organisations they rank, police was at 18th position in 2010, 14th in 2018 and an impressive 4th in 2020. The survey took place at a time when across the country, the police were for several weeks engaged in enforcing

the most severe lockdown, with curfews or harsh restrictions, prosecuting violators and impounding their vehicles and interfering in almost everything which the public did outside their homes and sometimes even within their homes – actions that generally make the police very unpopular. This reiterates the view of some experts that disasters provide the police an opportunity to do something very positive for the community and earn its goodwill – something no amount of PR work can achieve.



Annexure 2

Role of Police During Disaster-Emergency Response Phase

Police organisations have a major role in disaster management. From the government's side, it will continue to be the first responder given its proximity to the incident site and relationship with the people. This responsibility will always have to be shouldered by the department due to the following reasons:

- Generally the first to be informed about such incidents by the affected people and one of the first responders to arrive at the scene of the crisis is the police.
 - Police field formations and reserve forces work round the clock on all days.
 - Police units possess a well-developed communication system and are familiar with the local terrain and have a wide reach.
 - They generally have extensive contacts among the local community and better knowledge of the sentiments and mind-set of the local people.
 - Being uniformed and the most visible arm of the government, the community will expect the police to respond quickly in any emergency.
- The police play a pivotal role as the first responders along with the community they take several crucial steps before specialised agencies reach the affected area.
- They are involved in the following functions:
- Search and Rescue (SAR): It is the primary function during any disaster. Policemen must be trained and equipped to begin rescue at the earliest and should be able to provide immediate relief to the victims till specialized forces arrive.
 - Prevention of commission of crimes including all offences against property, human body and public tranquillity
 - Security during relief operations: Police will have to provide adequate security
 - » At designated relief distribution centers which are generally located in the interiors
 - » For distribution of relief payments to the affected beneficiaries
 - » For mobile banks and ATMs
 - » For food grains, food packets and other relief material being transported from different places to distribution centers and further to the targeted beneficiaries
 - » For food godowns, railways stations where relief materials are channelized for further distribution
 - » For crowd management at local relief centers to ensure regulated distribution of aid and relief to the affected population
 - » For cordoning of disaster sites and securing access control for the safety and security of affected



people in the debris and of rescue teams at the site

- » For the security of relief camp inmates, officials, health workers and volunteers engaged in operating the camps
- » For the security of hundreds of government and non-government employees/volunteers engaged in the operation of kitchens, medical centers, sanitation services etc.
- » For facilitating the movement of men and material for rescue, medical, fire and other essential services
- » For keeping highways roads free for movement of rescue teams and relief material
- » For establishing check posts at important junctions for secure and regulated transportation of relief material. Similarly mobile patrols will have to be deployed to ensure smooth passage of Army/Navy/NDRF/SDRF convoys, boats and other resources.

- Inter-Agency Coordination: Various agencies such as NDRF, SDRF, paramilitary forces such as BSF, CRPF, CISF etc., Army, IAF, Navy, Cost Guard,

medical teams deployed at the disaster sites. The police have to coordinate with them and provide liaison officers and other local support for these agencies to work efficiently.

- Casualty information/disposal of dead bodies: The identification of people involved in accidents/emergencies is the responsibility of the police. All enquiries should be handled by police station staff.
 - » Tracing of missing persons and notification to their next of kin is another of the police
 - » Disposal of dead bodies and documentation of dead and the missing for the benefit of next of kin to claim the compensation and ex-gratia will have to be ensured

The responsibilities being shouldered by the police agencies are huge and ubiquitous. Police forces not only perform their own duties but also play a vital role in the functioning of other agencies involved in disaster management. COVID 19 epidemic bears testimony to the all-pervasive and important role of the police organisations across the country in providing relief and ensuring preventive measures are taken by all the communities.



Disaster Risk Management

The UNISDR defines disaster risk management as the systematic process of using administrative decisions, organization, operational skills and capacities to implement policies, strategies and coping capacities of the society and communities to lessen the impacts of natural hazards and related environmental and technological disasters. This comprises of all forms of activities, including structural and non-structural measures to avoid (prevention) or to limit (mitigation and preparedness) adverse effects of hazards. No definition for the term 'Disaster Management' is included in the UNISDR's handbook of terminology. However, the proposed, but not yet adopted, 'Updated Terminology on Disaster Risk Reduction' of UNISDR3 has proposed to define 'Disaster Management' as "The organization, planning and application of measures preparing for, responding to and, initial recovery from disasters" (UNISDR 2015). As per this definition, 'Disaster Management' focuses on creating and implementing preparedness and others plans to decrease the impact of disasters and build back better. Failure to create/apply a

plan could result in damage to life, assets and lost revenue. However, it may not completely avert or eliminate the threats.

The term Disaster Management as used in the NPDM 2009 and the DM Act 2005 document is comprehensive covering all aspects – disaster risk reduction, disaster risk management, disaster preparedness, disaster response, and post-disaster recovery. This document uses the term with the same meaning as defined in the DM Act 2005: "A continuous and integrated process of planning, organizing, coordinating and implementing measures which are necessary or expedient for the following: 1) Prevention of danger or threat of any disaster, 2) Mitigation or reduction of risk of any disaster or its severity or consequences, 3) Capacity-building, 4) Preparedness to deal with any disaster, 5) Prompt response to any threatening disaster situation or disaster, 6) Assessing the severity or magnitude of effects of any disaster 7) Evacuation, rescue and relief, and 8) Rehabilitation and reconstruction."



Types of Hazards

Biological hazards are of organic origin or conveyed by biological vectors, including pathogenic microorganisms, toxins and bioactive substances. Examples are bacteria, viruses or parasites, as well as venomous wildlife and insects, poisonous plants and mosquitoes carrying disease-causing agents.

Environmental hazards may include chemical, natural and biological hazards. They can be created by environmental degradation or physical or chemical pollution in the air, water and soil. However, many of the processes and phenomena that fall into this category may be termed drivers of hazard and risk rather than hazards in themselves, such as soil degradation, deforestation, loss of biodiversity, salinization and sea-level rise.

Geological or geophysical hazards originate from internal earth processes. Examples are earthquakes, volcanic activity and emissions, and related geophysical processes such as mass movements, landslides, rockslides, surface collapses and debris or mud flows. Hydro-meteorological factors are important contributors of some of these processes. Tsunamis are difficult

to categorize: although they are triggered by undersea earthquakes and other geological events, they essentially become an oceanic process that is manifested as a coastal water-related hazard.

Hydro-meteorological hazards are of atmospheric, hydrological or oceanographic origin. Examples are tropical cyclones (also known as typhoons and hurricanes), floods, including flash floods, drought, heat waves and cold spells, and coastal storm surges. Hydro-meteorological conditions may also be a factor in other hazards such as landslides, wild land fires, locust plagues, epidemics and in the transport and dispersal of toxic substances and volcanic eruption material.

Technological hazards originate from technological or industrial conditions, dangerous procedures, infrastructure failures or specific human activities. Examples include industrial pollution, nuclear radiation, toxic wastes, dam failures, transport accidents, factory explosions, fires and chemical spills. Technological hazards also may arise directly as a result of the impacts of a natural hazard event.



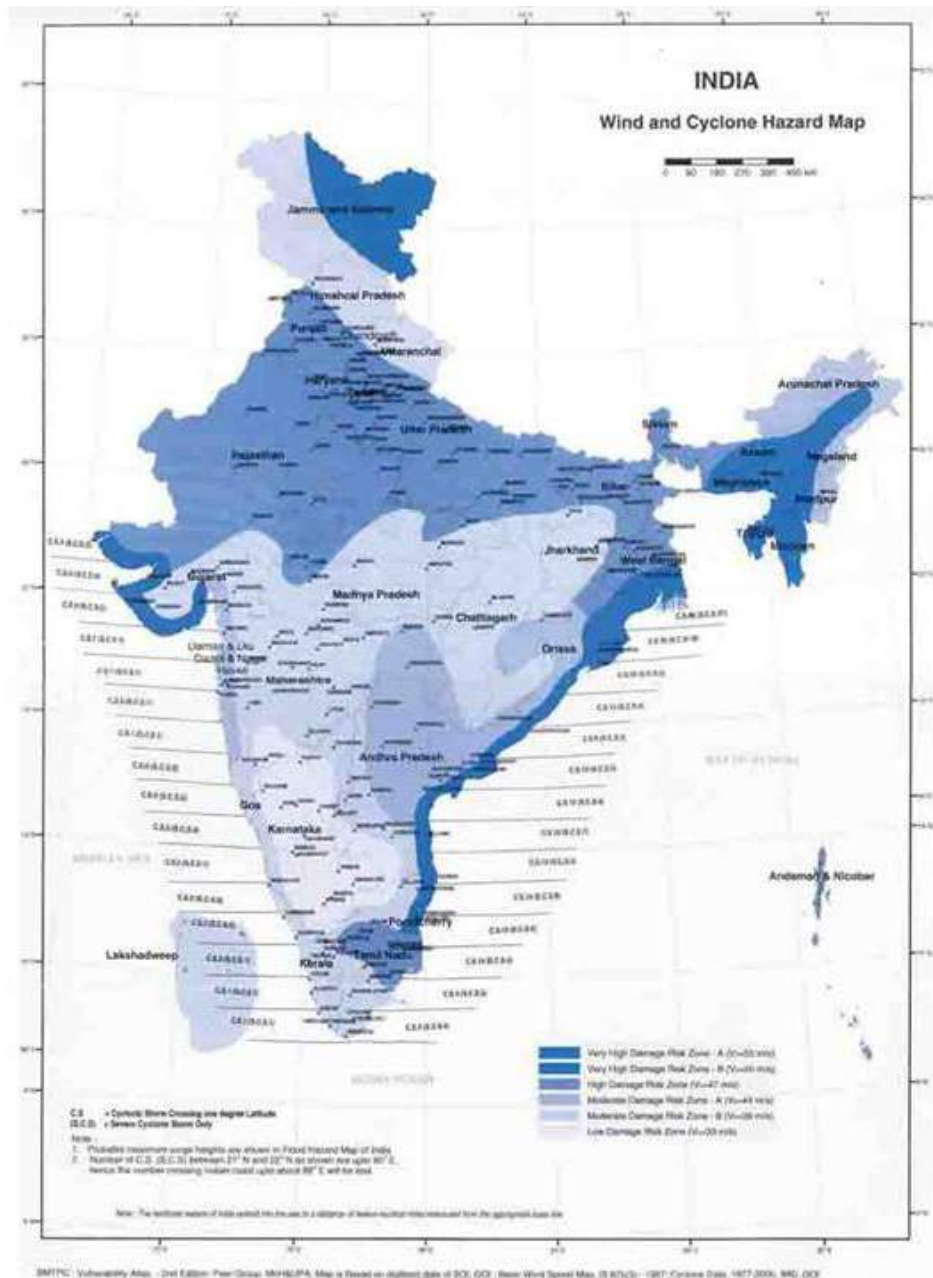
Annexure 5

Vulnerability Profile

Disaster risks in India are further compounded by increasing vulnerabilities related to changing demographics and socio-economic conditions, unplanned urbanization, and development within high-risk zones,

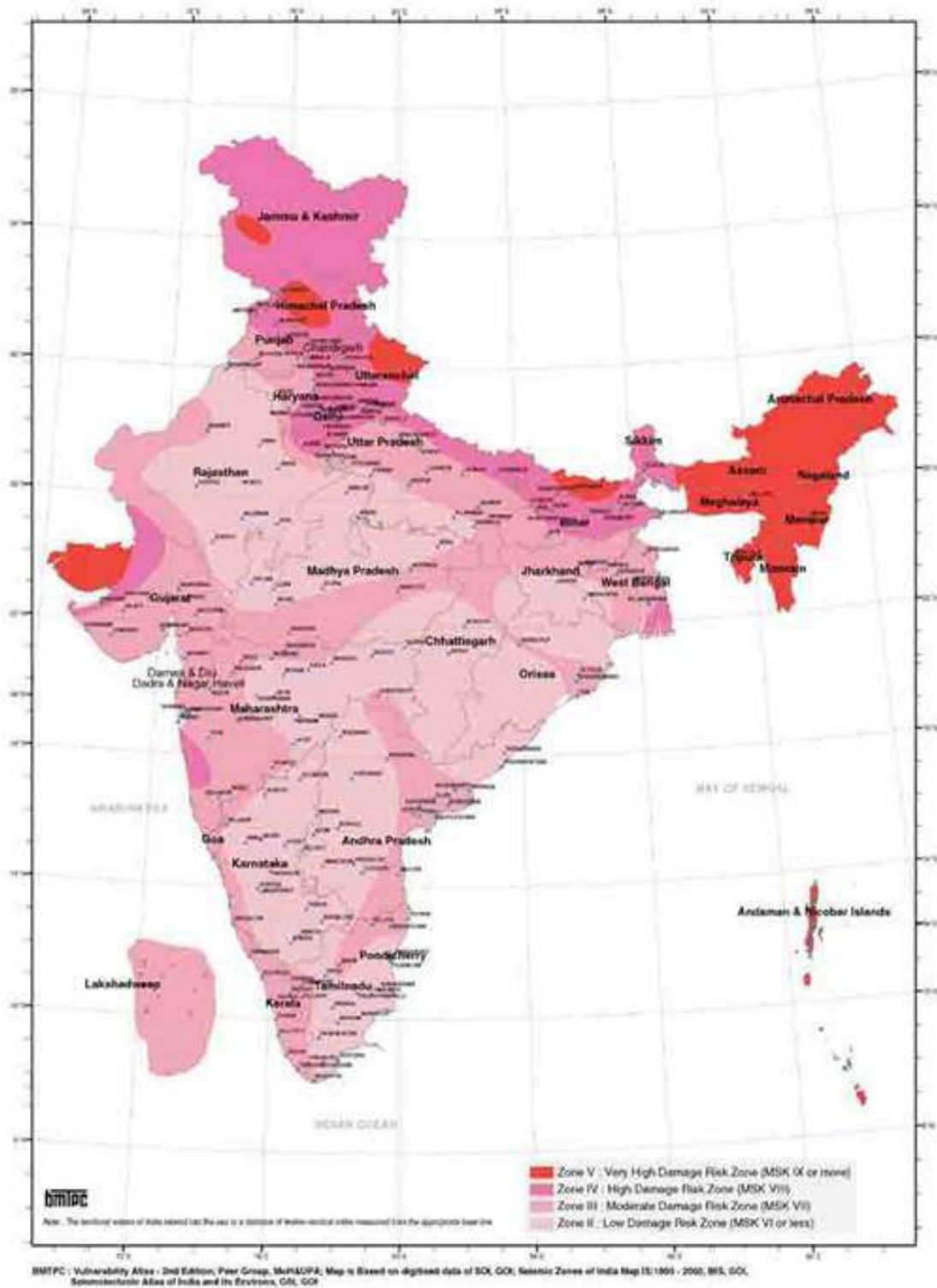
environmental degradation, climate change, geological hazards, epidemics and pandemics. Clearly, all these contribute to a situation where disasters seriously threaten India’s economy, its population and sustainable development.

Of the 7,516 km long coastline, close to 5,700 km is prone to cyclones and tsunamis.



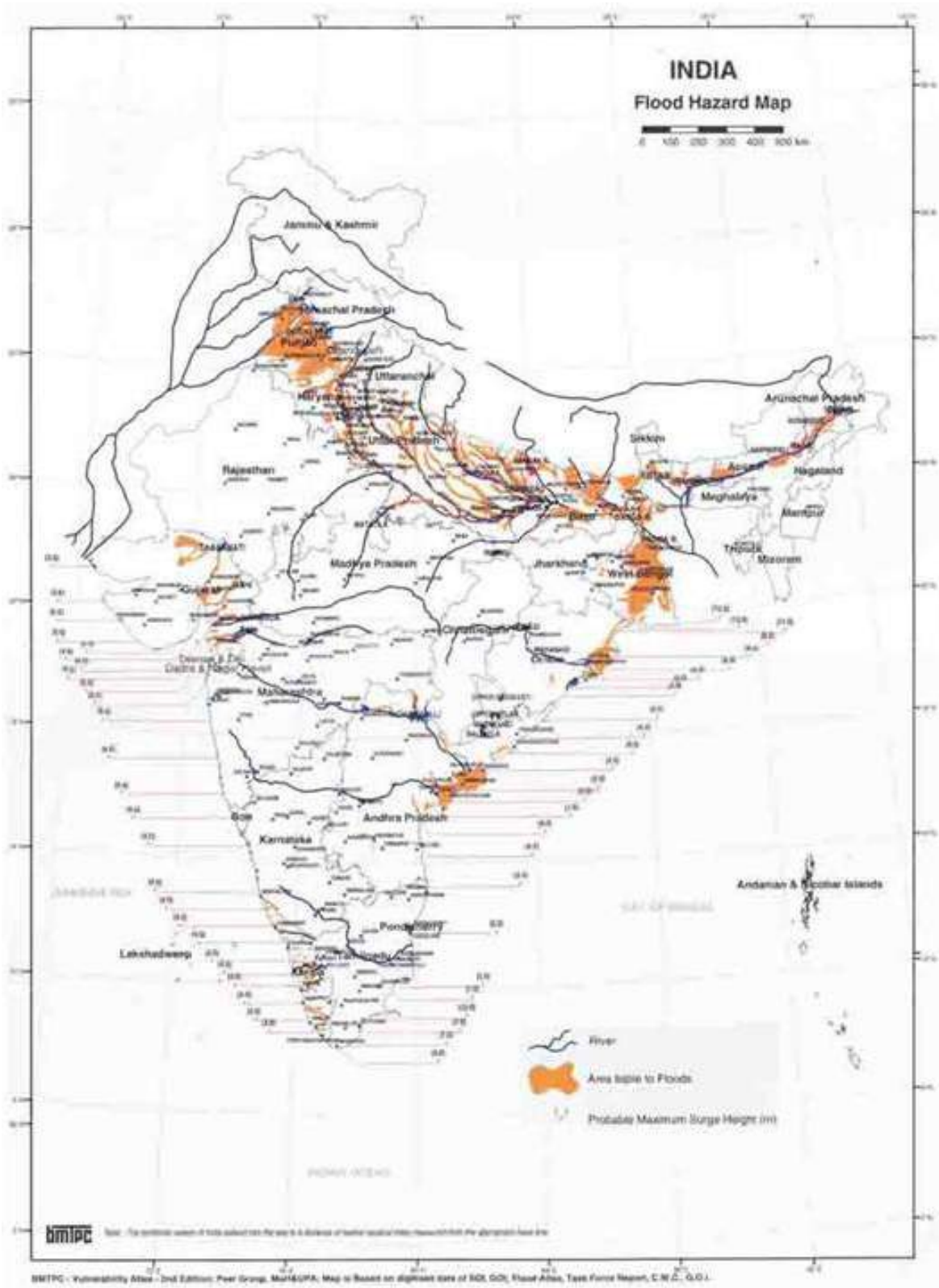
‘Promoting Good Practices and Standards’

58.6 per cent of the landmass is prone to earthquakes of moderate to very high intensity.





40 million hectares (12 per cent of land) is prone to floods and river erosion



'Promoting Good Practices and Standards'



Community Based Disaster Management (CBDM)

Most of the disaster responses are command and control functions characterized by top-down and with logistics-centred approach. Because of this, we observe, lack of community participation that results in failures in meeting the appropriate and vital humanitarian needs, unnecessary increase in the requirement for external resources, and general dissatisfaction over performance of official agencies despite the use of exceptional management measures. Recognizing these limitations, the Community Based Disaster Management (CBDM) approach promotes a bottom-up approach working in harmony with the top-down approach, to address the challenges and difficulties. To be effective, local communities must be supported in analysing their hazard conditions, vulnerabilities and capacities as they see themselves.

In the case of disasters, the people at the community level have more to lose because they are the ones directly hit by disasters, whether major or minor. They are the ones who are vulnerable to the effects of such hazardous events. They have the most to gain if they can reduce the impact of disasters on their community. This concept gave rise to the idea of community-based disaster management where communities are put at the forefront. Through the CBDM, the people's capacity to respond to emergencies is increased by providing them with more access and control over resources and basic social services.

Using a community-based approach to managing disasters certainly has its

advantages. Through CBDM, it is hoped that communities will be empowered and equipped to undertake programmes for disaster preparedness and mitigation. The CBDM approach provides opportunities for the local community to evaluate their own situation based on their own experiences. Under this approach, the local community not only becomes part of creating plans and decisions, but also becomes a major player in their implementation. Although the community is given greater role in the decision-making and implementation processes, CBDM does not ignore the importance of scientific, professional and objective risk assessment and planning. The CBDM approach acknowledges that as many stakeholders as needed should be involved in the process, with the aim of developing capacities and transferring of resources to the community, which would assume the biggest responsibility over disaster reduction.

The National Policy on Disaster Management (2009) has also emphasised on 'Partnerships for Mitigation and Community Based Disaster Preparedness'. During any disaster, communities are not only the first to be affected but also the first responders. Community participation ensures local ownership, addresses local needs, and promotes volunteerism and mutual help to prevent and minimise damage. Therefore, the efforts of the States/UTs in this regard need to be encouraged. The needs of the elderly, women, children and differently able persons require special attention. Women and youth



will be encouraged to participate in decision making committees and action groups for management of disasters. As first responders to any disaster, communities will be trained in the various aspects of response such as first aid, search and rescue, management of community shelters, psycho-social counselling, distribution of relief and accessing support from government/agencies etc.

A caring approach for the special needs of vulnerable sections is also important. The existing and new institutional arrangements need to ensure an integrated, synergised and proactive approach in dealing with any disaster. This is possible through contemporary forecasting and early warning systems, fail-safe

communication and anticipatory deployment of specialised response forces. A well-informed and well-prepared community can mitigate the impact of disasters considerably. According to the national policy the participation of civil society stakeholders will be coordinated by the SDMAs and DDMA's. Civil Defence, NCC, NYKS (Nehru Yuva Kendra Sangathan), NSS and local Non-Governmental Organisations (NGOs) will be encouraged to empower the community and generate awareness through their respective institutional mechanisms. Efforts to promote voluntary involvement will be actively encouraged. Prompt and effective response minimises loss of life and property.



Format: Village Profile

Revenue details

Name of the Shelter/Village

Villages/Hamlets

Nearest School

Gram Panchayat

Post office

ANM Centre

Anganwadi Centre

Hospital

Fire Station

Police Station

Electric Sub Station

Telephone Exchange

**Format: Hazard Mapping**

- Hazard Type
- Location
- Type of hazard: Natural/Manmade
- Probability of occurrence
- Frequency of hazard
- Likely duration (how long the event may continue)
- Pattern of impact
- Short-term predictability (forecast capability)
- Area of Impact
- Timing
- Warning capability
- Preparedness levels
- Frequency of occurrence
- Pattern
- Potential magnitude

**Format: Hazards/Disaster Mapping**

S.N.	Name of Village	Type of Hazard (in order of Priority)	Year of Occurrence	No of Lives Lost & Cause	No of Live stocks Lost & Cause	No of Houses Fully Damaged & Cause	Type of Crop & Approx. Acreage Lost	Area Fully Sub Merged With boundary	Area Fully Safe with Boundary	Approx. time taken for people to Come back home	Remarks



Annexure 10

Format: Search and Rescue Equipment

S.No	Resources	Total No	Contact person and Telephone Number	Distance from the Village
	Crane			
	Bulldozer			
	Gas Cutter			
	Tree Cutter			
	RCC Cutter			
	Dumper			
	Loader			
	Rope			
	Chain			
	Heavy Hammer			
	Crowbar			
	Hand Saw			
	Heavy Axe			
	Heavy jack			
	Shovels			
	Short Ladder			
	Generator			
	Tarpaulin			
	Lamps & Torches			

**Format: Community Resources**

S.No	Resources	Total No	Contact person and Telephone Number	Distance from the Village
	Hospitals			
	Public / Community Health Centre			
	Dispensaries			
	Veterinary Hospital			
	Private Hospital			
	OPD Facility			
	X Ray Facility			
	Ambulance Service			
	Medicine Shops			
	Doctors			
	Veterinary Doctor			
	ANM			
	Paramedical Staff			
	Trained Midwives			
	Nurses			
	Carpenters			
	Masons			
	Mechanics			
	Others			



Format: Preparing Details of Various Teams

(to be prepared separately for each team)

1. Name of the team :
2. Name of team leader :
3. Names & contact particulars of team leader and members

Sl. No.	Name & Address	Telephone/Mobile/WhatsApp Nos. & email address	Remarks
1.			
2.			
3.			
4.			

4. Equipment's/Resources assigned to the team

Sl. No.	Name of resource/equipment	Particulars of places where the resources are kept	Remarks
1.			
2.			
3.			
4.			

5. Any other relevant information about the team:



Format: Volunteer's Selection by Core Team

	Age group	Experience	Numbers
• Cordon off	20-45	Yes	10-15
• Control room	30-50	Yes	15-25
• Monitoring	20-40	Yes	10-15
• Security	20-45	Yes	20-30
• Law and order	20-45	Yes	20-30
• Communication	30-45	Yes	15-20
• Traffic regulation	25-50	Yes	20-25
• Search and rescue	25-45	Yes	30-40

Community Policing Resource Center



Micro Mission: 02
(Community Policing)

‘Promoting Good Practices and Standards’



ABSTRACT

Apart from maintaining public order and dealing with crimes, police is required to provide a variety of services to the public on a regular basis. In most police organizations, there is no streamlined system for providing these services resulting in the public visiting police stations and district police officers/ police commissionerates several times and often being sent from one official or office to another. To avoid the delay and harassment caused to the public, some police organizations have developed 'Single Window' approach, notable among them being the 'SAANJH Kendras' of the Punjab Police, Citizens Facilitation Centres of the Mumbai Police Commissionerate and project *Aap ke Liye* of the Pune Police Commissionerate. Project **'Community Police Resource Center' (CPRC)** draws on the good practices of these projects and attempts to present a general model for establishing a separate vertical in the police set-up to provide front end police services to the stakeholders in an efficient, transparent and expeditious manner with the involvement of the local community.

Though the 'SAANJH' project of Punjab and *Aap ke Liye* of Pune have a 3-tier set-up with centers at the district/commissionerate, subdivision and police station levels, we have recommended only a 2-tier set-up, eliminating the one at the subdivision level, for two reasons, viz., the subdivisional police office generally does not provide any service independent of the district and the police station, and elimination of this level will result in considerable cost savings. We recommend the setting up of the centre, designated as

'Community Police Resource Centre' (CPRC), at the district/commissionerate level in the first phase and in the police stations in the second phase.

It is for the State Government/Police Chief to decide what services are to be provided by the CPRCs – on the SAANJH model. The people who are in various committees will have a say in identifying the services to be provided and fixing the time frame for each service. These may typically include providing copies of FIRs, investigation/enquiry reports, police verification reports, etc., by the police station CPRC, while the district CPRC will provide various permissions/NOCs like those for taking out processions, use of loudspeaker, etc. The 47 services provided in the police commissionerates and 27 in the districts of Punjab can act as a guide to select the services. A person can get these services by visiting a SAANJH Kendra anywhere in the state. Details are available in the Annexure on 'SAANJH' attached to this project report. The government may authorize levying of a small service charge to make these centres self-financing and may also bring the centres under the purview of the state's accountability laws as done in the case of 'SAANJH'. The centres will require a special software for their operation and for the integration of the district centre with the branches concerned of the district police office and integration of the district and police station level centers.

Besides providing front end services, the CPRCs will also act as the focal points for community involvement and community policing activities. These centers should



ideally be owned and run jointly by the police and the community. A committee consisting of the police officers concerned, the community members and representatives of other departments concerned (in case such departments have a role to play in the provision of some of the services) will oversee

the functioning of the CPRC. Special/sub-committees may be constituted for special tasks like family counselling, women's safety, senior citizen's welfare, etc. There should be a provision for social audit about the functioning of the CPRC with the usual financial audit.



1 Introduction

The concept of 'Community Policing' means citizens taking lead in identifying the issues of crime/order in their local areas with police playing the role of facilitators for enabling the citizens to attend to those issues. It implies equal partnership between the community and law enforcement agencies. Besides being a philosophy, it is an effective management tool for enhancing the performance of law enforcement agencies and is being tried out by police all over the world. However, in India, having a history of the British using the police to suppress and exploit citizens, community taking lead shall take some time as they continue to fear the police. Further, like most other wings of the government, police organisations have not been providing the citizens their services in a professional and time bound manner. But with the advent of technology, it is changing and police organizations all over the country have adopted various measures to provide such services. The gap between citizens and community which had existed for a long time is now narrowing. Despite various community policing initiatives launched by individual officers or organizations, it is felt that there is need for wider participation of the community in policing. It is a necessity for better police-community relations. Therefore, police must make a sincere effort to bridge the gap by providing various services promptly within a fixed time frame and create platforms for dialogue and collaboration with the citizens on social and professional issues.

2 Background

The Bureau of Police Research &

Development has already published in its first 'Compendium of Projects of National Police Mission' a project report of Micro Mission-02 "**Community Police Resource Centre : Aap Ke Liye or For You**". The project report has dealt with various aspects of Community Police Resource Centres with the twin objectives of (a) providing police services to citizens at one place, and (b) winning over the trust of the community. The project report was based on the 'SAANJH' Centers set up by the Punjab Police and the Call Center set up by the Mumbai Police Commissionerate to provide various services to the public. However, after the publication of the above project in 2014, the Punjab Police has extended the scope of 'SAANJH' Centers considerably. Now, apart from providing a host of services, 'SAANJH' Centers have also started playing a significant role in the community policing initiatives and some professional policing aspects of the Punjab Police. Hence, it has become necessary to provide an updated and more comprehensive model for Community Police Resource Centers (CPRC).

The original model for the CPRC was based on adapting the 'Single Window' concept used by various government departments to provide easier access to services by the public and was initiated at the district level in Patiala (2000) and Ludhiana (2002). It provided for Single Window System in an easily accessible building as a single point of contact for police services. This aimed at reducing harassment and corruption and reduced the 'waiting time' of the public while, at the same time, streamlining and increasing police efficiency in delivery of these services.

This project was renamed and



expanded by the Punjab Police into a program titled 'Community Policing Resource Centre' which aimed at extending the network to the subdivision and the police station levels. It also added consultative committees of citizens to interact with the police officers on issues of concern to the community. Earlier, these committees had existed in a limited manner only, at the mohalla/street level and at the police station level. The addition of the subdivision was a new step. The Punjab Police has, subsequently, been continuously expanding the scope of these Centers which now, under the title 'SAANJH' (meaning 'cooperation/partnership' in Punjabi) Kendras established in a 3-tier structure at the district, subdivision and police station levels, are backed by the legal provisions under the Punjab Right to Service Act, 2011, to provide a variety of services, in addition to being the fulcrum around which the community policing programs of the Punjab Police revolve. They also assist the police in the performance of some professional duties.

Many states later developed similar programs which usually have almost identical objectives and similar methods of processing work and delivering services to the public. For instance, in the district Collectorate of Maharashtra, the desk-handling task has been given to private agencies who bid for the same. They are paid from the money generated through the sale of forms @ Rs 20 each. 'Setu' societies have been formed for this purpose.

Overall, the CPRC Project can constitute a formidable plank for strengthening community policing all over the country and, therefore, there is need to propose a comprehensive model which can be adapted to

the local conditions in any state. Accordingly, this paper outlines a basic model for adaptation of the Community Policing Resource Centre (CPRC).

3 Overview

3.1 Project Title:

'Community Police Resource Centre: (Aap ke Liye' or 'For You') – An Update'

3.2 Vision

The vision of the project is to enlist whole-hearted collaboration of the community, by providing them a platform to communicate and collaborate with the police and seek services across the board. To reach this goal, it is proposed to have institutionalized mechanisms at different levels of police administration. The project visualizes a two-tier mechanism, i.e., district/commissionerate level and police station level. CPRCs can initially be started at the District/Commissionerate level, at stage two these Centres can be started at the police station level all over the country. The vision, therefore, is to bridge the existing gap between the citizens and policemen, and promote healthy co-operation for the common good of both.

3.3 Project Objectives

- To provide time-bound services to the public.
- To provide easy and dignified access to the public to avail police services in a time-bound manner.
- To ensure transparency in service



delivery and public dealing.

- To provide a platform for communication and collaboration between the police and the public.
- To provide a platform for dispute resolution.
- To win over the trust of the community and improve police image.
- To instil community orientation in police working.

4 The Business Case

India is making great strides in the economic field but that is also regenerating conflicts at various levels. The task of law enforcement, therefore, has become very complex and it has been realized that however professional the police may be, they cannot handle these conflicts alone, and co-operation of citizens is essential. The instant model is a concrete step in enlisting the same by providing certain citizen specific services through centres/ counters and to provide a platform for representation of the community to put forth their concerns and participate in decision making, backed by legal provisions. The main objective of the instant community policing model is to bring the citizens and the police together in a non-threatening, friendly atmosphere and to facilitate timely disposal of their various requests against the payment of a nominal facilitation charge, as decided by respective State Government. Such centres can receive citizens, accept their applications, and monitor the provision of the services to them and the disposal of their matters. These centres are envisioned to be linked with the

actual service providing desks, like the District Special Branch (DSB), Police Stations, etc., through software, specially designed for this purpose. The collection of facilitation charge makes it a financially self-sustaining model. Some of the services the Centres shall provide include receiving applications, and their follow up, for:

- N.O.Cs for public meetings.
- N.O.Cs for use of loud speakers/taking out processions, etc.
- Licence for cybercafés/amusement/eating houses/ weapons, etc.
- Passport/character verification.
- General applications/complaints, etc.
- On crime/criminals/general information useful for police.

The Centres will be operated by police personnel, specially trained and sensitized to deal with citizens in a professional and sensitive manner. They shall follow up with the various desks in the SP/SDPO Offices/ Police Stations and act as interface between the police and the citizens.

5 Situational Assessment and Problem Statement

The current scenario in the society is that citizens do not trust the police. The latter has an image of poor service providers, being slow and non-transparent. It leads to citizens visiting various police offices repeatedly and getting disgruntled. Therefore, the vision of community policing, to have citizens as equal partners for law enforcement, is a far cry.



6 Critical Assumptions and Constraints

Fear of police and lack of trust are major constraints. But the current model is a service as well solution provider model that aims at providing specific services in a time-bound manner. Lack of infrastructure and sensitization of the police staff and citizens will be the other constraints in implementation of the project.

7 Implementation Strategy

Providing policing services in partnership with the community in an efficient and transparent manner is an indispensable part of any community policing programme. The CPRC is visualized as an institution/structure where the maximum number of non-crime policing services can be provided to the community at a single, easily accessible point, in a citizen-friendly manner. This aims at reducing harassment or wastage of time of the public and involving the community, who are customers as well as partners of the police in the provision of these services. Community participation in identification of the policing services to be provided, their involvement in the process of delivery and supervision of the process can be a meaningful part of community policing initiatives. It will also constitute a hub for dovetailing other community policing processes, such as existing police-community committees and community policing programmes. It can also work as a nodal place for community-oriented schemes like neighbourhood safety, awareness dissemination to combat domestic violence, drug abuse, other social evils, assistance to senior citizens, disaster risk reduction, legal

aid to vulnerable sections, etc. In short, the CPRC project aims at harnessing community participation to achieve policing objectives in the delivery of services and for partnering with the community in problem solving.

7.1 Establishment of a 2-tier Model

The report recommends adoption of a 2-tier structure for the community policing centre. However, in view of multiple opinions on the subject, it is beneficial to briefly outline the 3-tier model also. The 'SAANJH' model and the Pune experiment '*Aap ke Liye*' have both proposed establishing community centres at three levels, namely:-

- the district/commissionerate;
- the sub-division; and
- the police station.

However, the 3-tier model may not be needed since most police services are provided at the police station or the district level and there are few services that the sub-divisional level can provide independent of the police station or district. Further, in most sub-divisional headquarters, police stations already exist and a separate centre in the immediate vicinity would only be a waste of resources. Additionally, the police station has a number of officials to attend to the duties of CPRCs, whereas the sub-division would have only a single Gazetted Officer, assisted by a handful of subordinate staff, and, hence, would lack the required administrative back-up. The police station would also provide services at a point closer to the community itself. The SDPO can more effectively discharge duties of supervising the centres at the police stations under his jurisdiction, rather than being



himself responsible for running such a centre at the sub-division level. It is, therefore, felt that centres at the sub-division level are not required for a successful CPRC model.

The 2-tier system (eliminating the sub-division) would also bring about considerable savings, financially. If, in certain states, the sub-division alone is in a position to provide some of the special services/assistance, an exception may be made and centres can be established at the sub-divisional level also, but the general prescription is in favour of a 2-tier model and specifically against a 3-tier model. The State/UT Governments and the Police Chiefs may take a final call on this, after taking into consideration the above points and the local requirements. In order to prevent avoidable duplication and wastage of resources, the state would be free to decide the distance at which each centre is to be established. Urban jurisdiction and population density, etc., may require a different spread of these centres, as compared to rural areas.

7.2 Objectives of the Basic Model of Community Policing Resource Centre

The objectives of the CPRC model include the following:-

- Provide the public with a single point of contact for provision of information and services by the police.
- Ensure community participation in identification, delivery, supervision of related work processes.
- Reduce harassment and waiting time of the public for obtaining these services.
- Provide a forum for community policing

activities including community liaison groups.

- Provide a forum for the work of specialised community-based committees, such as for victims of crime, protection of women's and children's rights, etc.
- Utilise the system to streamline police work by making it time-bound, efficient and transparent.

The methods for attaining these objectives have been explained below.

7.3 Charter of Responsibilities of the Centre

For achieving the above mentioned objectives, the CPRC shall be responsible for comprehensive discharge of the following responsibilities:-

- Shall efficiently provide such services to the public as are identified.
- Shall provide a forum for police community interface and working of various types of citizens' consultative committees.
- Shall serve as a nodal point for community-based committees/cells which are capable of delivering assistance to the public in handling special types of problems.

7.4 Community Participation

Involving the community in the provision of such services will enhance the effectiveness of service delivery, reduce costs and enable the community to directly



participate in governance as a whole and the policing processes, in particular. The Centre will provide the community an avenue to identify the services that are of importance, participate in their delivery and oversee and audit the entire process. The relationship between the police and community with regard to the functioning of the CPRC is intended to be close and positive. In this set-up, the police would be able to energise and 'utilise' the community participation to 'sell' the system, by involving the civil society, individual members of the public and the political leadership.

7.5 Methods for Community Participation in the Provision of Services

The community will participate in the following manner:-

- The community and the police will jointly own the CPRCs.
- Identification of services to be provided.
- Deciding the time to be permitted for delivery of each service and the means for reducing overlap, delay and 'red tapism'.
- Problem solving by removing bottlenecks in the delivery of services.
- Providing direct feedback from the public point of view, in order to make implementable and practical suggestions for improvement, through a specially constituted oversight committee. The committee can receive communication from the public through email/post/telephone, etc.

- Auditing and overseeing the efficiency and effectiveness with which such services are delivered in an independent manner.
- Making quarterly and annual reports which will be put in the public domain.
- Assist in undertaking studies and research in the subject.

7.6 Method for Community Participation in Consultative Committees

- Membership of the committees with a desirable ratio of community to police being 5:1 in favour of the community.
- Members to oversee the work of the committees through the following:
 - » Laying down objectives, in consultation with the police.
 - » Deciding the processes to be adopted for working.
 - » Auditing and overseeing work.
 - » Presenting quarterly and annual reports on the working of the committees.

7.7 Provision of Services at the District/Commissionerate and at the Police Station Level

There can be a separate list of services for the District/Commissionerate Level and at the Police Station level, as the Punjab Police has done. An indicative list of services would include the following:-

- Receipt of complaints, provision of copies of complaints and enquiry



reports of complaints.

- Providing copies of FIRs registered and also of final reports filed in particular cases, as per the legal provisions.
- Handling of all types of cases under the RTI Act should be done through a point of contact in this system.
- Provision of information about various pending matters at the police station and the district level to the parties concerned.
- Permission for loudspeakers, processions, general information on any aspect of police work that involves permission being accorded by the police.
- Processing and reports on licences, including arms, petrol pumps, etc.
- Verification for government service, passport, and other such matters.
- Information on various schemes of the police.
- Receipt of information from the public.

The state police forces and/or the police commissionerates may also consider setting up of call centres based on the Mumbai Commissionerate Model. This can be a separate information centre for receiving and providing information over phone on subjects related to the services provided at the CPRC. Its sphere of responsibility shall not overlap with that of the PCR and shall be distinct from it.

7.8 Work Procedure

- A time limit shall be fixed for delivery of

each service. It can be done through an order or enactment of legal provision like in the case of Punjab that has covered the services provided by the CPRC, under the Punjab Transparency and Accountability Act, 2018 (earlier the Punjab Right to Service Act, 2011).

- Responsibility and accountability should be clearly laid down for delivery of each service.
- In case, it is decided to levy a fee for provision of any service (as the Punjab Government has done), the procedure for the same and the amount shall be laid down.
- All the above three procedures shall be prominently displayed at the Centre and on the relevant websites and information regarding who is the authority to be approached for complaints/appeals, etc., shall also be laid down.
- Supervision of each task shall be clearly spelt out and necessary training imparted to the personnel concerned for ensuring effective working.

7.9 Police -Community Interface

7.9.1 General Public Contact Committees

The Centre shall provide a forum for interaction between the police and public, both directly as well as through various citizen-police committees, such as the citizens committees, peace (communal harmony) committees, etc., which exist in many police stations and districts in the country. Meetings of these committees can be held at the Centre



where it is housed in a separate building. However, where such a building does not exist, they may initially be held at the police station, but the records should be maintained as part of the CPRC. The number of committees/cells to be established at the police station and the district level is to be decided by the state government in keeping with the local conditions. However, as a general rule, at least, one committee must be established for each police station area and these committees must discharge certain responsibilities. Apart from dealing with the issues of communal harmony, they must also cater to specific community policing aspects which are specific to particular problems in the area, like committees for traffic issues, dealing with nuisance faced by the public, etc.

The procedure for establishing the committees and conducting meetings and proceedings may be laid down individually by each state in keeping with the local conditions. However, as a general rule, such committees must meet at least once a month. Since this subject has been dealt with in detail in the project report 'Police Community Partnership: An Overarching Model of Community Policing' of MM- 2 there is no need to go into the details here. The connection with the CPRC is to provide it as the single point of contact for all community policing work of such committees. The details of some such committees are given below.

7.9.2 Special Committees

The Community Police Resource Centre should ideally include committees that are comprised of members of the community who are willing to devote their time and effort on a voluntary basis, in coordination with the

police, for solving problems of the community in specific spheres of community life. Experience suggests that committees need to be constituted in the following broad areas:-

- Matrimonial Counselling Committees.
- Protection of Women and Children Committees/Cells.
- Victim Assistance Committees/Cells.
- Senior Citizens' Cells.

These can be established in keeping with the local conditions and taking into account the local customs and needs. In many cases there will not be enough workload or expert knowledge in the community to justify the establishment of these committees at the police station level and, in such circumstances, these should be established at the district headquarters. In certain cases where the district headquarters are not easily accessible these may be established at suitable sub-divisional headquarters.

7.10 Composition of Committees

These committees should consist of civilian members who have expertise in or are active in the respective fields, so that police manpower is conserved. Training of civilian members and police personnel is essential, since these tasks require specialised knowledge and skills to enable achievement of the desired results. Regular record keeping is also necessary for enabling further research. Counselling, etc., should be done by a panel of civilian volunteers with only one police official as a member. This will save manpower and permit the community to perform a more effective role in problem solving. In some



cases, it may be necessary to get additional personnel sanctioned to man these cells and maintain records.

Now most of the state police forces have developed websites and mobile applications for providing a variety of services to the citizens. Such applications are quite helpful in saving the time of public and also in reducing the staffing needs of the CPRCs.

7.11 Funding the Construction and Establishment of District Community Centres

Separate infrastructure is required for establishing the CPRC. The *'Aap ke Liye'* and *'SAANJH'* programs have made specific suggestions for developing infrastructure with the *'SAANJH'* model infrastructure at the police station likely to cost about Rs. 20 lakh each. The *'Aap ke Liye'* proposal involves an amount of Rs.1 crore as the funding required for establishing such a centre at the district level. However, the exact cost will depend upon the services that each state/UT wants to provide through the Centre, and its infrastructure requirements, etc. Hence, each state can work out, on its own, cost of building/commissioning CPRC at the police station and district levels.

It is recommended that the first step should be to establish the district level centre through funds provided by the Union Government/State Government/Municipal Corporations, etc., at the earliest. In case, these funds are provided by the Union Government, they may all be provided in the same financial year, so that the districts can immediately get the project off the ground. The State Government may be asked to

provide the additional personnel required as a precondition for release of funds. The Modernisation Funds, given annually by the Government of India against matching grants from the states, should be kept separate from this project. In the face of other priorities of the state police, failure to do so may relegate the CPRC program to the background. Therefore, the grant should be specific for the construction and establishment of these Centres.

7.12 Funding the Construction and Establishment of CPRCs at the Police Station Level

In many cases the police station level CPRC may not require a separate building and separate office space, near the public waiting area, may be enough. Where such space is not available, it would be ideal to get a waiting room-cum-community centre/office constructed for the police station. This would provide the public with waiting room facilities alongside housing for the centre. The funds for this may be provided in the year following establishment of the district centre. Where the district centres already exist, the police station centres should be established forthwith. The funds for construction should be pursued after the district centres are complete, but the integration of computer systems and posting and training of personnel should commence immediately.

7.13 Integration of Police Station and District Tiers

The defining principle shall be that the maximum documents/information, etc., should be provided at the police station



level itself through a common database link with the District Centre. Therefore, efforts to integrate the police station level should also be undertaken along with the establishment of the District Centres. This will save time of the litigators and ensure that they can obtain the desired information at the nearest point of contact and with the minimum delay. It will also save manpower and time of the police.

7.14 Manpower and Training

The strength required for the district system will be unique and distinct for each district and the size of the police force, depending on the workload expected. At the police station level, 2 additional constables/head constables will be required with one deputed for data entry and generation of reports, etc., and the other for looking after record keeping and the work of the committees. Both should be able to manage the duties of the other in case of absence of either of them. Specific training programs for each task will have to be devised and the personnel imparted necessary training for duties at both the district and the police station levels. The networked system will provide information from the district centre at the police station level and vice versa.

The SAANJH project has scope for fund generation, as the charges for different services have been prescribed; thus, it will be a self-financing model. Such funds are used for staffing and day-to-day recurring expenditure. The expenses from the generated funds are jointly controlled by the police and community representatives.

7.15 Community Audit Reports

The subject of reports has been mentioned above, but merits a separate discussion. The reports submitted by the community representatives involved in overseeing and auditing the provision of services and work of the committees should conform to the following:-

- Should provide an overview of the performance during the quarter/year.
- Point out shortcomings and requirements for better functioning.
- Make recommendations for improvement.
- Provide a road map for the next quarter/year.
- Should be based on appropriate research/study of processes and procedures.

7.16 'Selling' the System

In view of the investment required, the CPRC project can get off the ground only if adequate support is available for establishment of infrastructure, sanction of additional personnel and equipment. For this purpose, it is necessary that the utility of the project be effectively conveyed and accepted both within and outside the department. Only if the political leadership is convinced about the utility of the project, it would be possible to get the sanction for funds, relevant amendment in rules, issue of government orders as well as administrative support. Similarly, acceptance of the project by the civil society, NGOs and media is necessary for its success and for



avoiding controversies. Material highlighting the objectives and benefits of the project should be given wide circulation.

8 Schedule for Implementation

Citizens Facilitation Centre of the Mumbai Police and the 'SAANJH' Centers of the Punjab Police have been working smoothly for several years. Therefore, there is no need for any pilot project. The project should be implemented in a phased manner. During the first phase, the set-up can come up at the district level and during the second phase, they may be set up at the police station level. Network connectivity between the CPRCs at police stations and the district headquarters is an important prerequisite.

Phase I should be completed within one year, with projects to start immediately in the existing SP/CP offices with the available staff who would need special training and basic infrastructure. Phase II should be completed in another two years after Phase-I . It is envisioned that, as the Centres of the police stations become operational, the workload at the District Centres shall reduce. Both the phases can be undertaken simultaneously, too, as the Mumbai Police has already laid the road map. Some revenue districts in Maharashtra and other states, too, have created such Service Centres.

Regular annual external audit shall be an integral part of the project.

9 Monitoring

- Commissioners/District Police Chiefs shall be responsible for setting up and operationalizing the Centres at

the Commissionerate/District level and monitoring them. They shall also pursue the training of the staff and the quality of the services provided.

- Officers in-charge of police stations shall operationalize the Centres/Counters at the police station level and monitor the same.

9.1 Deliverables

- Providing an interface that shall accept, pursue and monitor all applications requesting for police services in non-emergency matters. (For responding to all kinds of crisis, police control rooms exist.)
- Time-bound, better service delivery to the citizens, leading to a satisfied community.
- Providing the community with a say in the services to be brought under the Centre and laying down time limits for the provision of services.
- Improving accountability in provision of front-end services by the police.
- Providing a focal point for various community policing activities.

10 Stakeholders

- Government of India
- State Police
- Commissioner/District/Police Station level police units
- Citizens/local community



11 Work Plan

- Govt. of India notification declaring sponsorship for CPRCs
- State/UT Government notification creating CPRCs and laying down their mandate
- Setting up of the district level CPRCs
- Immediate training of the selected police staff
- Setting up of counters to provide selected services
- Development of software for the purpose and connectivity between the district headquarters and police station level CPRCs
- Linking of the counters to feeder police desks, e.g., district Special Branch for passport verification/clearance, etc.

12 Budget

Phase I envisions CPRC at each district police headquarters in the country/state. Each such centre shall cost approximately Rs. 150 lakh (total cost about Rs. 310 crore for all the districts of the country). It shall involve constructing Centres/creating space for them at the existing Police Hqrs. and providing computers, connectivity, furniture, training of staff, stationery, etc.

13 Conclusion

Establishment of the Community Police Resource Centre, as a separate vertical for police work, will be an effective step in promoting community policing initiatives, apart from streamlining the provision of various services by the police to the community. The above model provides only a general guideline for establishment of such centres, with the details being subject to local conditions.

An **Annexure** containing detailed note on the 'SAANJH' Centers of Punjab, that can be a model for any State/UT to establish CPRCs, is being appended to this report.



SAANJH PROJECT: CONCEPT, HISTORY AND IMPACT

Introduction

The underlying idea behind initiating **Community Policing Resource Centres (CPRC) named 'SAANJH' by Punjab Police** was 'policing in collaboration with the community' and 'motivating people to own a police station, the way they own a school, dispensary or a community centre'.

SAANJH Kendras are established as the **frontend** of the police stations, which are nodal places for police-community extension services. These centres ensure delivery of police services in a time-bound manner; have provision for grievance redressal by registering and processing of public's complaints, and victim relief. SAANJH Kendras function as resource centres for general information, rules and procedures, about policing. These centres provide different police services, for example, copy of FIR, DDR copy of lost articles, registration of complaints, verifications and issue of No Objection Certificates. They also assist victims of crime by helping them in

getting legal aid and compensation. Resolution of disputes (domestic, economic, social) is also one of the prime functions of SAANJH Kendras.

These centers provide easy and dignified access to the public to avail police services and ensure transparency in service delivery and public dealing. They provide a platform for the representation of the community to put forth their concerns and participate in decision-making. These centres act as nodal places for community-oriented schemes like planning for neighbourhood safety and security, awareness generation to combat domestic violence, drug abuse and other social evils, assistance for senior citizens, and legal awareness to the vulnerable sections of the society. SAANJH Kendra is a forum to address the rights of all citizens and sections of the community, encourage community orientation in police working, build the confidence of the people in crime management and improve community-police relations.

The Concept of SAANJH

- An **institutionalized** effort to integrate community policing with the existing policing system.
- It provides space for **police-community partnership** in crime prevention, grievance redressal, victim assistance and information related to law, rules and procedures, civic rights and duties.
- It has a built-in **mechanism of coordination** with civil, judicial and non-government organizations.
- Easy and dignified access of the public to police services



- Transparency in service and dealings
- Improves community-police relations
- Forum to address the rights of all citizens and sections of the community
- Builds confidence of the people in crime management and grievance redressal

The SAANJH has identified the following boundary conditions;

- Community policing is to be seen as **integral to policing per se**. In other words, there will not be separate community policing officers or functionaries; every police officer shall be sensitized to the community policing perspective, equipped with community policing skills and assigned community policing tasks as per his placement.
- Community policing is to be a collaborative effort, channelized through procedures and protocols.
- Community policing is to be a professional rather than a voluntary effort.
- Community policing is to re-establish a link between the police and the community to deliver services in an efficient, equitable and effective manner.

The SAANJH Kendras are based on the philosophy that **community policing is not merely policing for the community or through the community, but policing along with the community**.

BACKGROUND

In 2001, Punjab Police signed a Memorandum of Understanding with **Institute**

for Development and Communication (IDC), a Chandigarh based research organization working on police reforms, to develop a community policing model with a regional approach. IDC conducted thorough field research, seminars and discussions, and came out with an institutionalized community policing model that was initially named Community Policing Resource Centres (CPRC) and later as SAANJH.

In January 2003, after detailed discussions among different stakeholders, Government of Punjab notified the establishment of CPRCs at the district level to provide continuity and sustainability to the ad-hoc community policing initiatives. Other objectives were to provide dignified access to the public to avail police services, ensuring greater community participation in police work, and implementing community-oriented schemes in partnership with the civil society. Initially, these centres were established at the district level – seven districts in the first phase and in the second and third phases in the remaining districts by 2004.

In 2007, to ensure sustainability, a legislative directive for the formation of these centres was incorporated in section 14 of the new Punjab Police Act of 2007.

In 2010, the CPRC programme was extended to subdivision and police station levels and they were named Community Policing Suvidha Centres (CPSCs) and Police



Station Outreach Centres (PSOCs) respectively. Community Affairs Division (CAD) headed by an ADGP and the State Level Coordination and Review Committee (SLCRC) having community representatives were established at the Punjab Police Headquarters to design, develop, implement and monitor community policing programmes and Community Policing Monitoring Units (CPMUs) were set up at the Range level to keep oversee the implementation of the programmes.

Branding of the community policing initiative was envisaged by providing the programme with a unique name SAANJH and the community policing centres at district, subdivision and police station level were rechristened as District SAANJH Kendra, Sub-division SAANJH Kendra and Police Station SAANJH Kendra. The district, sub-division, and police station level SAANJH Committees having community members were also formed to ensure community participation in the management of SAANJH Kendras.

Punjab Government allocated funds for the construction of elegant, well-furnished and IT equipped SAANJH Kendras at subdivisions and police stations. **On October 17, 2011**, the government formally launched the SAANJH programme by inaugurating 115 state-of-art SAANJH Kendras all over the state. **By 2019**, 27 district level, 114 sub-division level and 363 police station level SAANJH Kendras were functional in Punjab.

In 2012, the services provided by SAANJH were brought under the preview of the Punjab Right to Services Act, 2011, to ensure time-bound service delivery and accountability with provisions for appeals and penalties in case of non-delivery of

service within the specified time. **In August 2012, the Government authorized levying of facilitation charges on the services provided by the SAANJH Kendras.** Each SAANJH Kendra is registered as a society with its separate bank account, service tax and income tax numbers. However, they are exempted from income tax under section 12AA of Income Tax Act.

In December 2012, the district authorities were barred from deputing SAANJH staff without permission of CAD on any security, law and order, and, VIP duties, to ensure their availability in SAANJH centres. **In April 2015**, SAANJH advisory boards were constituted to widen the scope of community participation from the grassroots level.

ABOUT SAANJH

FUNCTIONS OF SAANJH

SAANJH is a frontend of the police station and perform following functions:

- **Providing Police Services to the Public: Over the Counter, Web/ Mobile-App**
- **Dispute Resolution**
- **Providing Relief to Victims**
- **Grievance Redressal and Registering Complaints**
- **Providing Police Services to the Public: Over the Counter, Online/ App**

SAANJH police stations have been providing 43 services in Commissionerates and 27 services in



police districts. These services include registration of complaints; verifications for passports, arms licenses, employment, servants/tenants; issue of various no objection certificates, copy of FIR, report of loss of article etc. Time limits for all these services have been fixed under the Punjab Right to Service Act, 2011. Besides performing routine work, e-Summons from the High Court, are being facilitated through SAANJH Police Stations which are further delivered to the people.

- **Dispute Resolution**

The SAANJH Kendras are designated as Dispute Resolution Centers to resolve matrimonial and domestic violence disputes with the assistance of the members of community. Complaints pertaining to NRIs are also being handled by the SAANJH committees. This system is put in place to supplement the efforts of various police units in resolving disputes.

- **Providing Relief to Victims**

SAANJH staff assists victims of crime by providing help in completion of paper work and other procedural formalities to get the statutory compensations from competent authorities (eg. victims of acid attack and atrocities under SC/ST Act, National Solatium Fund Scheme, and Accident Compensation). They also ensure proper handling of victims of crime like rape, crime against women etc. This involves recording of statements of the victims in SAANJH Kendras, counselling by qualified

psychiatrists etc.

- **Grievance Redressal and Registering Complaints**

SAANJH Kendras are the frontend of police stations and have been designated as Complaint Registration Centres for the public to lodge complaints. The status of enquiries in these complaints can be easily monitored by the police officials of various units from the rank of SHO, DSP, SP, SSP/CP, DIG Range, IGP Zone, DGP etc.

UNIQUENESS OF SAANJH

The Community Policing Programme SAANJH has the following features which makes it unique:

Legal Mandate

- Institutionalized and having statutory mandate through Section 14 of The Punjab Police Act, 2007; this has helped in reducing ad hocism (though the main activities are standardized, leaving less scope for the whims and fancies of individual officers, the SAANJH committees are authorized to initiate activities in response to the local requirements);
- SAANJH Kendras are registered under the Societies Registration Act, 1860, with police and public representatives as the members of this society;
- Services delivered under the timeline given by the Punjab Right to Services Act, 2011 (now repealed) and the Punjab Transparency and Accountability Act, 2018.



Self-Financed and Generate Revenue

- SAANJH Kendras work as a society and charge facilitation fee for some services which generates income that is utilized for taking up socially beneficial programs for the community. The income is also used for making the Kendras self-financing besides contributing fifty per cent of the income to the government treasury.

Convergences

- Convergence with Regular Policing: SAANJH Kendras are established at each administrative level of the police department and the police officer in-charge of the respective police unit is the chairperson of the SAANJH committees;
- Convergence with the Community: As they are registered under the Societies Act, each SAANJH Kendra has committees having community members;
- Convergence with Civil Administration: Officials of the civil administration are members in the SAANJH Committee at each level; and
- Convergence with Information and Technology: SAANJH Kendras throughout the state are well equipped with IT infrastructure and networked to a central server. These provide services through the SAANJH Portal and various mobile applications. The Central Server, that runs round the clock, has been set up at Ludhiana, is the main bedrock of this project. Its operations,

maintenance and upgradation have been outsourced to a company that has deputed 20 staff exclusively for this. As and when required, the technical team of the company also visits SAANJH Kendras to assist and resolve technical issues at the ground level. Apart from providing services through single window system, SAANJH Kendras are providing online services as well. For availing online services, the following people friendly Apps have been developed:

- **Know Your Police APP**
- **PP SAANJH APP**
- **Shakti App**

Regular Audit

- Under the Societies Registration Act, 1860, SAANJH Kendras go through an annual financial audit, and for evaluation, there is regular third party social audit of SAANJH Kendras.

Mandatory and Meaningful Community Participation

- Participation of the community has been made integral by formation of Committees and Advisory Boards at each level of its administrative units;
- Community representatives have voting right and a say in every financial and administrative decision of the SAANJH Kendra as every decision has to be taken through a resolution of the committee with a majority vote. The cheques of the bank account of SAANJH society are to be jointly signed by the community representative also;



- Majority of the members of community policing are ex-officio, reducing the scope of political interference.

Resource Material and Training

- “Community Policing Programme in Punjab: A Guide”, “Community Policing Programme in Punjab: Handbook on Community Police Centres” about setting up of SAANJH, “Manual for SAANJH Committee and Advisory Board” that defines the procedure for selection and dismissal of members, their role and functions have been published by Punjab Police. A module on “Community Policing

Programme: SAANJH has been developed for training at **Punjab Police Academy Phillaur** by the **Institute for Development and Communication** which also organizes regular residential programmes for the SAANJH personnel.

ADMINISTRATIVE STRUCTURE

SAANJH has a five-tiered vertical administrative structure. Horizontally, each tier has multi-sectoral linkages with the government departments and the community. Each sector is woven into the functions of the tier.

Administrative Structure

State Police Headquarters	State Level Steering Committee
	Community Affairs Division (CAD)
Range Offices	Community Policing Monitoring Units (CPMUs)
District Police Headquarters	District SAANJH Committee and Advisory Board
	District SAANJH Kendra <ul style="list-style-type: none"> • Grievance Redressal Unit • Police Services-cum-Information Unit <ul style="list-style-type: none"> » NRIs & Foreign Counter » Crime Prevention Counter » Verification and Permission Counter » RTI Counter » Traffic Management and Information Counter • Legal Aid and Victim Relief Unit
	<ul style="list-style-type: none"> • Sensitisation and Dispute Resolution Unit • Gender Dispute Resolution • Economic Dispute Resolution • Social and Political Conflict Resolution



Sub-division Police Offices	Subdivision SAANJH Committee and Advisory Board
	Subdivision SAANJH Kendra <ul style="list-style-type: none"> • Police Services- cum-Information Unit • NRIs & Foreign Counter • Gender Dispute Resolution Unit
Police Stations	Police Station SAANJH Committee and Advisory Board
	Police Station SAANJH Kendra <ul style="list-style-type: none"> • Police Services-cum-Information Unit • Gender Dispute and Social Conflict Resolution Unit

Police Headquarters: Community Affairs Division (CAD) and the State Level Steering Committee

At the police headquarters level, SAANJH is managed by the Community Affairs Division (CAD), headed by an ADGP, and the State Level Steering Committee that provides policy guidelines, support for capacity building and strengthens systems for planning, management, participatory and integrity mechanisms. An Inspector General of Police monitors, evaluates and looks after the administrative and office work concerning the functioning of the SAANJH Kendras across the State.

Range Offices: Community Policing Monitoring Units (CPMUs)

Range level CPMUs keep oversight over the implementation and execution of the community policing programme in the districts falling under the Range.

District Police Headquarters: District SAANJH Kendra and District SAANJH Committee and Advisory Board

At the district level, District Community Police Officers (SPs/DSPs) are the supervisory

officers. District SAANJH Committee with District SSP as chairperson, and officials of civil administration and public representative as members, look into work and other affairs of the District SAANJH Kendras. An Inspector, assisted by other staff, manages the SAANJH Kendras and also ensures their networking with other government departments and other SAANJH Kendras at the Subdivision and Police Station level. It also streamlines the training of all the SAANJH personnel at the district level and coordinates with the Subdivision and Police Station SAANJH Kendras. Following are the different units which work at the district level SAANJH Kendras and provide different police, redressal, and relief and referral services:

Grievance Redressal Unit: registers complaints of the public and get them redressed

Police Services-cum-Information Unit

- **NRIs & Foreign Counter:** registration of arrival and extension of visa
- **Crime Prevention Counter:** registration of reports and copy of FIR/



- DDR
- **Verification and Permission Counter:** passport, arms, service related verification and permission for fairs and processions
 - **RTI Counter:** Information under the Act
 - **Traffic Management and Information Counter:** Committee meeting for traffic management and payment of challans.
 - Legal Aid and Victim Relief Unit
 - Sensitisation and Dispute Resolution Unit: Counselling for dispute resolution
 - » Gender Dispute Resolution
 - » Economic Dispute Resolution
 - » Social and Political Conflict Resolution

**Subdivision Police Offices:
Subdivision SAANJH Kendra, SAANJH
Committee and Advisory Board**

At the subdivision level, the DySP is the chairperson of the Subdivision SAANJH Committee that has officials of civil administration and public representatives from the subdivision as members. Inspector/ Sub-Inspector in-charge and other staff manage the SAANJH Kendra and also ensure the centre's networking with other government departments and other SAANJH Kendras. Following are the different units which work at the subdivision level Kendras:

S. No	Name of Service
1	Renewal of Arms Licence
2	Renewal where Licensee has shifted his Residence

- **Police Services-cum-Information Unit**
- **NRIs & Foreign Unit**
- **Gender Dispute Resolution Unit**

Police Stations: Police Station SAANJH Kendra and Police Station SAANJH Committee and Advisory Board

At the police station level, the Station House Officer is the chairperson of the SAANJH Committee that has officials of civil administration and public representatives from the police station area as members. An assistant sub-inspector and other staff manage the work of the Kendra and also, ensure centre's networking with other government departments and with other SAANJH Kendras. They have the following units:

- Police Services-cum-Information Unit
- Gender Dispute and Social Conflict Resolution Unit

Police Services available at SAANJH Kendras

- The SAANJH Kendras have been providing 43 services in Commissionerates and 27 services in other 24 police districts. Time limits have been fixed for delivery of all these services under the Punjab Right to Service Act, 2011 (now repealed) and Punjab Transparency and Accountability Act, 2018.



3	Renewal where Adverse Report is Received
4	Renewal of Arms Licence (Applying after Due Date)
5	Addition/Deletion of Weapon
6	Entry of Weapon on Arms License
7	Extension of Purchase Period of Weapon
8	Registration of Foreigners (Arrival/Departure)
9	Extension of Residential Permit of Foreigners
10	Copy of FIR or DDR
11	NOC for use of Loud Speakers
12	NOC for Fairs/Melas/Exhibition/Sports Events
13	Stranger Verification
14	Tenant/Servant Verification (Local Area)
15	Tenant/Servant Verification (Other Districts/State)
16	Other Verifications Related Service
17	Copy of Untraced Report in Road Accident Cases
18	Copy of Untraced Report in Cases of Stolen Vehicles
19	Copy of Untraced Report in Theft Cases
20	NOC for Pre-Owned Vehicles
21	Service Verification (Residents of Punjab)
22	Character Verification
23	NOC Issuance/Renewal of Arms Licence Dealer
24	NOC for Setting up of Cinema Hall
25	Passport Verification
26	Verification for Fresh Arms Licence
27	Acknowledgment of Complaint
28	Information of Action taken on Complaint
29	MRG Enquiry in Case of Loss of Passport Abroad
30	Other Services related to Passports
31	Counter-Signing of Documents
32	Issue of New Arms Licence
33	Issue of Duplicate Arms License
34	NOC for Sale of Weapon
35	Application for Extension of Jurisdiction (PB)
36	Cancellation of Arms Licence on Request
37	Change of Address in Arms Licence
38	Appointment of Retainer of Weapon
39	Addition/Deletion of Retainer in Arms Licence



40	Change of Bore of Weapon
41	Permission for Deposit of Weapon in Case of Death
42	Permission Sale/Transfer of Weapon in Case of Death
43	Permission of Addition of Cartridges

All the 294 SAANJH Kendras (27 District, 114 Subdivision and 153 Police Station level) are fee collection centres for the services rendered by them.

IMPACT OF SAANJH KENDRAS

IMPACT ON SERVICE DELIVERY

- The SAANJH Kendras are providing 43 police-related services in the jurisdiction of three Police Commissionerates and 27 in police districts within the prescribed time frame thereby ensuring efficient, timely and accountable service delivery;
- All the SAANJH Kendras are linked to the state-wide IT platform and a centralized server. This enables centralized access to the uploaded data and helps in providing hassle free services to the citizens;
- The citizen's from any part of the State can approach the nearest SAANJH Kendra for obtaining information/services from any Police Station in the State.

IMPACT ON WORKING OF POLICE STATION

- A police-public committee constituted for each SAANJH Kendra handles multifarious work of these centers especially the resolution of disputes. It has also reduced the burden of Police Stations by taking away certain

functions of police station like issue of verification, no objection certificates and police clearance certificates etc.

IMPACT ON COMBATING SOCIAL EVILS, AWARENESS ABOUT RIGHTS

- Women safety is a key objective of this project and an 'App' named SHAKTI has been developed for this. It can be used by women/girls in any unsafe situation for seeking police help.
- The SAANJH committees hold regular public meetings/seminars to educate common people about social evils and socially relevant issues. They also conduct campaigns and educational programmes in schools and colleges to spread awareness especially on the following issues:
 - » Dissemination of information like traffic rules, rights of citizens etc.
 - » Arranging campaigns to curb drug menace.
- SAANJH Kendras also serve as centres for dissemination of information about specialized services such as free legal aid, victim relief processes and measures by different authorities including those relating to award of compensation to the victims of certain types of offences.



IMPACT ON DISPUTES RESOLUTION

- SAANJH Kendras are also platforms for partnership of the community with the police in planning and implementing locally relevant community oriented projects. SAANJH Committees have co-opted experts like lawyers, psychologists and counsellors in the panels for resolving disputes pertaining to women, children, and senior citizens.

IMPACT ON SOCIAL CAPITAL AND POLICE PUBLIC RELATIONSHIP

- SAANJH Kendras at the police station level enables every citizen to approach these centres for delivery of services and dispute resolution. It also provides a platform for multifaceted interaction between members of community and police where the trained SAANJH staff interacts with the citizens at the front end while the police stations provide services at the back end.

IMPACT ON POLICING PHILOSOPHY

- SAANJH Kendras have deliberately been integrated with local police set up by having local SSPs, SDPOs and in-charges of police stations as chairperson of the SAANJH Committees at district, subdivision and police station level respectively. The entire SAANJH staff is on deputation from police for a fixed period and who after their tenure go back to core police working and new police officials from these units are trained and posted to the Kendras. This has been done deliberately so that majority of the police force should have orientation in community policing

projects, especially, in running the Kendras. This gives a new perspective and orientation to the police personnel.

IMPACT ON CRIME PREVENTION, DETECTION AND POLICE MANAGEMENT

- SAANJH system is rendering help to various police units of Punjab Police in prevention and detection of crime.
- **Checking of vehicles lying in Police Station 'Malkhanas'** – A number of vehicles – stolen, recovered, challanned etc. – are lying in police station Malkhanas. There is a centralized registry of stolen vehicles from all over the country with the National Crime Records Bureau. A special campaign was launched where the SAANJH Kendras staff procured details of vehicles lying in various Police Stations and matched these with data of stolen vehicles of NCRB and data of vehicles registered with the State Transport Commissioner. It is often observed that the vehicles stolen from one Police Station are lying as unclaimed in some other Police Station and thus remains undetected. Now this possibility has been eliminated by the above mentioned system developed by SAANJH. The data of vehicles stolen from Punjab w.e.f. 2011 is also maintained at SAANJH, which is provided to field units and police on naka duties. This again helps Police Station staff in prevention and detection of crime.
- **Integrated Toll Plazas** – The 'SAANJH' Wing of Punjab Police has developed Integrated Traffic Management



Software (ITMS) for monitoring and control of traffic at various toll plazas through a centralized system. Eight traffic aid posts fully equipped with IT paraphernalia have been established at eight toll plazas at different places. This provides access to vehicular database of the toll plaza on a real time basis to the SAANJH server which has data of stolen vehicles of Punjab and hence any stolen vehicle passing through these toll plazas can easily be detected.

In addition, SAANJH server also has access to the vehicle database of State Transport Commission. The criminals after committing crime generally use fake numbers on registration plates and with the help of the above mentioned system, they can be easily detected and the criminals apprehended. So far, 63 stolen vehicles have been detected at these Toll Plazas.

Integration with CCTNS – The citizen portal of SAANJH has been completely integrated with CCTNS system. The citizen portal of CCTNS is importing data from SAANJH server which has been made possible due to the organised data stored by the SAANJH server. This has saved lot of efforts of CCTNS system. It has also saved precious time and financial resources of IT&T wing of Punjab Police.

- **Updation of FIRs** – SAANJH system is also providing immediate display of FIRs on the website of Punjab Police which has been mandated by directions of Hon'ble Supreme Court of India.

- **Information Sheets** – Rule 23.17 of The Punjab Police Rules, 1934 deals with the information sheets of the accused persons. Information sheets are issued from the Police Station in which case is registered and sent to the Police Station in whose jurisdiction the accused resides. Earlier, copies of information sheets were issued and received manually through special messengers, which resulted in delays, and wastage of manpower and money. Now the details pertaining to information sheets are being sent and received online through 'SAANJH' Network – 8700 information sheets have been dispatched and received via SAANJH network since 26.10.2017.
- **e-Summons:** Besides performing routine functions, e-Summons from the High Court is being facilitated through SAANJH Kendras which are further delivered to the people. These centres have received **2691** summons till date.

From the above mentioned details, it is evident that in addition to delivery of services to people, SAANJH staff is also helping police units in carrying out regular police functions like complaint handling, victim relief, crime prevention, detection of crime, law & order duties etc.

QUANTIFYING SAANJH

- SAANJH programme is an institutionalized set up of management of 27 District SAANJH Kendras (CPRCs), 114 Subdivision SAANJH Kendras (CPSCs), and 363 Police Station SAANJH Kendras (PSOCs) in the State.



At present, SAANJH police stations are staffed with 1646 personnel.

- The members of the community involved in public dealing at the SAANJH Kendras and police officials are regularly being imparted special training regarding the concept of SAANJH Kendras, their day to day management; it also aims at providing requisite soft and management skills which have been developed for the SAANJH project.
- Nearly sixty thousand people belonging to different strata of society are members of these SAANJH Committees and SAANJH Advisory Boards.
- The SAANJH server maintains database of following (as on February 2018):
 - FIR's - 5,69,040

- Missing documents - 15,89,549
- Missing mobiles - 14,32,442
- Passports - 31,43,800
- Complaints - 12,16,596
- Verifications - 8,43,513

This database is being used for prevention and detection of crime by various police units. The SAANJH control room is functioning round the clock and various field units of Punjab police keep approaching SAANJH control room to get details of crime and criminals from its database. This provides immediate help to field units in prevention and detection of crime.

5. **1,36,26,162** different citizen-centric police services have been delivered to public ever since its inception.

Services Delivered by SAANJH

2011 (17.10.11)	2012	2013	2014	2015	2016	2017	2018	2019	Total
168229	921594	1245147	1655462	1850625	1801354	2224766	2265514	1493471	13626162

6. **67,095** disputes have been resolved with the help of police-public committees constituted at each SAANJH

police stations since 17.09.2012.

7. The following are the details of Victim Compensations facilitated by the SAANJH staff:

Detail of Victim Compensation

S.No.	Nature of Victim	2017	2018	Aug 31, 2019	Total	Compensation Received in Cases
1	Untraced Accident Cases	1572	2020	2379	5971	37
2	SC/ST Act, 1989	58	80	91	229	5
3	Acid Attack Victims	10	13	18	41	3
4	Victims of General Crimes	685	862	1067	2614	9
Total		2325	2975	3555	8855	54



8. SAANJH police stations have taken considerable load off various police units. For example, since inception till 2017, **12,16,596** complaints were handled by the SAANJH system.

Conclusion

SAANJH project of Punjab Police is one of the most successful community policing programmes which has changed the concept of delivery of police services to public through partnership with the community. It not only brought transparency

and efficiency in providing services to public but also transformed the perception of police by making police services accessible to public over the counter and online from anywhere in the state. The common man has benefitted immensely by SAANJH as he can access all important non-crime police services without going to a police station. As a frontend of the police stations, SAANJH Kendras have helped to bridge the gap with community which suffered alienation due to the long period of terrorism. The services it provides can match global standards.

Safe City Indicators



Micro Mission: 05
(New Processes - Process Re-Engineering)

‘Promoting Good Practices and Standards’



PROJECT : SAFE CITY INDICATORS

1 Introduction:

The evolution of civilization is blended with urbanization and industrialization. Industrial revolution in the 18th and 19th centuries resulted in the creation of huge factories. These factories brought together enormous capital, machinery, raw materials and people to ensure large scale manufacturing and reap the benefits of economy of scale. Development of factories also resulted in migration of people from rural areas to growing urban conglomerations, known as cities and towns.

Cities and towns provide great opportunities to people to grow and fulfill their aspirations. Industrialization also resulted in vast employment opportunities in the form of auxiliary services like trade, commerce, banking, etc. Growing cities also provided better living standards in terms of educational facilities, healthcare, recreation and several other multi-faceted intellectual pursuits to attract people. Today, this has resulted in the emergence of huge mega cities which are the nerve centers of all economic activities of a nation.

For the first time in history, there are more people around the world living in cities than those living in rural areas. It is not surprising to know that the level of urbanization in western countries is more than 75%. Although India is essentially a rural country, the urban population has been growing at a phenomenal rate, as seen from the fact that, in 2019, there were more than 600 cities with a population of one lakh or

more. While this global migration to urban areas is improving the living standards, health, and prosperity of these citizens; it also brings challenges to a city's infrastructure, resources, security procedures and emergency response systems. Meeting these challenges will be critical to the success of cities in the decades that follow.

2 Overview:

2.1 Safe City Indicators:

Safe city means different things to different people. There is no universally accepted definition of a safe city. Therefore, the conceptualization of safe city varies from city to city and country to country.

One common accepted definition would be-city which is livable, sustainable, inclusive, tolerant, technologically progressive can be called as safe and secure city.

2.2 Vision:

Public safety has emerged as an important function for governments across the world. It refers to the duty and function of the state to ensure the safety of its citizens, organizations and institutions against threats to their well- being as well as the traditional functions of maintenance of law and order. With more than half the global population today living in urban areas, safe city is increasingly being considered essential in ensuring secure living and prosperity. The basic principles of good governance must find direct application

in any urban safety strategy, aimed at reducing and preventing common problems of crime and insecurity.

2.3 Purpose of the Project:

The purpose of the project is to develop initiatives in the form of a series of approaches and strategies to enhance safety and security in cities. The United Nations, through its Habitat Agenda on Human Settlements has developed the following broad purposes in the form of building blocks to create safe cities:

- **Building urban safety through urban vulnerabilities reduction:** The UN Safer Cities programme defines vulnerability as the probability of an individual, a household or a community falling below a minimum level of welfare (e.g., poverty line) or the probability of suffering physical and socio-economic consequences (homeless or physical injury) as a result of risky events and processes (as forced eviction, crime or flood). Paying special attention to urban vulnerabilities and violence shall reduce the probability of crime and ensure a secure and safe city

environment.

- **Building urban safety through urban planning, management and governance:** Sustainable urbanization by emphasizing inclusive and participatory urban planning, and local development practices, incorporates policy-making and strategy development. This, in turn, promotes institutional and organizational development, resource planning and management, in order to enhance efficiency in governance.
- **Improving the governance of safety:** Enhancing urban safety and social cohesion are issues of good urban governance. They intend to create a city where safety is improved for its citizens and neighborhoods, where there is fearless interaction among people and groups. These are prudent aspects of good governance which create an enabling environment for the inhabitants of the city, allowing improved quality of life and fostering economic development.



Figure: 1

'Promoting Good Practices and Standards'

2.4 Project Objectives:

Safe cities are an essential pillar supporting the economic development of country throughout the world. They provide the security and safety required to protect citizens from crime and terrorism as well as mitigate, as much as possible, the impact of natural disasters and other threats. A successful safe city solution should support

a city's security agencies, fire and rescue departments, public health and social service departments, before, during and after an event and integrate the disparate technologies and government departments responsible for citizen safety.

The challenges faced by a city can be illustrated by the following diagram;



Figure: 2

3 The Project:

3.1 Drivers for safe city in India

Public safety has always been an important function for the Indian Government. However, with the change in global priorities and few other factors, 'safe city' is increasingly being considered essential to ensure a secure living and prosperity of the people. The key contributors which have contributed to increased focus on 'safety of cities' are as follows:

3.1.1 Crime Rate

The main purpose of implementing the safe city project is to reduce crime and induce a feeling of safety among the citizens. It also aims to deter crime by creating a fear of consequence in the criminals. Currently, the NCRB data reflects a high rate of crime throughout the country. As per Crime in India 2019¹, it an increase of 1.3% in registration of cases over 2017 has been observed in India.

¹ Crime in India 2019, Published by NCRB



3.1.2 Urbanization

This fast paced urbanization is pressurizing the existing civic infrastructure leading to a competition over scarce resources in the cities. This has a direct correlation with the number of crime cases and, thus, accentuates the need for implementing a safe city project.

3.1.3 Disaster and Terrorism threats

Natural disasters and terrorism pose major threats to both life and property. Implementation of 'safecity' programme (integrated with emergency response and disaster management facilities) will help deploy advanced information and communication systems. These can significantly reduce the number of casualties as well as economic loss.

3.1.4 Socio- Economic Factors

Social, financial and political importance of regions are also among the most critical elements while considering the implementation of safe city projects. There is need for the enforcement agencies to bring the security mechanism of significant places that are noteworthy contributors to The political, cultural and commercial mosaic of the nation, up to international standards.

3.2 Sponsor

The Bureau of Police Research and Development, Ministry of Home Affairs, Govt. of India, will be the sponsor for this project.

3.3 Financial Benefits

The project, **Safe City Indicators**, is designed to rate different cities on various safety parameters. Cities which have robust physical and technological infrastructure may get additional funding to improve the quality of life for the citizens. Increased budget and funding through local bodies, State Governments and Government of India will help the cities to improve safety parameters after ranking. CSR could be another source of funding.

4 Safe City Indicators

4.1 Various agencies have developed parameters / indicators to rank cities as safe/unsafe. Some of the parameters considered by various agencies are as follows:

- The Ministry of Housing and Urban Affairs, Government of India, based on its 'Ease of Living Index" 2018 survey, considered three parameters – the best surveillance, low crime rate and better enforcement.
- The Economist Intelligence Unit considers mainly four parameters, namely, digital security, health security, infrastructure security and personal security.

The rankings of the cities through Safe City Index were done by Economist Intelligence Unit for the year 2019. The Safe City Index, 2019, is provided in **Annexure-I**.

4.2 After a careful analysis and deliberations, the Core Group formed by the BPR&D has developed the



following eight indicators:-

4.2.1 Personal Safety Indicators

Personal security considers how at risk citizens are from crime, violence, man-made threats and natural disasters. Input indicators, in this domain, take into account policies and decisions such as the level of police engagement, the use of data-driven crime prevention, the overall political stability of the country where each city is located.

Combating crime and reducing insecurity is essential if development and growth is to occur. Where there is fear, there is no hope. And where there is no hope, there is little opportunity to reduce poverty and improve lives. Personal safety indicators include the following:

- Safety from violent crimes
- Safety from property offences, like theft, burglary, etc.
- Women & Children safety
- Safety to Senior Citizens
- Safety of children in educational institutions
- Safety of women at workplace
- Protection of vulnerable sections like SC/STs, Minorities, etc.

4.2.2 Socio-Economic Security Indicators

Safety and security is pre-requisite for socio-economic development of any nation. Economic frauds and corruption eat away vital financial resources which otherwise would have been used for the well-being of citizens. There is need for robust mechanism to prevent

and investigate economic offences.

Apart from economic offences, drug trafficking and human trafficking erode social fabric of the society. The rise in crime related to drug trafficking in cities is alarming in Indian cities. The end result of drug trafficking is degeneration of the youth. Organized crimes such as extortion and contract killings are a regular feature in some of our cities. Socio-economic security indicators are as follows:

- Organized crime networks
- Drugs – Availability and consumption
- Human Trafficking
- Extortions and Hafta (Protection Money) culture
- Gambling in all its forms

4.2.3 Institutional Safety Indicators

The rule of law is the foundation of a just and democratic society. It requires a fair and effective criminal justice system in which the police have a central role to play. The police is also the most recognizable face to the State and a police station is invariably a citizen's first point of contact in an hour of crisis. We expect police persons to protect our lives and liberties, enforce the law and maintain peace and harmony in the society. The sheer range of duties and tasks assigned to them require both, adequate and modern infrastructure, as well as sensitive and well-trained personnel. We need to build capacities of our police persons for not only upholding the law but also in constitutional conduct and compassionate handling of crises involving all sections of citizens.



Police public ratio and police response time are key indicators for safe environment in cities. Well trained and highly motivated police can transform any city to achieve reasonable safety standards. The institutional safety indicators are:

- Police-public Ratio
- Police Response Time
- Community Policing Scenario
- Surveillance Mechanism
- Conviction Rate

4.2.4 Traffic And Road Safety Indicators

Traffic management problems, which are assuming alarming proportions in the cities of the industrially advanced countries, are being experienced in Indian cities also. It is owing to unprecedented rise in population and phenomenal growth of vehicles in almost all the Indian Metropolitan Cities. The enormous vehicular growth, without commensurate development in road infrastructure, has led to traffic congestion, pollution, longer journey time and increased road accidents. Therefore, the greatest challenge for civic authorities and police in these cities is traffic management on par with provision of civic amenities and security to the citizens. Following are Traffic and Road Safety Indicators:

- Road Safety – Road Accidents per Lakh Population
- Traffic Congestion
- Compliance with Traffic Laws
- Traffic Management Practices
- Traffic Policemen / Vehicle Ratio

4.2.5 Digital Security Indicators

Digital security assesses the ability of urban citizens to freely use the internet and other digital channels, without fear of privacy violations or identity theft. On inputs, cities are scored on their awareness of digital threats, the level of technology employed and the existence of dedicated cyber-security teams. On outputs, the index measures the risk of local threats and the estimated number of computers infected with a virus. One indicator was replaced in this domain (frequency of identity theft) with risk of local threats with a view to use a stronger dataset and remove inherent scoring biases due to a paucity of data. Following are digital security indicators:

- Cyber Security
- Credit Card Frauds
- Data Security
- Availability of Technical Staff

4.2.6 Infrastructure Security Indicators:

Infrastructure security considers the built environment, such as city infrastructure and its vulnerability to disasters and terrorist attacks. On inputs, the index takes into account sub-indicators, such as the quality of infrastructure as well as the enforcement of transport safety, while on outputs the number of road traffic deaths is included, as well as the number of terrorist attacks on facilities and infrastructure. Natural disasters and terrorism (including the anti-national activism of groups like the naxals, ULFA, etc.) pose major threats to both life and property. In most cases, the response of the concerned authorities to natural disasters and terrorist



activities is more reactive than proactive. While a lot has been done in terms of post-event mitigation mechanism, preventive measures still have some ground to cover. As mentioned above, Implementation of a safe city programme (integrated with emergency response and disaster management facilities) will help deploy advanced information and communication systems. These can significantly reduce the number of casualties as well as economic loss. Infrastructure security indicators are as follows:

- Protection from natural disasters
- Protection from terrorist attacks
- Protection and maintenance of public properties
- Robust investigation mechanism

4.2.7 Health and Hygiene Security Indicators:

Health security measures- how cities fare in terms of environmental policy (design and implementation), as well as the level and quality of healthcare available to residents. On inputs, cities are scored based on their environmental policies and access to and quality of healthcare services. Output indicators include air and water quality, life expectancy, infant mortality and other sub-indicators.

Living conditions are crucial for human security since inadequate dwelling, insecurity of tenure and insufficient access to basic services all have a strong negative impact on the lives of the urban population, particularly the urban poor. Spatial discrimination and social exclusion limit or undermine the rights

to the city and to citizenship.

Following are some of health and hygiene security indicators:

- Air And Noise Pollution Levels
- Availability of Water And Electricity
- Sewage And Garbage Disposal
- Adequate Health Services
- Trauma Care And Emergency Medical Services
- Ambulance Facilities

4.2.8 Infrastructure to Cope With Pandemics

Pandemic diseases, such as Novel Corona virus, have adverse effect on life, in many ways. Many a time, pandemic rapid acceleration causes government to halt most individual, social, economic and industrial activities. During pandemic times, the infrastructure and resources of any city are put to stress and ultimate test. Preparation and handling of pandemic is a key indicator for resilience of any city.

Following are the indicators for Infrastructure to cope with pandemics:

- Mass health facilities
- Availability of equipment like ventilators, beds and surgical equipment, etc.
- Testing facilities
- Community halls and centers for migrant population
- Feeding masses

- Sanitation and healthcare
- Water supply and electricity
- Internet connectivity
- Containment apparatus



Figure: 3

5 Critical Assumptions And Constraints

The concept of a safe city is built on the understanding of its benefits and its role in overcoming the challenges. The thorough process for such a concept is newly emerging, and in order to ensure its faster, countrywide acceptance as well as application, it is important to understand the concept behind making cities safer in all its attributes. Both policymakers as well as solution providers are aggressively trying to obtain a better understanding of the obstacles that may hinder its quick adoption, and the capacity of the initiative to counter threatening situations (such as crime, terrorism, etc.) while

contributing to better city traffic management in an ever evolving scenario, where predictable or unpredictable events affect the lives of the people.

Conceptualizing the project with all its attributes, keeping in mind factors such as the rule of the land as well as the governing policies, and ensuring that the designed system produces the desired results, has always played a critical role in any project life cycle. Planning and strategizing a safe city project is no different.

Some of the typical challenges that originate during this stage are as follows:

- Lack of understanding of safe



city projects and its benefits after implementation

- Identification of the functional expectations from the system
- Lack of a consolidated roadmap for planning and executing the project
- Lack of a synergized approach due to limited coordination among policymakers while adopting a countrywide approach towards the safe city concept
- Limited involvement of all agencies responsible for maintenance of law, infrastructure creation as well as governance, i.e., state police, state municipal corporations, public works department, etc.

6 Implementation Strategy

6.1 Quantifying Safe City Indicators:

In order to rank cities on safety parameters mentioned above, it is important that a quantification model should be developed. Ranking each parameter on the scale of 1 to 10 through the following framework may be adopted.



6.2 Prevention

To be able to provide reliable and comprehensive security measures to predict threats and hazardous situations. City authorities must be able to take measures to prevent threats from occurring in the first

place. Simulation and forecasting technology, based on big data mining, can help the relevant authorities to predict public threats and support police and military assets to prevent the event before it begins

6.3 Detection

The public-safety organizations should be able to collect, share and analyze the data more effectively to provide early warnings and raise situational awareness. Sensor systems in the city may help to proactively gather information. This may include video surveillance cameras, CBRNE (Chemical, biological, radiological and nuclear) sensors, gunshot-detection sensors, and weather sensors. The type of sensor used is determined by the scope of the safe city project and how much interoperability is required. Information can be used to provide early detection and alerts when events occur. Increasingly, sensors include “listening” to social media for relevant postings by netizens.

6.4 Response

The key organizations in the city should be able to react to security threats in real time. City authorities must focus on preventing an adverse event from escalating. Safe City projects should enable an effective response by using a consolidated ICT platform to provide a common operational picture to all the relevant agencies, including law enforcement, public health, fire and rescue services; and to allow the critical communication systems of these agencies to interoperate. This will help to raise the situational awareness for each of the responding agencies, and their command, control and coordination.



6.5 Recovery

This aspect helps provide post-event examination and analysis, identify victims and provide assistance in rescue actions. After an event, city authorities must be able to quickly examine and analyze all data received from the relevant sensor systems. This supports the subsequent search for suspects as well as the process of building a case based on incriminating evidence. Information can also be used to facilitate rescue actions, and the identification and assistance processes for both victims and survivors.

6.6 Stakeholders

The stakeholders for this project are:

- Bureau of Police Research and Development, Ministry of Home Affairs, Government of India, which actually ranks the cities based on indicators developed in this project.
- NITI Aayog
- Ministry of Housing Urban Development, Government of India
- State Governments and Union Territories
- Metropolitan / Municipal Corporations
- Local Urban Development Boards

6.7 Related Projects

6.7.1 Nirbhaya Safe City Project (2018)

While globally safe city is an evolving concept, MHA has issued directives to states

on measures to be taken to curb crime against women and improve safety of women. In this context, as a part of initiatives under the Nirbhaya Fund Projects, Safe City project is a pilot initiative for large metro cities. Currently, in Phase-1, 8 metro cities have been taken into consideration. The objective of the Nirbhaya Safe City is ensuring the security of women in metro/large cities by strengthening:

- Civil amenities for women in public places
- Facilitating easy access for women to law enforcement agencies, counsellors and legal assistance
- Enhanced use of IT in surveillance in hotspots, tracking of offenders and response to women in case of (sexual) assault
- Community Sensitization on Gender issues, esp., on sexual assault matters relating to awareness on safety measures, reporting of assault and community support for victims

6.7.2 Megacity Policing

The Megacity Policing plan was introduced by the government under the MPF scheme in 2005, with an allocation of over Rs.250crore. By 2010, it had achieved considerable maturity as the system was used for ensuring successful and event-free Commonwealth Games in Delhi. The MHA has provided further impetus to the megacity policing programme by allocating over Rs.429 crore for the period 2013-17. These funds are used by the state/UT governments to improvise and modernize the equipment.



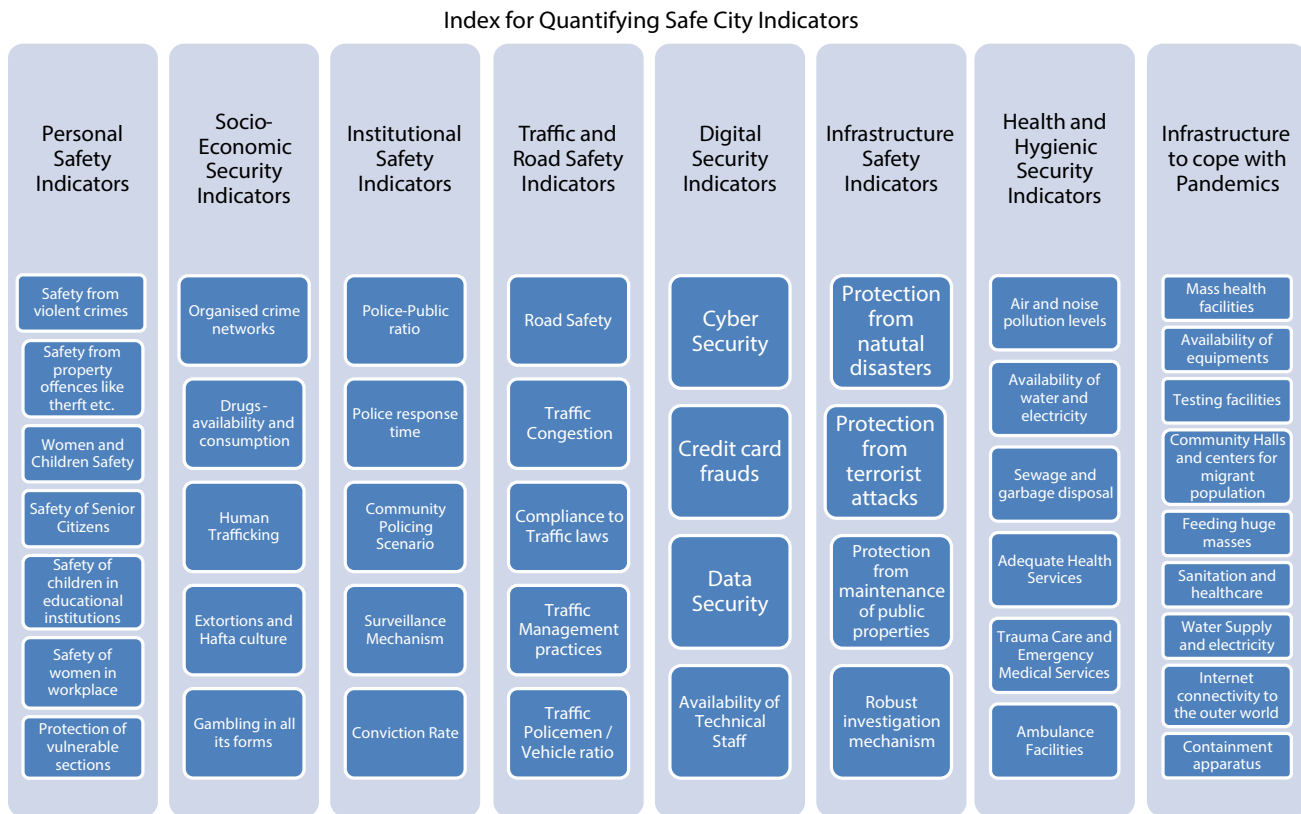
6.7.3 Modernization of Police Forces

The MHA is assisting the state governments for modernizing the state police forces. Under this scheme, assistance is being provided for procurement of state-of-the-art equipment, such as, CCTV cameras for surveillance, radiotetraset for communication, forensic laboratories, weaponry, vehicles, computerization and training infrastructure.

Under the MPF scheme, all the north-eastern states are eligible to receive 100% central assistance of their approved annual plan for modernizing the state police force.

6.8 Work Plan

The following chart provides a detailed Index for quantifying the safe city indicators:



The cities have to be rated through the response from citizens. A citizens’ perception survey may be conducted and marks allocated under each of the main indicators. The marks,

in the form of grading, should be on the scale of 1 to 10. Maximum marks for each city will be 80, divided as under:

**Table -1 : Grading of Cities on 8 Safe City indicators**

Sl. No.	Index	Maximum Marks				Total
		Prevention	Detection	Response	Recovery	
1	Personal Safety Indicators	10	10	10	10	40
2	Socio-Economic Security Indicators	10	10	10	10	40
3	Institutional Safety Indicators	10	10	10	10	40
4	Traffic and Road Safety Indicators	10	10	10	10	40
5	Digital Security Indicators	10	10	10	10	40
6	Infrastructure Safety Indicators	10	10	10	10	40
7	Health and Hygiene Security Indicators	10	10	10	10	40
8	Infrastructure to cope with Pandemics	10	10	10	10	40
	TOTAL	80	80	80	80	320

7 The Way Forward

The indicators identified in this project fall into in eight broad categories, styled as “Pillars of Security”. These pillars have been recommended for evaluation of the safety environment in the cities. Within each category, the relevant indicators should be grouped into inputs of safety, such as, policies or personnel dedicated to some aspect of security, and outcomes may be anything from air pollution levels to crime rates.

Put, simplistically, outputs measure how safe a city currently is while the inputs indicate which cities are doing the right things to enhance safety. Both are essential to understanding of the security situation. Not only will policing enhance safety-related outcomes, in the future, they may also be essential to preserving them, in the present.

For example, the inputs and outputs of personal security indicators are shown in the following table:

Table -2 : Input / Output of Personal Security Indicators

Personal Security Indicators	
Inputs	Outputs
<ul style="list-style-type: none"> Level of police engagement Community-based patrolling Available street-level crime data Use of data-driven techniques for tackling crime 	<ul style="list-style-type: none"> Prevalence of petty crime Prevalence of violent crime Organized crime Level of corruption



<ul style="list-style-type: none"> • Private Security Measures • Gun regulation and enforcement • Political stability • Effectiveness of the criminal justice system • Hazard monitoring 	<ul style="list-style-type: none"> • Rate of drug use • Frequency of terrorist attacks • Severity of terrorist attacks • Gender safety (female homicide) • Perceptions of safety • Threat of terrorism • Threat of hostility • Threat of civil unrest
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The survey to rank cities on the basis of the above 8 indicators may be entrusted to the National Sample Survey Organization (NSSO) or any other professional agency.

8 Ranking of Cities Globally

The Intelligence Unit of the Economist, in collaboration with the NEC Corporation has conducted detailed survey of 60 cities across the world. The survey is conducted to rank cities under 4 indicators, i.e., Digital Security, Health Security, Infrastructure Security and Personal Security. Tokyo, with an overall score of 92, ranks highest in the Safe City Index and Lagos, Nigeria, with a score of 38, is the least safe city, as per the survey in the year 2019. Among the Indian cities, Mumbai, with an overall score of 58.2, stands at the 45th and New Delhi, with an overall score of 55.05, stands at the 52nd position. Singapore, with an overall score of 91.5, is the safest city in Asia. The ranking of cities by the Economist for the year 2019 is shown at Annexure - I.

Singapore is one megacity that may be taken as a model for comparison for the purpose of ranking the Indian cities.

9 Conclusion

Safe cities are just cities where people can live together in relative peace, respect and prosperity, without the threat of crime and victimization. From a global perspective, in our rapidly growing and overcrowded urban areas, preventing and reducing crime, violence and victimization is a major challenge, but it is now recognized as an essential prerequisite for development. It is as important as good housing, health, food and drinking water, in addition to sustainable livelihood.

The safe city is, by and large, a government-driven approach to security. However, multiple stakeholders are involved. The continuous evolution of technology, city structure, and security requirements, means a broad range of expertise is needed to make the city safer. Cities, which have higher ranking on the parameters indicated above, will have greater prosperity and economic development. These cities will be much more livable.



Ranking of Cities by the Economist Intelligence Unit - 2019

Overall score	1) Digital security	2) Health security	3) Infrastructure security	4) Personal security
1 Tokyo 92.0	1 Tokyo 94.4	1 Osaka 88.5	1 Singapore 95.9	1 Singapore 95.3
2 Singapore 91.5	2 Singapore 93.1	2 Tokyo 87.5	2 Osaka 94.5	2 Copenhagen 93.6
3 Osaka 90.9	3 Chicago 90.9	3 Seoul 86.2	3 Barcelona 94.4	3 Hong Kong 91.9
4 Amsterdam 88.0	4 Washington, DC 92.2	4 Amsterdam 81.6	4 Tokyo 94.3	4 Tokyo 91.2
5 Sydney 87.0	5 Los Angeles 91.4	5 Stockholm 81.6	5 Madrid 94.3	5 Wellington 91.5
6 Toronto 87.8	6 San Francisco 92.4	6 Frankfurt 81.2	6 Frankfurt 93.2	6 Stockholm 91.3
7 Washington, DC 87.6	7 Dallas 91.3	7 Washington, DC 81.1	7 Melbourne 93.5	7 Osaka 91.1
8 Copenhagen 87.4	8 New York 91.1	8 Singapore 80.9	8 Sydney 93.5	8 Toronto 90.8
9 Seoul 87.4	9 Toronto 90.5	9 Zurich 80.8	9 Wellington 91.3	9 Amsterdam 89.4
10 Melbourne 87.3	10 London 90.2	10 Taipei 80.2	10 Washington, DC 91.1	10 Sydney 89.1
11 Chicago 86.7	11 Melbourne 89.4	11 Copenhagen 79.8	11 Chicago 91.0	11 Abu Dhabi 88.9
12 Stockholm 86.5	11 Osaka 89.4	11 Sydney 79.8	12 New York 90.5	12 Dubai 88.6
13 San Francisco 85.9	11 Sydney 89.4	11 Brussels 79.3	12 Toronto 92.5	13 Zurich 87.8
14 London 85.7	14 Amsterdam 89.0	11 Melbourne 75.3	14 Seoul 92.4	14 Frankfurt 87.2
15 New York 85.5	15 Copenhagen 87.3	15 Paris 78.7	15 Los Angeles 92.3	15 Seoul 87.5
16 Frankfurt 85.4	16 Stockholm 85.5	16 London 78.0	16 Amsterdam 92.0	16 Melbourne 86.8
17 Los Angeles 85.2	17 Seoul 84.2	17 Toronto 77.4	17 San Francisco 91.7	17 Brussels 86.3
18 Wellington 84.5	18 Zurich 80.8	18 San Francisco 77.2	18 Hong Kong 91.1	18 Madrid 86.3
19 Zurich 84.5	19 Wellington 80.2	19 Chicago 77.1	19 London 90.4	19 Barcelona 86.0
20 Hong Kong 83.7	20 Paris 80.0	20 Madrid 76.1	20 Copenhagen 89.0	20 Taipei 85.8
21 Dallas 83.1	21 Frankfurt 78.9	20 New York 75.1	21 Brussels 88.9	21 Paris 85.2
22 Taipei 82.5	22 Hong Kong 78.8	22 Dallas 75.0	22 Zurich 88.5	22 London 84.3
23 Paris 81.4	23 Taipei 77.0	23 Los Angeles 75.8	23 Stockholm 87.8	23 Shanghai 84.0
24 Brussels 81.1	24 Abu Dhabi 74.1	24 Barcelona 75.2	24 Taipei 87.1	24 Washington, DC 84.0
25 Madrid 81.4	24 Dubai 74.1	25 Rome 75.1	25 Paris 85.9	25 Beijing 83.9
26 Barcelona 81.2	26 Brussels 74.0	26 Milan 74.9	26 Abu Dhabi 83.3	26 Chicago 83.8
27 Abu Dhabi 79.5	27 Milan 73.5	27 Hong Kong 73.2	26 Dubai 83.2	27 Dallas 83.3
28 Dubai 79.1	28 Barcelona 69.2	28 Wellington 72.0	28 Rome 83.1	27 San Francisco 83.3
29 Milan 78.1	28 Madrid 69.2	29 Abu Dhabi 71.8	29 Milan 82.8	29 Milan 82.4
30 Rome 76.4	30 Rome 67.5	30 Moscow 71.5	30 Dallas 81.9	30 New York 82.2
Average 71.2	Average 67.2	31 Dubai 70.5	31 Istanbul 75.8	31 Kuala Lumpur 81.8
31 Beijing 70.5	31 Buenos Aires 65.0	31 Buenos Aires 68.8	31 Moscow 71.6	32 Los Angeles 81.3
32 Shanghai 70.2	32 Santiago 64.6	32 Beijing 68.0	Average 71.8	32 Kuwait City 80.4
33 Santiago 69.8	33 Istanbul 64.9	Average 68.0	31 Beijing 72.1	34 Rome 79.8
34 Buenos Aires 69.7	34 Johannesburg 60.2	34 Shanghai 67.5	31 Shanghai 72.0	35 Santiago 79.4
35 Kuala Lumpur 66.3	35 Mexico City 58.4	35 Kuwait City 64.8	35 Buenos Aires 71.2	36 Ho Chi Minh City 78.2
36 Istanbul 66.1	36 Beijing 58.1	36 Rio de Janeiro 64.2	36 Santiago 71.0	Average 77.0
37 Moscow 65.8	37 Shanghai 57.4	36 Sao Paulo 64.2	37 Kuala Lumpur 64.7	37 Mumbai 76.2
38 Kuwait City 64.4	38 Riyadh 56.5	38 Sao Paulo 64.2	38 Mexico City 61.4	38 Riyadh 75.9
39 Riyadh 62.5	39 Kuwait City 56.4	38 Santiago 54.4	38 Johannesburg 57.8	39 Moscow 75.3
40 Mexico City 61.6	40 Bangkok 56.2	40 Mexico City 54.1	40 Rio de Janeiro 57.2	40 Manila 74.2
41 Rio de Janeiro 60.9	41 Bogota 54.7	41 Baku 54.0	41 Sao Paulo 57.2	41 New Delhi 73.6
42 Sao Paulo 59.7	42 Quito 54.5	42 Riyadh 62.0	42 Kuwait City 56.4	42 Buenos Aires 73.9
43 Manila 59.2	43 Kuala Lumpur 54.4	43 Istanbul 61.2	43 Ho Chi Minh City 55.4	43 Jakarta 71.7
44 Johannesburg 56.6	44 Rio de Janeiro 52.7	44 Lima 60.7	44 Riyadh 54.8	44 Casablanca 69.5
45 Lima 58.2	45 Manila 52.1	45 Bangkok 59.9	45 Bogota 53.9	45 Lima 69.3
45 Mumbai 58.2	46 Baku 51.7	46 Quito 59.4	45 Manila 53.6	46 Rio de Janeiro 68.4
47 Bangkok 57.6	47 Mumbai 51.0	47 Bogota 59.1	47 Lima 53.8	47 Sao Paulo 67.5
47 Ho Chi Minh City 57.6	47 New Delhi 50.0	48 Manila 58.6	48 Bangkok 52.5	48 Istanbul 65.2
49 Baku 56.4	49 Lima 49.8	49 Ho Chi Minh City 56.3	49 Jakarta 52.3	49 Baku 63.2
50 Quito 55.3	50 Sao Paulo 49.4	50 Mumbai 55.8	50 Mumbai 50.0	50 Johannesburg 63.2
51 Bogota 55.1	51 Casablanca 44.9	51 New Delhi 54.5	51 Quito 49.9	51 Mexico City 61.3
52 New Delhi 55.0	52 Karachi 43.1	52 Johannesburg 53.2	52 Casablanca 49.6	52 Bangkok 61.8
53 Jakarta 54.5	53 Caracas 41.9	53 Jakarta 51.2	53 Cairo 48.2	53 Cairo 59.3
54 Casablanca 53.5	54 Moscow 42.8	54 Casablanca 50.0	54 Baku 46.3	54 Quito 47.5
55 Cairo 48.9	55 Jakarta 42.3	55 Caracas 48.1	55 Karachi 46.1	55 Dhaka 57.4
56 Dhaka 44.0	56 Lagos 42.2	56 Cairo 46.1	56 Yangon 45.3	56 Bogota 52.8
57 Karachi 43.5	57 Dhaka 41.9	57 Dhaka 45.1	57 New Delhi 46.2	57 Yangon 52.3
58 Yangon 41.9	58 Cairo 40.7	58 Yangon 42.3	58 Lagos 37.4	58 Karachi 45.9
59 Caracas 40.1	59 Ho Chi Minh City 40.2	59 Karachi 39.0	59 Dhaka 34.2	59 Caracas 42.1
60 Lagos 38.1	60 Yangon 27.8	60 Lagos 34.1	60 Caracas 27.3	60 Lagos 38.7

Case Load Management



Micro Mission: 05
(New Processes - Process Re-Engineering)

‘Promoting Good Practices and Standards’



1 Introduction/Background

The core domain competencies and mandate of Police pertain to:

- Prevention & Detection of Crime
- Maintenance of law and order

All other functions support these two basic functions. This project focuses on improvement in registration, investigation and prosecution of criminal cases, which goes towards overall improvement in both the above functions. The project also limits itself to what can be done by the police and the Government and not judicial reforms, although they play an important role in these functions. The required reforms in our working may therefore be considered belonging to the following categories:

- Administrative instructions issued by the state DGP
- Amendments in the police manuals
- Amendments in the CrPC
- Govt. orders and financial support for certain Systems

2 Overview

2.1 Project Title

Effective management of case load

2.2 Vision

To have actionable schemata for managing Police Station Case Load.

2.3 Project Objective

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

3 The Project

3.1 Purpose of the project: The project envisages some actionable ideas that are not, by any means, exhaustive. They can be implemented by all police leaders to improve the effectiveness of registration, investigation and prosecution of criminal cases. This is an area that attracts a lot of public criticism and is one of the major contributors to adverse police image.

3.2 Sponsor: Government

3.3 Financial benefits: Improvement in policing effectiveness

4 Situational assessment and Problem statement

The biggest area of concern is free registration of crime. Any initiative that involves disposal of criminal cases would first need to address the issue of registration of cases. Free registration of crime or elimination of burking is the first step.

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.

5 Critical assumptions and constraints

The project assumes willingness of the executive to move for amendments in the police manuals and Cr.P.C.

6 Implementation Strategy

6.1 Implementation:

6.1.1 Free & Accurate Registration of Crime

These are the steps that can be taken in this regard:

- Declare all district/zonal PCR (police control rooms) also as Police stations u/s 2(s) Cr PC for issue of FIR so that citizens get an alternative avenue to lodge complaints.
- A large number of complaints do not require straightaway issue of FIRs. We have also been winking at the practice of 'petition enquiries' for ages, whereas the fact is that in absence of any rule/provision in law, all such petition enquiries into cognizable matters are non est in law! It is therefore required to amend the state police manuals to permit preliminary enquiry in a certain

class of offences (as permitted by the Apex Court in the Lalita Kumari case). An order needs to be inserted in police manuals as follows:

"The categories of cases in which a preliminary inquiry may be made are as under:

- » *Matrimonial disputes/ family disputes,*
- » *Commercial offences,*
- » *Medical negligence cases,*
- » *Corruption cases,*
- » *Suspicious Transaction Reports received from FIU-IND (Financial Intelligence Unit of Ministry of Finance, Govt. Of India) or other central agencies like the CBI/NIA/IB/NTRO etc.,*
- » *Where the information has been received by post/email/police website and the complainant is not available in person or the identity of the complainant needs to be verified,*
- » *Where superior police officers, Government or the Court direct an enquiry into any petition made to them,*
- » *Cases where there is abnormal delay in initiating criminal prosecution, for example, over 3 months delay in reporting the matter without satisfactorily explaining the reasons for delay.*

The preliminary inquiry (P.E.) shall be time bound and in any case it should not exceed 7 days. The fact of such delay and the causes of it must be reflected in the



General Diary entry. All information relating to cognizable offences, whether resulting in registration of FIR or leading to an inquiry, must be mandatorily and meticulously reflected in the General Diary and the decision to conduct a preliminary inquiry must also be reflected, as mentioned above. Entry must be made in the P.E. Index for every such P.E. A receipt must be issued to the complainant, free of cost, whenever a P.E. is registered.”

It is also required to insert a Form for the P.E. index in the police manual.

If after the P.E., commission of a cognizable offence is made out, an FIR should be got issued immediately. In case, the P.E. reveals a civil dispute or a non-cognizable offence, it should be referred to a Pre-Litigation Counselling Forum (PLCF)¹. This project was also circulated by the BPR&D to all States vide its letter 41/39/2014-NPM/BPR&D dt 1.1.18 for replication.

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

¹ Please refer to the article on PLCF in the Indian Police Journal (BPR&D) of Jan-March 2013 for a detailed description of this process

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. PLCF is one such process that would address several of these issues. A flow chart of PLCF would look like this:



- Whenever a complaint is made in a Police Station with regard to a missing person (minor or otherwise), in several states, an F.I.R. under section “missing person” is issued. In cases of minors, this has also become mandatory after the Supreme Court judgement of 10-05-2013 in W.P. (Civil) No.75/2012 in the Bachpan Bachao Andolan case. However no specific section of law is invoked. It is true that as per the Supreme Court in the above case, in cases of missing children, ‘there will be an initial presumption of either abduction or trafficking, unless, in the investigation, the same is proved otherwise.’ However, it is not easy

to draw the same presumption in other cases, including cases where for instance a major woman is missing, although she is an equal target of possible trafficking. Hence, although “missing person” FIRs are being registered in states since before, it would be more appropriate to have a specific provision in the law for the same.

Similarly, several complaints are received in Police Stations where citizens inform about missing of movable properties including valuable securities like passport etc. although there is no specific information of theft



or otherwise in the first instance. In several matters, certain regulatory authorities including insurance companies require that an F.I.R. should have been got lodged. In absence of a specific provision, the police find it difficult to issue F.I.Rs., although it is a real felt need of the citizens. Similarly, in several states, police is issuing FIRs under the section "Fire Accident" whenever fire accidents are reported although there is no specific provision of law. Hence, it may be advisable to introduce an amendment to the **Cr. P.C.** in section 174 as follows:

174(1)(B) When the officer-in-charge of a police station or some other police officer specially empowered by the State Government in that behalf receives information that a person is missing, other than the circumstances of section 176(1-A)(a) of this Code, he shall immediately give information thereof to the nearest Executive Magistrate and shall proceed to make an investigation into the apparent cause of such disappearance, and draw up a report describing the circumstances of the said disappearance and whether any cognizable offence has been committed in respect of the same.

174(1)(C) When the officer-in-charge of a police station or some other police officer specially empowered by the State Government in that behalf receives information that any movable property, valuable security or animal is missing, he shall immediately give information thereof to the nearest Executive

Magistrate and shall proceed to make an investigation into the apparent cause of such disappearance, and draw up a report describing the circumstances of the said disappearance and whether any cognizable offence has been committed in respect of the same.

174(1)(D) When the officer-in-charge of a police station or some other police officer specially empowered by the State Government in that behalf receives information regarding an accident, by Fire or explosion, he shall immediately give information thereof to the nearest Executive Magistrate and shall proceed to make an investigation into the apparent cause of such accident, and draw up a report describing the circumstances of the accident and whether any cognizable offence has been committed in respect of the same.

This will enable the police to register FIRs and initiate investigation properly in the above category of cases which do require police investigation. **This will also enable the State Crime Records Bureaus and NCRB to collect data more efficiently in the above categories.**

There are instances where cases of prima facie murder have been investigated u/s 174 Cr.P.C. Hence, there could be a legitimate concern that prima-facie cases of abduction / kidnapping, theft, arson/ mischief may be got registered under the above proposed sections. Therefore, it would also be appropriate to include one



proviso amendment in the Cr.P.C. as follows:

174(5) Provided that, when the officer-in-charge of a police station or some other police officer specially empowered by the State Government in that behalf has registered a case under the provisions of subsection (1), and it is revealed at any stage during the ensuing investigation that a cognizable offence has been committed, he shall forthwith alter the section of law to the relevant penal provision and proceed accordingly.

6.1.2 Efficient & effective investigation

The next stage of improvement is in the stage of investigation, that includes both the investigation per se and also its supervision. It is important that the full machinery of police investigation be invoked in **only those cases that require it**. The following steps should be undertaken in this regard:

- For 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 permanent Lok Adalat for the compromise award. If compromise fails, investigation & charge sheet should follow.
- For 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.

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 that 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?

- In offences u/s 498(A) IPC, the matter should be first referred for counselling.
- The DGP should issue a clear executive order defining the offences as per section 157 (1) (b) CrPC where the Station House Officer, after issue of F.I.R., need not investigate the case.
- Cases triable summarily u/s 260 (1) Cr PC should be entered in a petty case register (i.e. FIR must not be issued. If a state does not have this provision, an amendment must be made in the police manual for enabling this) and taken to J.S.C.Ms. (judicial second class magistrates) for disposal.
- Crime Scene Management teams should be formed in each district/zone with full fledged equipment and vehicles. Similarly, separate forensic teams need to be built up in each unit, as per the

workload.

- All cases in which investigation is taken up, 161 Cr PC statements should be video recorded – all IOs should carry tool kit including camera. All Case Diaries should be digitized and video files of statements attached in each case.
- No confession 'panchanamas' should be recorded unless there is recovery u/s 27 I.E. Act.
- The DGP should issue orders listing cases that can be investigated by ASIs/HCs, perhaps in categories 'a' & 'b' supra.
- Definition of "Grave Crime" in the police manual should be CrPC based and not on the value of property lost- only Sessions trial cases, except those covered u/s 320 CrPC, should be classified as 'grave'. This will free the Inspector/DSP level officers to investigate only the serious offences.
- It is also necessary to ensure that automatic arrest is not resorted to in offences punishable by less than 7 years and there is strict compliance of section 41(1) (b) (ii) Cr PC.

6.1.3 Efficient & effective prosecution

- It is necessary to introduce the trial/court monitoring system² (CMS) in police units. This project has been successfully running in Vijayawada commissionerate since 2004. A third party evaluation of this system was also done by ASCI Hyderabad in 2013.



The e- monitoring of court work titled as Court Monitoring System (CMS) was introduced in Vijayawada (A.P.) in 2004. Prior to the introduction of this system, there were the usual problems associated with prosecution of criminal cases in the 14 courts of the Commissionerate like non-execution of process, non-attendance of witnesses and investigating officers and delay in prosecution. After the introduction of the system, there was a quantum jump in the quality of police performance in the courts which resulted in overall improvement in the conviction percentage from 24% to nearly 58% within 6 months and is continued since then. In every police station, all the court-related work is traditionally assigned to one or more personnel (depending on the workload), designated as Court Constable(s) / Court Head Constable(s). The work consists largely of constant liaison with court personnel and is, therefore, assigned on permanent or long-term basis to specific individuals amongst the police station staff. This leads to some kind of monopolistic control of those individual staff members over court related work. The SHO being already hard pressed for time due to

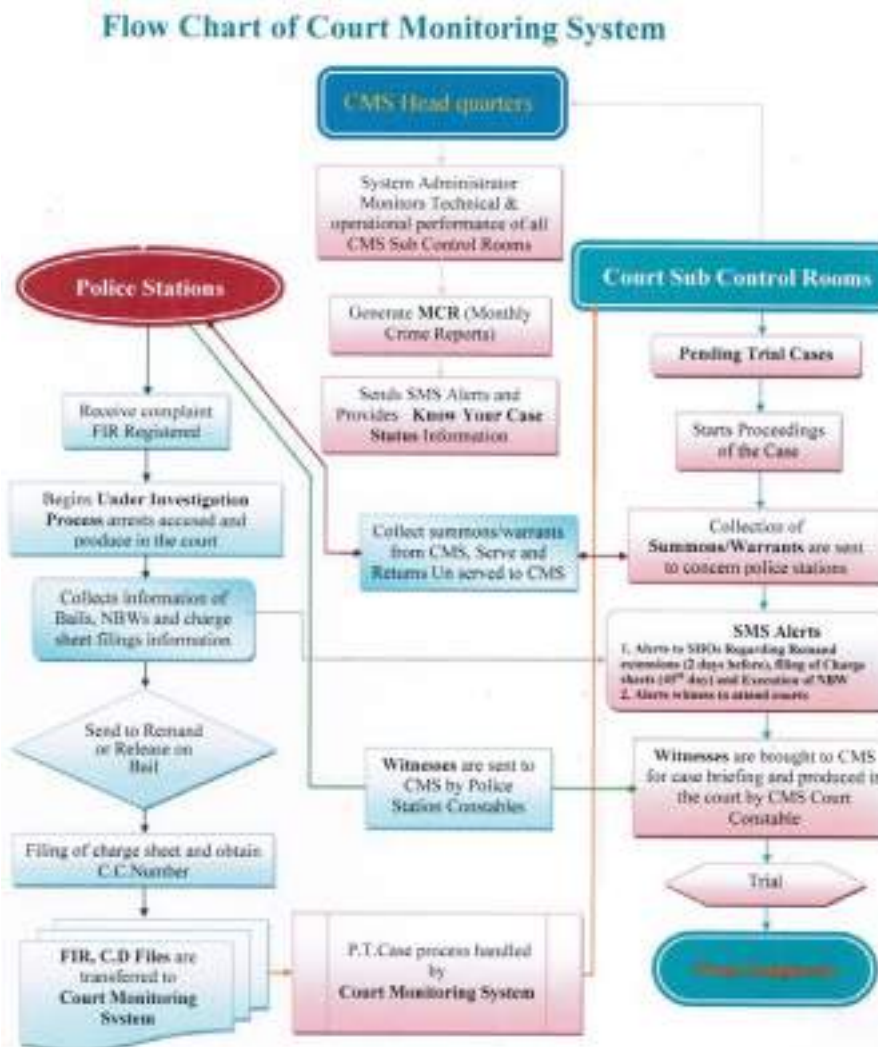
other never-ending preoccupations is not able to exercise proper control over smooth proceeding of the court work relating to his police station. Instances have not been wanting in which the efficiency and efficacy of court work has suffered on account of whims and fancies of those personnel, if not sheer lethargy in say, collecting the summons / warrants from the court in good time, or ensuring attendance of witnesses or the investigating or prosecuting officer. The system has also been prone to abuse for extraneous considerations on the part of court staff of the police stations. CMS is based on two basic principles. The first is the fundamental concept in e-governance of distancing the case worker from the point of contact. The second is to substitute the police station-based management of court work by a court-oriented management of the same. Thus, with the advent of CMS, all the cases of several police stations being dealt with by a single court are pooled together and dealt with by a single court officer (of the rank of ASI or HC), assisted by a PC where necessary due to heavier workload. This has made the court of the police more transparent and resistant to abuse.



Improvement in conviction rate:



A flow chart of CMS would look like this:



‘Promoting Good Practices and Standards’



- The Supreme Court of India in Criminal Appeal No. 1485/2008 in the case of State of Gujarat Versus Kishanbhai etc. had expressed concern about acquittal of cases due to lapses on the part of Investigating Officers and Prosecuting Officers. The Apex Court also observed that the prosecuting agency must apply its mind after completion of investigation in a criminal case and plug the loopholes in investigation. It has also observed that the Investigating and Prosecuting Officials must be held responsible for acquittal of such cases where they are found negligent or commit omission and commission that leads to such acquittals. The Supreme Court of India also directed that a Standing Committee should be formed to point out lapses, if any, on the part of Prosecuting / Investigating Officers and necessary action shall be taken against them on the recommendations of the committee.

Hence, a committee of Police and Prosecuting Officials should be formed to screen all the cases of acquittal and fix-up responsibility for lapses, if any.

- » At the State level the review should be done by a Committee headed by the DGP with Director (Prosecutions) and Addl. DGP CID as members. The review should be done once a year with Zonal IsGP /CsP.
- » In CIDs, a Committee consisting of Addl. DGP CID, IGP CID, and legal advisor (if available) should do such screening of acquitted cases.
- » In Police Commissionerates, the

Committee should be formed with DCP/Jt.CP(Crimes), CI CCRB (City Crime Records Bureau) and concerned APP (asst. public prosecutor) and headed by the Commissioner of Police.

- » The Prosecution Review Committee in each district should comprise Addl. SP, CI DCRB (district crime record bureau) and the APP and headed by the Superintendent of Police.

The Committees at Districts / Commissionerates should meet every month to review the cases disposed of by the Court in the previous month and fix-up responsibility. The Range DIG should review the proceedings of the committee every quarter. The Zonal IGP should ensure that the Prosecution Review Committee functions properly.

- A large number of cases get acquitted due to perjury by witnesses. At least in serious cases, this needs to be curbed. An amendment may be brought in the CrPC as section 164B as follows:

164B (1) Any police officer not being below the rank of sub-inspector making an investigation of any offence punishable with death or imprisonment for ten years or more, shall, in the course of such investigation, produce all persons whose statement appears to him to be material and essential for proper investigation of the case, to the nearest Metropolitan Magistrate or the Judicial Magistrate, as the case may be, for recording their statements. (2) Subject to the provisions of sub-section



(3), the Magistrate shall record the statements of such persons produced before him under sub-section (1) on oath and shall forward such statements so recorded to the Magistrate by whom the case is to be inquired into or tried.(3) The Magistrate shall, before recording any statement of a person under sub-section (2), satisfy himself that such person is making the statement voluntarily and not under any inducement, threat or promise. (4) Copies of such statements shall be furnished to the police officer referred to in sub-section (1).

- It is seen that handling of criminal matters in the High Court also leaves a lot to be desired. Whenever serious matters like bail petitions in grave offences, Conviction Appeals, etc. are filed in the High Court and Counter Affidavits have to be filed, Unit Officers have to depute officers not below the rank of Inspector of Police.

Unit Officers should scrutinize and vet affidavits/counter affidavits being filed in the High Court. Therefore, in all criminal appeals / quash petitions / bail petitions etc., counters must be filed by an officer not below the rank of an Inspector of Police and such counters must also have the approval of concerned SP/CP.

In a number of cases, the Accused file Criminal Appeals, Quash Petitions, Bail Petitions etc. in the High Court. The same are forwarded by the Public Prosecutors/Government Pleaders with a request to direct the IOs

(investigating officers) to file Counters / Affidavits or to attend the PP's office along with CD (case diary) files etc. to prepare draft counters to oppose the same. On receipt of above information from the PP's office, IOs are supposed to file counters/ affidavits in the High Court. Whenever such petitions are filed by the accused, IOs should prepare a draft counter in liaison with the concerned LA/PP, get it scrutinized by the concerned SP/DCP and then only counters should be filed in the concerned courts or files/records handed over to the PP/GP (govt. pleader).

A large number of anticipatory and regular bail petitions including quash proceedings are filed everyday in the High Court. The advocates filing bail petitions are enclosing only copies of F.I.R. or remand case diary along with the copy of the order of the Sessions Court.

These enclosures are not sufficient to decide the matter without taking other factors into account i.e. evidence collected in investigation showing involvement of the accused in commission of offence. In bail petitions, instructions have to be given by the IOs to present the case of prosecution before the Court. In order to improve the situation, a proforma as guidelines is given below. Unit officers should send instructions according to proforma with CDs to the Public Prosecutor on or before the date intimated on following lines:-



Brief facts of the case:

- » Substance (gist) of allegations made in the complaint.
- » Nature of Offence.
- » Date of Offence.
- » Crime registered on.
- Whereabouts of the accused:
 - » Arrested on.
 - » Absconding.
- Involvement of accused in the offence:
 - » What is the act of the accused in commission of Offence.
 - » What is the specific act of each accused when more than one accused is involved.
 - » Participation of accused in conspiracy/common intention in the Offence.
 - » Any contributory factor (motive) or abetment in the commission of Offence.
- Evidence collected during the Investigation:
 - » Direct witnesses :
 - (i) Evidence of victim / injured aggrieved person.
 - (ii) Evidence of eyewitnesses to occurrence.
 - » Other witnesses disclosing the role-played by accused.
 - » Circumstantial evidence (oral or documentary) incriminating the accused.
- » Recovery / Seizure of property or articles from person or place.
- » Expert evidence:
 - On the medical examination of victim / deceased / accused.
 - Wound Certificate / Post-Mortem Certificate.
 - Chemical analyst report.
 - Hand writing / Ballistic expert report.
 - F.S.L. report.
- » Statement of the accused U/s. 164 Cr. PC. or before any other person.
- » Identification of the accused in test identification parade.
- Stage of Investigation:
 - » If under investigation whether,
 - Any witnesses to be examined (of what nature).
 - Any material to be collected (oral or documentary).
 - What is the last step taken in investigation till date.
 - » Charge sheet filed on.
- Any other information.
 - » Previous history of the accused/ involvement in other offences (if any)
 - » Objection for releasing the accused on bail.
 - » Any condition to be imposed, if the court is inclined to grant bail.
 - » Whether co-accused released on bail (by-on...)



Quash petitions : The Supreme Court of India in the case of State of Haryana vs Ch. Bhajanlal and others on 21-11-1990, laid down the following guidelines in which criminal cases could be quashed in the exercise of the extra-ordinary power under Article 226 or the inherent powers under Section 482 of the Code of Criminal Procedure:

- Where the allegations made in the First Information Report or the complaint, even if they are taken at their face value and accepted in their entirety do not prima facie constitute any offence or make out a case against the accused;
- Where the allegations in the First Information Report and other materials, if any, accompanying the F.I.R. do not disclose a cognizable offence, justifying an investigation by police officers under section 156 (1) of the Cr. PC except under an order of a Magistrate within the purview of Section 155 (2) of the Cr. PC;
- Where the uncontroverted allegations made in the FIR or complaint and the evidence collected in support of the same do not disclose the commission of any offence and make out a case against the accused;
- Where the allegations in the FIR do not constitute a cognizable offence but constitute only a non-cognizable offence, no investigation is permitted by a police officer without an order of a Magistrate as contemplated under Section 155(2) of the Code;
- Where the allegations made in the FIR or complaint are so absurd and inherently improbable on the basis of which no prudent person can ever reach a just conclusion that there is sufficient ground for proceeding against the accused;
- Where there is an express legal bar engrafted in any of the provisions of the Cr. PC or the concerned Act (under which a criminal proceeding is instituted) to the institution and continuance of the proceedings and / or where there is a specific provision in the code or the concerned Act, providing efficacious redress for the grievance of the aggrieved party;
- Where a criminal proceeding is manifestly attended with a mala fide and / or where the proceeding is maliciously instituted with an ulterior motive for wreaking vengeance on the accused and with a view to spite him due to private and personal grudge.

Therefore, counter affidavits in quash petitions must necessarily demonstrate that the case does not fall in any of the above categories.



Counters/Affidavits filed by the Department in Writ petitions:

The draft parawise remarks sent to the Government Pleader by Unit Officers must be in complete shape and with valid grounds for filing writ petitions. Persons who are deputed to his office should have full knowledge about the cases in which they are deputed. Draft parawise remarks in writ petitions must be sent in complete shape containing all formal Paras/Prayer/Verification statement to enable the GP to approve the drafts promptly.

- Video-conferencing for U.T. prisoners for remand extension is already under sporadic implementation in several states.

The same videoconferencing facility can also be used as per the proviso to section 275(1) CrPC to record the statement of witnesses during criminal trials in warrants cases. The apex court had already clarified that this would not be a violation of section 273 of

the CrPC (2003(1) ALD(CrI) 848(SC)). Therefore, these provisions must be used to record the evidence of police officers, wherever they have to go out of their jurisdiction for giving evidence. The police officer should need to attend his jurisdictional court and give evidence via videoconferencing to the trial court elsewhere in the state. This will save an immense amount of time of all investigating officers.

6.2 Deliverables

as per above

6.3 Stakeholders

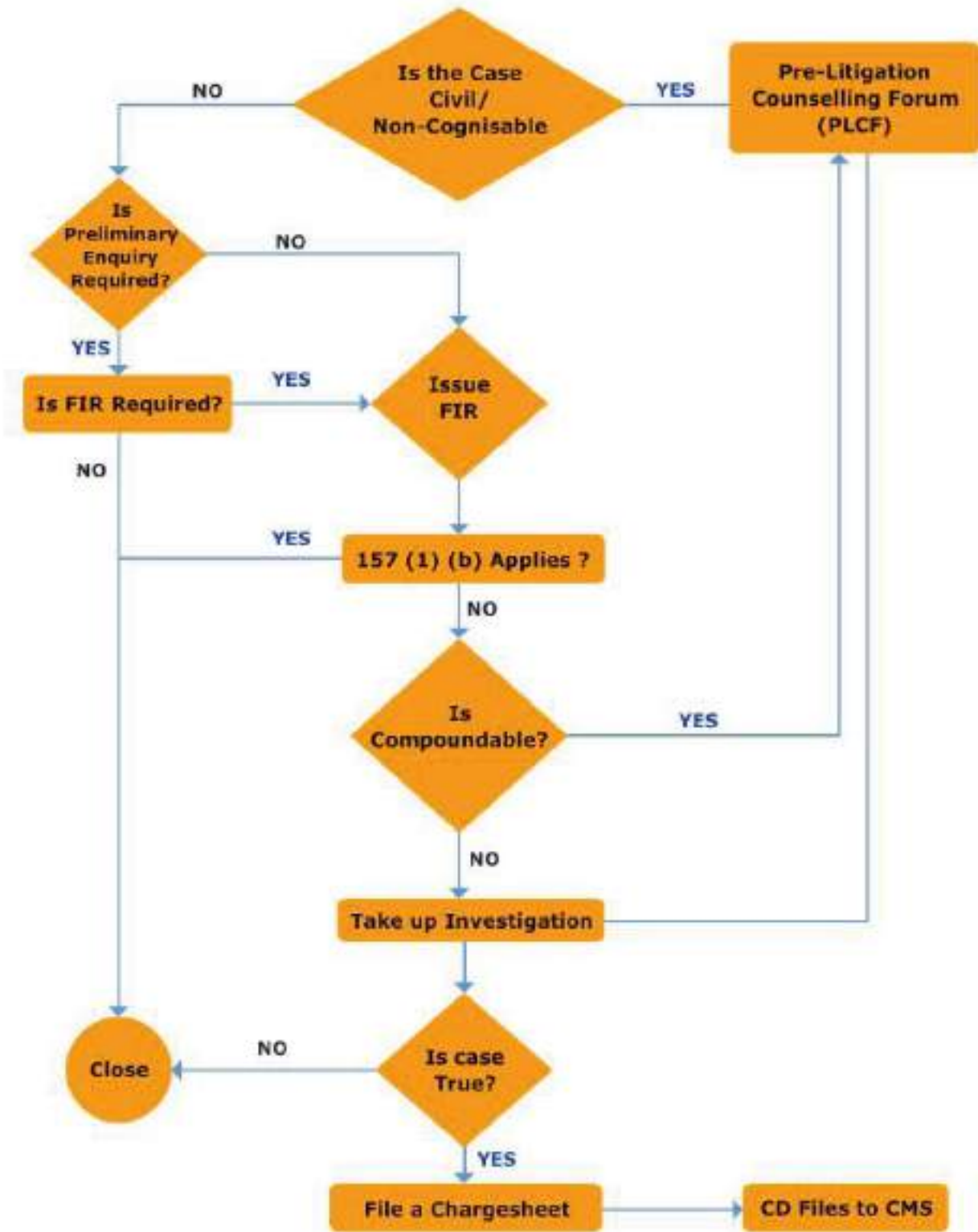
Government, Police, General Public

6.4 Related projects

Project on PLCF circulated by BPR&D to all States vide its letter 41/39/2014-NPM/BPR&D dt 1.1.18.

6.5 Work Plan

An overall schematic flow chart of the above work plan would look like this:



कवच

CAWCH

Crime Against Women- Check & Halt Prevention Strategies



Stop crime against women !!.. save Them , Respect them!!

Micro Mission: 07
(Women & Children)

‘Promoting Good Practices and Standards’



1 Introduction

“The criterion for the development of any country is the level of freedom, choices and opportunities that the women of that country enjoy compared to men.”

Historically, women all over the world have been considered as the physically weaker gender. The gender differences and bias existing globally, places women at a disadvantageous position. Violence and crime against women is a social problem which is linked to gender inequality violating the right of women to live without fear with freedom and dignity. Crime against women is the assertion of dominance over them that stems from the basic societal instincts. As a matter of fact, the problem of violence against women is not something new and is often not considered as violence because of the general acceptance of male superiority in the society, misconstrued religious values and resulting socio cultural attitudes. Many times, the accused happens to be a close relative of the victim which makes it difficult for her to raise an alarm due to the prevailing social structures.

In recent years, there has been an alarming increase in the cases of atrocities and violence against women in the country, which may be partly attributed to the growing awareness and reporting of crime against women. Which implies that progressively a greater number of women were becoming victims of violence and they were coming forward in more numbers in getting the crime registered?

Crime against women includes any act of gender-based violence that results in or is likely to result in physical, sexual or

psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or private life. The Constitution of India has recognized equality rights to women in Articles 14, 15 and 16. Article 15 (3) allows the State to make special provisions for women and children to prohibit discrimination on the grounds of religion, race, caste, sex or place of birth.

Despite these constitutional provisions and various gender specific laws, the instance of violence and crime against women has acquired a phenomenal proportion.

The makers of our constitution had great expectations for India’s future. They provided a constitution that would promote political, economic, social and cultural development.

Ours is a revolutionary constitution in the sense that it provides equal rights and opportunities to all and recognizes adult franchise. In our country, granting voting rights to women was a huge leap forward after independence. Not only that, the constitution specifically facilitated positive intervention in favor of women and laws for protection of women’s rights, liberty and dignity have emanated from these provisions.

However, changing the mindset and attitude of the society from conservative to a progressive one was always and still continues to be a huge challenge. No doubt, the society has been changing for good as far as women’s rights are concerned, but there has also been some backlash, which manifests in violence against women in the form of female foeticide / infanticide, rape, molestation, sexual



harassment, dowry harassment, domestic violence etc.

The state has provided legal remedies for the above forms of violence through;

- Preconception and Prenatal Diagnostic Technologies Act, 1994.
- Amendments in criminal laws after 'Nirbhaya Case'. Criminal Law (Amendment) Act, 2013, which provides for death penalty for the rape that results in victim's death or a permanent vegetative state.
- Sexual Harassment of Women at Workplace (Prevention, Prohibition and Redressal) Act, 2013.
- Dowry Prohibition Act, 1961 and other safeguards in IPC viz. 304B, 498A etc.
- Protection of Women from Domestic Violence Act, 2005.
- Protection of Children from Sexual Offences Act, 2012 and its recent amendments making rape of a girl child younger than 12 years of age, punishable with death penalty.

Above laws provide for a framework for remedies to specific kind of violence and act as deterrents. But for such deterrent to work, the implementation of these laws has to be effective.

2 Overview

2.1 Project Title

कवच/CAWCH

Crime Against Women- Check & Halt

2.2 Vision

“Creating a general environment of safety for women and preventing crime against them would help in providing women with quality education, physical and mental health, skill development and employment. Ensuring women a secure and a better living would enable a comprehensive development of the country in the long term.”

2.3 Objective

The specific objectives to realize this vision are;

- Identifying and recognizing the prevalent societal evils to analyze and solve the problem of crime against women.
- Sensitizing the criminal justice system for a prompt response and being sensitive towards women's issues.
- Devising strategies to build confidence among women by using technology like CCTV cameras at vulnerable places, GPS and Cameras fitted public conveyance.
- Developing and popularizing the use of mechanisms and tools such as panic buttons and SOS devices.
- Creating awareness among women for identifying, detecting and avoiding dangers around them.
- Learning about Safe touch and Unsafe touch (Good touch and Bad touch) from childhood and how to respond in such crises.
- Having counselors in school to talk to



children and ascertain if they suffer from any exploitation. If situation demands, counselor can inform parents and also seek police intervention.

- Learning about important provisions of law ensuring protection to women.
- Creating more She teams, Bharosa Kendra to help women in distress.
- Effective implementation of Mahila Helpline.
- Imparting self-defense training to the vulnerable sections and preparing them for quick response in a moment of crisis.
- Publicizing strong punitive actions in the cases of crime against women for creating deterrence.
- Wide scale publicity to the State's preparedness to deal with the menace of crime against women.
- Devising strategies for ushering societal, attitudinal and perceptual

change towards women and sensitizing young and impressionable minds on role of women in the society to bring about such societal change.

- Devise strategies to use media and community awareness as supporting tools for achieving the above objectives.

3 Project

3.1 Purpose of the Project

Violence and crime against women is a social problem which is linked to gender inequality and violates the right of women to live without fear with freedom and dignity. The Committee on Crime Statistics setup by the Ministry of Statistics and Program Implementation, Government of India, in their report submitted in June 2011 stated that it has been recognized that a sizable portion of criminal events are never reported to the police and are therefore not included in police or any other statistics.



The role of criminal justice system, including the law enforcement agencies, becomes critical. Law enforcement agencies

are duty bound not only to help in providing justice to the victims but also to prevent such crimes from taking place.



The cardinal principle therefore remains, "Prevention is better than cure."

With the advancement of technology, it's prudent to take help of CCTVs at vulnerable locations and in moving vehicles, Automatic Number Plate Reader camera (ANPR) and PTZ cameras at crucial junctions, GPS in public transports, Body worn cameras with She Teams. Moreover, it is equally important to spread awareness through various programs and school curriculum about gender equality, laws made by government and various helpline for women in crisis. Response time of police and other concerned agencies to reach out to victim should be minimized. Support system involved in crime against women must be sensitized to help in delivering emotional strength and speedy justice to the victim.

The purpose of this project is to prevent crime against women, make them aware about the laws and various help lines if they need in time of distress and to create safe and secure environment in the society.

3.2 Sponsor

This project can be sponsored by the Central Government under Nirbhaya Fund. The technological part like having CCTV cameras at vulnerable locations, GPS, VTS and cameras in public transports can be incorporated in the Smart City project.

Prevention Strategies which have financial implications are as under

3.2.1 Situation Based Prevention

- Transportation – For installing Panic button, Vehicle Tracking Device, GPS and CCTVs in transportation services

like taxies/buses/rickshaws etc. and simultaneously installing GPS, Mobile Data Terminal in first responder team and connectivity with the control room. To make Control room for viewing live locations, CCTVs and responding to panic calls.

- Vulnerable Stationary Locations – To carry out survey for identifying vulnerable locations.
 - » Street lights- To install street lights in dark vulnerable locations.
 - » CCTV Cameras- To install CCTVs at vulnerable locations.
 - » Police Patrolling- More police vehicles will be required as per the locations

3.2.2 Victim Focused Prevention

- Self Defense Techniques – Schools have to engage trainer to teach self defense techniques.
- Providing SOS devices and Panic buttons to women.
- Creating SHE Team of police with body worn camera.
- Mahila Helpline – Making the helpline more effective by reducing response time and keeping the identity of victim confidential by trained call responder.
- Bharosa Kendra - A one-stop support centre for short term and long term support and stay.

3.2.3 School Based Prevention

- Counselor in School – Appointment of



trained counselor in school

Prevention Strategies which does not have financial implications

- School Based Prevention
 - » Learning of “Safe & Unsafe touch”- To be included in school curriculum.
 - » Inclusion of sex education in curriculum- To be included in school curriculum.

- Community based Prevention

Community interventions are more effective when facilitators are well-trained and have won the trust of a community like counselors, Asha workers.

- Media Based Prevention – It is the most dominant tool for opinion formation.
- Response of law enforcement agencies – Response must be quick and with

sensitivity. Follow up measure is also required to analyze and improve further.

4 Situational Assessment and Problem Statement

Cruelty by husband and relatives, assault on women with intent to outrage her modesty, kidnapping and abduction, rape, dowry deaths are the major crimes contributing to the total incidence of crimes against women in various States.

4.1 Data Analysis

As per “CRIME IN INDIA-2019”, cases under crime against women have reported as under. Rate of total crime against women in 2019 is 62.4 States and UTs. Crime rate is calculated as per 1 Lakh of population.

Crime Against Women (State/UT)

Crime Head	Crime Incidence		
	2017	2018	2019
Total Crime Against Women	3,59,849	3,78,236	4,05,861

No	Crime Head	Total Cases Reported	Major State/UT during 2019		
1	Cruelty by husband or his relatives	1,25,298	Rajasthan (18,432)	Uttar Pradesh (18,304)	West Bengal (16,951)
2	Assault on women with intent to outrage her modesty	88,367	Uttar Pradesh (11,988)	Odisha (11,308)	Maharashtra (10472)



3	Kidnapping & Abduction	72,780	Uttar Pradesh (11,649)	Bihar (9,025)	Assam (6,989)
4	Rape	32,033	Rajasthan (5,997)	Uttar Pradesh (3,065)	Madhya Pradesh (2,485)

(Source: Crime in India-2019)

- Majority of cases under crimes against women was reported under 'Cruelty by Husband or His Relatives' (30.87%) followed by 'Assault on Women with intent to Outrage her Modesty' (21.77%), 'Kidnapping & Abduction of Women' (17.93%), and Rape (7.89%).
- Uttar Pradesh reported 14.75% (59,853) out of total cases of crimes against women followed by Rajasthan 10.24% (41,550 cases) during 2019.
- Dowry death cases 7,115, abetment of suicide of women cases 5,009, acid attack cases 150 and Attempt to acid attack cases 42, Rape cases 32,033, Cybercrimes (women centric only) 1,621 were reported in year 2019.
- Women and Girls victims of rape cases under below 6 years were 144 and between 6 to 12 years were 428. Total rape cases victims in 2019 were 32,260.
- Number of cases in which offenders were known to rape victims 30,165 (94.2%) out of total 32,033.

Crime Against Women (Metropolitan Cities) [19 cities with more than 2 million population]

Crime Head	Crime incidence (IPC +SLL)		
	2017	2018	2019
Total Crime against Women	40,839	42,180	45,485

No	Crime Head	Total Cases Reported	Major Metropolitan Cities during 2019		
1.	Cruelty by husband or his relatives	14,045	Delhi (3,697)	Hyderabad (1,568)	Jaipur (1,525)
2.	Assault on women with intent to outrage her modesty	9,206	Delhi (2,311)	Mumbai (2,069)	Bengaluru (803)
3.	Kidnapping & Abduction	8,767	Delhi (3,398)	Mumbai (1,327)	Bengaluru (617)



4.	Rape	3309	Delhi (1,231)	Jaipur (517)	Mumbai (394)
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(Source: Crime in India-2019)

- Majority of cases under crimes against women were reported under ‘Cruelty by Husband of His Relatives’ followed by ‘Assault on Women with intent to Outrage her Modesty ‘Kidnapping & Abduction of Women’ and ‘Rape’;
- Delhi reported 12,902 (28.4%) cases out of 45,485 cases crimes against women followed by Mumbai 6,519 (14.3%) cases and by Bengaluru 3,486 (7.7%) cases during 2019.
- Dowry death cases 385, abetment of suicide of women cases 425, acid attack cases 22, attempt to acid attack cases 12, Rape cases 3309.
- Cyber Crimes/Information Technology Act (women centric only) 205 cases reported in 2019.

Some new crimes are emerging such as;

- » Stalking and cyber stalking
- » Blackmailing through revenge porn
- » Sexual harassment at schools and workplaces
- » Intra - national and international trafficking of women for labor, prostitution and organ smuggling.

Urgent and important need of the hour is devising standard operating procedures and enhancing the capacity of law enforcement agencies to deal with the above crimes for effective implementations of laws.

A newly emerging crime in India is blackmailing and extortion through cyberspace. Young women in India are falling prey to blackmailing for doing something that their families or society doesn’t approve.

It may be over their sex life and pornographic images or something as trivial as talking to men belonging to another caste or religious groups. Such facts or materials are leveraged for extortion or sexual favors.

Another grave crime is that of sexual harassment at schools / colleges or workplace. This might have been a long existing problem which may have come in the limelight recently, as most women are often afraid to complain.

Sexual harassment is well a calibrated crime where the predator chooses and grooms the victims after much deliberation. It is about power. A sexual predator strikes because he knows and has ensured that there would be no consequences to his actions.

Sometimes, when such harassment goes unreported, the culprit may develop a sense of impunity. As a result, the criminal behavior may escalate. In many cases, women have been raped or murdered by a co- worker.

There is already a law in place to deal with such harassment. Its implementation and preventive actions can lead to a safe working environment for women and help to stop serious crime.

Intra-national and international trafficking of women: South Asia has the

largest population of the world living in poverty. This makes it prone to human trafficking. Destitution and poverty often put such population in such a desperate situation that they become easy targets of organized human traffickers.

Also, India is surrounded by other poor countries. As a result, it has become an international hub for trade and transportation of trafficked persons.

Women are bought from poor regions and sold into prosperous regions of India for the purpose of providing cheap labor, marriage and organ smuggling or sex trafficking.

These women are most vulnerable to violent crimes as they have absolutely no protection from either their families or the law. In long term such treatment of women leads to objectification and commoditization of women in society.

Government has made many efforts to stop such heinous practices. Government has launched anti-human trafficking portal for Info sharing and tracking effective implementation of anti-human trafficking measures. It has also been connected to “track child”, the National portal on missing children.

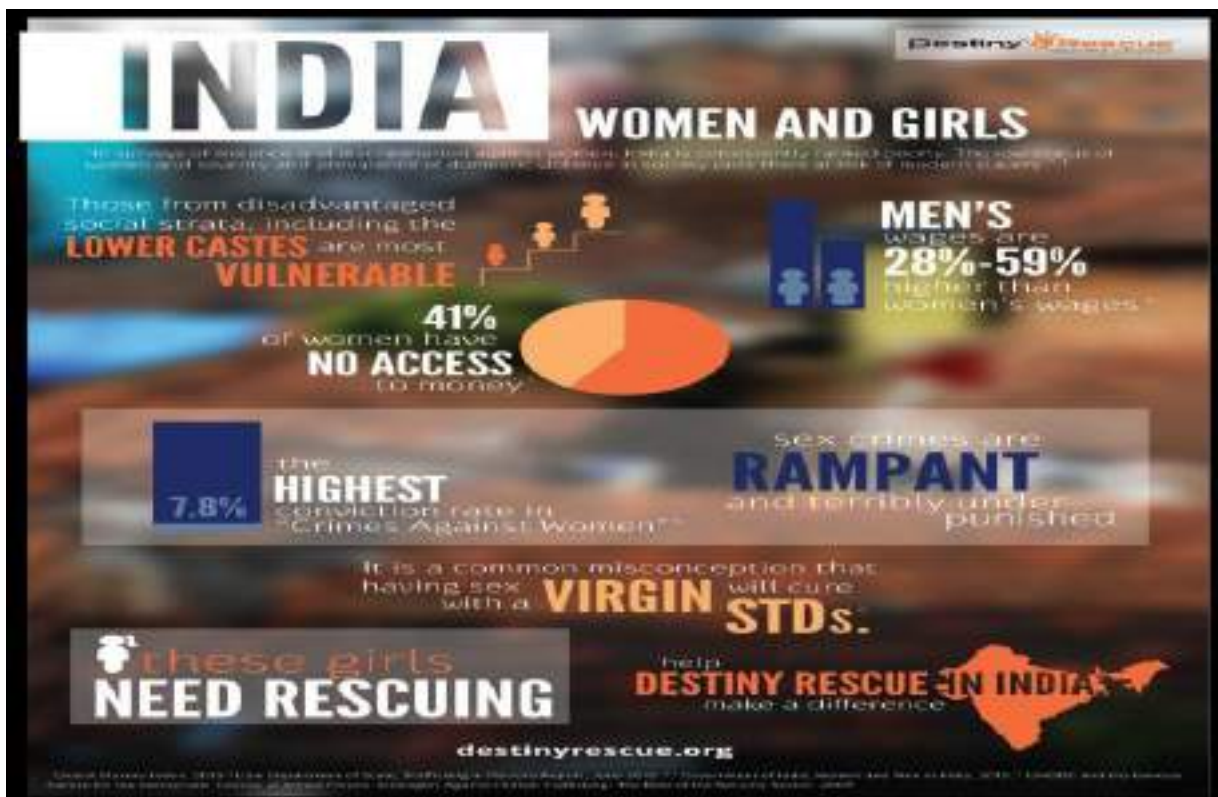


Figure 1: Women and Girls Trafficking Scenario
[Image source: destinyrescue.org]



Figure 2: Child Trafficking
 [Image source: destinyrescue.org]

But the best way to prevent such crimes with the strict enforcement of anti-human trafficking laws is implementing anti - poverty measures along

Acid Attacks:



Figure 3: Acid Attacks in India Scenario
 [Image Source: Young India Vision]

In 2019, 150 cases of acid attack (IPC 326A) and attempt to acid attack (IPC 326B) 42 cases were reported as per NCRB.



Government has taken many steps to prevent such attacks and accommodate the victims of such attack.

In 2013, Acid attack is made a specific offence with a punishment of imprisonment not less than 10 years and which can extend to life imprisonment and with fine.

The rights of Persons with Disabilities Act were revised in 2016 to include acid attack survivors as physically disabled. It extends reservation benefits in government funded education Institutions and government jobs to acid attack survivors.

Acid attack is one of the most debilitating attacks as the victim has to go through an average of 80 percent facial reconstruction surgery. The mental and physical recovery is possible only after the victim shows extreme will power to survive.

Acid attacks are strange in the sense that unlike other crimes against women, they are region and culture specific with most crimes taking place in South Asia. The motive behind an acid attack is to humiliate and not to kill.

The most common reason for such an attack is the rejection of romantic or sexual advances of the culprit by the victim. Other motives are domestic dispute, dowry demands, property disputes and communal violence.

Spousal Violence

Spousal violence is prevalent in the society. As per National Family Health Survey (NFHS-4) 2015-16 report one-third of ever-married women (33%) have ever experienced spousal physical, sexual, or emotional violence by their current husband (for currently married women) or their most recent husband (for formerly married women), and 26 percent have experienced at least one of these forms of violence in the 12 months preceding the survey.

Thirty percent of ever-married women have experienced spousal physical violence, with 23 percent experiencing this type of violence in the past 12 months. Seven percent have experienced spousal sexual violence, with 5 percent experiencing this type of violence in the past 12 months.

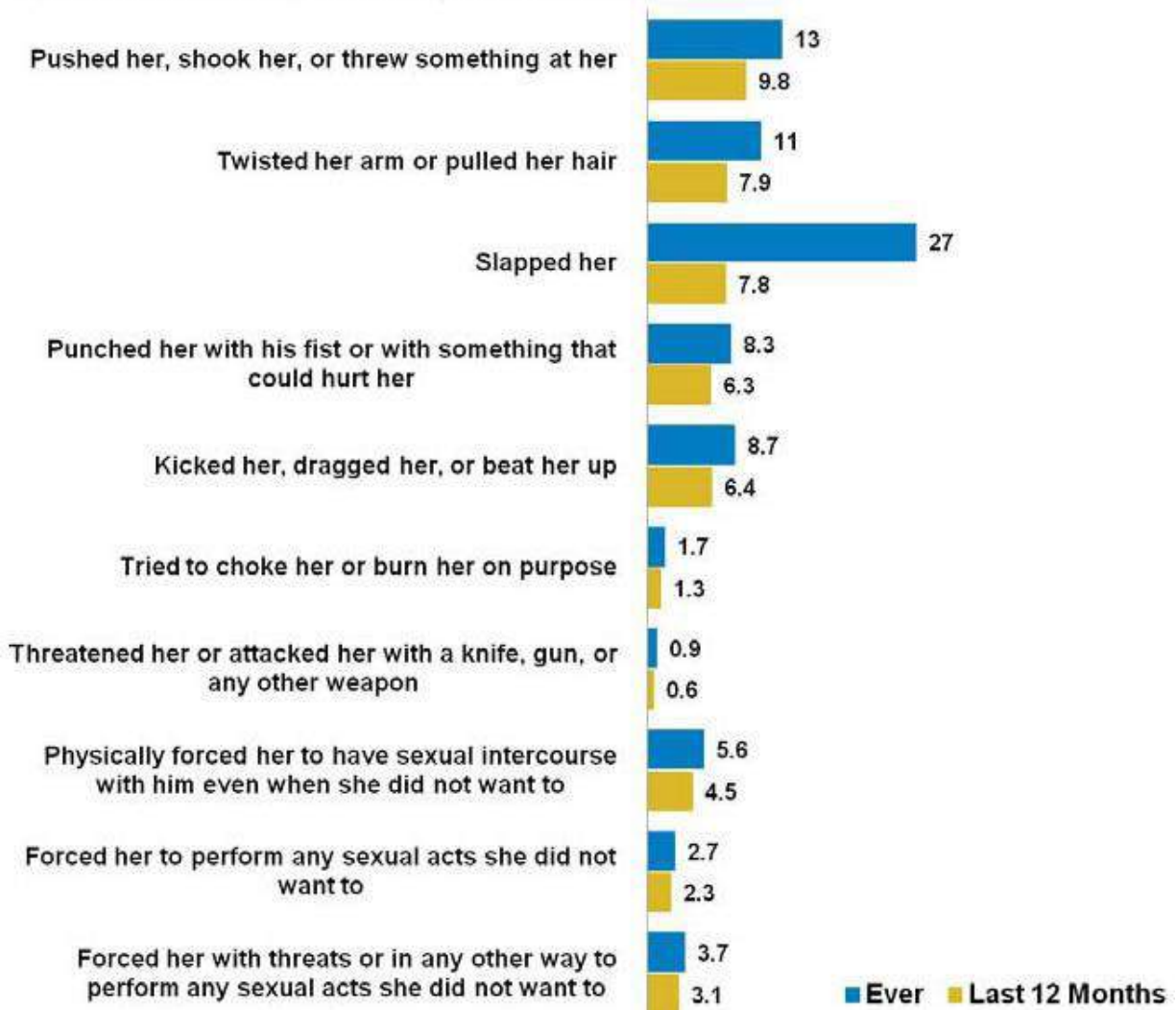
Spousal emotional violence was reported by 14 percent of ever-married women, and 11 percent reported such violence in the past 12 months.

Of the acts of physical violence committed by the current or most recent husbands, the most common type is slapping, reported by 27 percent of ever-married women. A type of spousal violence with the percentage is shown below as per NHFS-4.



Types of Spousal Violence

Percentage of ever-married women age 15-49 who have ever experienced specified acts of spousal physical or sexual violence



Rape

As per Crime in India statistics 2019 majority of rape accused are known to the

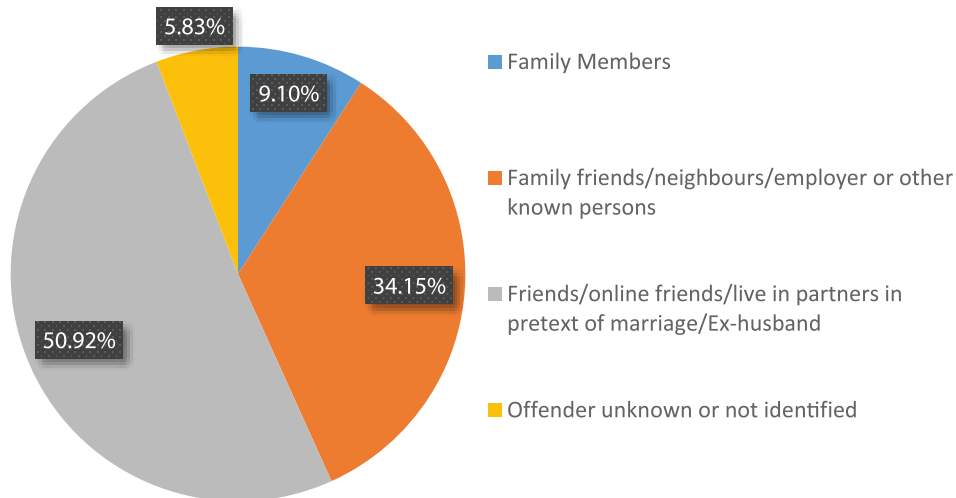
victims. The accused belong to close family members, other relatives and known person on whom generally women put trust.

Offenders Relation to Victims of Rape 2019 (source: Crime in India 2019)		
Total Rape cases	32033	
No. of Cases in which offenders were known to the Victims	30165	94.17%
Family Members	2916	9.10%



Family friends/neighbours/employer or other known persons	10938	34.15%
Friends/online friends/live in partners in pretext of marriage/ Ex husband	16311	50.92%
Offender unknown or not identified	1868	5.83%

Offenders Relation to Victims of Rape



The genesis of such a horrible crime is the relative position of women to men in a society. In a way the entire society is responsible for such an attack. Such crimes represent the meager value that a patriarchal society attaches to a woman’s right to make a choice about her body, her love life, marriage or dreams of future life.

Thus, prevention of such crime demands efforts to create a society which respect a woman’s choice about her own life. This is a long-term process but in short term we can start with sensitizing the society, creating safe and secure environment with the help of technology, vulnerable locations with CCTV and more lighting, having more SHE teams of police, one stop crisis center, counselors, community awareness program.

We have to change the education curriculum to incorporate the gender sensitization and certain legal provisions to make men and women aware about such heinous crime to bring greater understanding about the issue.

5 Critical Assumptions and Constrains

5.1 Help-Seeking Among Women Who Have Experienced Violence

As per National Family Health Survey (NFHS-4) 2015-16, of all women in India who have ever experienced any type of physical or sexual violence, only 14 percent have sought help to stop the violence and 77 percent have never sought help nor told anyone about the violence they experienced.



5.1.1 Sources of Help

- Among the women who have experienced physical or sexual violence and sought help, the most common source for help was the women's own family (65%).
- The second most common source for help was husband's family. (29%).
- Fifteen percent of women sought help from a friend.
- Among institutional sources of help, the most common is police (3%), followed by a religious leader (2%). Only 1 percent each have ever sought help from a doctor or medical personnel, a lawyer, or a social service organization.

5.1.2 Reasons for not Seeking Help

- The victims think that complaining will not end the abuse.
- Most crimes of sexual nature are committed by known people.
- The victims are too young to take an action on their own.
- Victims think that they will not be trusted.
- The victims fear the repercussions of complaining on them or their families.
- Police is the most advisable and immediate point of contact for victims to seek help. But it requires a lot of courage to start a legal process especially if the power dynamics are heavily tilted on the accuser's side.

- In such cases victims need an avenue where they can seek advice and help without getting into the legal hassle.

“Pervasive Concern”-The analysis on non-marital sexual violence in India led by Dr Anita Raj, Director of the Centre for Gender Equity and Health, University of California, in collaboration with the Mumbai - based International Institute for Popular Sciences. The study concludes non-marital sexual violence is a “pervasive concern” affecting far greater number of women and adolescent girls than reported cases suggest. “More than 2 in 5 never tell anyone of this abuse. Adolescent girls 15-19 years are disproportionately affected and even less likely to report the crime to police. Most assailants of this violence are known to their victims, as partners, family members or friends. Stranger-perpetrated sexual violence against women and adolescents is less common,” the analysis found. The study suggests only 5% adolescents reported the perpetrator to be a stranger. The study suggests that since in most cases the perpetrator is a known person, prevention strategies need to focus on “potential perpetrators”. It is emphasized that mobility restrictions on girls out of fear of strangers will not work as a preventive measure. The study recommends reduction in stigmatization and improved police response can facilitate victim's disclosure. This prevalence was calculated for the population of all women aged 15-49 years and by age category.

This clearly raises an alarm about under-reporting of cases involving crimes against women.



5.1.3 Below mentioned steps may help in increasing reporting of such cases

- Conducting crime victimization surveys to get a clear idea of crimes committed against women:
- Generally, a crime victimization survey collects information on crimes reported or not reported to the police. Survey respondents provide information about themselves (age, sex, religion, caste, marital status, education, income level, locality etc.) and whether they experienced victimization. For each victimization incident, the surveyor collects information about the offender (age, religion, caste, sex, victim offender relationship etc.), characteristics of the crime (e.g. time and place of occurrence, use of weapons, nature of injury, economic consequences etc.) whether the crime was reported to police, reasons the crime was or was not reported, and victim experiences with the criminal justice system.
- Crime victimization survey helps the legal machinery see the crimes and criminal justice system from the victim's eye.
- Such survey can increase victim's confidence in police and state as active solution seekers of their problems.
- Victims may feel less hesitant in giving information in such survey as the victim doesn't have to get into the legal hassle after giving the information.
- Victims especially feel fear or shame in reporting crimes which are sexual in nature or committed by family member or people known to the victims or which can reveal humiliating information about the victims. Legal reporting somewhat takes away the anonymity that such crime victimization survey provides.
- Building and popularizing a public opinion that has zero tolerance against crime against women.
- Crimes against women committed by their family members should be treated as crimes only and not a part of life or mistakes. Such attitudes can be encouraged with the help of the awareness of law, women's rights, available legal awareness etc.
- Using media, street plays and public awareness campaigns should be organized to reverberate the idea of immediate reporting of crimes against women and discourage victim blaming or cover up of crimes.

6 Preventive Strategies

As per NCRB's data published in 2019, the registered crimes against women have increased by 7.3% over 2018. This shows increasing tendency of women to come forward and register crimes committed against them. Somewhere they have some hope that justice will be done. Police needs to develop on this hope to build some trust among the women. Police is expected to give its best to do qualitative investigation and to take effective preventive measures.



6.1 Situation Based Prevention

In today's world, where technological solutions are transforming our approach for problem solving, law enforcement agencies should utilize such technologies to prevent crimes against women. Technological solutions can be used in 3 broad areas:

6.1.1 Transportation - Technology Overview Of Solution

The public transportation is not always considered safe for women. Nirbhaya gang rape case, a private commercial bus which was illegally ferrying commuters was used for the commission of such a heinous crime. The crisis of unsafe public transportation received sudden attention.

The prevailing perception of unsafe transportation system restricts women's right to freedom of movement, which is a fundamental right. This has the capability to affect their education, employment and eventually their physical, financial independence, damaging all the efforts of their empowerment. That's why safe public transportation for women requires urgent and highest attention.

In urban India, the entry of cab aggregators like Uber, Ola etc. have complicated the situation further. To stop the crimes against women by drivers of such taxis, buses and rickshaws - uniform standards such as showing the nameplate, email and phone number for any grievance, background check of drivers, CCTV in the vehicle and strict regulation need to be addressed.

Model transportation can be developed by equipping these vehicles with CCTV

cameras, GSM internet connectivity, vehicle tracking device, panic buttons and GPS connectivity. Such system should be installed in all transportation vehicles including taxis, school buses, public buses etc.

The distress messages will directly go to the control room which will handle such calls and signals and forward such information to the nearest first responders. Substantial investment in and capacity building of control rooms is needed for it.

To immediately respond to the crisis, the first responder would be ready with vehicle tracking device, hand-held as well as fixed communication device, 24/7 connectivity with control room etc.

A command and control room at the center will be created to ensure smooth and efficient functioning of the entire system.

Such system will be able to inform law enforcement agencies about molestation, sexual harassment and can even prevent crimes like rape. But the biggest impact would be that it will instill fear in the minds of harassers and courage in the minds of women.

We need to use Video Surveillance as an effective tool thus wide coverage of area under CCTV surveillance is necessary.

Vulnerable location and public and private vehicles should be fitted with in-vehicle CCTVs (Front, middle and rear) and panic button with VTS (Voice Transmission System).

All first / mobile responders - Police vehicles (PCR Vans / Bikes) and ambulances should be fitted with GPS units.

GPS coordinates and video feed or snapshots of the pictures would be sent to control room via 2G/3G GSM network (based on bandwidth availability in that area) when the panic button is pressed.

Control room can call the GPS fitted vehicle and call will be answered automatically so that control room can hear and record the

voice in control room and related agencies are dispatched.

Setting up of Command & Control Centre at one location in a state and addressing the requirement of whole state. Setting up of a dedicated quick response team (may be with some specially trained lady officers).

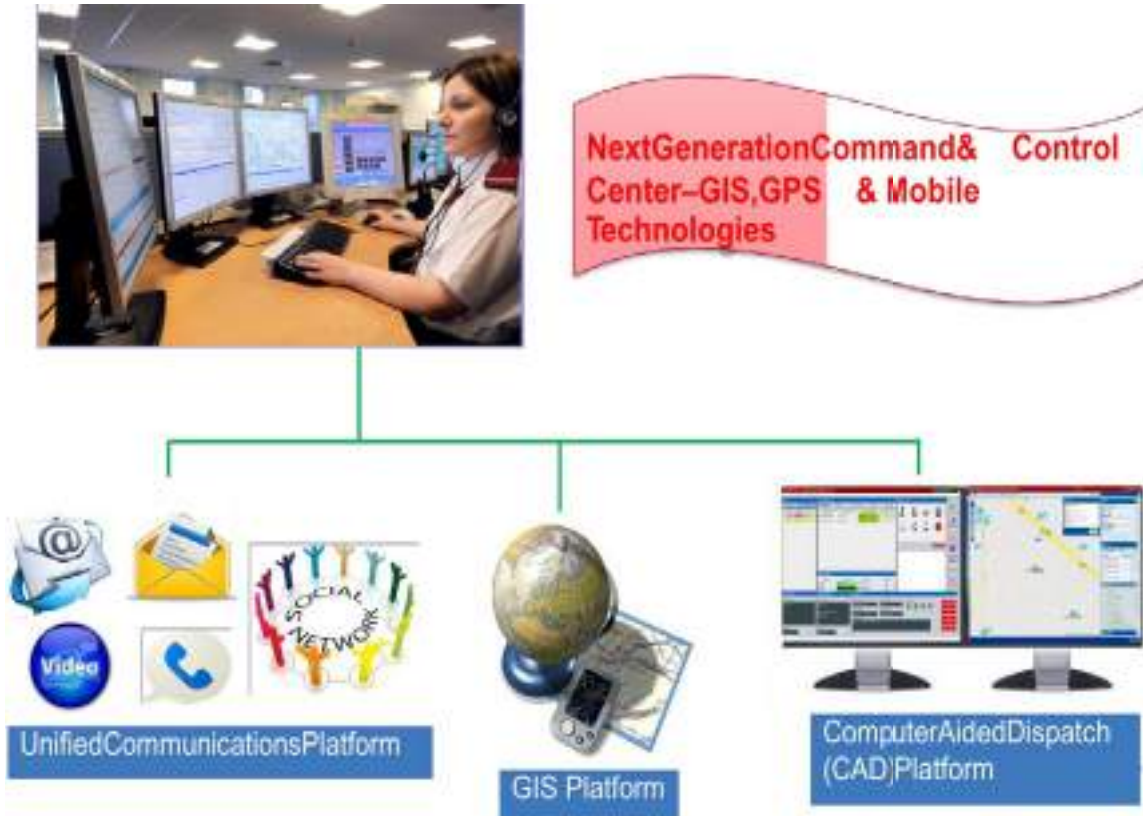


Figure 4: Command and Control Center

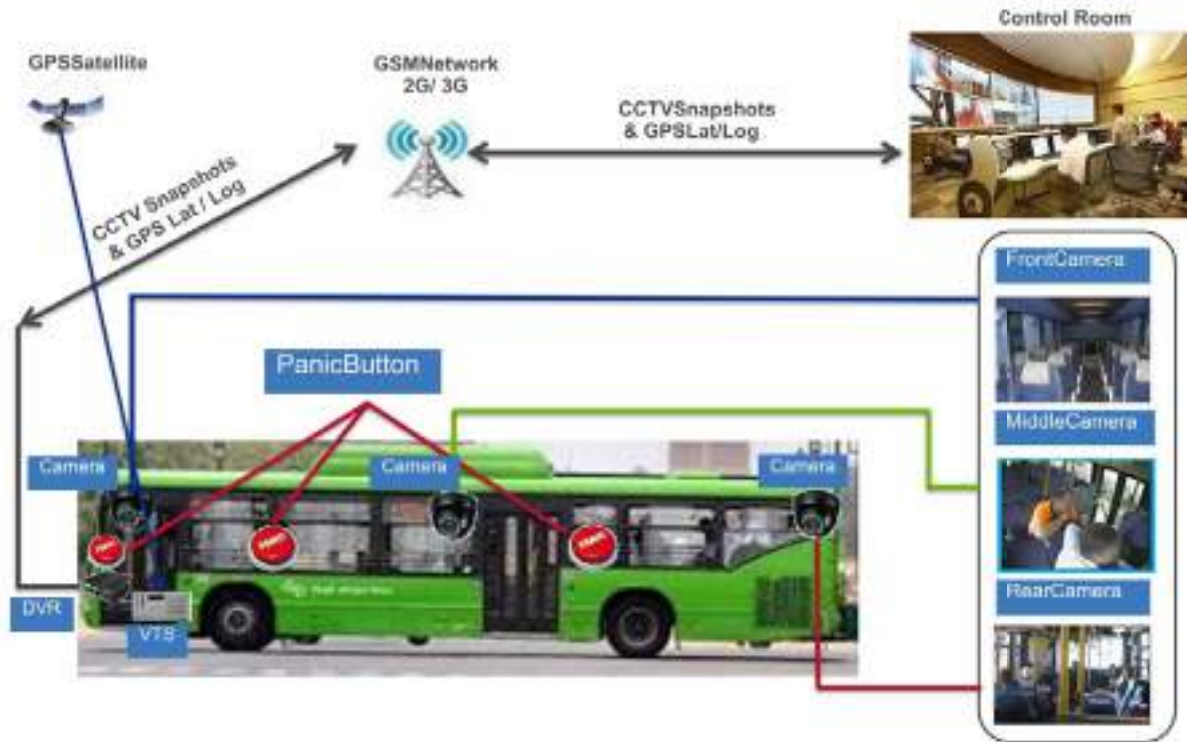


Figure 5: Transportation safety

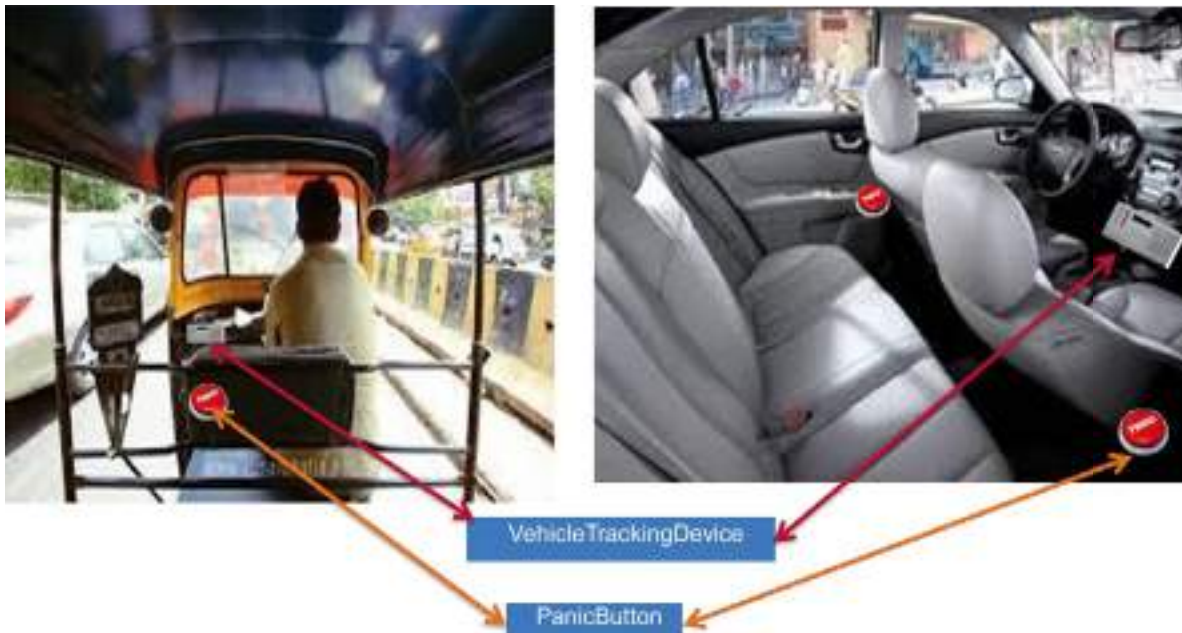


Figure 6: Public Transport Safety

Probable Connectivity

The connectivity of the entire system described above could be established in the following way:

'Promoting Good Practices and Standards'

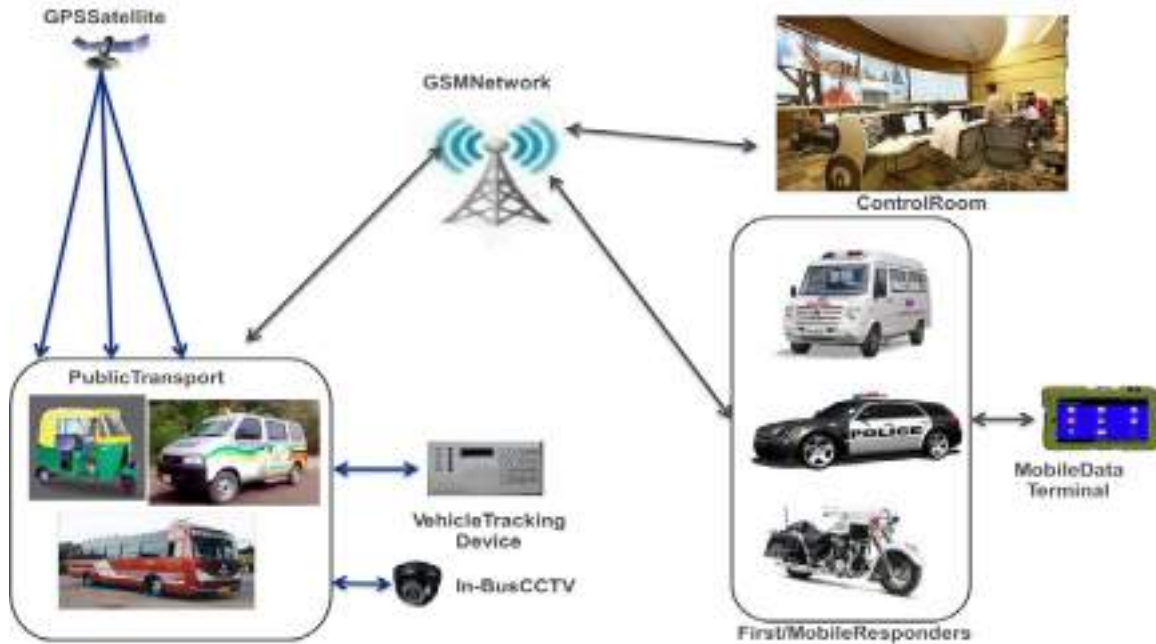


Figure 7: Probable Connectivity

Responder's use of technology



Figure 8: Responder's use of Technology



Overall Scenario

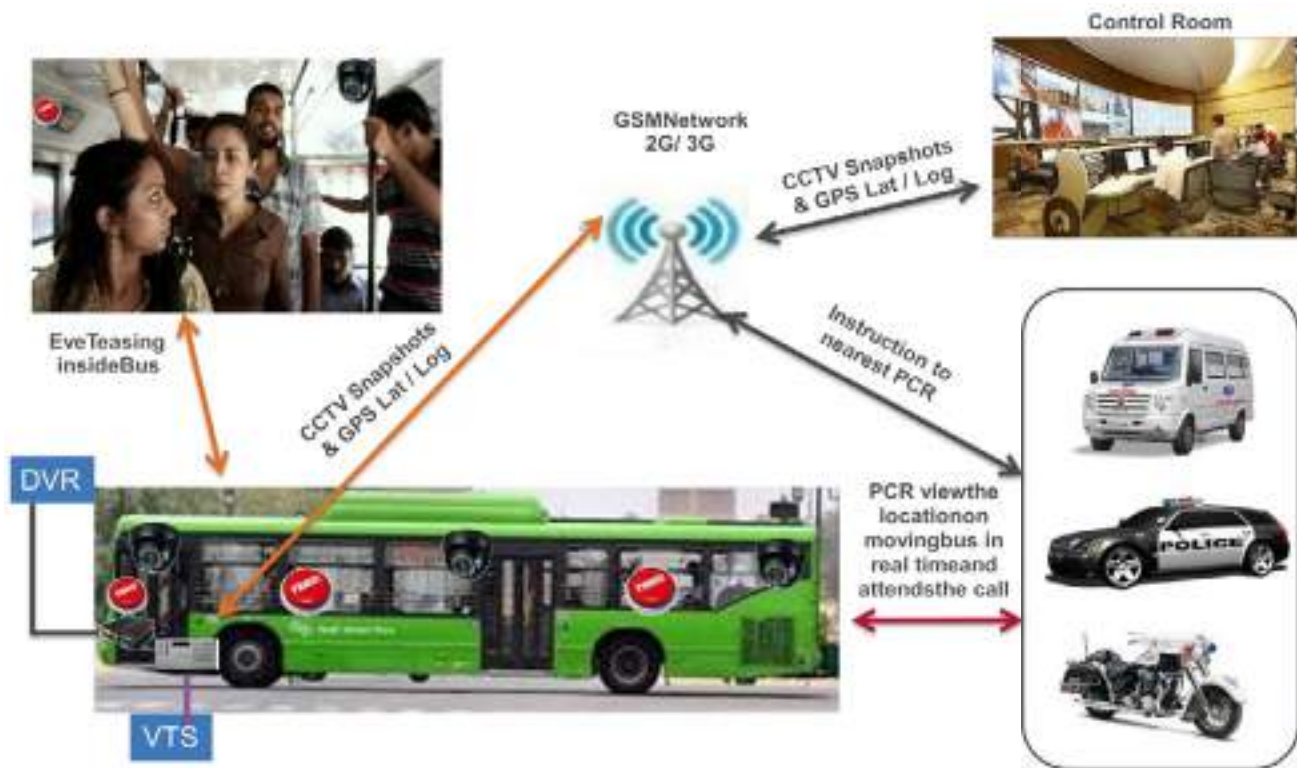


Figure 9: Overall scenario

In case of harassment inside bus, a lady passenger can press the panic buttons installed at strategic locations inside the bus (near entry / exit gates, ladies' seats etc.)

As soon as panic button is pressed, GPS device will send an SOS to control room with current position of the bus. Also, the in-bus CCTV cameras will start sending snapshots of bus at a pre-defined interval.

Control room will act on situational awareness and locate the nearest PCR van or bike to the bus & allocate the task to it.

Control room can also call the GPS and hear the voice and record that in the control room.

In the meantime, GPS device will continuously send latitude longitude positions to the control room along with the snapshots of the bus.

Police will track the vehicle in real time, resolve the case and will report back to the control room. As soon as incident is reported as closed, control room will send signal to GPS device to stop sending data and normal operations will resume.

Reporting and log of events

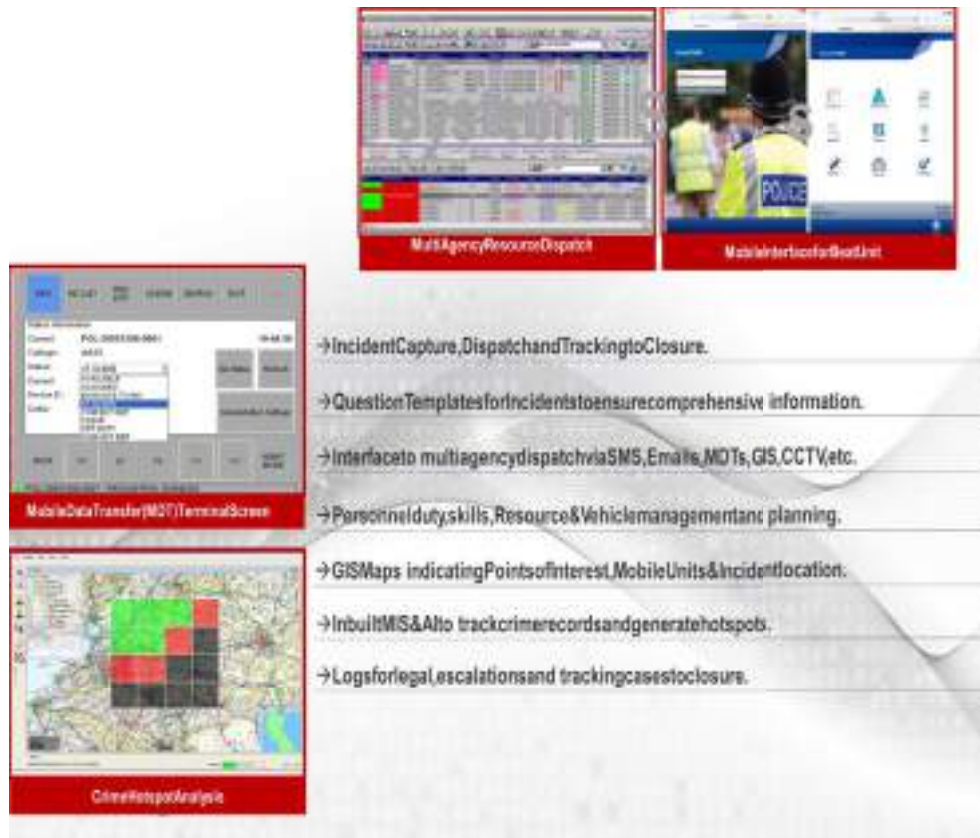


Figure 10: Reporting and Log of events

Effectiveness of Technology Solution - Immediate Response



Figure 11: Effectiveness of Technology Solution

'Promoting Good Practices and Standards'

6.1.2 Vulnerable Stationary Locations

In order for society to function normally, people should not only be safe, but they should also feel safe. A single crime in an area creates the perception of vulnerability in the minds of thousands of residents living there. If an area or city is perceived to be insecure even the family members of women may not allow them to exercise even the best of educational and employment opportunities. Such restrictions are harmful even if they are put with the best of intentions. Vulnerable Stationary Locations must be identified and proper intervention should be done to create safe places.

Vulnerable Stationary Locations

Vulnerable Stationary Locations can be identified after doing vulnerability assessment on basis of crime data and perceived threat to vulnerable section of society. Creating safe public places require some infrastructural investments.

- **Street Lighting**



Criminals feel safe to commit crime in the safety cloak of darkness and desolation.

Public streets, residential colonies, markets, hostels, slums and the darker roads are more prone to crime and also perceived to be vulnerable.

Proper lighting in such zones would instill fear in the minds of wrongdoers. They already know that their acts are wrong and if they have fear of being seen by public, they will most likely refrain from committing such acts. It will also instill confidence in women.

- **CCTV Cameras**



CCTV cameras have become crucial in crime detection and prevention, traffic management and building confidence in vulnerable sections. The CCTV cameras have helped in detecting crimes, apprehending suspects / criminals, identifying MOs, clearly identifying vulnerable areas etc.

Now Technologies integrating Artificial Intelligence and CCTV cameras have emerged. CCTV cameras themselves identify suspicious activities. The software does it after millions of similar images are fed into it.

CCTV cameras, capable of red light violations, detection, number plate identification; facial recognition, speed detection etc. are already installed functioning

in Indian cities. More and more cities are installing CCTV cameras to cover the entire urban area.

Such initiative should not only be one sided. Different groups like slum- dwellers, destitute, women living in hostels and paying guest facilities, women working in night shifts or far away and sparsely populated areas are particularly vulnerable to crimes. In such areas government should come forward for installing CCTVs and Street lights. Government should do it after conducting proper vulnerability assessment on the basis of crime data and also taking into consideration of vulnerable sections.

- **Police Patrolling**



No matter how well we create the infrastructure of public lighting and CCTV cameras, it can never replace the inherent assurance that the physical presence of a uniformed officer provides. Police uniform has the highest deterrent value. Increased police patrolling creates an environment of safety and credible deterrence.

Crime data specifically identifies crime prone areas, time period, type of crimes, vulnerable population and modus operandi etc. Police should take into consideration crime data and perception of vulnerable section for organizing patrolling. Patrolling parties should include some female police officers.

6.2 Victim Focused Prevention

Empowering the potential victims by training them to deal with sexual assaults is the most important way of prevention. Potential victims like children and women should be trained in raising alarm, defensive combat etc. Additional defensive tools like pepper spray, stun-gun, alarm etc. should be either provided to them or they can be encouraged to buy them.

The learning of what is a “Safe touch” and what is a “Unsafe touch” should be made compulsory in school. Children sense some touch as uncomfortable but they are sometimes incapable of defining them. Teaching clear distinction between ‘Safe touch and Unsafe touch’ will help them identify and distinguish a particular touch.

Best practices done in some state should be adopted by other state for ensuring women safety. She Team of Telangana, Bharosa Kendra of Telangana, Effective Mahila help line of Uttar Pradesh is example of some of effective practices in providing women safety and security.



6.2.1 Self Defense Techniques

DON'T BE HELPLESS

Women's Self Defense



- Children and women should be taught self-defense techniques.
- Children can be taught self-defense technique in schools or colleges. It can be included in the curriculum of the school.
- Women can be taught self-defense technique by NGOs or Government programs.
- Self-defense techniques should be simple and can be used by any woman effectively.
- It will instill confidence in women and they will be encouraged to raise their voice against such abuse.
- Additional defensive tools like pepper spray, stun-gun, alarm etc. should be either provided to them or they can be encouraged to buy them.

6.2.2 Providing SOS devices and Panic buttons to women

Government should seriously consider

making a panic button compulsory in every mobile phone. So that whenever anyone is in danger, just by pressing a panic button (situated separately on mobile phone) one can send distress signal directly to control room which can immediately send first responder to the spot.

Along with notifying the police, such distress signal will automatically be sent to the select people whom the mobile user has chosen. So that the family member or friends of the person can also take emergency safety steps in distress.

A separate SOS device is also useful to those who don't use mobile phones. Children are generally not allowed to use cell phones but they are highly vulnerable to sexual assault and other crimes.

Population living in mountainous regions, villages located far away, forests or islands should also be provided such SOS devices. So that when they have to go to areas with unreliable security, they can send distress signals to their families and police. Women and children should be specifically given such devices.



Figure 12: Safety Devices for Women

6.2.3 SHE Team of police with body worn camera



Figure 13: SHE Team Hyderabad City Police
Source: Asia net newsable

- She Team is a unit of Telangana police started by Hyderabad city police on 24th October 2014 for enhanced safety and security of women.
- Incident prone areas have been identified. These places include Bus stops, Railway Stations, Colleges, Schools, Ladies Hostels, Parks, and Hospitals in General.
- The Teams move to those Eve-Teasing prone areas for watch over, **recording the whole scene with the secret Cameras**. After observing the Stalker's behaviour, he is caught by the Team and brought to the Police Station with proper evidence of the offence. His antecedents are verified.
- Depending on the nature and gravity of Stalking, appropriate sections of law are booked against him. First time offenders are booked under petty cases according to Sec. 290 IPC, Sec. 70 © of Hyderabad City Police Act. These cases are booked when a woman is unwilling to give a written complaint.
- If they found to be habitual or if any complaint lodged in specific against the eve teaser, by a Woman/ Victim, cognizable sections of IPC will be filed against the offenders.

Team Built of and Equipped with

- Each "SHE" Team consists of an Officer of the rank of Sub-Inspector of Police, a lady constable and 2-3 male constables.
- All the Team members work in civilian dress and carry the unidentifiable cameras with them to record what they produce for future evidence.



SHE TEAM-ENFORCEMENT

Year	NO. OF PERSONS BROUGHT AND COUNSELLED			NO OF PETTY CASES BOOKED			NO. OF PERSONS WARNED AND LET OFF		
	Majors	Minors	Total	Petty Cases	Fined	Jail	Major	Minor	Total
2014	58	16	74	39	39	0	7	12	19
2015	158	126	284	115	89	26	19	53	72
2016	439	111	550	141	126	15	278	111	389
2017	543	133	676	89	50	38	418	137	555
2018	625	99	724	109	37	72	459	99	558
2019	707	95	802	116	118	58	431	95	526

Detail of Petitions

Year	PETITIONS RECEIVED UP TO DATE								
	Red handed	Direct	email	Facebook	Whats App	Hawk Eye	Twitter	Dial 100	Total
2014	12	7	08	00	00	00	00	71	98
2015	54	36	72	250	32	06	00	634	1084
2016	62	324	143	80	157	51	03	590	1410
2017	75	508	255	06	46	44	00	203	1138
2018	107	635	84	06	240	20	01	39	1132
2019	130	601	119	01	463	40	00	12	1340

[Source: <http://sheteamhydpolice.telangana.gov.in>]

- One can take the help of SHE Teams on WhatsApp, Facebook and Twitter.
- SHE Teams have helped a great deal in raising awareness and courage among women, fear among perpetrators and deterrence in the society in general.
- The tremendous success of SHE Teams has led to its extension to all districts and Commissionerates of Telangana and has been replicated the concept in 6 other states – Maharashtra, Chhattisgarh, Odisha, Andhra Pradesh, Rajasthan and Uttar Pradesh.

This successful unit may be replicated in all states for enhancing women safety.

6.2.4 Mahila Helpline

There was a great need of a common nationwide helpline number where women in distress could call to seek help. Thus, after the Nirbhaya episode, a nationwide women’s helpline number 181 was launched in 2013. Another helpline, 1091 was already in Operation since 2004.

The success of any such helpline depends on the following crucial factors:



- Wide scale publicity of the existence of such helpline and services available under it.
- Constant improvement in the average response time and quality of response by the first responders. It is the efficiency and effectiveness of the first responders that determine the credibility of such help lines.
- The follow-up actions by such helpline to redress grievance of aggrieved parties.
- Confidentiality of information provided by the women to ensure their safety.

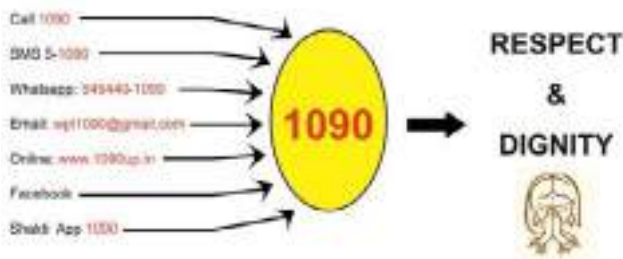
There are some inspiring success stories of such help lines like 1090 in Uttar Pradesh.

- Launched in 2012, this 'Women Power Line (WPL)' was mainly launched to raise awareness and a sense of safety among the women of UP.
- The standard operating procedure of this helpline is as follows:
 - » Any woman can register complain free of charge after receiving an obscene call or message.
 - » The Identity of the complainant is kept secret.
 - » Under no circumstances the women are called to a police station/office.
 - » Only Female police officers talk to and register complaints of the complainants.
 - » Female police officers provide the senior male police officers only as much information as can be helpful in the investigation.
- In order to ensure its credibility, the police have taken following steps:
 - » Women attending such calls have been specially trained to talk to the victims with politeness and sensitivity and register their complaints.
 - » Understanding the victim's problem completely and make her trust that 1090 is the solution to her problems.
 - » The software of the helpline has been made effective and secure enough that no information can be copied to devices like pen drive etc.
- The Complaints on 1090 range from 21st century problems like harassment through mobile phone/social media, sending obscene messages to conventional crimes like domestic violence, dowry harassment etc.
- The harassers are dealt with in the following manner:
 - » First step is counselling.
 - » If they don't stop, then their family members are informed.
 - » If this still doesn't comply, then legal action is taken against them.
 - » Mostly the harassers get scared of police, but in some cases where they don't budge, FIRs are registered



against them and the cases are handed over to the local police. In most such registered cases, the accused are middle aged men.

- 1090-WPL is 75 workstations based round the clock call centre to take complaints from all women of Uttar Pradesh via all possible ICT channels. It is state of the art internet-telephony & cloud computing based solution, very advanced yet user-friendly solution. It is run by the state police force, where the police use their law-enforcing function only as a last resort, and instead, help identify the perpetrator and counsel him into mending his ways.



[Source: uppolice.gov.in]

- At present total strength of 162 police personnel are working in WPL out of which 124 are women police officers. There are three working shifts and transportation facility is provided by WPL.
- To build on 1090's success, a programme called 'Power Angels' has also been launched. Under this, Female

police officers go to colleges to raise awareness to complaint about eve-teasing, molestation, sexual harassment etc. With the help of the educational institute's principal, some aware girls are selected as 'Power Angels'. They are also given ID cards after proper training. Their main job is to report the incidences of harassment taking place in their area to the 1090 helpline. Along with it, they also work towards reducing women's hesitation to speak against or report the harassment.

6.2.5 Bharosa Kendra

'Bharosa' is a one-stop support centre launched by Hyderabad police to provide legal, medical aid, counselling and rehabilitation to women victims and their children. This can be replicated in other states.

Services Offered under Bharosa Centre



(Source <http://www.bharosahydpolice.org>)



1	Women Help Line	Receiving the calls, allocating the case to the concerned wing as per the requirement, transferring the Cases to concerned area centres
2	Registration of Cases	Each Case will be registered and a comprehensive Case Profile will be prepared online using software by the Socio - Counsellors (Case Workers), the cases will be categorized depending on the requirements of the victim and they will be directed accordingly to different wings of Centre. "Bharosa" -Support Centre will provide rescue and referral services to the women affected by violence.
3	Police & Prosecution Services	The "Bharosa" -Support Centre will facilitate the lodging of FIR/NCR/DIR. Police officials of the concerned area Police Stations will register the cases and also help the victim in prosecution of the culprit. They will see that safety & security is provided to the victim and victim family / supporters, and do Follow up of the case until the case reaches the concerned Court by building the Evidences required for the case.
4	Medical	Complete medical help to the victim (Both Emergency & Long Term including follow up) will be provided by the medical wing. Medical Examination room is available in "Bharosa" -Support Centre. Women affected by violence would be referred to the nearest Hospital for further medical aid after preliminary examination at "Bharosa" - Support Centre, which would be undertaken as per the guidelines and protocols developed by the Ministry of Health and Family Welfare.
5	Counselling & Therapy	Clinical counsellors will provide psycho-social counselling to the needed victim. This counselling process will give women confidence and support to address the violence or to seek justice for the violence perpetuated. Psychological Counselling & Therapy will be provided by empanelled trained Psychologists and on call Psychiatrists and therapists.
6	Legal	The Legal Officer will provide Legal Aid, Guidance, Counselling, Witness & victim support until the case is closed and victim gets justice. Analysis of Cases will be taken up by the Legal Volunteers. On call Advocates and professors of Law Colleges will help the cases which need expert advice along with National/State/District Legal Service Authority.



7	Victim Rehabilitation	Shelter (Short stay or Long stay) & Employment (Capacity Analysis, Training, Placement, and Linking with Banks for self – employment) services will be provided by linking the victim to the concerned Nodal officers of the different institutions and Government departments by the Case Workers. The temporary shelter facility to aggrieved women will be provided by referring to the empanelled NGOs. For long term shelter requirements, arrangements will be made with SwadharGreh/ Short Stay Home (managed/affiliated with government/NGO).
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6.3 School based Prevention

School-based interventions are helpful to address gender norms and equality early in life, before gender stereotypes become deeply ingrained in children and youth. In school, teachers are the role model for the students. They make impact on the personalities of the students. Education curriculum modifies the thinking pattern and changes the behavior. It helps in reducing the crime and violence.

6.3.1 Learning of “Safe & Unsafe touch”



- The learning of “Safe touch” and “Unsafe touch” should be made compulsory in primary school.
- Children should be made beware of strangers who try to get abnormally close to them.
- Children should be trained to say no and to refuse things from strangers

with confidence.

- Children should be made aware that most crimes of sexual nature are committed by known people.
- Our culture puts stress on respecting and obeying elders. Instead, we should stress on respecting certain qualities and not just age. Children should be taught to clearly say ‘NO’ to elderly people in case they feel unsafe around them.
- We, as a society cannot expect our children to be obedient to their elderly all the times, as most crimes against children are committed by the elders known to the children.

6.3.2 Counselor in school

When a person goes through a series of sexual abuse, certain changes in his / her personality and behavior become visible. Educational institutions should **appoint one counselor** who can provide basic counseling to students. Such counselors can play a crucial role in detecting mental / physical / sexual abuse in a student’s life. Such counseling has the potential to save a child’s life, if on-time intervention is provided. Parents and teachers should also pay attention to deterioration in a

child's performance and signs of depression. By showing that the victim will be trusted and helped, we can encourage the victim to reveal the abuse and abuser.

6.3.3 Inclusion of sex education in curriculum



Inclusion of Sex Education in the curriculum is necessary now. It should focus both on boys and girls. Imparting knowledge about various provisions of law would empower Girls and encourage boys to support women for their cause. Knowledge would instill fear in the mind of law breakers. It's not only girls but boys are also sexually harassed and boys should also be made aware about the fact.

- Curriculum should include menstruation, consent, age of consent, pregnancy, stalking, voyeurism, kidnapping, acid attack, outraging modesty of women, rape (IPC provisions under 326, 354A, 354B, 354C, 354D, 363, 366, 375).
- The gist of various provisions of Information Technology Act to curb cyber-crime like cyber stalking, cyber bullying, cyber harassment, breach and violation of privacy, voyeurism, revenge pornography.

- The gist of Pre-Conception and Pre-Natal Diagnostic Techniques (PCPNDT) Act which prohibits sex determination.
- The gist of The Sexual Harassment of Women at Workplace (Prevention, Prohibition and Redressal) Act, 2013.
- It should include information about Dial 100, Mahila helpline 181, visit to a police station, interaction with SHE team.

6.4 Community based Prevention

Sexual crimes are the biggest taboo in our society. It is so difficult to even recognize its wide scale of existence that many times, we as a society turn the other way instead of confronting it upfront. Community interventions to reduce gender inequality usually attempt to empower women, strengthen their economic position and change gender stereotypes and norms. Although most programs involve women, some community programs work solely with male peer groups focusing on masculinity, gender norms and violence. This reflects a growing awareness of the importance of engaging men and boys in interventions, not only to redefine concepts of masculinity based on dominance and control, but also to engage them in stopping violence against women. Community interventions aim to change not just the way individuals think and behave, but also to mobilize entire villages or districts in efforts to eradicate violence against women. Community awareness on the laws incriminating certain acts is necessary as domestic violence, cruelty by in-laws, dowry demands etc. have social sanctions.

- If we want to stop this, we need to



understand it. We as a society need to have a comprehensive understanding of why these crimes happen? To whom do they happen? By whom are they committed? Why such crimes so often go unreported? How to stop them? What can we do to stop them? We should use the government infrastructure like Anganwadi, Primary schools, PHC, Gramsevaks etc. to raise the understanding on above mentioned questions.

- Many a times, victims are blamed for the crimes committed against them.

Through education, popular media, street plays and discussions we should propagate the message that,

- » It's not the fault of the women but it is the mentality of perpetrator. Rape happens to few months old girl child and on elderly women also.
- » The crime could have happened to any person you know and love.
- » Don't assume that the consent was given. Failing to fight back or tell the perpetrators to stop is not consent.

- The awareness of free legal services or NGOs which help poor victims go through criminal justice system is quite needed. Anyone who deals with the victims of child sex abuse, rape, sexual assault etc. needs a very high level of behavioral and psychological skills.

- Social workers who are trained in dealing with the victims and their family members can help reduce their

post-traumatic stress and help reduce the added suffering that is associated with having to go through criminal justice system.

While evaluations of community interventions indicate that they may help in reducing violence and changing gender attitudes and norms, more scientific evaluation studies are needed, particularly for programs focusing on male peer groups. Community interventions are more effective when facilitators are well-trained and have won the trust of a community. Their success is also linked to communities taking ownership of interventions, the concurrent use of a variety of methods and activities, adequate and sustained funding and the support of Government.

6.5 Media based Prevention

Media has become the most dominant tool of opinion formation. Attitude towards women are reflected by them. It can become a great tool to build a certain opinion which is needed to stop violence against women. Media interventions use television, radio, the Internet, newspapers, magazines and other printed publications to reach a wide range of people and effect change within society. They aim to increase knowledge, challenge attitudes and modify behavior. Media interventions can also alter social norms and values (e.g. the belief that masculinity is associated with aggression) through public discussion and social interaction.

- Majority of population doesn't come across female victims of violence and its perpetrators. It is through media



that we get to know about such acts, their victims, the suspects and details of such acts. So, the identities of victims and perpetrators are constructed by their portrayal in media.

- Such portrayals of victims and perpetrators often create stereotypes. Sometimes crimes are considered a result of individual moral failings or dysfunctional families. Most criminals are perceived to be belonging to specific communities. Instead of underlying reasons like patriarchal societal setup, misogyny and inequity in resource distribution, such crimes are blamed either on individual or his/her immediate surroundings.
- Media most often covers the cases of violence against women as individual episodes. Audiences who see episodic stories are more likely to determine that the event is random and not preventable and that solution lies within the individuals involved (child, family, perpetrator). Instead, it should focus on thematic coverage of such crimes. It contextualizes the problem beyond the case. Those who see thematic stories are more likely to understand the broader social factors impacting crimes against women and view organizations and government as accountable.

Nirbhaya case was not treated just as an individual incident of crime but a case representing the crisis of women's security in India. That's why it had such a huge implication on our laws,

institutions, society and thinking.

- Media should stop focusing on sensational news pieces or 'news of the day'. Such treatments of crimes make them disappear fast from public memory. Sensationalization of crimes against women leads to public anxiety and fear. It produces short term moral outrage but not enough solutions or far-reaching results.
- Social Media
WhatsApp, Twitter, Face book, Instagram and other social media sites should be made responsible to restrain fake hate messages and images - clipping related to child pornography.

6.6 Response of law enforcement agencies

Reporting gender violence is an extremely difficult decision for women. They are taking the risk of reporting crimes which might provoke violent backlash against them and their beloved. We live in a society where victim blaming is common. If they are not being blamed for the occurrence of the crime itself, they are blamed for reporting it. But still they report it to the police with the hope of Justice. Law might be one of the last institute in which they have some trust intact. So the law cannot afford to fail them. We need to encourage reporting so that the real picture of gender violence comes to light.

The response of the police and Judiciary is very important for victim to gather courage to pursue for justice and to realize that she has



taken the right decision by reporting the crime. Proper behavioral training should be given to the police personnel who are given the task of complain registration and investigations.

In every district headquarter a Centre should be established which would focus on providing immediate and effective medical, psychiatric, legal assistance to the victims of sexual assault. These centers should also provide follow-up service to such victims to keep their morale high as seeking justice is a long-term process.

Such centers can become the nodal points to analyze different types of sexual and gender based crimes taking place in the district like molestation, sexual harassment, child sex abuse, domestic violence etc.

Such centers should work with police and Judiciary as sometimes investigation or recording of statements can become traumatic for victims as they have to live those moments again. Such center can also run a sensitivity training program.

Such rape crisis centers are already running in UK and other countries, where they have been proved quite helpful in victims' recovery and other assistance.

The entire criminal justice system has to work well to provide justice to crime against women. As in our society rape is considered a crime against the honor of not only the victim, but sometimes that of the entire community, the potential of such crimes to create societal disharmony is quite high.

Thus, the prevalence feeling of justice is as important as justice itself.

7 Stakeholders

7.1 Police Department

- Crime victimization survey- A crime victimization survey through neutral agency should be done to collect information on crimes reported or not reported to the police. Survey respondents provide information about themselves (age, sex, religion, caste, marital status, education, income level, locality etc.) and whether they experienced victimization and also about the offender (age, religion, caste, sex, victim offender relationship etc.), characteristics of the crime (e.g. time and place of occurrence, use of weapons, nature of injury, economic consequences etc.) whether the crime was reported to police, reasons the crime was or was not reported, and victim experiences with the criminal justice system.
- Liaison with Transport department and access to monitor system of vehicles to police control room to ensure to deter and control crime in moving vehicles like taxis /buses/vans etc.
- Liaison with Urban and Rural department for vulnerability assessment on basis of crime data and vulnerable section of society for providing and maintaining adequate street light and CCTV installations.
- "She Team" is a successful unit of Telangana police started by Hyderabad city police for enhanced safety and security of women. It may be replicated



in all states.

- Mahila helpline should be made more effective by making necessary changes as per the UP model.
- Bharosa Kendra- 'Bharosa', a one-stop support center launched by Hyderabad police to provide protection, legal aid, medical aid, counseling and rehabilitation to women victims and their children. This may be replicated in other states.
- Police Patrolling-Police uniform has the highest deterrent value. Vulnerability assessment on basis of crime data and perception of vulnerable section of society should be done for planning routes of patrolling parties.

7.2 Education Department

- Self-defense techniques

Children should be taught self-defense techniques.

- Knowledge of Helplines

Children in school should be given knowledge about working of Mahila Help line, police help lines and important phone number must be displayed in school.

- Knowing of "Safe & Unsafe touch" or "Good and Bad touch" during primary education
 - Children should be taught about "Safe touch or Good touch" and "Unsafe touch or Bad touch" compulsorily in schools.

- Children should be sensitized to be aware of strangers who try to get abnormally close to them.
- Children should be trained to say no and to refuse things from strangers with confidence.
- Children should be sensitized on sexual crime and that they are committed by known people.
- Cultural shift from respecting/obeying elders to respecting exceptional qualities and not just age. Children should be taught to clearly say 'NO' to elderly people in case they feel unsafe around them.

- Inclusion of sex education in curriculum

» Curriculum should include menstruation, consent, age of consent, pregnancy, stalking, voyeurism, kidnapping, acid attack, outraging modesty of women, rape (IPC provisions under 326, 354A, 354B, 354C, 354D, 363,366,375).

» The gist of various provisions of Information Technology Act to curb cyber-crime like cyber stalking, cyber bullying, cyber harassment, breach and violation of privacy, voyeurism, revenge pornography.

» The gist of Pre-Conception and Pre-Natal Diagnostic Techniques (PCPNDT) Act which prohibits sex determination

» The gist of The Sexual Harassment of women at workplace (Prevention, Prohibition and Redressal) Act,



2013.

- » It should include information about Dial 100, Mahila helpline 181, visit to a police station, interaction with SHE team.

- Counselor in school

Each school has to have a counselor to talk to children and ascertain if they suffer from any exploitation and if situation demands, seek police intervention.

7.3 Transport Department

To monitor and prevent crime in moving vehicles like taxis/buses/vans etc.

- The drivers of such taxis, buses and rickshaws must have uniform standards such as showing the nameplate, email and phone number for any grievance, background check of drivers and strict regulation need to be addressed.
- Install GPS system for live location, CCTV, VTS-Voice transmission system and panic button at strategic location in vehicle (with cautionary instruction to stop misuse) and it must be connected with police control room.
- Ensure that the above system is in a functional mode through regular checks and supervision.

7.4 Women and Child Welfare Department

- Creating awareness among women about the use of SOS devices and panic buttons in mobile phones, Bluetooth

watches etc to seek help from police and near relatives in case of need.

- Creating awareness among women on self-defense techniques and organizing training camps to impart such training.
- Role of Aasha workers as changing agent

Through street plays and discussions with villagers, they should propagate the message that,

- » It's not the fault of the women but it is the mentality of perpetrator.
- » Rape happens to few months old girl child and on elderly women also.
- » The crime could have happened to any person you know and love.
- » Don't assume that the consent was given. Failing to fight back or tell the perpetrators to stop is not consent.
- » The awareness of free legal services or NGOs, Mahila help line which help poor victims go through criminal justice system should be given.
- » Community interventions help in reducing violence and changing gender attitudes and norms, particularly the programs focusing on peer groups.
- » Community intervention is more effective when facilitators are well-trained and have won the trust of a community.



7.5 Rural and Urban Department

- Street light (should be done after vulnerability assessment)
 - » Criminals feel safe to commit crime in the safety cloak of darkness and desolation.
 - » Streets, residential colonies, markets, hostels, slums and the darker roads are more prone to crime and also perceived to be vulnerable.
 - » Proper lighting in such zones would deter the wrongdoers.
 - » It will also instill confidence in women.
- CCTV
 - » CCTV cameras have become crucial in crime detection and prevention.
 - » Identification vulnerable area.
 - » Different groups like slum-dwellers, destitute, women living in hostels and paying guest facilities, women working in night shifts or far away and sparsely populated areas are particularly vulnerable to sexual offences.
 - » In such areas government should come forward for installing CCTVs and Street lights on priority basis after scientific vulnerability assessment on the basis of crime data and vulnerability of the weaker sections.
 - » Already existing CCTVs for traffic regulations and at critical junctions

should be used for women safety purpose also.

7.6 Information and Technology Department

- Government should consider making a panic button compulsory in every mobile phone. So that in case of eventuality one can send distress signal directly to the police control room.
- WhatsApp, Twitter, Face book, Instagram and other social media sites should be made responsible to restrain fake hate messages and images-clipping related to child pornography.

8 Conclusion

Most crime against women is rooted in our social structure. Gender discrimination, which is a part of our way of life, is the genesis of violence against women. Such crimes are different from other violent crimes because of the deep rooted cause and huge implications that they have. The promotion of gender equality is an essential part of violence prevention.

The psychology, social and economic implications of such crimes are wide and long lasting. If such crimes are not prevented, they lead to normalization of violence against women and when such violence is accepted as a part of life, the onus of not attracting any violent attack starts falling on women. Such unsafe environment leads to women being bound to their homes without any scope of further development. In short, even a small



number of crimes create a ripple effect for the entire society which leads to the self-perpetuation of the problem.

That's why those involved in preventing crime against women need to understand the huge impact of their smallest successes. We have enough constitutional provisions, laws, rules and schemes that intend to prevent violence against women. But it is their implementation at grass root level, on which their success depends. Thus, the preventive strategies mentioned earlier have to be seen in the context of India's journey for its socio-economic transformation.

We have to keep in mind the complex structure of Indian society that makes prevention of such crimes more challenging. Most of the time, we are protecting women from the ones they know and trust and from the crimes that have been institutionalized in their way of life. While doing so, we are breaking not only the illusion of 'safety at home' but also the social structure and status quo which have thrived on such practices.

Thus, the job of the Indian state is quite tricky, as far as preventing crimes against women is concerned. The state is supposed to dismantle the status quo, social institutions and vested interests which perpetuate gender discrimination and while it is carrying out such offensive, it also has to defend the progress made, milestones achieved and all those involved in bringing such change from the violent backlash that any large scale change leads to.

So, even though the job of the state is

tricky, it is absolutely crucial and necessary to create a safe society, especially for women. The state can't afford to fail in this task. The state can't deny its women the realization of the dream of freedom, rights, dignity and individual identity promised to them in the constitution. As it is this aspiration which grants legitimacy to the actions of the state, which intend to destroy the systems, which draw their own legitimacy from India's civilization, culture, history and society.

Only if we see our job of preventing crime against women in this comprehensive background, we will be able to garner enough will power, inspiration and clear direction which are quite necessary for sustainability of our efforts.

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