

**BUREAU OF POLICE RESEARCH & DEVELOPEMNT
NATIONAL POLICE MISSION**

People Friendly Police Station

Micro Mission :05

Contents

1. Introduction	4
2.0. Overview	8
2.1 Project Title	8
2.2 Vision	8
2.3. Project Objectives	8
3. The Project.....	8
3.1 METHODOLOGY.....	8
3.2. Recommendations	11
3.2.1 Size of Police Stations.....	11
3.2.2. IMPROVING & RE-ENGINEERING OF VARIOUS POLICE STATION PROCESSES	12
(A) 100% & Correct Recording of all Complaints and Proper Enquiry.....	12
(B) Improved Response Mechanism.....	14
(c) First Aid, Counselling& Support.....	15
(D) SOPs for Investigation, Law & Order and other Police Processes	16
(E) Case Status and Returning of Properties to Complainants	17
(F) Court Monitoring System	17
(G) Alternate Dispute Resolution (ADR).....	18
(H) Citizen Charter/Right To Services Act	18
(I) Community Policing	19
3.2.3. IMPROVING HUMAN RESOURCES (QUALITATIVELY)	20
3.2.3.1. Professional Skills (Basic skills).....	21
3.2.3.2. Professional Skills (Soft skills).....	22
3.2.3.3. Training Infrastructure/Methodology.....	22
3.2.3.4. Improving/Changing Work Environment in Police Stations.....	23
3.2.3.5. Improving Human Resources (Quantitatively).....	26
3.2.3.6. Restructuring of HR Structure	27
3.2.4. IMPROVING PHYSICAL INFRASTRUCTURE, TECHNOLOGY, EXPENSES AND OTHER RESOURCES	28
3.2.4.1. Physical Infrastructure.....	28
3.2.4.2. Communication and Technology	31
3.2.4.3. Police Station Expenses	32
3.2.4.4. Other Resources	34
3.2.5. ACCOUNTABILITY	34
3.2.6. Good Practices.....	35

3.2.6.1. Dissemination of Good Practices	35
3.2.6.2. Recruitment	35
3.2.7. Miscellaneous	35
3.3. Sponsor.....	36
3.3. Financial Benefits	37
4. Situational Assessment and Problem Statemen.....	37
5. Critical Assumptions and Constraints.....	39
5.1. Legal constraints	39
5.2. Creation of manpower	40
5.3. Project Management.....	40
6. Implementation Strategy	41
6.1 Implementation Strategy	41
6.2. Deliverables	42
6.3. Stakeholders.....	42
6.4. Related Projects	43

1. Introduction & Background

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

1.2 Under the Criminal Procedure Code, citizens seeking assistance of the Police have to approach Police Stations. Police Stations are legally not merely the first point of contact between citizens and the Police, but may in practical terms be the only police institution that they can have access to. So, if people are unable or unwilling to approach these basic organisational units or the services rendered by the Police Stations are not in accordance with the law and public expectations then policing suffers in a very fundamental way. That Police Stations in India are critical to delivery of police service and they are not meeting legal and community requirements are widely known for almost a

century and half now (may be known since 1830s), discussed by generations of police officers and policy makers and there exists almost a consensus that the inadequacies of Police Stations have to be 'fixed', if citizens are to be delivered better policing.

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

(a) Use of normal command and control mechanism like visiting police stations frequently, collecting feedback from stakeholders, thorough inspection of Police Station records, disciplinary action against errant officers and personnel etc to try and 'reign in' the Station House Officer and the staff and keep them under better supervision and control.

(b) Improve human and material resources at the Police Station.

(c) Use community policing interventions to improve community interface.

(d) Better use of Technology

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

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

perceived to be corrupt and partial, often acting on behalf of the rich, influential and those in power. From time-to-time allegations of illegal detentions and violence are also reported.

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

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

- (i) Rude and unfriendly police behavior and attitude
- (ii) Burking of crime & statistics oriented working
- (iii) Inadequate/insensitive/delayed response by the police
- (iv) Corruption and lack of transparency in police working
- (v) Partisan attitude
- (vi) Misuse of power/other misconducts
- (vii) Use of excess force and extra-legal methods
- (viii) Lack of professional competence

1.8 From time-to-time attempts have been made to improve functioning of Police Stations like BPR&D sponsored UNDP project in Assam, Rajasthan and Tamil Nadu in late nineties; Cyberabad Change Management experiment in Telangana State (then Andhra Pradesh) in 2004-2006 and ISO certifications of Police Stations in Rajasthan (2005-2007) and Jan Maitri scheme of Kerala (2011-2013) [Annex-1A & 1B]. However, most of the experiments have either not sustained or have not added up in terms of an overall transformation of

the image of Police Stations as credible and legitimate institutions of governance. The present study found that some experiments do not get adequate support for example Cyberabad experiment of Telangana did not receive the backing of the leadership/ colleagues; some fail because the successors are unwilling to take ownership, the ISO experiment of Rajasthan. Similarly the Maitri scheme of Andhra Pradesh failed after the change of Government from TDP to Congress in 2004. The only experiment which has sustained change of leadership as well as change of Government to a good extent is the Jan Maitri scheme of Kerala as it is supported by both the LDF and the UDF and backed by legislation (Kerala Police Act, 2011).

1.9 Crimes are beginning to get more sophisticated and organised. Unless capacity of Police Stations is up-graded most cases will remain un-detected or will have to be passed on to Special Investigative Units, which will mean additional cost. A time will come when Police Stations will cease to be of any use in investigation of major crimes. Similarly, the use of computers and technology in crime will mean that Police Stations with their existing capability and available skills will become redundant. There is a need to understand the future trend at a time when the world is moving towards AI, autonomous vehicles and IT-enabled networks. The present Police Stations are likely to become redundant expenditures unless major up-gradations are carried out.

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

2.0. Overview

2.1 Project Title

People Friendly Police Station

2.2 Vision

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

2.3. Project Objectives

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

3. The Project

3.1 METHODOLOGY

3.1.1. The Project was conceived by Dr. Ish Kumar, during his tenure as Director, NPM, BPR &D. It started with a meeting of officers (both serving & retired) from all over India on 22-08-2012 to generate ideas on the subject. Forty one officers attended the meeting. Among those who attended were

Shri. A.S.Gill, Ex-DGP, Rajasthan & CRPF, Shri. K.Koshy, Ex-DG, BPR&D, Shri.Swaraj Puri, Ex-DGP, Madhya Pradesh, Shri.V.N.Rai, Director NPA & Shri. K.N.Sharma, DG, BPR&D (Proceedings enclosed at Annex-2).

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

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

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

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

3.1.5. Some points were also adopted from-

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

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

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

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

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

3.1.10.

(a) Shri K. Koshy, Ex-DG, BPR&D has contributed a paper on 'Service Oriented Police Station' (Annex-7).

(b) Shri M.K. Devrajan, Member State Human Rights Commission has contributed two papers on 'Human Resource Management' (Annex-9) and 'Reception Desk' (Annex-8).

(c) Dr. Sudhanshu Sarangi has contributed a write-up on 'Custody Management' (Annex-10) as studied by him during his studies in U.K.

(d) Mr.Vineet Kapoor has contributed a paper on 'Democratic Audit of Police Stations' (Annex-11) and he has also worked on 'Smart Policing & Expenses' required at Police Station level.

3.2. Recommendations

3.2.1 Size of Police Stations

India has a legacy of small Police Stations. They are like hospitals without pathology, radiology, Operation theatres. The approach has been to establish large number of Police Stations rather than fully equipped large police stations, which is the U.K. model. The closure of existing police stations may not be politically feasible. But, the focus should be to increase the capacity of Police Stations, make them well-resourced and limit activities of other Police Stations to patrolling units. In U.K. Police Stations are headed by Superintendents and therefore senior officers are involved in actual day-to-day policing rather than maintaining arms-length distance and acting as supervisory officers. Future policing will require much larger and much better equipped Police Stations. The Committee recommends a radical re-look about the viability of the network of small Police Stations and to substitute them by less number of Police Stations with much better capacity. The improvement in road communication and technology has altered old understanding of distance. On the other hand people expect a quality of service from Police Stations at par with other service providers; they make no distinction between a Bank, a Hotel and Government offices. They expect to be received politely, offered chair and provided a quality of service that meets their expectations. Patrol parties can attend to crime scenes. But, then investigation has to be done by a fully equipped investigative unit and a Police Station needs to be that. We are recommending strengthening the role of Police Stations as investigative units. Consequently first response and public order management functions should be reduced or completely divested from Police Stations. There are public demands to set up new police stations, but these demands must be weighed in terms of viability. In effect a Police Station must have enough resources to carry out investigation functions meeting global standards in service, detection and

conviction. This is where analogy of a hospital will clarify the requirements. We can have large well-equipped hospitals or mere out-door facilities managed by a doctor. We recommend adherence to global standards in terms of what a Police Station is supposed to be and what it is expected to do. A signboard police station without resources and capability will not be able to meet public expectations.

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

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

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

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

(ii) An IT solution should be implemented for multi-modal registration of complaint through SMS/MMS/e-mail/telephone etc at the police station concerned directly or through control room/external nodes.

(iii) The jurisdictions of all the police stations in the country must be digitized and should be available on the internet.

(iv) Every district, and in the long term, every police station must have a web address where complaints could be lodged (Implementation of CCTNS project will also help in this regard through its citizen portal).

(v) For listening to the complaints from women and children, the women and children helpdesks must be established in all police stations which would require additional recruitment of women police personnel. For such desks, women staff required would be at least 3-4 for a rural police station, 6 to 8 for urban police stations and 10-12 for metro police stations.

(vi) Public interface at the PS level, both through telephone and direct contact at reporting room (Reception Desk) should be through smartly dressed staff, trained for this specific task, with skills including, command over vernacular and English / Hindi, communication and listening skills, ability to maintain equilibrium and not to be provoked in the face of provocations (soft skills). This function can also be outsourced.

(vii) The police response must be standardized for dealing with various criminal and civil complaints and for this SOPs need to be developed and practised.

(ix) All investigations/enquiries must be fair (to be cross-checked by senior officers) and completed in time (time limit to be prescribed for various categories).

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

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

(B) Improved Response Mechanism

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

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

In cities & districts Hqrs, there should be integrated control rooms supported by well equipped GPS enabled PCR vans& modern equipment/software and trained man power. Control rooms at all levels should have GIS maps with all police related data embedded in them for use in the field for patrolling, locating scene of crime and address from which emergency calls are received.

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

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

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

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

(c) First Aid, Counselling& Support

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

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

There is also a need to appoint a Victim Support Officers and Child Protection Officers in each police station. Himachal Pradesh model of appointing a Para Legal Officer from the legal aid authority to persons in custody can also be followed.

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

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

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

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

(iv) Investigations should be carried out by well-resourced and trained investigative teams. The investigation by a team, as opposed to an IO will mean that each team has five to eight personnel including one clerical hand. The team lead should be called a Senior Investigating Officer (SIO) and the SIO should divide different investigative requirements. For example, one member may be assigned to analyse the telephone logs, another to chase forensic reports, another to carry out house-to-house verifications, another to carry out interviewing and they all re-assemble once a day and then investigation can proceed.

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

(E) Case Status and Returning of Properties to Complainants

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

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

(F) Court Monitoring System

Criminal Procedure Code, 1973 took out prosecution responsibilities from the police. But, there is a need for monitoring trial so that police can render assistance to courts and prosecutors. This has been experimented in Vijaywada

(A.P.) since 2005 successfully and should be implemented in all States, first in urban areas and later in the other areas to improve the conviction percentage and save manpower.

(G) Alternate Dispute Resolution (ADR)

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

(H) Citizen Charter/Right To Services Act

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

harassment. The rights of citizen under the above Act/Citizen Charter should be boldly displayed in each Police Station.

In this regard, a mention can be made of the “SAANJH” model of Punjab where along with every Police Station a Community Police Resource Centre has been established for this propose. Similarly, Mee Seva of Andhra Pradesh and Telangana Governments enable a person to get required documents within defined time limits.

(I) Community Policing

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

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

(i) Community must be involved not only as force multiplier but as an important stakeholder in determining the policing priorities and formulation of Annual Policing Plan for each Police Station. Emphasis should also be laid

on joint training/meetings/briefings of Beat Constables and community members.

(ii) SHO's should regularly visit villages and hold meetings with villagers to know their problems. Such regular interaction between the police and the community will bring more transparency in police functioning, reduce the corruption and is the only way for the police to win the trust of People.

(iii) Each police station must have a Community Police Officer who, in addition to supervising the implementation of community policing programs, is in regular touch with various sections of the society and regularly conducts community outreach programmes like sensitization campaigns, literacy camps, medical camps and sports meets etc.

(iv) Police help for the needy, particularly the destitute, street children, mentally or visually challenged will also go a long way in building the people's confidence.

(v) The mindset that community policing is soft policing and involves additional work requires change especially among senior police officers. Community policing must be amalgamated with day to day functioning of a police station.

(vi) The recent changes brought in Kerala Police Act (2011) by which Community Policing has become an integral part of Police functioning both in law as well as in practice needs to be followed by all States(Annex-14).

3.2.3. IMPROVING HUMAN RESOURCES (QUALITATIVELY)

3.2.3.1. Training

This is one of the most neglected areas where after undergoing 9 months basic training, a constable does not get a chance even once in 15 to 20 years to undergo refresher training.

3.2.3.2. Professional Skills (Basic skills)

(i) Police must be trained in various professional subjects (law, investigation, VIP security, traffic, handling various law & order situations etc.).

(ii) Short modules for training police station personnel in essential skills for duties in the field should be prepared and introduced in the basic training. These include, patrolling, observation, memory, conflict resolution, interviewing, communication, arrest and escort of prisoners, maintenance of Police Station records, etc.

(iii) A specialized cadre of men should be trained at Police Station level to perform investigation related tasks like preservation of scene of crime, packing of evidence, lifting FP, photographing SoC and individuals, video recording, etc.

(iv) Formal training and briefing of all police personnel in police stations in specific duties. For example, all personal should be given lectures with the help of map and power-point slides to thoroughly familiarise with the topography, demography, vulnerable places and important routes before any deployment. Similarly, those on patrol duties should be re-familiarized with use of weapons, lathis, etc. Before going out for duties they should be briefed about recent crimes, trends of crime, pattern, profile of suspects, residences of VIP, banks, bad characters, etc.

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

3.2.3.3. Professional Skills (Soft skills)

(i) Policemen should be trained in following subjects to change their orientation and make them people friendly:

(ii) Policemen should be trained in “soft skills” including managing and responding to the telephone calls and talking to visitors etc. (This training should be outsourced to experts since police training institutions do not have the capacity to impart these skills.)

(iii) Policemen must be sensitized towards issues of gender, SC/ST, minority, children, physically challenged and other weaker sections.

(iv) Policemen should be trained in interviewing of victims and witnesses and scientific interrogation of suspects and accused.

(v) Police officers should be trained to help the victims of rape, accidents, disasters and other categories of victims who are in distress.

3.2.3.4. Training Infrastructure/Methodology

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

Traffic Regulation, Intelligence & VIP security, Commando & Anti-Insurgency, Telecommunication & Detective Training etc.

- (ii) Mobile teams can do 'on the job training' at Police Station itself.
- (iii) Briefing sessions in Police Station should be converted in to training classes (at least once a week)
- (iv) Police should also develop online courses and online training material.
- (v) An institutional arrangement should be introduced for mentoring.
- (vi) Police leaders have to recognize the importance of training and give it its due. At least 5% of police budget must be spent on training of police forces.

3.2.3.5. Improving/Changing Work Environment in Police Stations

(i) There is a need to enhance the self-esteem of the constables and enrich their job content. In line with professionalization and also the requirement of moving towards treating constables as officer, it is proposed that constables should be provided with specialised training and re-designated as detective constables, crime scene specialists, victim support officer, community policing officer, Crime Analysts etc. The intake of highly qualified people into the constabulary should be taken advantage of by training, specialisation, re-designation and opening promotional avenues. This will go a long way in creating a more professional constabulary.

(ii) Empowerment of the beat constable should be done by entrusting him with the total management of the beat including conduct of enquiries, verifications and meeting with RWAs (Resident Welfare Associations), CLGs (Community Liaison Groups) etc. He should also be responsible for the implementation of various community policing initiatives in the beat. In due course of the time, senior PCs should be entrusted with investigation of small and petty cases, if required by amending the law. There are many smart phone based Apps developed (Delhi Police) to help beat constable perform his duties.

(iii) Rewards must be instituted for the best performer of the month and his photo-graph should be displayed in the reception area of the Police Station. Later these competitions could be taken to district and state levels and rewards /commendations could be given in each of the categories mentioned above. Rewards should be promptly awarded and given.

(iv) By re-structuring of recruitment and promotion systems, it should be ensured that every PC gets at least three promotions in his career and should retire at minimum SI level (Kerala example of grade SIs and Limited departmental promotion with weightage for career progression as practised in UK) can be looked into. Similarly, SIs with impeccable record should be able to move upto IPS.

(v) Only if the SHOs and other senior officers behave with their subordinates in a dignified manner, which is not often the case, we can expect them to behave with the public in a friendly and courteous manner.

(vi) Distribution of duties in the Police Station should be fair, equitable and transparent and there should be periodic rotation of duties as far as practicable.

(vii) Communication between the SHO and the constabulary should be improved by holding regular meetings and briefing sessions. Senior officers must check this during their regular and surprise visits.

(viii) The activities at the reception/ reporting room and SHO room should be recorded through CCTV, which should be used, not for punishments but for improving behaviour.

(ix) It must be ensured that leave is granted to constabulary in a fair manner and without fail in emergencies. Favoritism must be avoided in matters of posting, sanction of leave and distribution of duties etc.

(x) SsP must ensure that the pending issues of constabulary in SP's office are resolved expeditiously and constables are not harassed by the staff of SP office.

(xi) Every week the SP should give one hour, if not more, when any constable can ring up designated numbers and talk directly to the SP and redress his / her grievances.

(xii) Due attention must be paid to the welfare of the constabulary and their families in terms of construction and maintenance of proper living accommodation, opening of police schools and hostels for the children of police personnel at dist./sub-divisional level (Police Schools are managed by DAV society in Haryana and Punjab can be a model), reservation of seats in govt. professional colleges for the meritorious children of police personnel; introduction of cashless medical insurance policy for the constables and their families (like the Arogya Bhadratha scheme in AP), etc.

(xiii) Wherever a constable is using his personal vehicle for official work, provision must be made to reimburse the fuel expenses.

(xiv) BPR&D should design suitable uniform for the police men both for naxalite/terrorist affected and non affected areas making adequate provisions for keeping a baton, communication set, mobile phone, a note book, and a weapon if required..

Detailed paper on 'Improving Human Resources in Police Stations' written by Shri. M.K. Devarajan is enclosed as Annex –9.

3.2.3.6. Improving Human Resources (Quantitatively)

The group is of the view that human resources available at Police Stations are woefully inadequate.

(i) Long Term Action Plan for Manpower: Each state should formulate an HRD Plan for its Police Force (Training Division, BPR&D had started this initiative under Training Intervention Scheme), wherein deficit and requirements of man power and other resources available at present, and needed after 5 years, 10 years and 20 years should be worked out based on field visits and collection of empirical data.

(ii) The Police Stations are required to be categorized in 3 to 4 categories based on the No. of FIRs registered and law and order problems. Ideal man power requirement needs to be worked out for each category. Some States have already done this exercise. However, a national standard of manpower requirement should be developed by BPR&D for Rural, Semi-Urban, Urban

and Metro Police Stations which could serve as a general guideline for all the States/UTs.

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

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

3.2.3.7. Restructuring of HR Structure

(i) There is a need for restructuring the personnel deployment at the Police Stations. The present system is to designate an SHO and at-times an additional SHO and rest are all thrown into a common pool to be assigned tasks by SHOs. This hierarchical system should move towards more horizontal and team-oriented system. The present structure is out-dated system and does not exist in modern policing systems in other parts of the world. The move should be to define officers in terms of training, specialisation, designation and functioning. The Police station staff need to be divided in terms of (a) Crime Control & Investigation (b) L&O (c) Traffic (d) Community-interface roles.

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

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

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

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

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

Senior officers must ensure that unnecessary deployments and over deployments are avoided. Police Station staff from one Police Station should not be frequently deputed for duties in other Police Station areas and in case of need, supplementation should be made from district armed reserve.

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

3.2.4. IMPROVING PHYSICAL INFRASTRUCTURE, TECHNOLOGY, EXPENSES AND OTHER RESOURCES

3.2.4.1. Physical Infrastructure

(i). One of our Member Dr Sudhanshu Sarangi implemented a new model of Police Station, called 'Ama Thana' (Our Police Station) as CMD of the Odisha State Police Housing Corporation. Similar models are being used in various states. The principal idea behind the new design can be explained by again

using the Hospital analogy. A large corporate hospital has different wings like the reception area, the out-patient area, the in-door area, OTs, Laboratories etc. A police station undertakes various functions and these wings should be separated in terms of space to avoid confusion in work flow and in compromise on service quality. A person visiting a Police Station for filing a complaint need not have access to custody area or interview room or places where personnel take rest. So, all these activities should be segregated. A police Station should have a reception area and a meeting room to deal with complainants/persons requesting services. The working areas should provide officers privacy and peace of mind to attend to work without noise and interference. The rest area should be entirely private. The custody area should be segregated. Dr Ish Kumar, along with Dr Sarangi visited one of these “Ama Thana’ Police Stations built at Tomando near Bhubaneswar and found that the functional segregation brings a degree of order and sophistication to the entire work environment.

(ii) The Police Station building must be redesigned in manner that Police Station has separate areas for reception, front office, Police Station internal working, custody management and rest and recreation. The reception area in Police Station must have reception counter as well as separate women desk. It must be provided with a proper waiting hall with adequate furniture, facilities for drinking water and toilet. Separate room for interview/counselling and training room for conduct of training programmes, CLG meetings and media interactions should be provided.

(iii). The office space apart from chamber for SHO, should have work stations for all the staff right up to PC, computer room, record room and adequate storage for case properties, arms and ammunition, stationery etc. Not providing a desk and a separate space that constables can feel to be their own is affecting their sense of dignity and association. This must change.

(iv). The custody area should have individual custody suites with attached toilet. A rural Police Station can have 2-3 such suites, semi-urban Police Station 4-6 suites, urban Police Station 8-10 suites and metro Police Station can have 12-14 suits. All the suites must be under CCTV's surveillance and a custody officer should be posted in shifts to monitor the CCTV. In addition there must be a room that can be used variously for medical examination, legal consultation by suspect/accused, and meeting with family members and an interrogation/ interview room with a audio/video linkage. The detailed paper on custody management by Dr Sudhanshu Sarangi is enclosed in Annex-10.

(v). On the 1st and 2nd floor in a Police Station, space should be provided for the rest, recreation and messing for the staff. A gymnasium should be provided in each Police Station. Facilities for outdoor games like volley ball etc., should also be provided.

(vi). Security features required in a Police Station will depend upon location of the Police Station and threat perception. But, these security features should be integrated architecturally without making the Police Station look like a Fort. The look can be made friendly without compromising on security features as the Odisha experience shows.

(vii). Odisha increased Police Station size from 1800 sqft to 23,000 sq ft as part of the Ama Thana initiative. So, the minimum area is now 23,000 sq ft for Rural Police Station. In view of our suggestion to increase the capacity of Police Stations we recommend that future Police Stations should be 30,00 sq ft in rural areas and about 60, 000 sq ft in Urban areas.

(viii). All Police Stations must have sufficient greenery to give it a pleasant look. The construction of Police Stations should be with interiors, CCTV, furniture set rather a core house being handed over to the Police Department for then buying furniture separately or to install equipment separately. The Police Stations should be designed and executed as a fully-built and fully-provided structure. BPR & D may send a team to Odisha and issue further advisories, if considered necessary. State Police Housing Corporations may request Odisha Police Housing Corporation for a full design brochure with 3D images to design their Police Stations.

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

3.2.4.2. Communication and Technology

(i). Each Police Station must be provided with sufficient number of computers with internet facility, as done in CCTNS. Apart from the computer room, computers should be made available to the reception desk, the Police Station writer & SHO and IOs also.

(ii). The CCTNS should be further improved to provide last mile connectivity to a constable on move. The CCTNS data base should be able to connect with data base of other departments like transport, passport, courts etc.

(iii). All constables should be provided with smart phones so that they can photograph scene of offence/suspect/vehicle. All these phones can be covered

under CUG facility as some States have already done. There should be a dedicated App for internal use for transmitting photos, etc.

(iv). All important areas in the PS must be kept under CCTV surveillance especially backup and PSs/control room should have personnel trained in scrutiny and analysis of CCTV information.

(v). Every Police Station should be provided with adequate member of investigation kits with a provision for replenishment of consumables.

(vi). Similarly the Police Station should also be provided with adequate no of static and mobile VHF, UHF sets and other security equipments including weapons on need basis.

(vii). Every Police Station should have a generator back-up, which should be installed right at the time of construction of the Police Station.

(viii). The urban/metro Police Stations should provide “touch screen kiosks” for information and assistance and the scheme can be gradually extended to rural Police Stations.

(ix). Each dist. should be provided with a mini FSL/mobile FSL van.

3.2.4.3. Police Station Expenses

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

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

(ii) The States of Karnataka, A.P. and Telangana have taken lead in sanctioning some funds to each Police Station on a monthly basis towards investigation expenses/contingency charges. Other states are also following this system. The only problem is the accounting requirements are such that at some places the Police Stations are avoiding using funds available. These procedures should be sorted out and the old practices must stop.

(iii) A Karnataka Study has shown that a rural Police Station needs a minimum of Rs 10,000/- and an urban Police Station requires Rs 30,000/- every month for various expenses (Annex-15).

(iv). Telangana State has sanctioned Rs.25,000/- for rural Police Stations, Rs.50,000/- for urban Police Stations & Rs.75,000/- for metro Police Station(Annex-16). It is high time that all the States follow the model of Telangana/ A.P. to sanction adequate funds every month to each Police Station (at least Rs. 10,000 to 15,000 for rural Police Station, 25,000 to 30,000 for urban Police Station, and 50,000 to 60,000 for metro Police Station). The total budget required for above expenditure will vary from 15 to 20 crores per annum for an average State with 500 PSs which is a paltry amount, considering the benefits.

(iv) SHO of the each Police Station should be declared as DDO and budget under various heads including salaries TA, DA, maintenance etc. must be sanctioned to him directly.

(v) A criminal justice fund can be created as provided for in Kerala Police Act, 2011 to meet all the sundry expenses at the Police Station level.

(vi) Wherever a constable is using his personal vehicle for official work, provision must be made to reimburse him the fuel charges.

3.2.4.4. Other Resources

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

3.2.5. ACCOUNTABILITY

(a) After proper training, briefing and giving adequate resources, responsibility must be fixed on the various police ranks for good police performance.

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

(c) A system of third party audit and victim crime surveys must be instituted to get regular feedback from the public.

(d) Cases of violation of human rights, non-registration or burking of crime, applying wrong sections of law, tampering with investigations, booking of innocents, false recoveries etc must be dealt with sternly.

(e) As recommended by the Supreme Court in 2006, Police Complaints Authorities should be established in all States to look into complaints against the police. This system is already functioning in several States like Kerala, Tripura etc.

3.2.6. Good Practices

3.2.6.1. Dissemination of Good Practices

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

3.2.6.2. Recruitment

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

3.2.7. Miscellaneous

(a) Most of the recommendations from the DGs & IGs Conference of 2013 on People Friendly Police Stations (Annex-) have already been taken into account. The recommendations on 'Smart Policing' (Annex-) from Intelligence Bureau and BPR&D are enclosed alongwith. However, the Report has not covered all the components of 'Smart Policing' although some points like Techno Savvy, Well Trained, Mobility and Accountability have been covered.

(b) 100% registration of all complaints and prompt response, taking care of physical infrastructure and finances in a Police Station, providing of adequate manpower and resources, re-engineering of policing processes, developing SOPs, integration with technology, empowering of the Police subordinates, development of effective Community Policing models, introducing effective training programmes to bring in service orientation and change in attitude, reducing the use of force and discretionary powers will go a long way in making Police people friendly.

(c) Sri Arvind Verma, Asst. Professor Indiana University, USA has suggested that if police responders are efficient and friendly, there should be no need for a common man to visit a Police Station. He just needs to dial-100 and rest should be taken care of by the police.

3.3. Sponsor

(i) Police is a state subject. The Government of India have in the past provided for construction of Police Station buildings under Modernization of Police Forces Scheme. But, now the building component has been taken out from MPF. Under a separate scheme MHA has provided 2 Crore Rupees for construction of each fortified Police Station in Naxal Area. Odisha has used the Ama Thana Scheme and constructed 70 Police Stations with assistance from MHA. In other states state governments are making available funds for

construction of Police Station with adequate floor area, the best example being Police Stations built in Mumbai.

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

3.3. Financial Benefits

The group is of the view that if Police Stations function better then the expenditure on account of frequent need to deploy armed police will be reduced. Improvement to the regime of rule of law will create the environment of orderly economic and social activities. These are benefits that cannot be calculated purely in financial terms. Besides, policing is a service and what we are expecting is a qualitative improvement in policing service to the citizens.

4. Situational Assessment and Problem Statement

(i) As stated in the background, the issue of dysfunctional police stations is as old as the history of modern policing in India. From the time Kotwalis of the

Mughal era were made Police Stations, they displayed the same deficiencies as the ones we have tried to grapple with as part of this project. This can be seen by the report of the Torture Commission in Madras in 1860 to the National Police Commission in 199-81.

(ii) Police Stations are basic units and therefore, the transformation of Police Stations cannot be viewed apart from the overall issues of police reform. But, we have tried not to be bogged down with issues of police reform already articulated by the NPC and as contained in the directive of the Supreme Court in the Prakash Singh Case. We have taken a view that even if core recommendations of the NPC are implemented, the professionalization of the police in current times will require change management of a different kind. These have been our focus.

(iii) We are cognizant of the fact that a lot of good innovations have been made and continue to be made. But our finding was that they are not adding up to an institutional transformation. Therefore, we have suggested a set of comprehensive proposals. Given that Police Stations are basic, there is much more that can be or could have been said. But, we have gone by the 'minimum standards' focus, i.e. what should be the minimum requirements of a people friendly police station. We do recognise that more can be done.

(iv) Our recommendations have to be implemented as a whole and not in parts. The piecemeal approach will limit to the earlier problem that changes are made, but they do not add up to a radically different institutional performance, image and process.

(v) India is a large country and states have significantly different policing needs. The recommendations have to be adjusted to the needs of the situation. In view of the enormity and complexity of the challenge we do not recommend their implementation in all police stations at a go. There is a need for some Pilot projects before expanding the process re-engineering to cover all Police Stations in India in 10 years.

5. Critical Assumptions and Constraints

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

There are three constraints that we foresee:

5.1. Legal constraints

(i) Changes become most sustainable when they are backed by corresponding changes to the relevant law/rules. The functioning of Police Stations are mostly governed by Police Manual Rules, Police Circulars/Orders. The implementation of change will need incorporation of the suggested arrangements as provisions in the Police Manual Rules.

(ii) The custody arrangements suggested here will require changes to custody rules. India should consider legislation in line with UK's Human Rights Act, 1984 for further legal backing.

(iii) The prosecution system currently does not provide for day-to-day involvement of a permanent cadre of prosecutors in guiding collection of evidence, preparation of legal records, vetting of arrests. In view of the falling rate of conviction, there is a need for greater coordination between investigators and prosecutors. The current prosecution structure is organised in terms of courts and therefore, unlike the C.B.I. the investigating officer working in a Police Station has no discussion/assistance of prosecutors at the stage of investigation.

(iv) We have recommended movement towards specialisation of the constabulary through training and designation and to encourage job advancement. These will require modifications to cadre rules in consonance

with the proposed cadre structures. Without such changes, there will be complications and court cases causing confusion.

(v) The Supreme Court of India has declared right to privacy as a fundamental right, which has large scale ramifications for the way Police Stations function. The disclosure of information relating to any victim of crime or disclosures of arrests without a charge are potential areas of legal complications.

5.2. Creation of manpower

(i) The biggest hurdle will be getting sanctions for creation of new manpower. The capacity of Police Stations cannot be enhanced without additional manpower.

(ii) The Group is of the view that civilian employees should be inducted for non-police and un-uniformed jobs, clerical work, providing food to persons in custody and even for handling reception counter. We need to realise that uniformed officers are a more expensive resource in terms of salary and training and their utilization in logistic or administrative duty should be avoided.

5.3. Project Management

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

6. Implementation Strategy

6.1. Implementation Strategy

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

(ii) Many of the Government Departments now use Consultancy Firms to provide qualified hands for constituting Project Management Units. There should be a Project Management Unit in the Office of the Director General of Police for a period of three years. The PMU will require a lead with two assisting hands. These PMUs should be familiarised with the Project, its objectives, processes etc by the national steering committee. The finances for these PMUs should be provided by MHA under MPF at the rate of 50 lakh per year. The States may form PMUs or used Consultancy Firms empanelled by the BPR & D for the purpose. The task of complete re-engineering will be difficult and there is a high risk of project failure and therefore, the expenditure on PMU will be essential to reduce risks of failure. The PMU will be able to maintain elaborate documentation and monitor the process for timely intervention by senior managers, for drawing lessons and for preparing simpler project documents for extending the process of change management horizontally. The implementation of the project as a pilot should not be subject to usual problems like change of State Police Chief or officers heading the districts. A PMU will be able to ensure continuity and make the changes resilient to either transfers or desire of individual officers to tinker with the original plan.

(iii) Each should take up a maximum of five, but a minimum of three Police Stations for transformation on a pilot basis. At the end of the first year the PMU will have enough documentation to map the progress, but the kind of

institutional transformation that we visualise work must continue at least for three years. During the time the personnel will require hand-holding and assistance on many aspects.

(iv) At the end of the first year, the pilot should be extended to about 10 % of Police Stations in the State.

(v) Attempt should be made to cover all Police Stations through the change management in about ten years. We expect replication will be easier than ensuring the success of the pilot projects, because we are expecting large scale changes in organisational processes, work culture and attitudes. There is bound to be a degree of cynicism and officers have to be convinced that these changes are required and are possible. But, once changes can be demonstrated to work, horizontal replication will be less difficult.

6.2. Deliverables

(i) The project is mainly conceptual and will concentrate on the broad contours of what will turn out to be a People Friendly Police Station. Therefore, the minimum standards and requirements are spelled out, though improvements can always be made.

(ii) Additionally, having studied the subject for nearly three years the members will like to be associated with the proposed national level monitoring committee, benchmarking of consultancy firms for being engaged as PMUs, suggesting ways of adapting to local conditions and training of senior officers who will be carrying out implementation.

(iii) To help the change managers, the group has prepared some additional documents and SOPs, which are given as annexure to the main report.

6.3. Stakeholders

The main stakeholders of the project are:

BPR & D: An organisation responsible for prescribe professional policing standards in the country. BPR & D should monitor the pilot project since the

desire to make police stations people friendly always existed, but fulfilment of the objective has remained elusive.

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

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

We were tempted to list Police Officers at the Police Stations, members of the public, media etc. also as stakeholders, but feel that they have minimum power and interest in implementing such a radical process of change. We have used R.E.Freeman's (1984) approach to stakeholder mapping in identifying them in terms of as internal/external and in terms of their interest/power. Placing the onus of change on the Thanedars is of not much consequence, because they are likely not to have the power or the interest to bring about such gigantic innovations in one of India's oldest institutions of governance.

6.4. Related Projects

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

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