



REPORT NO.

**237**

**PARLIAMENT OF INDIA**  
**RAJYA SABHA**

**DEPARTMENT-RELATED PARLIAMENTARY STANDING COMMITTEE  
ON HOME AFFAIRS**

**TWO HUNDRED THIRTY SEVENTH REPORT**

**ON**

**POLICE - TRAINING, MODERNISATION AND REFORMS**

**(Presented to Rajya Sabha on 10<sup>th</sup> February, 2022)**  
**(Laid on the Table of Lok Sabha on 10<sup>th</sup> February, 2022)**



**Rajya Sabha Secretariat, New Delhi**  
**February, 2022/ Magha, 1943 (Saka)**

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**DEPARTMENT-RELATED PARLIAMENTARY STANDING  
COMMITTEE ON HOME AFFAIRS  
(re-constituted w.e.f. 13<sup>th</sup> September, 2020)**

1. **Shri Anand Sharma** - **Chairman**

**RAJYA SABHA**

2. Shri S. R. Balasubramoniyam
3. Shri P. Bhattacharya
4. Dr. Anil Jain
5. Shri Satish Chandra Misra
6. @ Shri Neeraj Shekhar
7. % Vacant
8. Shri Rakesh Sinha
9. #Vacant
10. \$ Vacant

**LOK SABHA**

11. Shri Sanjay Bhatia
12. Shri Adhir Ranjan Chowdhury
13. Dr. (Shrimati) Kakoli Ghosh Dastidar
14. Shri Dilip Ghosh
15. Shri Dulal Chandra Goswami
16. Shrimati Kirron Kher
17. Shri Gajanan Chandrakant Kirtikar
18. Shri Dayanidhi Maran
19. Shri Raja Amareshwara Naik
20. Shri Jamyang Tsering Namgyal
21. Shri Ranjeetsingh Naik Nimbalkar
22. Shri Lalubhai Babubhai Patel
23. Shri Gajendra Singh Patel
24. Shri R.K. Singh Patel
25. Shri Vishnu Dayal Ram
26. Shri Pothuganti Ramulu
27. Shrimati Sarmishta Sethi
28. Dr. Satya Pal Singh
29. \*Shri P.P. Mohammed Faizal
30. Shri Ravneet Singh
31. Shrimati Geetha Viswanath Vanga

**SECRETARIAT**

Dr. P.P.K. Ramacharyulu, Secretary  
Shri Vimal Kumar, Joint Secretary  
Shri Dharmendra Kumar Mishra, Director  
Shri Ashwani Kumar, Additional Director  
Shri Pritam Kumar, Under Secretary  
Shri Akshay Sharma, Assistant Committee Officer

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@ Shri Neeraj Shekhar, MP, Rajya Sabha nominated w.e.f. 23<sup>rd</sup> December, 2020 to fill the vacancy caused by expiry of his previous Rajya Sabha Term

\*Shri P.P. Mohammed Faizal, MP, Lok Sabha nominated w.e.f. 30<sup>th</sup> December, 2020 to fill the vacancy caused by shifting of Shri Rajveer Singh (Raju Bhaiya), MP, Lok Sabha to Committee on Education, Women, Children, Youth and Sports.

# Consequent upon the resignation of Shri Dinesh Trivedi from the membership of Rajya Sabha w.e.f. 12<sup>th</sup> February, 2021.

% and \$ Consequent upon joining of Council of Ministers on 7<sup>th</sup> July, 2021 by Shri Bhupender Yadav and Shri Ram Chandra Prasad Singh both MPs, Rajya Sabha.

**DEPARTMENT-RELATED PARLIAMENTARY STANDING  
COMMITTEE ON HOME AFFAIRS  
(re-constituted w.e.f. 13<sup>th</sup> September, 2021)**

**1. Shri Anand Sharma - Chairman**

**RAJYA SABHA**

2. Shri S. R. Balasubramoniyam
3. Shri Brijlal
4. Dr. Anil Jain
5. Shri Sujeet Kumar
6. Shri Satish Chandra Misra
7. Shri Derek O'Brien
8. Shri Neeraj Shekhar
9. Dr. Abhishek Manu Singhvi
10. Shri Rakesh Sinha

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17. Shrimati Kirron Kher
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19. Shri Dayanidhi Maran
20. Shri Raja Amareshwara Naik
21. Shri Jamyang Tsering Namgyal
22. Shri Ranjeetsingh Naik Nimbalkar
23. Shri Mohammed Faizal P. P.
24. Shri Gajendra Singh Patel
25. Shri Lalubhai Babubhai Patel
26. Shri R.K. Singh Patel
27. Shri Vishnu Dayal Ram
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30. Dr. Satya Pal Singh
31. Shrimati Vanga Geetha Viswanath

**SECRETARIAT**

Shri Vimal Kumar, Joint Secretary  
Shri Dharmendra Kumar Mishra, Director  
Shri Ashwani Kumar, Additional Director  
Shri Satis Mesra, Deputy Secretary  
Smt. Neelam Bhatt, Under Secretary  
Shri Akshay Sharma, Assistant Committee Officer

## PREFACE

I, the Chairman of the Department-related Parliamentary Standing Committee on Home Affairs, having been authorized by the Committee to submit the Report on its behalf, do hereby present this Two Hundred Thirty Seventh Report on the “Police-Training, Modernisation and Reforms”.

2. The Committee, in its meeting held on 14<sup>th</sup> October, 2020 selected the subject 'Police - Training, Modernisation and Reforms' for examination and held six meetings, i.e., on 8<sup>th</sup> July, 22<sup>nd</sup> July, 04<sup>th</sup> August, 27<sup>th</sup> October, 16<sup>th</sup> November and 25<sup>th</sup> November, 2021. In these meetings, the Committee heard the views of the representatives of Ministry of Home Affairs, State Governments of Madhya Pradesh, Rajasthan, Tamil Nadu, Telangana, Gujarat, Odisha, Uttar Pradesh, Punjab, Haryana, West Bengal, Delhi Police, Sardar Vallabhbhai Patel National Police Academy (SVPNPA), and Bureau of Police Research & Development (BPR&D). The Committee also sought information from the remaining States on the issues of training, modernisation and reforms in the policing system through a questionnaire.

3. The Committee, while making its observations/recommendations, has mainly relied upon the following documents:-

- (i) Background Notes furnished and Presentations made by representatives of Ministry of Home Affairs, State Governments of Madhya Pradesh, Rajasthan, Tamil Nadu, Telangana, Gujarat, Odisha, Uttar Pradesh, Punjab, Haryana, West Bengal, Delhi Police, Sardar Vallabhbhai Patel National Police Academy (SVPNPA), and Bureau of Police Research & Development (BPR&D) and other officials during the meetings of the Committee on the subject;
- (ii) Replies to the questionnaire sent by the Secretariat, furnished by the State Governments of Andhra Pradesh, Assam, Goa, Mizoram, Jharkhand, Manipur, Karnataka, Arunachal Pradesh, Sikkim, Meghalaya, Himachal Pradesh and Tripura;
- (iii) Replies to the queries/comments/suggestions of the Members, raised during the Committee's meetings, as furnished by the Departments/Ministries/State Governments and other stakeholders during various meetings of the Committee; and
- (iv) Verbatim transcripts of the meetings of the Committee held on 8<sup>th</sup> July, 22<sup>nd</sup> July, 04<sup>th</sup> August and 27<sup>th</sup> October, 16<sup>th</sup> November and 25<sup>th</sup> November, 2021; and
- (v) BPR&D's report on 'Data on Police Organizations', 2020 and NCRB's report on 'Crime in India', 2020

4. The Committee considered the draft Report in its meeting held on 8<sup>th</sup> February, 2022 and adopted the same.

5. For the facility of reference and convenience, observations and recommendations of the Committee have been printed in bold letters in the body of the Report. For further convenience, abbreviations used in the Report have been compiled in a table under the acronyms section.

8<sup>th</sup> February, 2022  
New Delhi  
Magha 11, 1943 (Saka)

**Anand Sharma**  
**Chairman**  
Department-related Parliamentary  
Standing Committee on Home Affairs

## ACRONYMS

ACP	Assured Carrier Progression
ADGP	Additional Director-General of Police
AI	Artificial Intelligence
ADRIN	Advanced Data Processing Research Institute
AFIS	Automated Fingerprint Identification System
ALPR	Automatic License Plate Recognition
AR	Assam Rifles
ASI	Assistant Sub-Inspector
ASMP	Assistance to States for Modernisation of Police
APP	Arunachal Pradesh Police
BSF	Border Security Force
BSNL	Bharat Sanchar Nigam Ltd.
BPR&D	Bureau of Police Research & Development
CAPFs	Central Armed Police Forces
CES	Complete Equipment Schedule
CCPWC	Cyber crime Prevention against Women and Children
CCTV	Closed Circuit Television
CCTNS	Crime and Criminal Tracking Network & Systems
CDTIs	Central Detective Training Institutions
CDR	Call Detail Records
CAPT	Central Academy for Police Training
CISF	Central Industrial Security Force
CLG	Community Liaison Group
CIF	Counter Insurgency Force
CID	Criminal Investigation Department
CMAPS	Crime Mapping Analytics and Predictive System
CPSEs	Central Public Sector Enterprises
CPOs	Central Police Organisations
CP	Commissioner of Police
CRPF	Central Reserve Police Force
CSSs	Centrally Sponsored Schemes
DGCA	Directorate General of Civil Aviation
DAR	District Armed Reserve
DTC	District Training Centres
DPC	Departmental Promotion Committee
DoPT	Department of Personnel and Training
DSI	Developing Specialist Investigators
DGP	Director-General of Police
DNA	Deoxyribonucleic acid
FIR	First Information Report
ERSS	Emergency Response Support System
FSLs	Forensic Science Laboratories
FTIR	Fourier Transform Infra-Red
GPS	Global Positioning System

GIS	Geographic Information System
GMS	Gas Chromatography-Mass Spectra
HIVE	Highly Interactive Visualization Environment
HR	Human Resource
HPC	High-Powered Committee
ICJS	Inter-operable Criminal Justice System
IVC	Internal Vigilance Cell
IFVP	Iris, Finger, Voice and Photo
IoT	Internet of Things
IT	Information Technology
iGOT-Karmayogi	Integrated Government Online Training-Mission Karmayogi
IPS	Indian Police Service
IPC	Indian Penal Code
ISRO	Indian Space Research Organisation
I/Os	Investigating Officers
ITMS	Integrated Traffic Management System
JRMS	Jail Release Monitoring System
LNJN NICFS	Lok Nayak Jayaprakash National Institute of Criminology & Forensic Science
LEAs	Law Enforcement Agencies
LWE	Left-Wing Extremism
MACPS	Modified Assured Carrier Progression Scheme
MCP	Megacity Policing
MTNL	Mahanagar Telephone Nigam Ltd.
MHA	Ministry of Home Affairs
MPF Scheme	Scheme of Modernisation of State Police Forces
NAFIS	National Automated Fingerprint Identification System
NFSU	National Forensic Sciences University
NDPS	Narcotic Drugs and Psychotropic Substances
NDCRTC	National Digital Crime Resource & Training Centre
NEPA	North-Eastern Police Academy
<b>NGO</b>	Non-Government Organisation
NITI	National Institution for Transforming India
NCRB	National Crime Records Bureau
<b>NACs</b>	Notified Area Councils
NCO	Non-Commissioned Officer
OM	Office Memorandum
PAIS	Punjab Artificial Intelligence System
PFMS	Public Finance Monitoring System
POs	Probationary Officers
PTS	Police Training School
PPMM	Punjab Police Mahila Mittar
ITBP	Indo-Tibetan Border Police



RRU	Rashtriya Raksha University
RTPCR	Reverse Transcription–Polymerase Chain Reaction
SEM	Scanning Electron Microscope
SI	Sub-Inspector
STF	Special Task Force
SSB	Sashastra Seema Bal
SHO	Station House Officer
SVPNPA	Sardar Vallabhbhai Patel National Police Academy
SMAC	Subsidiary Multi-Agency Centre
SMART	Strict and Sensitive, Modern and Mobile, Alert and Accountable, Reliable and Responsive, Techno-savvy and Trained
SPS	State Police Service
SPOs	State Police Organizations
SP	Superintendent of Police
SPF	Special Protection Force
SLEC	State Level Empowered Committee
SAPs	State Action Plans
SSP	Senior Superintendent of Police
TNA	Training Needs Analysis
NSG	National Security Guard
UTs	Union Territories
UCs	Utilization Certificates
UAV	Unmanned Aerial Vehicle
VoIP	Voice over Internet Protocol
VPO	Village Police Officers
VDP	Village Development Party
WBP	West Bengal Police

## INTRODUCTION

In the federal structure of the country, 'Police' and 'Public Order' are state subjects under the Seventh Schedule to the Constitution of India. The Police is a vital instrument through which, State Governments wield their power and authority for prevention, detection and investigation of crime, maintaining law and order and providing security to the people. The Centre also maintains Central Armed Police Forces (i.e. AR, BSF, CISF, CRPF, ITBP, SSB & NSG). However, they are deployed to assist the State Governments and UTs in maintaining public order on their request. The deployment of these forces, however, depends upon the overall security situation and their availability.

2. The basic framework for policing in India was laid down by the Britishers in the pre-independence era through the Police Act, 1861. The principal Act has been amended from time to time as per the functional requirements. Some of the States had enacted their own Acts but they were largely based on the Police Act, 1861. Over the century, India has transformed into one of the major economic and political powers in the world, but the Police are still said to be in a frozen state. The Police Act, 1861 in some quarters is said to be an archaic law, and a legacy of the colonial rule. The multi-fold growth of the population in the country has brought forth many new challenges and issues that the police is facing today. Urbanization and economic growth, has spawned crimes that are highly sophisticated and trans-national. The continued advancement in technology has led to the surfacing of newer forms of crime, and the expectations of the public from police have increased manifold. The police have also been facing criticism from the citizens regarding the abuse/misuse of their authority and violations of citizens' rights through the power and authority vested in them. In order to deal with crime and criminals along with upholding human rights and safeguarding the legitimate interests of all citizens effectively, the policing system and their administration need to be reformed and modernised so that they are well-equipped in terms of manpower, weaponry, technology, communication and coordination to meet the present-day requirements.

3. Keeping in mind the Constitutional framework, police modernisation and reforms is the responsibility of State Governments, who are empowered to enact any law regarding police. The Centre can grant funds to the States, but cannot enforce implementation. It can only issue advisories and make consistent efforts to persuade the States to bring in the requisite reforms.

4. The debate on Police reforms has been a long-standing one, and has spanned more than four decades. Over these years, several commissions have been set up at the highest levels of Government and they have submitted their reports and recommendations for police reform to the Government. Some of the important Committees in this regard have been, the National Police Commission - set up under Chairmanship of Shri Dharm Vira (1977), the Riberio Committee on Police Reforms - under Chairmanship of Shri J.F. Riberio (1998), the Padmanabhaiah Committee on Police Reforms (2000), the Committee on Reforms of Criminal Justice System under Dr. Justice V.S. Malimath (2000), the Review Committee headed by Shri R.S. Mooshahary (2004). Apart from these national level Commission/Committees, the Bureau of Police Research and Development (BPR&D), whose objective is to assess and recommend/suggest measures to improve the policing system in the country, has also made several recommendations. Even the Hon'ble Supreme Court of India had to step in on the issues of Police Reforms. It passed a landmark judgment on 22<sup>nd</sup> September, 2006 in the matter of Writ Petition (Civil) No. 310 of 1996 – Prakash Singh and others Vs. UOI and others on several issues concerning Police Reforms. However, the implementation of the most compelling

recommendations of these reports and direction of the Hon'ble Supreme Court has remained a far cry and appears to have not been implemented in letter and spirit.

5. The Committee in its meeting held on 8<sup>th</sup> July, 2021 deliberated on the issues and observed that the police play an important role in maintaining and upholding the internal security inside the country, alongside the Central Armed Police Forces (CAPFs). Accordingly, background study materials on the matter were sought from the Ministry for detailed study. The representatives of the Ministry of Home Affairs informed the Committee about the major projects and initiatives undertaken for modernisation; funding and utilization of the fund for modernisation of police; provision of incentives linked for better performance by the States; implementation status of recommendations of Mooshahary Committee; new initiatives required in the training of police officers; police training and research done by Bureau of Police Research & Development (BPR&D), North-Eastern Police Academy (NEPA) and Sardar Vallabhbhai Patel National Police Academy (SVPNPA); and training of police forces by State Police Academies; etc.

6. From the examination of the submissions made by the Ministry, the Committee noticed large disparities among the States in the implementation of the reforms, state of modernisation of the police systems, implementation of the laws, etc.

7. The Committee agreed that for discharging their duties effectively and efficiently, the State police need to have proper logistics, infrastructure and equipments. The requirement of an ideal working condition for the Police to carry out their responsibilities professionally was also agreed to by the Committee.

8. The Committee also felt that the aspect of adequate training is very vital and integral to modernisation of police forces and the focus on changing the mental attitude of police personnel and sensitizing them towards various social issues. The training can play an important role in making the police force efficient and capable and its functioning more effective, transparent and accountable.

9. To understand the factors and hindrances behind the lack of implementation of important reforms (recommended by the Central Committees/Commissions) by the States, the Committee chose the subject 'Police-Training, Modernisation and Reforms' for an in-depth examination of the gamut of issues surrounding the Police System in the States and report thereon.

10. The Committee, during the course of examination of the subject, held 6 meetings. It interacted with the representatives of the Ministry of Home Affairs, the Sardar Vallabhbhai Patel National Police Academy (SVPNPA), the Bureau of Police Research & Development (BPR&D), the Delhi Police and the State Governments of Madhya Pradesh, Rajasthan, Tamil Nadu, Telangana, Gujarat, Odisha, Uttar Pradesh, Punjab, Haryana and West Bengal. The Committee also sought information from the remaining States on the issues of training, modernisation and reforms in the policing system through a questionnaire. The State Governments of Andhra Pradesh, Assam, Goa, Mizoram, Jharkhand, Manipur, Karnataka, Arunachal Pradesh, Sikkim, Meghalaya, Himachal Pradesh and Tripura have submitted their responses on the Questionnaire to the Secretariat. Accordingly, the Report discusses these aspects in the following chapters:-

- (i) Chapter I- The Background and Present Status;
- (ii) Chapter II-Police Training;
- (iii) Chapter III- Police Modernisation;
- (iv) Chapter IV-Police Reforms; The Path Ahead

11. The Committee places its findings and recommendations in the respective chapters, on the basis of the inputs received from the above-mentioned Ministry/agencies/State Governments, first-hand information gathered from the evidence tendered by the witnesses before the Committee and the discussions that took place during the course of the meetings of the Committee.

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## CHAPTER I THE BACKGROUND AND PRESENT STATUS

### 1.1 The Police Act, 1861

1.1.1 The Police Act, 1861 was enacted on 22<sup>nd</sup> March, 1861 in the pre-independence era by the British Government to reorganize the police and to make it a more efficient instrument for the prevention and detection of crime. This Act has 47 Sections. Various Sections of the Act, enumerate the constitution of the forces under the superintendence of the State Government, powers of Inspector-General, appointment, disciplinary action on officers, power of Inspector-General to make rules, additional police-officers employed at cost (*sic*) of individuals, the appointment of additional force in the neighbourhood of railway and other works, quartering of additional police in disturbed or dangerous districts, awarding compensation to sufferers from the misconduct of inhabitants or persons interested in the land.

1.1.2 The Act also defines the powers of special police officers, fine on refusal to serve as special police officers, authority to be exercised by police officers, village police officers, police-chaukidars in the Presidency of Fort William. It also provides for police officers to be always on duty and may be employed in any part of the district and to take charge of unclaimed property and be subject to Magistrate's orders as to disposal (*sic*). A provision that Magistrate may detain property and issue proclamation, confiscation of property if no claimant appears, penalties for neglect of duty, etc. have also been mentioned. The Act also has a provision for the regulation of public assemblies and processions and licensing of the same, powers with regard to assemblies and processions violating conditions of license; provision of punishment for certain offenses like causing a nuisance on roads or cruelty to animals etc.; recovery of penalties and fines imposed by Magistrates; limitation of actions; and other provisions. It also mandates police officers to keep a diary and prescribes the authority of the District Superintendent of Police over village police. The principal Act has been amended from time to time as per the functional requirements.

### 1.2 Committees/Commissions on Police Reforms

1.2.1 In order to come out of the colonial era Act, for the purpose of reviewing and improving the performance of the police and examining the issues plaguing the system, the Centre had set up several important Committees/Commissions during the past few decades. Important among these Committees/Commissions have been named in the introduction. Notable recommendations were those that were made by the National Police Commission (1977-81) headed by Shri Dharm Vira. On the directions of the Hon'ble Supreme Court of India, a Committee, headed by Shri J.F. Ribero, was constituted in 1998, to review the action taken by the Central Government/State Governments/UT Administrations in this regard, and to suggest ways and means for implementing the pending recommendations of the National Police Commission. Other Committees like the Padmanabhaiah Committee on the restructuring of Police and the Malimath Committee on reforms in Criminal Justice System were constituted in the year 2000. The Ministry has informed that under the directions of the-then Hon'ble Prime Minister, a Committee was constituted under the Chairmanship of Shri R.S. Mooshahary in December 2004 to review the status of implementation of recommendations made by the various Commissions/Committees. The details of the recommendation of these Commissions/Committees have been placed at **Annexure-I** of the report.

1.2.2 The Mooshahary Committee Report, had identified 49 recommendations as being crucial to the process of transforming the police into a professionally competent and service-oriented organization. The thrust of these recommendations was on raising the professional standard of the police and improving their performance in police stations – both urban as well rural; giving importance to the role of police in the internal security of the State as well as the country; addressing the core issues of recruitment, training, career progression and service conditions of police personnel; tackling complaints against the police with regard to non-registration of crime, arrests, abuse/misuse of power and authority etc.; and insulating the police machinery from extraneous influences.

### **1.3 Model Police Act, 2006.**

1.3.1 One of the recommendations of the Mooshahary Committee was the enactment of a New Police Act to replace the Police Act of 1861. The Ministry of Home Affairs set up a Police Act Drafting Committee under the Chairmanship of Dr. Soli Sorabjee to draft a new Model Police Act in September, 2005.

1.3.2 The Committee submitted a model Police Act on 30<sup>th</sup> October, 2006 containing 16 chapters. The decision of the Hon'ble Supreme Court in the Prakash Singh case is also reflected in this Act. The Model Act emphasized the need to have a professional police service in a democratic society, which is efficient, effective, responsive to the needs of the people and accountable to the Rule of Law. The Act provides for the social responsibilities of the police and emphasizes that the police would be governed by the principles of impartiality and human rights norms, with special attention to the protection of weaker sections including minorities. The other salient features of the Model Police Act include:

- The Police Service, organized into a single entity under the State Government, shall function under a Director General of Police who shall be in the senior-most position in the hierarchy with a fixed tenure of two years.
- The Police shall function under the overall supervision of the District Magistrate who shall for efficiency, coordinate the functioning of the police with other agencies of the district administration.
- The Act further provides for the hierarchy of the civil police including the qualifications for recruitment at the primary ranks.
- It has a separate chapter on armed police forces and the organizational structure of the State Armed Police Battalions, their recruitment, training and deployment.
- It mandates the formulation of a Strategic Policing Plan for 5 years and an action plan for its implementation.
- The Act provides for the constitution of a State Police Board with the Home Minister as its Chairperson and other members to frame broad policy guidelines, prepare a panel of officers for the rank of Director General of Police and identify performance indicators to evaluate the functioning of the police service.
- It also provides for the constitution of a Police Establishment Committee to recommend names of suitable officers to the State Government for posting to all positions in the rank of Assistant SP/ Deputy SP and above.
- The Act enumerates roles, functions, duties and responsibilities of the Police. It has separate chapters on policing in rural areas, the village police system and policing in metropolitan areas.
- The Act emphasizes effective criminal investigation including the use of science and technology in investigation and training research and development.

- The Act emphasizes police accountability and lays down a grievance redressal mechanism for police personnel.

#### **1.4 Constitutional Limitations of Central Government**

1.4.1 The States are empowered to enact any law regarding police and it is primarily the State Governments, which have to implement the various measures of police reforms. The Centre can grant funds to the States on a State subject, but cannot enforce implementation of reforms. It can only issue advisories to the States to bring in the requisite reforms.

1.4.2 The Committee was informed by the MHA that the report of the Mooshahary Committee was forwarded to all the States/UTs to initiate action on the 49 recommendations made therein. MHA from time to time also issued advisories/reminders to the States/UTs to implement the recommendations and to furnish the status thereof.

1.4.3 As per the information provided by the Ministry, 24 States/UTs have provided the status of implementation of these recommendations. 12 States/UT i.e. Arunachal Pradesh, Assam, Chhattisgarh, Dadra & Nagar Haveli and Daman & Diu, Haryana, Jharkhand, Lakshadweep, Odisha, Rajasthan, Puducherry, Ladakh and West Bengal have not provided any information despite reminders. The status on implementation of the 49 Recommendations of Review Committee headed by Shri R.S. Mooshahary by the various States/UTs have been placed at **Annexure-II** of the report.

#### **Recommendation/Observation**

**1.4.4 The Committee notes that 12 States/UTs have not furnished any information on the implementation of the 49 Recommendations of the Mooshahary Committee, despite advisories/reminders from MHA. The Committee recommends that MHA may take up with these States/UTs to furnish their status within a time frame. The Committee desires to be apprised about the status of implementation of these recommendations in all States/UTs.**

1.4.5 The Committee was also informed by the MHA that the draft Model Police Act was forwarded to States for consideration and appropriate action on 31<sup>st</sup> October, 2006. As per information available, so far 17 States/UTs, viz. Assam, Bihar, Chandigarh, Chhattisgarh, Gujarat, Haryana, Himachal Pradesh, Kerala, Meghalaya, Mizoram, Punjab, Rajasthan, Sikkim, Tamilnadu, Telangana, Tripura & Uttarakhand have either enacted the Police Act or amended the existing Act.

1.4.6 The MHA further informed that to encourage and incentivize States for reforming their policing system, the annual assessment of the best police stations scheme was undertaken to identify and recognize the ten best police stations of the country and also the best police station in a particular State or Union Territory. Out of 16,671 police stations all over the country, short-listing was done on the basis of data uploaded on CCTNS in the following manner:-

- a) 3 from the States having 750+ police station
- b) 2 from all other States and NCT of Delhi
- c) 1 from each Union Territory

1.4.7 The police stations were evaluated on the basis of data of crime against women, SCs/STs, property offenses, missing persons and unidentified found persons and unidentified

dead bodies. An on-ground survey of the shortlisted 75 police stations was conducted for the year 2020. The criteria for choosing the best police stations in the country was primarily on the basis of their performance in crime prevention, investigation and disposal of cases, crime detection, community policing and maintenance of law and order. The infrastructure of police stations and citizens' feedback are also taken into account for this purpose.

#### **Recommendation/Observation**

**1.4.8 The Committee appreciates the initiative of ranking of police stations in the country. The Committee believes that the annual ranking of police stations work as a constant guide for improvements. It also provides a picture of the state of physical infrastructure, resources and deficiencies at the level of police stations. The Committee, therefore, recommends that the MHA may incentivize the best police stations in terms of funds and resources. It will recognize their hard work and create an environment of healthy competition among all police stations in the country.**

\*\*\*\*\*



## CHAPTER II

### Police Training

2.1.1 Police officers of all ranks require training at various stages of their careers. For a long time, police training was based purely on drills. However, as the profession became complex, the time and effort spent on training increased. A good, well-organized training program determines an organization's efficiency and morale. Training allows a person to improve their existing skills while also learning new ones that will benefit them in performing their duties in different challenging situations. It should focus not only on harnessing as well as the development of an individual's intellectual and behavioral abilities with positive attitudes but also on his effective responses in different situations. In recent years, the importance of training police officers has been emphasized on inculcating attitudes that are appropriate to their profession.

2.1.2 In recent times, people's political consciousness is rapidly increasing, as are their expectations. Our society's accelerating rate of change has increased the complexity and variety of the tasks and responsibilities undertaken by police officers. The technological explosion and faster mode of communication have transformed lifestyle with increased life expectancy, resulting in socio-economic adjustment issues. In this context, the training could be a vehicle for change. It has the potential to alter both the personnel trained and those who come into contact with him. When people go through a training process, their attitudes certainly change, and when they return to the field, their actions influence the behavior of others.

2.1.3 Therefore, the aim of the training programs is to inculcate active cognitive attitudes in trainees toward their work and the people with whom they come into contact in the course of their duties. It seeks to strengthen a sense of involvement and participation at all levels to address society's growing challenges more effectively.

### **2.2 Training Mandate of Ministry of Home Affairs (MHA)**

2.2.1 The Ministry of Home Affairs has a facilitating role and carries out certain training activities, which are being executed through three premier Institutions namely the Bureau of Police Research & Development (BPR&D), Sardar Vallabhbhai Patel National Police Academy, Hyderabad (SVPNPA), and North-Eastern Police Academy, Meghalaya (NEPA). As informed by the Ministry, the mandate, activities performed and initiatives taken by these Institutions are as under:-

#### **(i) Bureau of Police Research & Development (BPR&D)**

2.2.2 The Bureau of Police Research & Development (BPR&D) was set up on 28<sup>th</sup> August, 1970 to identify the need and problems of police in the country. Its Training Division formulates policies on the training of police personnel of all genres - conducting, sponsoring and coordinating capacity building activities, identifying training needs, designing strategies, and mentoring the subsidiary units of the Bureau, including the 5 Central Detective Training Institutions (CDTIs) at Hyderabad, Chandigarh, Kolkata, Jaipur & Ghaziabad, and the Central Academy for Police Training (CAPT), Bhopal.

2.2.3 The Training Division caters to the civil police in States and UTs, identifying with the common objective of a more knowledgeable and better-sensitized police force. Its efforts find resonance not just in flagging regional training needs, but with national perspective at their core. It allows a happy mix of sharing and cross mingling of experiences and learnings, from across the country. The Training Division has facilitated capacity building across police entities, both at the Centre as well as in the States and the UTs. In the last 5 years alone, it has helped in organising training of nearly 55,000 police officers. Furthermore, over 3,000 police officers from friendly countries across the world have been trained. The Division has brought multiple capacity-building platforms, including vertical interaction courses and management development programmes at various prestigious institutions, within easy reach of police officers. Training themes at these events have ranged from issues pertaining to national security and artificial intelligence, communication strategies for leaders, social media analytics, and the art of negotiating under stress.

2.2.4 The Training Division has trained nearly 17,000 police personnel under the Developing Specialist Investigators (DSI) scheme, out of which, 158 achievers were sent abroad for advanced training in countries such as France, Canada and Singapore. Apart from various other courses being run by the CDTIs and the CAPT, BPR&D in collaboration with Advanced Data Processing Research Institute (ADRIN) is conducting courses on geospatial which are being organized under the aegis of the ISRO. It will be a significant improvement over traditional crime mapping and operations planning.

**(ii) Sardar Vallabhbhai Patel National Police Academy [SVPNPA] Hyderabad**

2.2.5 SVPNPA is the premier police training institution in the country. It has world-class police training facilities. It is mandated with the task of preparing leaders for the Indian Police through training of newly recruited IPS officers and senior officers, and to be the Centre of research for studies on police subjects.

2.2.6 The curriculum of the Academy covers the investigation and basic policing, latest trends in cyber world, financial and cross-border crimes, application of technology in the investigation, use of Crime and Criminal Tracking Network & Systems (CCTNS) and Inter-operable Criminal Justice System (ICJS). The outdoor Training focuses on scientific training in outdoor activities –injury-free training, modular approach, benchmarks evaluation, training in tactical operations to combat insurgency and terrorism in various scenarios–cadre-specific inputs. Apart from these, trainings are imparted to IPS probationers on laws and legal studies, cadre language and cadre studies, attitudinal training with a focus on holistic personality development of the officers to face the challenges of the field and to stay on the right path, etc.

2.2.7 Besides the basic course training to the new recruits to IPS, the academy also conducts mid-career training programmes for the senior IPS officers and Induction training course for the State Police Service (SPS) officers who were conferred IPS. Training programmes for senior police officers cover the following topics namely cyber crime and cyber security, seminar on national security, tactics for operations, speedy trial, co-ordination among agencies of the criminal justice system, traffic management and road safety, women and children's safety, economic offenses and training of trainers for state police academy faculty.

2.2.8 To equip officers with skills and knowledge to handle internal security challenges viz. terrorism, left-wing extremism and insurgency, special tactics wing of the academy conducts various courses like course on tactics, course on counter-terrorism, training of trainers course

on tactics, management of tactical operations, course on urban operations, course on explosives, improvised explosive devices & post-blast procedures and course on simulated firearm system. A total of 5463 officers were trained in 171 courses during the last five years. This data is inclusive of training conducted by Special Tactics Wing on Field Craft and Tactics.

2.2.9 To meet the rapidly evolving challenges before police leadership and to address the training needs, in 2020, SVP National Police Academy has conducted the first-ever nationwide Training Needs Analysis (TNA) on the training requirements of IPS officers to meet the current field challenges.

2.2.10 The new initiatives undertaken by the Academy for improvement in police training to meet the challenges in policing include Virtual Training Wing, the proposal for the establishment of National Centre for Tactics, police training net for pooling training resources of all police training institutes and upgradation and digitization of the Academy library.

### **(iii) North-Eastern Police Academy [NEPA]**

2.2.11 North Eastern Police Academy, located in Meghalaya, is a premier Police training institution, under the Ministry of Home Affairs. It is mandated to train the police personnel of North-Eastern States in particular and also personnel from across the country in general. NEPA has rendered excellent service in bringing cohesiveness, professionalism, co-operation and uniformity among the State police forces of the Region. Since its inception in 1978, the Academy has made noteworthy progress in the training of officers of Police Departments, Army, Air Force, the Judiciary, Prisons, Home Guards & Civil Defence, CAPF, Customs & Excise, etc.

2.2.12 NEPA conducts basic courses, short-term in-service courses, workshops/seminars/webinars. Amongst these, the basic course is essentially knowledge-centered and the professional programmes are fundamentally skill-oriented.

2.2.13 The Academy also designs and conducts short-term specialized courses, workshops, seminars and webinars on contemporary and relevant issues for in-service police officers of all the States, CAPF and other organizations to enhance their skills and knowledge. The academy has also started training officers from the neighbouring countries - Bangladesh and Myanmar since 2015. To build up the capacity of police officers in dealing with cyber crime, various courses on cyber-crime and cyber forensic are conducted which include, mobile forensics, cyber crime investigation for police officers under Cyber Crime Prevention against Women and Children (CCPWC) Scheme among others.

2.2.14 In an effort to modernize policing, the training schedule of NEPA is designed to emphasize more on the practical side. Regular inputs vis-à-vis evolving trends are included in the curriculum and imparted through permanent faculty and other senior and experienced faculty from all over the country. From time to time, the syllabi are also reviewed to meet the changing requirements.

## **Recommendation/Observation**

**2.2.15** From the information provided by the Ministry, the Committee understands that among the above-mentioned three Institutes, BPR&D occupies a key position, as it plays a vital role in the field of research. The Committee recommends that the BPR&D must make regular assessments of the need for more training institutes in the country so that the MHA can advise States to increase their training capacity adequately, to train all their police personnel for making them more professionally efficient.

**2.2.16** The Committee takes note of the various initiatives undertaken by the Training Division of BPR&D. While the Institute undertakes research for the requirements of the police, the need to analyze the source, pattern, social base and reasons for the crimes is also highly essential. Hence, the Committee recommends that the MHA may entrust upon the BPR&D, the responsibility of making such assessments as well so that it will help the BPR&D in taking suitable steps while formulating the training programmes for the personnel. This will help in dealing with the evolving trends of crime.

**2.2.17** The Committee observed that the BPR&D's 'Data on Police Organizations' is released with a lag of one/more than a year. As of now, data pertaining to the year 2019 are available *vide* its publication date marked as 1<sup>st</sup> January, 2020. The Committee feels that in the digital age and faster mode of communication, compilation of data should not be a time-consuming process. The Committee recommends that the MHA may take up with BPR&D to fast track the compilation of Data on Police Organization and endeavour to reduce the time lag to 6 months in place of 1 year so that the reports released by the BPR&D could be of relevant use.

**2.2.18** The Committee appreciates the Training Needs Analysis (TNA) of the SVPNPA to take feedback from DGPs, ex-DGP, etc., to improve the training curriculum. However, the Committee also notes with concern the corruption complaints against some IPS Officers. The Committee, therefore, recommends that the faculty members of the SVPNPA should chalk out a programme during the lean period of their training calendar, to visit the Districts to assess the performance of the probationary officers (POs) at the ground level. In view of the Committee, this would provide a practical assessment of the shortcomings and lacunae which could be eliminated through further improvement in the training modules.

**2.2.19** With regard to the training syllabi of the Academies, the Committee is of the firm opinion that the training syllabus should be dynamic and in sync with the changing need and times. A static syllabus will only make the entire training process redundant and a mere formality. The Committee notes that SVPNPA and NEPA do review the content of the training curriculum from time to time. However, the Committee recommends that a mechanism may be developed to review and update the training curriculum biennially/ triennially based on the professional requirement and ground-level assessment of the POs.

**2.2.20** The Committee is of the view that the psyche of criminal minds has undergone a sea change, with the evolution of modern technology. Cases of newer ways of using technology for committing crimes particularly, financial frauds are rising day by day. The Committee, therefore, recommends that the training institutions like SVPNPA and NEPA may take up with States training academies to conduct training/sensitization programmes on artificial intelligence, robotics, drone technology, forensic and ballistic

**sciences, so that police personnel become adept in the detection, investigation and prevention of such crimes in a professional way.**

### **2.3 Training at State Level**

2.3.1 The police training institutes at Central level imparts training to the senior police officers of the Centre and States. However, the State-level training institutes have an objective of providing training to the lower and mid-level officers like Deputy Superintendent of Police, SHO, SI, ASI, constables, etc.

2.3.2 The Committee was informed by the State Governments that their training system is aimed to develop professional competencies to inculcate knowledge, desired skills, appropriate attitude and values to achieve highest standards of service orientation, professionalism, performance and accountability. In addition to improving their professional competence, training of police personnel is also aimed at developing their overall personality and also nurturing human values which helps in meeting the changing expectations of the public. This is achieved by integrating courses like human rights and policing, gender sensitization, etc into the curricula. The trainees are made aware of current issues of State/National/International importance which help them to understand the socio-cultural and political equations of the society thus ensuring effective service delivery to people.

2.3.3 The basic training of the State police forces broadly covers:-

1. Basic (Induction) training of direct recruits immediately after recruitment.
2. Post-promotional training for newly promoted officers.
3. Training linked to promotion/ pre-promotional training of ORs (Havildar).
4. Basic police training for direct recruits of technical cadres.
5. Refreshers and in-service training courses.
6. Subject-specific courses.
7. Training on weaponry.
8. Anti-extremist training courses.
9. Training of trainers courses.
10. Capacity building of constabulary through continuous training at the district level.

2.3.4 Apart from above, seminars/workshops and training programmes on specific subjects are conducted for the police personnel, in collaboration with Central Government agencies, like SVPNPA, Hyderabad, Bureau of Police Research & Development (BPR&D), CAPT, Bhopal, Lok Nayak Jayaprakash National Institute of Criminology & Forensic Science (LNJN NICFS), New Delhi, etc.

2.3.5 According to BPR&D's 'Data on Police Organizations', 2020', there are 203 police training institutes in the country as on 1<sup>st</sup> January, 2020. The list of State/UT-wise training institutes is placed at **Annexure III**.

### **Recommendation/Observation**

**2.3.6 From the information provided by the States, the Committee understands that the States have their own training institutes that are imparting training to the State police personnel. The Committee also notes that as on 1<sup>st</sup> January, 2020, there are 203 police training institutes in the country. The Committee recommends that the MHA may take up with States/UTs to scale up the training capacity of all training institutions**

**in the country to enhance their infrastructure with virtual classrooms, cyber labs and also to develop a few training centres as 'Centre of Excellence' for certain specific subjects relating to the police system. This will also facilitate training opportunities to the maximum number of police personnel in the States. The MHA may also allocate adequate funds and resources for the same. The Committee also recommends that the MHA may advise States/UTs to create training facilities at the district level for annual/periodic refresher training of police personnel.**

## **2.4 Linkage with Universities**

2.4.1 The Committee, during the course of deliberations on the subject, sought to know about the steps taken to connect a cluster of police stations with the local university, college and scholars so that the process of policing is reformed in tune with the changing social/political/economic requirements of the society/State. The Committee felt that this aspect leaves a great deal to be desired. The Committee is of the opinion that it is important for police to understand the social, cultural, legal, political, economic and technological changes happening in the society. This can be done with the regular interaction of the law enforcement agencies with the intelligentsia.

### **Recommendation/Observation**

**2.4.2 The Committee recommends that the MHA may advise States to link a cluster of police stations to a particular university or a college. This will lead to a collaboration with the scholars, particularly in the departments of sociology, philosophy, political science to develop soft skills and bring a behavioral change in the police personnel. Further, the academicians and scholars who are specialists on gender and criminal issues should be invited to be a part of the training syllabus.**

## **2.5 Police University**

2.5.1 The Committee has been given to understand by the BPR&D's 'Data on Police Organizations', 2020, that there is only one police university in India which is the Sardar Patel University of Police Security and Criminal Justice set up at Jodhpur by the State Government of Rajasthan. However, as per information available on the internet, it is gathered that some more States have also established/are in the process of establishing Police Universities.

### **Recommendation/Observation**

**2.5.2 The Committee notes that the Sardar Patel University of Police Security and Criminal Justice at Jodhpur, Rajasthan is the only University of its kind with a focus on teaching and research in the field of Police, Criminal Justice, Social Sciences, Public Safety and Security and other related fields. The Committee lauds the endeavor of the Rajasthan Government in this regard. The Committee, recommends that the MHA may take up with the State Governments to open more police universities in their respective States, or more than one State could team up to open such a University in a region. These universities can then take up research on regional issues related to crime, criminal justice, public safety and security which would benefit the police in addressing the issues in a more comprehensive manner.**

## **2.6 The Behavior of Police Personnel**

2.6.1 The Committee raised its concern about the need for training to the police personnel to change their attitude and behavior towards the common man. The Committee also took note that even people's representatives are not treated properly inspite of their being very high in the order of the Warrant of Precedence. Some Members of Parliament also complained and shared their personal experience about the incourteous behavior of police officers even at the senior level. The MHA replied that the Sardar Vallabhbhai Patel National Police Academy (SVPNPA) aims to impart to the IPS Probationers these very critical attitudes. Amongst the three main components of training – knowledge, skill and attitudes, it is the attitudes that are the foundation or bedrock upon which the superstructure of knowledge and skills are to be built. The objective is to mold the trainees into professionally competent officers in every manner and to shape them into complete personalities possessing the attitudes for contributing service to society in a noteworthy manner.

2.6.2 Besides, detailed and extensive Training Needs Analysis (TNA) has been carried out by the academy, after considering over 12,000 responses from different stakeholders including the common public, non-governmental departments and other non-police functionaries on the training content and quality.

2.6.3 These inputs received have been incorporated into the curriculum and the entire teaching content and methodology have been overhauled keeping in mind the requirements of the field policing. Experts from different fields, eminent persons with excellence in their areas are also called frequently to interact with the probationers and share their experience. This includes specialist speakers on gender issues, criminal investigation and trial as well.

### **Recommendation/Observation**

**2.6.4 The Committee is pleased to note that the experts on gender issues, criminal investigation and trial, etc., are roped in to interact frequently with the police probationers and share their experiences. However, the Committee also notes with anguish that the public image of police throughout the country is more on a negative side. Police are often seen as insensitive towards the common man and vulnerable sections. While there is no denying the fact that various reasons could be attributed to such behavior on the part of the Police, emphasis on right training in this regard is one of the ways to develop such attributes in the Police Personnel. The Committee is of the considered view that the shift from an entitlement-based approach to a rights-based approach is needed for positive change in attitudes of police personnel as well. The Committee, therefore, recommends that training institutes should ensure that inculcating soft skills in Police Personnel must always be the priority and focal point of their training modules.**

**2.6.5 The Committee would like to emphasize that in a democratic country, people's representatives have been accorded higher position *vis-a-vis* Government Officers. The Committee, therefore, recommends that the MHA may advise all States/UTs to sensitize Government officials of senior ranks to strictly adhere to the protocols associated with the Warrant of Precedence while interacting with the MPs/MLAs.**

### **2.7 Training on Arrest and Interrogation Techniques**

2.7.1 Often, the police faces allegations regarding misuse and abuse of authority during the course of the investigation of crimes/incidents where the public are involved. The Committee

had desired to be enlightened about the procedure followed during the arrest and interrogation techniques. The Committee also highlighted that wrong application of the procedures/ techniques leads to improper filing of charge sheets and low conviction rate.

2.7.2 The MHA informed the Committee, during deliberations, that the SVPNPA strives to build in awareness and respect for human rights, rights of the victims and the rights of the arrested persons through various curriculum, inputs of the Criminal Procedure Code, important Supreme Court judgments on the matter. Syllabus of subjects like investigation attitudes, ethics and human rights, also deals in detail with the powers and duties of police officers while and after effecting arrests, rights of arrestees, constitutional safeguards against arbitrary arrest, health and safety of arrested persons.

2.7.3 Further, the Intelligence Bureau conducts the module on interrogation in a comprehensive way, providing inputs on the latest techniques and trends in interrogation across the world. They have also given an insight into the kinesics interview method involving analyzing persons' behavior to assess deception. Under the subject of forensic science, they also get exposure to various tools like narco-analysis tests, brain mapping, polygraph or lie detector tests, etc. along with the use of the above techniques well within the purview of the law. Senior police officers of proven competence are also invited to share the case studies and experiences in scientific interrogation techniques.

#### **Recommendation/Observation**

**2.7.4 The Committee recommends that the MHA may advise States/UTs to impart adequate training to the police personnel on the procedure during arrests. The training should also emphasize that the rights of the detainee are not violated by resorting to manhandling during arrests. The police personnel should also be trained to understand that their role is not just to arrest people but also to protect people and deter crime.**

**2.7.5 The Committee is of the view that understanding and awareness of the laws is important for police because the laws keep on getting amended. As laws have an important role in the investigation and prosecution, therefore, it is paramount that correct provisions of laws are applied while registering a case. This will help in improving the conviction rate. Therefore, the Committee recommends that SVPNPA, NEPA and State police academies should devise some training curriculum so as to periodically update police personnel on the changes in laws and amendments thereto. The academies may also collaborate with law universities/colleges to disseminate legal knowledge and processes among police personnel, so as to avoid procedural lapses.**

**2.7.6 The Committee also recommends that the MHA may advise States to sensitize the investigating officers to use relevant provisions under the penal laws while registering a case and precautions be taken during trial to secure conviction.**

#### **2.8 Training for Handling of Crimes in Tribal Areas**

2.8.1 The Committee voiced its concerns about the interaction and handling of crimes in tribal areas by the State police forces. The Committee opines that a tribal accused should be treated in a tactical way honoring their customs and traditions. Therefore, remodeling, restructuring and reorienting of the syllabus of training should be based on local customs and traditions of the residents of the area as the handling of the tribals by the police sometimes creates a reaction and also encourages radical groups in the society.



2.8.2 On queries made by the Committee about the steps taken by the State police of various States to deal with tribal people, the State Government of Rajasthan informed that to handle violent activities in the tribal area and to train police personnel posted in the tribal belt, the State has established Jungle and Field Craft Training Institute at PTS Kherwara, in the district of Udaipur. Recently, the first course of 6 weeks duration was organized and 36 police personnel were trained. A special budget has been provided to hire the experts from time to time to educate police personnel to deal with the mob psychology that includes dealing with tribals and other unruly masses.

### **Recommendation/Observation**

**2.8.3 The Committee believes that a separate training module is needed for the police personnel to tackle crimes in tribal areas. The Committee recommends that the SVPNPA and NEPA may collaborate with State training institutes to include the study of the cultural gap among the tribes, and include their aspirations and tradition as a part of the training curriculum of the police personnel. The training manual of the States may also be suitably amended so that the police officers are made aware of local traditions and customs particularly of the tribals and other vulnerable groups.**

**2.8.4 The Committee also recommends that police personnel posted in the tribal belt should have regular interaction with the tribal leaders, NGO activists, non-State representatives like the lawyers, university professors along with scholars having specialization on tribal issues for better handling of the crimes in tribal areas.**

## **2.9 Training to deal with Cyber Crime**

2.9.1 With the advancement of technology, cyber crimes have emerged as a major issue all across the globe. The cyber crimes transcend geographical boundaries which makes it tough to track criminals. The Committee expressed its deep concerns over the rising trend of cyber crimes in the country. It felt that on this issue, both the Central and State Governments need to get together on the same boat, to tackle the growing menace of cyber crime. The Committee observed that traditional training of the police personnel is not sufficient to deal with cyber crimes as these criminals are tech-savvy and are following new modus-operandi on a regular basis. Therefore, the Committee desired to know regarding the efforts made by the Central and State Governments to train the police personnel for handling cyber crimes.

2.9.2 The Committee was informed by the MHA that to strengthen training on the cyber crime investigation, a specialized centre of SVPNPA, namely National Digital Crime Resource & Training Centre (NDCRTC), set up in 2015, provides training in cyber crime investigation and cyber security to all law enforcement officers across the country. Some of the courses conducted by NDCRTC encompass the areas of disk forensics, mobile forensics & call detail record analysis, windows forensics, internet-based crimes, network forensics, dark web, open-source intelligence, blockchain, social media analysis and investigation of digital payment frauds. NDCRTC has conducted over 290 physical courses and trained more than 8800 officers in the last five years from more than 24 organizations.

2.9.3 During their presentation before the Committee, the State Government of Punjab apprised the Committee that various training programmes on this aspect have been organized in collaboration with NDCRTC on cyber security awareness, cyber-crime investigation,

malware and network forensics, open-source intelligence and social media analysis, advanced digital forensics, etc.

2.9.4 The State Government of West Bengal informed the Committee that sessions (online and offline) on cyber laws were held by in-house, guest faculties and experts. Further, training was given to update the knowledge base of cyber crime laws and investigation.

2.9.5 However, the representatives of the State Government of Odisha informed the Committee that cyber crime is an emerging area. Most State police have a very modest presence and also modest training capacity. The Government of India has taken some initiative but, it needs to be scaled up substantially. The National Police Academy has the capacity to train around 200 officers at most in a year. CDTI and the BPR&D have another modest initiative, mainly for ranks of sub-inspectors and inspectors. Recently NCRB has started another modest initiative of online training but it needs to be substantially scaled up. The Government of India has to offer more training on the cyber crime front. Besides, as of today, there are 4 cyber crime police stations in Odisha and will be expanded soon. The capacity of most of the States is also modest. The States need help from the Government of India not necessarily in terms of funds but also in the form of training, equipment and standardization.

### **Recommendation/Observation**

**2.9.6 The Committee expresses its concern on the increasing rate of cyber crimes in the country. As per the NCRB data, cyber crime cases have increased from 27248 in 2018 to 50035 in 2020. The Committee observes that these crimes are mainly related to financial transactions. The criminals not only target the innocent and vulnerable, especially elderly people, and dupe them of their savings but also well-known persons and celebrities. The Committee is of the view that specialized training is required to deal with the increasing cyber crimes in the country. The Committee recommends that the SVPNPA, NEPA should coordinate with State training academies to train police personnel with requisite knowledge of cyber laws, cyber crime investigation, digital forensics and upgrade them from time to time on new technological tools to deal with cyber crimes. The training academies may be advised to recruit cyber experts as trainers on cyber technologies.**

**2.9.7 The Committee understands that the States are facing constraints of manpower and resources in managing cyber crime investigations. It recommends that the MHA should consider creating volunteer help groups of IT Experts from civil society who can contribute in devising methods to track cyber thieves and bringing them to justice. The State/UT police should create a cyber crime help desk for immediate reporting of the cyber crimes leading to an early investigation by them. Timely intervention could lead to the prevention of such crimes as well as relief to the victims.**

**2.9.8 The Committee, hence, recommends that the MHA may allocate adequate funds and extend necessary resources for the establishment of cyber training labs and strengthening/upgrading of existing cyber training infrastructure in all the States/UTs.**

### **2.10 Online Training**

2.10.1 Online medium of training has emerged as an alternative to traditional offline/physical mode of learning with the development of information and communication technology. The need for physical distancing in the aftermath of the COVID-19 outbreak has

made online learning the need of the hour. Although online training of the police officials may not be a substitute for their field training, it can ensure continuity of learning of police personnel all across the country without going to the training academies. It can also facilitate an easy and smooth flow of knowledge and exchange of ideas. Many of the States have opined that the online system of training could be of use to them for imparting training to the police personnel. In this regard, the Committee sought to know about the initiatives of the Central and State police training academies to impart online training to the police personnel.

2.10.2 On a query from the Committee during the course of the meeting, the representatives of SVPNPA informed that the Institute has ventured into E-Learning by creation of 63 hours of online training content in four regional languages and law. The Academy is a partner institution with DoPT in the prestigious program "iGOT-Karmayogi" of the Government of India. It has submitted a proposal for the creation of a "virtual training wing". This wing will be responsible for the creation of e-learning content on professional policing topics so that training can be done by IPS officers from anywhere in the country as per their convenience.

2.10.3 The representatives of the State Government of Odisha informed that the online training in police organizations is very modest in the country. It is necessary that some capital investment is done in this area and the Government of India should take the leadership to create proper infrastructure and standards for online training which would be cost-effective in the long run. Therefore, the Government of India should start a substantial scheme to fund online training initiatives within police organizations. The MHA, in its reply to a query raised by the Members of the Committee, informed the Committee that under the scheme of 'Assistance to States for Modernisation of Police', the State police forces may procure the equipment required for online training initiatives. As such, a separate scheme for this purpose may not be required.

### **Recommendation/Observation**

**2.10.4 The Committee gathers that online training infrastructure in police organizations/training institutes is not well developed across the country. The Committee notes that often, the personnel are not spared by the concerned offices due to shortage of manpower. Increasing the online training programmes would reduce the requirement of relieving officials from active duty for training purposes. This will ensure that the officials identified for training do not miss out on their trainings. The Committee, therefore, recommends that the MHA may allocate a designated amount under their grants to the States and also extend necessary resources to them for developing a robust online training infrastructure, which will considerably lower the cost of delivery of training to the police personnel in the long run. The Centre could encourage the States by providing certain incentives for their online training initiatives.**

**2.10.5 The Committee also recommends that the national and State police academies should collaborate and share best practices with each other through online interactions. Such an initiative would give scope for the different State police to understand and acquire experience and skillsets through experience sharing.**

### **2.11 Creation of Dedicated Reserve Training Pool**

2.11.1 Police personnel in every State are on active duty. Withdrawing an official for the purpose of training from a point of active duty would lead to a shortfall in the number of active staff required for duty particularly in view of the fact that there is a large number of vacancies in the police force. Therefore, most often, the officials who are chosen for training

are not relieved by the duty official on account of shortages of staff. Keeping this in view, the Committee had desired to know from the States as to whether they keep any reserve pool for replacing the personnel who are chosen for the purpose of training so as to mitigate the shortfall in personnel on active duty.

2.11.2 The Committee was informed by the State Government of Rajasthan that as of now there is no proposal for creating such a pool. The Committee was further informed that the Director-General of Police has directed from time to time to send the trainees to the training course as per nominations, exceptions are made in the most urgent situations only. Apart from this District Training Centres (DTC) have been started in all districts where the trained persons would impart training to all the police personnel of the district. They would act as a force multiplier.

### **Recommendation/Observation**

**2.11.3 The Committee observes that most of the time, police stations are understaffed, and when the officials are summoned for training, they don't get relieved on time. As a result, if the training slot is for 100 constables, only 50 to 60 percent of the constables are allowed to take training. Therefore, the Committee recommends that MHA may advise States/UTs for creation of a reserved training pool at the District level so that if training is proposed to be given to 100 constables, then those chosen for training could be replaced with reserve constables from the training pool created for the purpose and there is no hesitancy on the part of the higher police officers in sending the personnel for training.**

### **2.12 Training on Weaponry**

2.12.1 During the deliberations on the subject, the Committee observed that due to lack of appropriate training, the police personnel are not able to use the weapons properly. Therefore, there is a need for adequate training and firing practices to the police personnel on the latest weaponry which is being used by them. The Committee also observed that the training of police personnel on ballistics and prohibited and non-prohibited weapons should be imparted.

### **Recommendation/Observation**

**2.12.2 The Committee recommends that the MHA may advise the State training academies to impart proper training to the police personnel on the use of the weapons given to them. The training should cover the use of ballistics, prohibited and non-prohibited weapons.**

### **2.13 Common Training Module**

2.13.1 The Committee opines that the training courses of the police personnel should be more reflective of real-world cases and incidents. There is also a need of standardizing the curriculum all across the country, keeping in mind the different roles and skillsets required for the police personnel at different ranks. Therefore, the Committee discussed about the steps taken by the MHA to create a common training module for all States.

2.13.2 The MHA, in its reply, informed the Committee that a proposal has been mooted to the BPR&D for establishment of a police training net wherein the resources available with

State Police Academies and central police training institutions will be pooled in and shared to bring in synergy and collaboration.

### **Recommendation/Observation**

**2.13.3 The Committee notes that a proposal has been mooted to the BPR&D for establishment of a police training net to share the resources of Central and State police academies. The Committee recommends that a common training module may be prepared by BPR&D and shared among the States/UTs. This will create a common minimum standard of police training in the country. Common online library resources of Central and State police training academies may also be created to make them available all over the country.**

**2.13.4 The Committee also recommends that the MHA may take up with the States/UTs for the creation of an institutional framework for sharing of resources and best practices for police training amongst the States. The mapping of training facilities available in different States should be done so that a State in need can use training facilities wherever surplus is noticed.**

### **2.14 Training To Meet Specific Challenges**

2.14.1 India is a vast country. Apart from the common crimes, each State has certain specific threats and challenges. While some States are facing threats related to naxalism, some others are facing challenges from infiltration, terrorism, organized crimes, drug and human trafficking. In this context, the Committee deliberated upon the steps taken by the Centre and States training institutes to cater to the need of specialized trainings to deal with the State-specific challenges.

2.14.2 The Committee was informed by the MHA that SVPNPA, Hyderabad has taken several steps for need-based State-specific training and Modernisation to face specific challenges at the State level. In order to equip officers with skills and knowledge to handle the internal security challenges in the country, the Academy has got a special centre called Special Tactics Wing. The Special Tactics Wing conducts courses on terrorism, left-wing extremism, insurgency, management of tactical operations, urban operations, and post-blast investigation procedures, etc. The Special Tactics Wing has trained 4043 officers of State and Central Police Organisations (CPOs) since its inception in 2009 in the academy.

2.14.3 The Committee was informed by the State Government of Odisha that mandatory anti-extremist tactics training courses are organized for the rank of constable to IPS Officers at direct entry-level. To handle the challenges of naxalism, induction & refreshers training programme are organized for the special operations group commando and district police force dedicated to anti-naxal operations. Besides, induction/ refreshers' course programme are conducted for special tactical unit commandos dedicated to combating urban terrorism. To meet the challenges of Naxalism, a Special Operation Group Training Centre, Bhubaneswar is imparting training to the police personnel of Maharashtra, Kerala and West Bengal State police.

2.14.4 The Committee was apprised by the State Government of Punjab that a number of training programmes are organized to impart knowledge and skills to police officers to investigate NDPS Act cases including detailed instructions for ensuring forfeiture of illegally

acquired property by drug smugglers, etc. Further, the training programmes on the investigation of terror-related cases are organized at Punjab Police Academy and the same are being done in coordination with National Investigation Agency (NIA). Officers of NIA including their public prosecutors imparted training on the Unlawful Activities (Prevention) Act, and shared their expertise on the subject with Punjab police officers.

2.14.5 The State Government of West Bengal informed the Committee that to train the police personnel on naxalism/terrorism, trainees were sent to the Counter Insurgency Force (CIF) attachment. Apart from the above, the State police academy organizes online/offline training on the investigation of NDPS Act cases, safety of women, juvenile justice, organized crime, SC & ST Act, etc.

2.14.6 The State Government of Arunachal Pradesh informed the Committee that police training centre, being a basic recruit training institute for constabularies caters to the basic HR needs of APP (civil police) beside incorporation of jungle training, field crafts and tactics in the training syllabus. However, the police training centre does not offer much in the given field area. It was further informed that as and when seats are allotted from various institutes in an around the country for Counter Insurgency Operations and related training, the personnel are trained. Regarding drug peddling, etc., various capsule courses related to NDPS Acts are conducted on a regular basis. Being in the proximity of international border, APP has raised an STF Batallion for whom routine training on specialized courses under army and various CAPFs to cater to the pressing demands are conducted.

2.14.7 During the course of deliberation on police training, different States have submitted that apart from regular trainings, they have undertaken initiatives to improve and strengthen the training of their police personnel.

2.14.8 The Committee was informed by the State Government of Gujarat that besides serving police officers, faculty from National Forensic Sciences University (NFSU) and Rashtriya Raksha University (RRU) are also called as visiting faculty for specialized subjects and services of retired police officers and members of the judiciary are also utilized for indoor lectures.

2.14.9 The State Government of Haryana apprised the Committee that it is making continuous efforts to address the changing needs and aspirations of its citizens. It is following the concept of Training Needs Analysis (TNA) where training is provided based on feedback from those who have already undertaken training or are undergoing training. It is making efforts to bring in competency-based capacity building.

### **Recommendation/Observation**

**2.14.10** The Committee takes note of the different types of challenges that are faced by different States. It is of the opinion that none of the issues *viz* naxalism, infiltration, terrorism, organized crimes, drug and human trafficking, etc., have now remained State-specific. In fact, they have become regional, affecting two or more neighbouring States. To contain them, the CAPFs are also roped in by the Centre to aid the State police forces. The Committee observes that the Centre should embark upon joint training programmes of both the CAPFs and State Police in order to tackle these issues. The Committee, therefore, recommends that specific training centre should be opened in these areas where personnel of both the forces could undertake trainings. The

**MHA may explore this arrangement at the earliest with funds dedicated to establish such training institutions.**

2.14.11 While deliberating upon the internal-security challenges faced by the States sharing international borders, the Committee sought to know about the degree of interaction and exchange of information between CAPFs and State police in border areas. In response to this, few of the border States like Rajasthan and Punjab informed that there is no communication gap between the CAPFs and the State police forces working in bordering areas. Regular meetings are held at the district level and senior level. Subsidiary Multi-Agency Centre (*SMAC*) meetings for better coordination and sharing of information/ inputs are also held on a regular basis between State police, CAPF, BSF and various other subsidiary agencies under the auspices of State Intelligence Bureau.

**Recommendation/Observation**

2.14.12 The Committee notes the reply of the State Governments of Rajasthan and Punjab that there is no communication gap between the CAPF and the State police forces working in bordering areas and regular meetings are held at the district and senior level. The Committee opines that the people living in border areas are well versed with the terrain and other geographical conditions. Therefore, they can be of immense help in providing intelligence inputs and assist police and border guarding forces during emergencies. The Committee, therefore, recommends that the MHA may advise State police forces and border-guarding CAPFs to train and liaison with people living in the border areas for gathering intelligence inputs so as to check drug trafficking, infiltration and illicit use of drones, etc.

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## CHAPTER III

### POLICE MODERNISATION

3.1.1 The evolution of society while being a continuous process has happened at an unprecedented rate in the twenty-first century, facilitated by fast-evolving technology in all spheres of life. This has necessitated for a modernized police force along the lines defined by various Commissions/Committees in its conception of the Modernisation of State Police Forces Scheme by MHA. The foremost condition for Modernisation, is the strong infrastructure: physical as well as technical. It also includes equipping the police with the required mobility, modern weaponry, communication equipment, training gadgets as well as forensic setup. Strengthening all these aspects of police functioning will equip the State to tackle emerging issues of crime as well as law and order with the ultimate aim of being able to provide security as well as efficient service delivery to the citizens of the country.

#### **3.2 Scheme for Modernisation of State Police Forces**

3.2.1 The MHA informed the Committee that ‘Public order’ and ‘Police’ fall under the State List. However, the States have not been able to modernize and equip their police forces up to the desired level due to financial constraints. It is in this context that the Ministry of Home Affairs (MHA) has been supplementing the efforts and resources of the States, from time to time, by implementing the Scheme for Modernisation of State Police Forces (MPF Scheme) since 1969-70. It has been renamed as “Assistance to States for Modernisation of Police”, since 2017.

3.2.2 The Ministry has informed that the objective of the scheme is to gradually reduce the dependence of the State Governments on the Army and the Central Armed Police Forces to control internal security and law and order situations by equipping the State police forces adequately through the development of relevant infrastructure. The focus of the scheme is to strengthen police infrastructure at cutting edge level by the construction of secure police stations, training centers, police housing (residential), equipping the police stations with the required mobility, modern technology, weaponry, communication equipment, forensic set-up, etc.

#### **3.3 Inter-State Distribution of Funds**

3.3.1 As per the guidelines on rationalization of Centrally Sponsored Schemes conveyed by the NITI Aayog, the inter-State distribution of funds is made on the basis of criteria that was evolved by a Committee chaired by the Home Secretary. The Committee retained the criteria finalized by the Union Cabinet in the year 2005. These criteria include weightage of (i) population (35% weightage), (ii) sanctioned strength of police force (25% weightage), (iii) number of police stations (15% weightage) and (iv) incidence of crime per lakh population (25% weightage).

#### **3.4 Funding Pattern**

3.4.1 The States are grouped into two categories Group A and Group B, and financial assistance is provided by the Centre accordingly. The details of the areas are shown below:-



**Table 3.1**

Category 'A'	8 North Eastern States including Sikkim, two Himalayan states, namely, Uttarakhand and Himachal Pradesh (from FY 2016-17) Jammu and Kashmir (till 2019-20)	Eligible to receive financial assistance on <b>90:10 Centre: State</b> sharing basis
Category 'B'	remaining States	Eligible for financial assistance on <b>60:40 Centre: State</b> sharing basis.

### **3.5 Components**

3.5.1 All the items of expenditure relating to Police are covered and allowed based on the scrutiny of the High Powered Committee (HPC). The list only indicates the broad areas and the State Governments prepare projects keeping in mind their actual requirements. The items to be funded by the Scheme are listed below:-

#### **A. Items Other than Construction**

- (i) Mobility: Procurement of operationally required vehicles.
- (ii) Weapons and ammunition only for practice/training.
- (iii) Training aids/equipment required for imparting training to police personnel.
- (iv) All equipment required for police organizations including training equipment, forensic equipment for forensic science lab, communication equipment, surveillance equipment, traffic control equipment, software, equipment related to SMART policing.

3.5.2 For the purposes of this scheme, vehicles such as tractors, vajra, prison vans, water tankers, shall be treated as equipment and HPC will allow such equipment as proposed by the States.

3.5.3 The police stations that are to be constructed under the scheme should have basic facilities such as a reception room, interrogation room, computer room, place to keep arms, wireless room, a restroom for personnel, toilet facilities, women crèche. The ultimate objective for the construction of police stations, police lines and outposts should be to improve police functioning and delivery of police services.

3.5.4 The Ministry further informed that the State Governments are not authorized to use funds under MPF scheme for procurement of general equipment.

#### **B. Construction Works**

- (i) Construction of police infrastructure, i.e. police station buildings, police outposts, police lines, police housing- housing for lower subordinates (constables and head constables) and upper subordinates (ASI, SI and Inspectors).
- (ii) Construction of hi-tech forensic science laboratories.
- (iii) Construction of police training institutions.

### **3.6 Scheme for a Period of 3 years from 2017-18 to 2020-21**

3.6.1 The Ministry has stated that the erstwhile MPF Scheme, which was approved till 31<sup>st</sup> March, 2017, has been continued for further 3 years from 2017-18 to 2019-20 and thereafter extended for the year 2020-21 as well. The MHA further informed that the scheme has been further extended for the year 2021-22.

### **3.7 Modification Made**

3.7.1 The scheme has been modified so as to facilitate targeted interventions. The items of 'mobility and 'construction of police infrastructure including housing' are now allowed only to specific theatres viz. Jammu and Kashmir, insurgency affected North-Eastern States and LWE affected districts. Further, the items under 'mobility' head would be used only for strengthening field-level police offices and not State-level police offices.

### **3.8 Megacity Policing**

3.8.1 Approved plans of megacity policing for Hyderabad, Chennai, Mumbai, Bengaluru, Kolkata and Ahmadabad, with the allocation of Rs.432.90 crore have been continued and funds for the remaining cities are being released. The Megacity Policing (MCP) Plans of all the six cities (a sub-component of the MPF Scheme) have been approved and the entire funds for 5 cities except Mumbai have been released.

### **3.9 Contingency Reserve**

3.9.1 While approving the continuation of the Scheme of Modernisation of State Police Forces (MPF Scheme) for five years from 2012-13 to 2016-17, the Government also approved that "In order to meet emergent requirements and contingent needs of States, there will be a reserve fund of 5% of the annual allocation of the Scheme. Allocations out of these funds shall be made over and above the annual allocations of the needy States after obtaining approval of the Home Secretary/Home Minister. Accordingly, 5% of the total allocation is released to the States as contingency reserve for various components of the Scheme.

### **3.10 Preparation of State Action Plan**

3.10.1 State Action Plans (SAPs) are formulated by the State Governments as per their strategic priorities and requirements and as per the State Strategic Plan. State Governments submit SAPs under the MPF Scheme to MHA with the appraisal/approval of the State Level Empowered Committee (SLEC). The High Powered Committee (HPC) finally approves the SAPs of the States.

### **3.11 Conditions to be Fulfilled at the Time of the Release of Funds**

3.11.1 Utilization Certificates (UCs) in respect of funds released during the previous year to the last financial year are required to be submitted by the State Governments.

### **3.12 Better Performance Incentives**

3.12.1 The allocations under the scheme lapse at the end of the year, if not released to the States. Allocations are not carried forward. The States utilizing the entire released funds till the assigned year are given 'better performance incentives' out of the pooled amount of the funds unreleased due to non-furnishing of UCs by other States.

3.12.2 The Committee was informed by the MHA that under the umbrella scheme of Modernisation of Police Forces, approved in September 2017, a component of “Incentives for Police Reforms” was included in the implementation structure of the scheme of “Assistance to States for Modernisation of Police”. It was decided to keep a certain amount each year for awarding incentives to State Government for the implementation of police reforms. To incentivize the implementation of police reforms as recommended by various committees, originally a provision of keeping up to 10% of the total annual allocation of the scheme was made. This incentive fund has been increased to up to 20% from the year 2019-20.

3.12.3 The performance of States in implementing these reforms was evaluated based on objective criteria. For the year 2018-19, ten States, namely, (1) Andhra Pradesh, (2) Gujarat, (3) Madhya Pradesh, (4) Odisha, (5) Punjab, (6) Rajasthan, (7) Tamil Nadu, (8) Telangana, (9) Uttar Pradesh and (10) Uttarakhand were assessed to be eligible for award of incentives and grants of Rs. 7.69 crore each to these States were released. For the year, i.e. 2019-20, an amount of Rs. 158.26 crore has been earmarked for the award of incentives for implementation of police reforms to the State Governments.

#### **Recommendation/Observation**

**3.12.4 The Committee appreciates the component of “incentives for police reforms” under the scheme of “Assistance to States for Modernisation of Police”. The Committee notes that the incentive fund has been increased to up to 20% from the year 2019-20. The Committee however opines that the progress in police reforms has been slow and hopes that the incentives given to better performing States for taking various measures on police reforms will encourage other States to fast-track the efforts towards modernisation of their police. The Committee recommends that the MHA may put the information in public domain about the States that are leading and lagging in the modernisation process. This will create a sense of competition and put pressure on the States lagging behind to perform better. The Committee also observes that the issues behind the under-utilization of funds by the States also need to be identified. Therefore, the Committee also recommends that the MHA should consider constituting a Committee which can visit the underperforming States and assist/advise/persuade them to utilize the funds in a planned manner; otherwise the situation in these states may take a long time to show improvements.**

### **3.13 Evaluation of Scheme of “Assistance to States for Modernisation of Police”**

3.13.1 Implementation of this sub-scheme for 3 years period from 2017-18 to 2019-20 has been evaluated by NITI Aayog and the report was submitted in February, 2021. In the conclusion, the report stated that the scheme is highly relevant as it has been aiding the capacity building and modernisation of police. Planning and implementation were found robust and newly introduced measures like incentives based on performance and police reform measures and alignment to national priorities further strengthened its relevance. The report, while recommending greater focus to be laid on overall scheme monitoring, also noted that positive impact was recorded in terms of reduction in response time, improved traffic

management, reduction in LWE incidents and preparedness for unforeseen incidents demanding immediate action.

3.13.2 The Committee discussed the possibility of direct allocation of modernisation funds to the police department. The MHA replied that in the case of Centrally Sponsored Schemes (CSSs), the suggestion of direct release of funds to implementing agencies to avoid delays due to the involvement of the State Government has been under discussion from time to time. However, the Government of India has approached the problem of delay in making the funds available to implementing agency (i.e., O/o. DGP in case of Assistance to States for Modernisation of Police (ASMP) scheme) along with issues relating to the monitoring of the schemes by introducing Public Financial Management System (PFMS).

3.13.3 It is stated that a study of various reports of Parliamentary Committees reveals that such release had been allowed in the schemes where Central Government provided 100% financial assistance. However, CSSs are formulated on subjects under the State List to encourage States to prioritize in areas that require more attention. Under CSS, presently States have to contribute 10% in the case of the North-Eastern and the Himalayan States, and 40% in the case of the remaining States. Therefore, the Central share is routed through State Government.

### **3.14 Fresh Initiative**

3.14.1 From 1<sup>st</sup> July, 2021, the following mechanism for the release of funds is being implemented:-

“In the beginning of a financial year, the Ministries/Departments will release not more than 25% of the amount earmarked for a State for the CSS for the financial year. Additional Central share (not more than 25% at a time) will be released upon transfer of the stipulated State share to the Single Nodal Account of DGP offices in case of this scheme and utilization of at least 75% of the funds released earlier (both Central and State share) and compliance of the conditions of the previous sanction.” Since the releases under the scheme and monitoring would be done through Public Finance Monitoring System (PFMS), utilization of funds is expected to be more efficient”.

3.14.2 The Committee desired to know whether there is a diversion of funds given to the State Government under 'Assistance to States for Modernisation of Police'. The MHA informed that the scheme has a provision of flexibility in case of change of item proposed by State Government as per their strategic needs and requirement. For instance, in case of genuine requirement to change item(s) approved by HPC on account of obsolescence, availability of advanced equipment, etc., the process of modification of item(s) is as below:-

- State Police Headquarter has to write to the Home Department, which, in turn, sends a proposal with approval of SLEC to MHA.
- For modifications of up to 25% of the total size of the State Action Plan (SAP), the concerned divisional Head in MHA can approve the proposal.
- In case modification sought is above 25% of the total size of SAP, the concerned Division takes decision with the concurrence of the Internal Finance Division of MHA.

➤ The decision is conveyed to the concerned State Government by MHA.

3.14.3 However, the instances of diversion of funds, if any, under 'Assistance to States for Modernisation of Police' are scrutinized by the office of the Comptroller and Auditor General of India and action is taken accordingly.

3.14.4 The Committee sought to know about the reasons for delay in the release of funds from Central Government to States. The MHA replied that the release of funds is delayed due to pending utilization certificates from the States.

3.14.5 Regarding the reasons for delay in spending of allocated funds by the States, the MHA informed the Committee that funds released under the scheme to the State Government and further to the State Police Directorate, remain unspent due to various reasons - *i.e.* lack of advance planning, delay in the release of funds, the contribution of matching State share, tendering issues, contractual issues, etc. The State Governments are empowered to proceed against the officers concerned under relevant rules. The Government of India penalizes States with low utilization of funds by not releasing the funds to them without utilizing the unspent balance or canceling the project for which the funds were released.

3.14.6 The Committee interacted with the representatives of the States as well on this issue. The representatives from the State Government of Madhya Pradesh requested that once the State action plan is approved, the allocation for the year should be released. In response thereto, the MHA replied that Rule 232(v) of the General Financial Rules, 2017 mandates, *inter alia*, that before releasing funds to the State Governments, it must be ensured that they have the capacity to actually spend the balance from the previous year and releases are made during the current year. It is due to a substantial unspent balance with the State Governments, only an amount of Rs. 103.27 crores out of Rs. 770.76 crores was released during 2020-21.

3.14.7 When asked about the timely release of modernisation grants *i.e.* in the first and second quarter of the financial year, the MHA replied that under the scheme of 'Assistance to States for Modernisation of Police', modernisation grants were released in all the quarters based on Utilisation Certificates (UCs) furnished by the State Governments. For instance, during 2018-19 and 2019-20, substantial funds were also released during the first and second quarters.

3.14.8 The representative of the State Government of Punjab mentioned that Central shares are not allocated for infrastructure and mobility. But, Punjab, being a border State needs particular types of vehicles, etc., along with accommodations, which may again be considered by the Central Government.

### **3.15 Assessment of Future Requirements of Modernisation**

3.15.1 The Committee opines that Modernisation is a continuous process and therefore, a lot needs to be done. There is also a need for the MPF scheme to fill /reduce gaps that exist today. In this context, the Committee enquired from the State Governments about their assessment of the future requirements for Modernisation. The responses of some of the State Governments are enumerated below:-

1. Law enforcement solution using big-data analytics.
2. GIS-based command and control center for incident management, crime mapping and analysis using the GIS system.

3. Equipment like handheld metal detectors, door frame metal detectors, night vision devices, searchlights, non-linear junction detectors, explosive detector, under- vehicle search mirror, etc.
4. Upgradation of Police communications to digital mode.
5. Introduction of smart prosecution system in traffic.
6. CCTV-based vehicle tracking and identification system for crime control.
7. Installation and up-gradation of CCTV camera infrastructure.
8. Extension of red light violation detection, automatic number plate recognition and speed detection system.
9. Extension of Safe City Project to all cities or towns exceeding a population of 50,000 for the installation of CCTV cameras. Safe cities should also have road engineering scientifically examined so as to reduce/ eliminate blind spots, dark corners (with lighting) and decrease the probability of accidents.
10. Skill up-gradation and to establish social media lab, crime scene lab and cyber darknet analysis lab.

### **Recommendation/Observation**

**3.15.2 The Committee notes that the modernisation grants given to States are lapsable and therefore, recommends that MHA may release the funds to States in the first or second quarter so that the States have adequate time to spend the funds. The MHA may also work out ways to remove administrative delays and bottlenecks that cause delays in the release of funds.**

**3.15.3 The Committee further recommends that the MHA may take up with the Ministry of Finance to add some more States having strategic international borders in category-A so that additional funds under the MPF scheme are made available to them. The Ministry may also consider to re-include the items of ‘mobility and ‘construction of police infrastructure including housing’ under the ‘Assistance to States for Modernisation of Police’ for all States/UTs. This will help in increasing the number of vehicles for operational needs and also improving the housing satisfaction level of police personnel.**

### **3.16 Standardization of Equipments, Weaponry, Vehicles, etc.**

3.16.1 Modernisation includes the upgradation of weapons, communications systems including wireless devices, latest technologies and development of requisite infrastructures. The police should be equipped with state-of-the-art weapons, vehicles, communication devices, etc., for an effective investigation, management of law and order and other peripheral functions. Therefore, the Committee discussed the matter during the course of deliberations on the subject.

3.16.2 The MHA informed the Committee that as police is a State subject as per the Constitution of India, it is primarily the duty of State Governments to modernize their police. The Government of India supplements the efforts of States by assisting States. The funds are provided under Assistance to States for the Modernisation of the Police Scheme. The States prepare an annual state action plan and are free to propose weapons as per their strategic requirements.

3.16.3 Moreover, the surplus weapons (including the rifles) held by CAPFs, are offered for transfer to the needy State Police Organizations (SPOs) on nominal prices fixed by MHA.

While identifying the weapons, the complete set of spares/magazine/complete equipment schedule (CES) items/packing materials as provided by the original equipment manufacturer as part of the consignment, if available, is released to the SPOs. The complete details of such weapons and ammunition are forwarded to MHA by respective Force HQs for approval and to issue transfer instructions to needy SPOs.

3.16.4 The Committee in its meeting held on 25th November, 2021, discussed increasing the use of non-lethal weapons as compared to lethal weapons by the State police forces. The Committee was informed by the representative of the State Government of West Bengal that a sufficient supply of non-lethal weapons is a problem due to the limited capacity of manufacturing within the country. Therefore, there is a need to increase the capacity of its manufacturing.

3.16.5 Regarding availability of proper communication equipments and logistics support available with the police stations in the country, the Committee notes that as per BPR&D's report on 'Data on Police Organizations', as on 1<sup>st</sup> January, 2020, the State-wise number of police stations that do not have vehicles, telephone, wireless/mobiles is as under:-

**Tables 3.2**

**NUMBER OF POLICE STATIONS HAVING/NOT HAVING VEHICLES.TELEPHONES  
&WIRELESS/MMOBILES IN STATES/UTs**

AS ON 01.01.2020

SI.NO.	STATE/UTs	TOTAL NUMBER OF ACTUAL POLICE STATION	NUMBER OF POLICE STATIONS					
			HAVING VEHICLES	NOT HAVING VEHICLES	HAVING TELEPHONE	NOT HAVING TELEPHONE	HAVING WIRELESS/MOBILES	NOT HAVING WIRELESS/MOBILES
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
1	Andhra Pradesh	1,021	886	135	NP	NP	NP	NP
2	Arunchal Pradesh	91	87	4	37	54	87	4
3	Assam	344	340	4	203	141	343	1
4	Bihar	1029	1029	0	1029	0	1029	0
5	Chhatisgarh	453	453	0	426	27	453	0
6	Goa	43	43	0	43	0	43	0
7	Gujarat	711	711	0	711	0	711	0
8	Haryana	382	382	0	382	0	382	0
9	Himachal Pradesh	148	140	8	148	0	148	0
10	Jharkhand	548	548	0	548	0	548	0
11	Karnataka	1051	1051	0	1051	0	1051	0
12	Kerala	547	547	0	547	0	547	0
13	Madhya Pradesh	1117	1117	0	1117	0	1117	0
14	Maharashtra	1163	1163	0	1163	0	1163	0
15	Manipur	84	75	9	20	64	73	11
16	Meghalaya	74	65	9	12	62	65	9
17	Mizoram	42	42	0	42	0	42	0
18	Nagaland	86	86	0	50	36	68	18
19	Odisha	621	617	4	618	3	583	38
20	Punjab	430	423	7	361	69	394	36
21	Rajasthan	893	893	0	884	9	893	0

22	Sikkim	29	29	0	29	0	29	0
23	Tamil Nadu	1990	1990	0	1990	0	1990	0
24	Telangana	838	838	0	838	0	838	0
25	Tripura	82	82	0	68	14	82	0
26	Uttar Pradesh	1656	1581	75	1581	75	1656	0
27	Uttarakhand	159	157	2	159	0	159	0
28	West Bengal	633	633	0	633	0	631	2
29	A & N Islands	24	24	0	24	0	24	0
30	Chandigarh	17	17	0	17	0	17	0
31	D & N Haveli and Daman & Diu	6	6	0	6	0	6	0
32	Delhi	209	209	0	209	0	209	0
33	Jammu and Kashmir	235	235	0	156	79	218	17
34	Ladakh	7	7	0	7	0	7	0
35	Lakshadweep	16	16	0	11	5	9	7
36	Puducherry	54	54	0	54	0	54	0
	Total	16833	16576	257	15174	638	15669	143

- *Data of Daman & Diu is included in D & N Haveli as Combined data provided by both the UTs*

3.16.6 As per the data above, it may be seen that out of 16,833 police stations in the country, 257 police stations are not having vehicles, 638 police stations are not having telephones and 143 police stations are not having wireless/mobiles in the country.

#### **Recommendation/Observation**

**3.16.7 The Committee is of the view that modern policing requires strong communication support, state-of-the-art modern weapons, and a high degree of mobility for quick response. The Committee notes with anguish that 257 police stations do not have vehicles, 638 police stations do not have telephones and 143 police stations are not having wireless/mobiles in the country. In the 21<sup>st</sup> century India, there are police stations without telephones or proper wireless connectivity especially in many sensitive states like Arunachal Pradesh, Odisha and Punjab, particularly in view of the fact that some of these States had been rewarded with better performance incentives in the year 2018-19. Further, a very sensitive border Union Territory like Jammu & Kashmir also has a sizeable number of police stations which does not have telephones and wireless sets. The Committee, therefore, recommends that the MHA may advise such States to immediately equip their police stations with adequate vehicles and communication devices else it may lead to disincentivization of modernisation grants from the Centre. For the UTs, MHA may ensure that the needful is done at the earliest.**

**3.16.8 The Committee has been given to understand by the States that limited manufacturing of non-lethal weaponry in the country is a cause for their non-availability with the States desirous to obtain them. Hence, it recommends that the MHA may initiate setting up of adequate manufacturing units of non-lethal weaponry in the country so as to address the issue of shortages in this regard. It recommends that the MHA may coordinate with States to increase investment in the purchase of non-lethal weaponry, latest anti-riot equipments and standardize the uniform of police personnel with lightweight, easy to wear body protection gears to minimize injury/casualty during performing law and order duties.**



### 3.17 Use of Technology by State Police

3.17.1 The growing need of technology for the police forces is also evident from the fact that the criminals have become tech-savvy and are leveraging different technologies to commit crimes. Therefore, it is important for the police forces to assess the need of technology to improve policing in the country. Technologies like biometric identification, facial recognition, Automatic License Plate Recognition (ALPR), CCTV cameras, GPS, forensic science, etc. are also proving instrumental in collecting and storing data, identifying and apprehending criminals. Moreover, with the development of Internet of Things (IoT), now more data is being generated, collected and analyzed than ever before by the law enforcement agencies across the globe.

3.17.2 In this context, the Committee deliberated upon the use of different technologies to improve policing in the country. The MHA informed the Committee that during the 49<sup>th</sup> DGs/IGs annual conference held on 30<sup>th</sup> November, 2014, the Hon'ble Prime Minister introduced a concept of S.M.A.R.T Policing. It implies: S-Sensitive and Strict; M-Modern and Mobility; A-Alert and Accountable; R-Reliable and Responsive and T- Trained and Techno-savvy. To encourage innovations and the use of modern technologies, SMART Policing has been included and allowed as one of the categories of items under the scheme of 'Assistance to States for Modernisation of Police'. Under this scheme, the States have been provided flexibility to include items/projects as per their strategic priorities and requirements. States such as Andhra Pradesh have included leveraging technologies such as artificial intelligence (AI), data analytics in surveillance, forensics, crime analytics, etc. as some of the priorities. As informed by the State Governments, major technology-related initiatives taken by the different State police are given below:-

**Table 3.3**

S.No	State	Technology-related initiatives
1	Rajasthan	<p>1.CCTNS based Analytics Dashboard is integrated with a data lake environment (HIVE Cluster), which is the first of its kind integration in the Police Department (CCTNS Project) throughout India. This will help in scaling the analytics capabilities in real-time with multiple data sources (inter-department and intra-department).</p> <p>2. The unmanned aerial vehicle (UAV) is a multi-tasker that is useful in reconnaissance, live monitoring of situations as well as capturing photo/video clips for record purposes.</p> <p>3. The RajCop Official app has been upgraded with a face recognition module which can match the face of a suspect person against a database of known persons in real-time. Rajasthan police is in the process of widening the ambit of this module by making the uploading of the photograph of all arrested persons in CCTNS module mandatory, which will help develop a rich database of known offenders.</p> <p>4. Helmet with the camera has been specially designed and procured for use by officers in law and order situations, to effectively capture police action as well as activities of the miscreants, which can later serve as evidence during the investigation of such cases.</p>
2	Gujarat	<p>1. Mobile forensic van equipped with scientific tools for collection of evidence along with forensic experts.</p> <p>2. E-Gujcop, computerized the Police functioning extensively with crime and criminal information database for effective crime management.</p> <p>3. Automated Fingerprint Identification System (AFIS) for digital fingerprints to be integrated with National Automated Fingerprint Identification System (NAFIS).</p> <p>4. 5.3D scanner for crime scene investigation.</p>

3	Odisha	<p>1. Arakhi App is an extension of CCTNS, which serves as a database for all FIRs registered in police stations also Auto-generation of CDs. The app can be used by an investigating officer outside the police station and without access to the police desktop and eliminate duplication of work.</p> <p>2. Malkhana Module envisages maintaining proper chain of custody, safe and secure storage of seized/ gathered evidence and timely disposal in accordance with the law. This module helps in the online seamless disposal of MAL Items.</p> <p>3. Medico-legal opinion system module enables investigating officers to directly send the requisition to medical officers who can upload examination reports against requisition.</p> <p>4. All Police stations have been provided with live scanners by which the Finger Prints are being collected online and through central AFIS Software compared with the database. Through obtaining good quality FP and quick online verification/matching from database detection, it has helped in solving several crimes.</p>
4	Uttar Pradesh	<p>1. Latest technology and equipment are being used for the collection of samples, their preservation and in the examination of exhibits.</p> <p>2. Upgrade and Modernisation of FSLs including setting up of FSLs in 18 ranges</p> <p>3. Three DNA labs have been opened last year which is equipped with the latest DNA analysis equipment namely genetic analyzer, RTPCR machine and Automatic DNA extraction device.</p> <p>4. Purchase orders for the latest equipment worth about 20 crores have been issued in FY 2020-21.</p> <p>5. Sexual Assault examination kits have been distributed to all districts.</p>
5	Madhya Pradesh	<p>1. The State leads in the use of scientific investigation tools like DNA fingerprinting, call detail records analysis, use of sophisticated mobile fingerprinting tools. Investigating agencies use a mobile unit that consists of various kits for collecting evidence and preserving it in such a way that it doesn't get contaminated.</p> <p>2. District cyber cell units and State cyber cell uses the latest software for analyzing social media, open-source intelligence and call detail records. Technology plays a vital role in keeping law and order in place.</p> <p>3. Live surveillance system/CCTV surveillance- an integrated system of surveillance cameras in cities, towns and also on highways placed at strategic locations to capture suspects and criminals. It is also useful in identifying traffic rule violators.</p> <p>4. Body-worn cameras and interceptor vehicles are used by traffic police to ensure the implementation of traffic rules.</p>
6	Punjab	<p>1. PAIS (Punjab Artificial Intelligence System), App uses machine learning, deep learning, visual search, and face recognition for the identification of criminals to assist police personnel. This app helps in storing and carrying information about criminals. It also helps in identifying not only a criminal but also the gang members. Further, it provides for information retrieval during investigations.</p> <p>2. Automatic License Plate Recognition (ALPR) devices is being used by police for a variety of law enforcement purposes, from identifying stolen cars to catching up with people who have active warrants or monitoring alerts.</p>
7	West Bengal	<p>1. Kolkata Police is implementing IFVP (Iris, Finger, Voice and Photo) software for the integration of all the biometric data of accused persons in a single database with a quick access facility for investigation purposes.</p> <p>2. The following modern technologies are used for the detection Process:-</p> <ol style="list-style-type: none"> <li>DNA Analyzer.</li> <li>Chemical tests as classical examination. GMS (Gas Chromatography-Mass Spectra), FTIR (Fourier Transform Infra-Red), UV-Visible absorption, etc. instrumental technology.</li> <li>Comparison Microscope, SEM (Scanning Electron Microscope) used as a part of instrumental analysis.</li> </ol>

8	Telangana	<ol style="list-style-type: none"> <li>1. State-of-Art Computing and Command Center- Technology fusion centre for convergence of disparate technologies and business applications.</li> <li>2. Hawkeye App-empowering public to be citizen police.</li> <li>3. TSCOP-Empowering the frontline police workers.</li> <li>4. More than 8 Lakhs CCTV Cameras have been installed in the State in partnership with the community.</li> <li>5. Integrated Traffic Management System (ITMS).</li> <li>6. JRMS- Jail Release Monitoring System for improved surveillance of repeated offenders.</li> <li>7. Online fingerprint verification and facial recognition.</li> <li>8. Evidence-based investigation and prosecution tools being adopted.</li> <li>9. Video footage from CCTV system and video enhancement tools.</li> <li>10. Bio-metric recognition through an automatic fingerprint identification system from a fingerprint database.</li> </ol>
9	Delhi	<ol style="list-style-type: none"> <li>1. CCTV cameras have been installed by Delhi police, the public and by the Delhi administration. Under the safe city project, the feed from all these three categories will be collected in the centralized control room.</li> <li>2. Delhi Government has collaborated with ISRO (Indian Space Research Organization) to start with a new technology called Crime Mapping Analytics and Predictive System (CMAPS). This initiative will use space technology for controlling crime and maintaining law and order. The police officers will be provided with a personal digital assistant and this personal digital assistant is connected to a storage processor that stores the data of criminals. Every distress call will be converted into a digital message. This technology will also be used to collect real-time data at the crime scene. For example, the system will help to identify in which area theft is at a high rate and this information can be used to deploy police in the area to stop further cases of thefts.</li> </ol>

### Recommendation/Observation

**3.17.3 The Committee appreciates the various technological measures taken by the States/UTs including installation of CCTVs, ERSS-112, fingerprint verification, voice and facial recognition, DNA fingerprinting, CDR analysis, body-worn camera, mobile forensic vans, citizen portals, etc. These technologies will certainly create a transparent mechanism to identify and monitor crime trends and patterns. Given a scientific approach to the collection of evidence and investigation, they can help in taking proactive measures to prevent crime. By providing digital access to the police, citizens can avail services from the comfort of their homes. The citizens can register and track their complaints, and provide feedback without visiting the police station.**

**3.17.4 The Committee observes that technology like artificial intelligence, big data, etc. can effectively help in mapping the crime hotspots and getting a digital footprint of the criminals. This can be used to deploy force more effectively thereby reducing/preventing crime. Artificial intelligence can be used to draw correlations between the types of crime, time, location, match fingerprints, facial images, analyze CCTV footage and recognize vehicle number plates, etc. Big data can be used to integrate and store data from multiple sources. This will help in developing a scientific approach to policing. The Committee recommends that the MHA may encourage and incentivize States to leverage technologies like artificial intelligence, big data, etc. for policing. The Committee further recommends that BPR&D may be tasked to make a compendium of the latest technologies used by the various State police forces and share among them. This will help the States to fight crimes in a coordinated manner.**

**3.17.5 The Committee also recommends that the Ministry of Home Affairs should take up with States/UTs to deploy drones/ unmanned aerial vehicles for VVIP security, surveillance of crime hotspots, crowd control/ riot management, disaster management, etc.**

### **3.18 Installation of CCTV Cameras in Police Stations**

3.18.1 Apart from the above-mentioned initiatives of the State Governments on the use of technology to assist law enforcement agencies, the Hon'ble Supreme Court of India, *vide* its order dated 2nd December, 2020, has directed the installation of CCTV cameras in all police stations.

3.18.2 The Committee desired to know from the MHA about the status of the installation of CCTV cameras in all police stations. The MHA replied that an advisory dated 8<sup>th</sup> July, 2021 has been issued to State / UT Governments for the installation of CCTV cameras in all police stations within a time frame.

3.18.3 Further, under the scheme of 'Assistance to States for Modernisation of Police', States have been given the flexibility to formulate State Action Plans (SAPs) as per their strategic priorities and requirements. The proposals of States regarding CCTV systems were approved within SAPs during the last 4 years.

3.18.4 The Committee was informed by the representatives of Tamil Nadu police that they have installed Internet Protocol CCTV cameras. They informed that a senior police official sitting in his office can have the views of the police station and see the persons entering, exiting and their interactions, within the station premises. This is a way to ensure hassle-free registration of cases, and also monitor the activities of the police stations. The status of installation of CCTV cameras as informed by some of the State Governments is as follows:-

**Table 3.4**

<b>S.No</b>	<b>State</b>	<b>No. of CCTV Cameras Installed in Police Stations</b>
1	Gujarat	7354 cameras installed at 622 police stations
2	Punjab	Under process to install cameras at 423 police stations along with 153 police posts.
3	Haryana	Proposed to install 7000 cameras across all police stations with an average of 15 cameras per police station and 5 cameras per police post.
4	West Bengal	2680 Cameras installed in 624 police stations under the Assistance to the States for Modernisation of Police, 2018-19 scheme.
5	Jharkhand	Detailed project report under progress.
6	Mizoram	147 cameras installed. A total of 578 cameras to be installed till December, 2021
7	Andhra Pradesh	966 cameras already installed in various police stations. Under-process to install 15,700 cameras with 12 cameras per police station.
8	Assam	Under-process to install 4522 cameras in 323 police stations and 6 other police offices.

9	Odisha	Under-process.
10	Uttar Pradesh	3066 cameras installed at 1533 police stations. At each police station, 2 IP cameras have been installed. DPR is being prepared for further installation of cameras in police stations.
11	Madhya Pradesh	4 cameras each have been installed in 859 police stations. Installation of additional CCTV cameras under process.
12	Tamil Nadu	IP CCTV Cameras have been installed in 1564 police stations.
13	Delhi	1941 cameras already installed. 2175 additional cameras are being installed.
14	Manipur	Under-process.
15	Sikkim	Administrative approval and financial sanction of Rs 4,71,70,185 for installation of CCTV cameras in all police stations in Sikkim has been approved and sanctioned by the State Government. Process of installation has started.
16	Arunachal Pradesh	CCTV installed in 94 police stations, and will be installed in remaining 5 police stations by December, 2021.
17	Meghalaya	CCTV cameras installed in 5 police stations. Installation in the remaining 70 police station is under process.

### Recommendation/Observation

**3.18.5** The Committee notes that some of the States/UTs have started installing CCTV cameras in police stations to comply with the directions of the Hon'ble Supreme Court. It appreciates that Tamil Nadu Police has installed IP CCTV cameras which enables a senior police official to keep an eye on the activities inside the police station. It observes that such a measure is a good step towards protecting the rights and legal remedies of the citizens while they are in the police station to file their complaints, FIRs, etc., and ensuring that there is no harassment on the part of police staff. The Committee recommends that the Ministry may take up with the States/UTs for installing at least one or two IP cameras at a strategic location in all police stations. The Committee also recommends that States/UTs may conduct a periodic audit of all the CCTVs installed in police stations and replace/upgrade them, wherever required. The Committee further recommends that the MHA take up with the Ministry of Law & Justice to advise States/UTs to initiate talks with their respective courts for installation of CCTVs at court premises, for round-the-clock monitoring of court buildings.

### 3.19 Crime and Criminal Tracking Network System (CCTNS)

3.19.1 CCTNS is a mission mode project under the national e-governance plan conceptualized by the Ministry of Home affairs. It aims at creating a comprehensive and integrated system for enhancing the efficiencies and effective policing at all levels and especially at the Police Station level through the adoption of the principle of e-governance

and creation of a nationwide network of infrastructure for the evolution of IT-enabled state of the art tracking system.

3.19.2 The MHA informed that CCTNS has been made operational in all States/Union Territories. In CCTNS, FIRs are being registered 100% electronically in 16074 police stations. Apart from this, all States/ Union Territories have launched their State citizen portals providing citizen-centric police services including online filing of complaints. Further, citizens can also file online complaints related to cyber-crimes on National Cyber-crime Portal.

3.19.3 Regarding the steps taken to ensure round-the-clock internet connectivity at police stations to use the Crime and Criminal Tracking Network System (CCTNS), the MHA replied that the following initiatives have been taken for improving the network connectivity in police stations:-

- (i) MHA has accorded approval to all the States/Union Territories to increase the existing bandwidth from 512 kbps to 2 Mbps over VPN over broadband through available telecom service providers, including non-BSNL service providers.
- (ii) MHA in coordination with the Department of Telecommunication is providing network connectivity under Bharat Net. In the first phase, 413 police stations have been approved. Under the scheme of 'Assistance to States for Modernisation of Police', various equipments related to CCTNS are allowed as per the requirements.

3.19.4 The Committee was also informed by the State Governments of the steps taken by them to link services and other modules with the CCTNS. The Committee was informed by the State Government of Haryana that all the districts are sharing data with Inter-operable Criminal Justice System (ICJS). All concerned Police units have been directed to seek legal opinion in all cases through this module only. Charge sheets are also getting vetted online through the e-prosecution module. Besides efficient service delivery through the online portal, one of the key objectives of the CCTNS Haryana project is to make police functioning citizen-friendly and more transparent and improve the delivery of citizen-centric services through effective usage of ICT. Haryana citizen portal – Har Samay is fully operational with as many as 33 citizen-centric services and the following services are being extended to the citizens on the portal:

- Character Certificate
- Complaint
- Employee Verification
- Right to Information
- Tenant Verification
- Police Clearance Certificate
- Event Performance
- Domestic Verification

3.19.5 The Committee was informed by the State Government of Telangana that real-time integration of ICJS and CCTNS has been done to electronically share data/ information of FIR, charge sheets and acknowledgments. In the next phase, prosecution, e-prisons, juvenile justice, summons and warrants, trial details will be integrated.

### **Recommendation/Observation**

**3.19.6** The Committee notes that the Crime and Criminal Tracking Network and Systems (CCTNS) has been made operational in all States/Union Territories and FIRs are being registered 100% electronically in 16,074 Police Stations. The Committee recommends that the MHA may advise States/UTs to integrate CCTNS data with that of courts, prisons, prosecution, forensics and fingerprints as part of the Inter-operable Criminal Justice System (ICJS). This real-time integration will help in reducing duplication of work and errors, speed up the trial of cases significantly and increase the efficiency of the police.

**3.19.7** The Committee recommends that the MHA may advise States to digitize the issuance of services like passport verification reports, arms license verification reports and character certificates so that multiple visits of the citizens to the police stations and diversion of police personnel for such routine administrative work is avoided. These police personnel can be utilized in handling investigations and maintenance of law and order which are the core functions of the police.

### **3.20 E-FIR**

**3.20.1** The Committee notes that FIRs are being registered 100% electronically in 16,074 Police Stations now in CCTNS. The Committee opined that electronic filing of FIRs should be the next step forward. In this regard, the Committee decided to know about the progress made by the Central and State Governments for the establishment of online registration of cases (e-FIR) all across the country. In its response, the MHA informed the Committee that as per available information, limited e-FIR facility is currently available in Delhi, Odisha, Rajasthan and Uttar Pradesh for registering cases only for property and vehicle thefts where details of the accused are not known. In order to facilitate States/ Union Territories, the National Crime Records Bureau (NCRB) has made available an e-FIR module to the States/ Union Territories and has also sent an advisory on 14<sup>th</sup> September 2018 to States/UTs to customize and use the e-FIR module as per their requirements.

**3.20.2** To avoid delays over the determination of the jurisdiction, which impacts the victim and also may lead to an offender getting away, the Ministry of Home Affairs (MHA) issued an advisory to States/ Union Territories to ensure that Police register an FIR upon receipt of information of commission of a cognizable offense, even if it is found that the subject matter relates to the jurisdiction of some other police station. The States/Union Territories were advised to instruct the Police to register a 'Zero FIR' and then transfer the same to the concerned police station under section 170 of the Criminal Procedure Code. The MHA has been regularly issuing advisories to all States/UTs in this matter for ensuring compliance.

### **Recommendation/Observation**

**3.20.3** The Committee notes that the e-FIR facility is currently available in Delhi, Odisha, Rajasthan and Uttar Pradesh for registering cases only for property and vehicle thefts where details of the accused are not known. It observes that sufficient time has elapsed since the advisory was issued in 2018, for the States/UTs to act upon the same and operationalize the e-FIR module. The Committee is of the considered view that online registration would save people from the hassle of running to police stations to lodge their complaints.

**3.20.4 The Committee, therefore, recommends that the MHA should coordinate with State Police to initiate the facility of e-FIR in the remaining States/UTs. The Committee also recommends that the MHA may work on modalities and advise States/UTs for extending the facility of e-FIR for other non-heinous crimes as well.**

**3.21 Investigation of Cyber Crimes**

3.21.1 The 21<sup>st</sup> century has ushered in an era of new-age crimes and complex modus operandi, which has been continuously evolving further at a rapid rate. The use of the dark web, voice over internet protocol (VoIP) calls, etc., are some of the tools actively used by criminals but police strategies for these are still evolving. No police force can live up to the contemporary challenges without upgrading itself with advanced skills and supplement with adequate resources. Police should endeavor to match its strategy in training and procurement with the modern-day policing challenges.

3.21.2 The Committee sought to know about the number of cases of cyber crimes registered in the country. The MHA informed that as per the report "Crime in India, 2019, of the National Crime Record Bureau (NCRB), the data of cyber crimes in the States/UTs is as under:-

**Table 3.5**

<b>Year</b>	<b>No of Cyber crimes registered</b>
2017	21796
2018	27248
2019	44735
2020	50035

*\*The data for 2020 has been obtained from the report "Crime in India, 2020 of the National Crime Record Bureau (NCRB).*

3.21.3 According to the "Crime in India 2019" report, in the year 2019 charge-sheeting rate is 39.1%. This includes cases charge-sheeted out of cases from the previous year and also cases charge-sheeted out of cases during the year 2019.

3.21.4 A total of 50,035 cases in 2020 were registered under cyber crimes, showing an increase of 11.8% in registration over 2019 (44,735 cases). The crime rate under this category increased from 3.3 in 2019 to 3.7 in 2020. During 2020, 60.2% of cyber-crime cases registered were for the motive of fraud (30,142 out of 50,035 cases) followed by sexual exploitation with 6.6% (3,293 cases) and extortion with 4.9% (2,440 cases).

3.21.5 According to the 'Data on Police Organizations' published by BPR&D, as on 1<sup>st</sup> January, 2020, the State-wise number of cyber cells in the country are as follows:-]



**Table 3.6****NUMBER OF CYBER CELLS IN STATE/UT**

AS ON 01.01.2020

Sl. No.	STATES/UTs	NUMBER OF CYBER CELL(s)	WOMEN CELL(s)	NUMBER OF SOCIAL MEDIA MONITORING CELL(s)
(1)	(2)	(3)	(4)	(5)
1	Andhra Pradesh	1	1	2
2	Arunchal Pradesh	1	1	1
3	Assam	0	0	1
4	Bihar	75	40	76
5	Chhatisgarh	29	1	0
6	Goa	0	0	1
7	Gujarat	10	2	0
8	Haryana	30	24	24
9	Himachal Pradesh	1	0	0
10	Jharkhand	15	5	6
11	Karnataka	1	0	31
12	Kerala	19	20	1
13	Madhya Pradesh	10	51	1
14	Maharashtra	47	47	40
15	Manipur	10	0	3
16	Meghalaya	10	0	4
17	Mizoram	0	1	1
18	Nagaland	1	0	1
19	Odisha	34	537	0
20	Punjab	0	0	24
21	Rajasthan	0	41	1
22	Sikkim	1	0	0
23	Tamil Nadu	7	27	19
24	Telangana	5	3	4
25	Tripura	1	0	1
26	Uttar Pradesh	2	1	1
27	Uttarakhand	13	13	13
28	West Bengal	33	453	2
29	A & N Islands	1	1	1
30	Chandigarh	1	1	1
31	D & N Haveli	1	1	1
	Daman & Diu	0	2	0
32	Delhi	16	15	NA
33	Jammu and Kashmir	0	13	1
34	Ladakh	0	1	0
35	Lakshadweep	0	0	0
36	Puducherry	1	0	0
	Total	376	1,302	262

3.21.6 The Committee was informed by the MHA and the State Governments during the deliberation on the subject that they have accorded priority towards equipping the police forces with requisite training and infrastructures to effectively tackle the increasing cyber crimes in the country. The National and State training academies are running specialized training programmes for police personnel of different ranks to deal with cyber crimes.

Moreover, cyber cells, cyber forensic labs have also been/ are being established for more professional approach to detect, investigate and deter cyber crimes in their jurisdictions.

3.21.7 With the induction of new technologies, new modus-operandi are used by the criminals to commit cyber crimes, the police faces a new type of challenge. The Committee agrees with the submission of the MHA and State Governments that traditional policing system is not adequate to deal with the technology based crimes. Apart from imparting specialized training to the police personnel, there is a growing need with the Law Enforcement Agencies (LEAs) to take assistance of cyber experts/IT professionals for handling cyber crimes. Therefore, the Committee sought to know whether Central and State Governments have made any effort to induct cyber experts/ IT professionals in the police force. The MHA, in its reply, informed that one of the recommendations of the Mooshahary Committee is about the teeth-to-tail ratio in the police force. It recommended that the ratio between SI and Constable should be 1:4 (present ratio ranges from 1:7 to 1:15). Therefore, the State Governments /Police Directorates need to reduce recruitment of constables and create positions for experts.

3.21.8 The Committee was informed by the State Governments of Jharkhand, Mizoram, Assam, Goa, Andhra Pradesh, Manipur, Rajasthan, Sikkim and Punjab that they are taking assistance of cyber experts/ forensic consultants to deal with cyber crimes. They are assisting investigating officers in handling technology related crimes. Some States have already recruited and some others are in the process to recruit these experts.

#### **Recommendation/Observation**

**3.21.9 The Committee expresses its deep concerns over the rising rate of cyber crimes in the country. As per the information provided to the Committee, it is seen that some of the States like Punjab, Rajasthan, Goa, Assam do not have a single cyber crime cell, while in Andhra Pradesh, Karnataka and Uttar Pradesh, only one/two cyber crime cells have been set up. It observes that each day, cyber-criminals are using newer methods and new modus-operandi to commit cyber crimes. Therefore, it is important for the police to stay updated on new modus-operandi and technology trends adopted by criminals.**

**3.21.10 The Committee recommends that MHA may advise States to set up cyber cells in all the districts. The States should map the cyber crime hotspots which will help in quick detection of crimes and taking proactive measures to prevent cyber crimes.**

**3.21.11 The Committee also recommends to upgrade the existing cyber cells by setting up dark web monitoring cells and social media monitoring cells to tackle different types of cyber crimes.**

**3.21.12 To strengthen the investigation of inter-State crimes, the Committee recommends that MHA may advise States/UTs that when investigating officers visit outside their jurisdictional State for investigation of a cyber crime, they should be provided with optimum support from the law enforcement agencies of other States and UTs, as required.**

**3.21.13 The Committee notes that some States are using cyber experts for the detection and investigation of cyber crimes. Therefore, along with traditional police recruitments,**

there is a need to induct technical experts into the police force. The Committee recommends that the MHA may encourage States/UTs to recruit qualified cyber experts/IT professionals to assist police in detecting, monitoring, preventing and investigating cyber crimes.

### 3.22 Efforts to Tackle Drone Attacks

3.22.1 Apart from cyber crimes, misuse of drones technology also poses a significant threat to Governments all across the globe. The use of drones or unmanned aerial vehicles by the terrorists has thrown up a new challenge before the security forces to deal with a paradigm shift in the nature of the threat and countermeasures. Rogue drones have become a critical threat to any country's security, privacy and cyber-security. Drones are being used for surveillance of vital installations and for the delivery of drugs, arms and ammunitions and other terrorist activities, which is an alarming issue. To add up, there is also the threat of hacking of drones, drone data, mobiles and other devices connected with the drones. Therefore, building capabilities to deter, detect and neutralize such aerial threats with the help of anti-drone technology is an urgent requirement.

3.22.2 Considering the growing threats and incidents of a drone attack in the country, the Committee enquired about the steps taken to address the issue. The replies of the States Government have been summarized below:-

**Table 3.7**

S.No.	State	Steps taken to deal with Drone Attacks
1	Rajasthan	Regular instructions/ advisories are issued to various departments of bordering areas about not sharing the strategic information with anyone on phone calls unless authenticated. Cases registered regarding VoIP calls are monitored at the senior level and are pursued in courts also. The various vital installations, Army/ Air Force bases, Oil Refinery areas and other similar strategic places, have been classified as Red Zone (no flying zones for drones), Yellow Zone (where drones could operate with permission and Green Zone (where permission is not required).
2	Mizoram	No formal guidelines have been laid down/issued by the State Government regarding the use of drones and in case of certain situations such as National Day, visit of VVIP, border dispute, etc. the State police administration has given recommendations/suggestions to issue prohibition order for use of drones in certain areas to the concerned authorities, and accordingly, issued prohibition order for specified time. It may be mentioned that being a peaceful State, the State police administration has not laid any specific guidelines for the use of drones. However, the State police administration is constantly monitoring any possible threat posed by the use of drones.
3	Andhra Pradesh	ADGP, Operations, has been nominated as nodal officer to address the challenges of drone attacks. Strict watch and vigilance are being maintained on all vital installations by the concerned SSP. Apart from the above, guidelines issued by MHA regarding flying permission in Red, Green and Yellow Zones are being followed.
4	Assam	The Superintendent of Police have been advised to identify abandoned airstrips, open grounds and spaces in their respective jurisdiction that may facilitate launching of flying objects and to suitably secure such places by the deployment of security forces, patrolling, etc. Besides, Security forces deployed for guarding of vital installations have been sensitized regarding the threat from drone attacks and security of vital installations of national importance has been augmented especially the vulnerable oil installations, rail and road bridges which are already having a threat from extremist elements.

5	Manipur	The process for the making of Red Zones on the Digital Sky platform has been initiated by the State Government.
6	West Bengal	The Intelligence Branch, West Bengal has prepared geo-coordinates of vital Installations in the form of Red Zones and Yellow Zones with categorization and points for uploading on Digital Sky Platform as per DGCA and MHA guidelines.
7	Sikkim	The use of drone is recommended as per The Drone Rules, 2021 notified by the Ministry of Civil Aviation notification, dated, the 25 <sup>th</sup> August, 2021 i.e. also for specific purpose on application within the permitted zone with necessary restriction.
8	Arunachal Pradesh	The Drone Policy, 2021 is in initial stage and yet to be framed under the aegis/guidance of guidelines provided by the Ministry of Civil Aviation. Mapping and nomination is in the process. Red zone (no fly zone) mapping is being done.
9	Punjab	Punjab has not drafted or articulated a separate police drone policy. However, specific area-based detection and neutralization of threats of drones are available and being improved upon. However, larger areas like borders remain a challenge. This is being done by physical patrolling and nakabandi by police which is backed by effective intelligence inputs.

3.22.3 The State Government of Punjab further informed the Committee that in recent past, the movement of drones from across the international border has increased significantly. Drones have been sighted over 133 times near international border in the last two years. The first recorded delivery of arms/ammunition by drone was in August, 2019. Similar drone sightings have also been observed in Jammu and Kashmir. Besides, there is no effective anti-drone technology available in the country. Number of public and private sector companies are involved in countering drone technologies. In this regard, Punjab is following the policy notified by Ministry of Civil Aviation, Government of India.

3.22.4 The major challenge before the law enforcement agencies for countering the drone threat is its detection, identification and safe neutralization. Technology based counter drone measures are the need of the hour which should be developed by concerned department of Government of India.

#### **Recommendation/Observation**

**3.22.5 The Committee expresses its grave concern on the use of different types of drones for committing crimes, transporting drugs, arms and ammunition, etc., which is a threat to the internal security of the country. The Committee notes that the MHA has issued guidelines for flying permission in red, green and yellow zones. The Committee recommends that the MHA along with the Ministry of Civil Aviation may advise States to sensitize ground-level police personnel on the drone regulations. This may include the civilian use of drones which will help in detecting rogue drones.**

**3.22.6 The Committee also recommends that the MHA may take up with concerned Ministries/ Agencies to create a central pool of anti-drone technology at the earliest and give its access to all States/UTs to deal with the menace of illicit use of drones. For this purpose, the participation of the private sector may be explored. The MHA may coordinate with concerned Ministries/Agencies and States/UTs to create an SOP for the steps to be taken by the State police in case of a drone attack.**

### 3.23 Vacancies in the State Police Forces

3.23.1 The Committee emphasized the adequacy of State police personnel to perform the multifarious role and responsibilities entrusted to them. In this context, the Committee sought to know from the MHA about the number of existing vacancies in the State police forces. The MHA replied that the number of policemen in the State Police Forces is about 20 lakhs. As far as the volume of crime is concerned, about 50 lakhs crimes are registered in the country every year. As per data on Police Organisations compiled by BPR&D, the ratio as on 1<sup>st</sup> January, 2020, of police personnel per lakh persons is 195.39 as per sanctioned strength and 155.78 as per actual strength. As per data on Police Organizations compiled by the Bureau of Police Research and Development (BPR&D), as on 01<sup>st</sup> January, 2020, the relevant figures are as under:

**Table 3.8**

	Sanctioned Strength	Actual Strength	Vacancies/ Surplus
<b>Total No. of policemen in the State Police Forces</b>	26,23,225	20,91,488	5,31,737
<b>DGP/Spl.DGP</b>	117	135	18 (+)
<b>Addl. DGP</b>	310	364	54 (+)
<b>Sub-Inspector</b>	1,53,288	99,283	54,005
<b>Constable</b>	9,77,540	8,10,554	1,66,986

3.23.2 According to BPR&D's report on 'Data on Police Organizations', as on 1<sup>st</sup> January, 2020, the State-wise police-population ratio in the country is as under:-

**Table 3.9**

#### SANCTIONED AND ACTUAL POLICE-POPULATION AND AREA RATIO IN STATES/UTs

AS ON 01.01.2020

	STATES/UTs	CIVIL POLICE PER LAKH OF POPULATION		DISTRICT ARMED RESERVE POLICE PER LAKH OF POPULATION		SPL. ARMED POLICE PER LAKH OF POPULATION		RB ARMED POLICE PER LAKH OF POPULATION		TOTAL POLICE PER LAKH OF POPULATION	
		S	A	S	A	S	A	S	A	S	A
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)
1.	Andhra Pradesh	84.98	71.73	31.62	24.86	20.25	14.13	4.21	2.96	141.06	113.68
2.	Arunchal Pradesh	556.25	418.73	-	-	123.63	112.71	331.57	298.87	1011.45	830.31

3.	Assam	68.73	55.73	35.05	24.52	124.81	105.89	23.38	21.34	251.97	207.49
4.	Bihar	54.90	27.56	42.44	36.78	15.31	9.62	2.61	2.23	115.26	76.20
5.	Chhatisgarh	165.71	131.52	-	-	49.18	43.86	46.49	45.15	261.38	220.53
6.	Goa	432.49	379.55	-	-	36.76	13.46	189.90	118.77	659.16	511.78
7.	Gujarat	86.96	66.60	33.62	28.49	40.83	27.69	1.31	-	162.72	122.78
8.	Haryana	209.11	151.73	-	-	19.72	18.76	12.79	9.69	241.63	180.19
9.	Himachal Pradesh	157.95	147.50	10.52	10.52	10.55	9.27	78.23	73.24	257.25	240.52
10.	Jharkhand	44.59	33.53	115.86	90.06	32.06	28.48	25.63	20.11	218.15	172.18
11.	Karnataka	98.34	82.82	36.28	26.20	20.61	14.51	3.01	2.42	158.23	125.95
12.	Kerala	143.58	129.26	-	-	30.21	21.00	3.81	2.23	177.60	152.49
13.	Madhya Pradesh	117.73	85.41	-	-	37.63	32.81	2.65	1.80	158.01	120.02
14.	Maharashtra	165.99	145.89	14.59	13.49	15.27	13.50	2.26	1.99	198.12	174.87
15.	Manipur	571.05	492.72	-	-	217.06	203.91	335.46	246.30	1123.57	942.93
16.	Meghalaya	189.29	167.07	77.65	72.87	123.40	106.11	118.89	109.51	509.23	455.56
17.	Mizoram	380.30	285.56	-	-	210.68	165.69	351.09	223.29	942.07	674.54
18.	Nagaland	259.83	269.88	121.84	155.11	585.28	604.67	270.34	271.26	1237.30	1300.93
19.	Odisha	67.28	58.00	23.15	21.87	39.25	34.10	16.67	15.35	146.36	129.31
20.	Punjab	236.34	216.07	-	-	63.21	53.40	21.45	17.03	321.00	286.50
21.	Rajasthan	119.23	102.27	-	-	16.40	14.95	6.51	5.14	142.14	122.36
22.	Sikkim	371.06	368.97	-	-	153.67	135.53	447.98	346.78	972.71	851.27
23.	Tamil Nadu	117.61	104.73	26.54	24.96	20.32	18.70	0.15	0.15	164.62	148.54
24.	Telangana	113.67	78.34	59.75	31.47	16.47	9.11	19.95	11.95	209.85	130.88
25.	Tripura	206.70	161.79	115.28	79.56	97.06	89.58	321.64	237.14	740.68	568.07
26.	Uttar Pradesh	123.71	91.14	-	-	59.12	42.42	0.36	0.30	183.19	133.85
27.	Uttarakhand	94.85	96.15	53.38	47.11	32.66	30.39	15.98	14.51	196.87	188.16
28.	West Bengal	97.23	61.45	23.77	16.31	33.35	21.91	3.03	0.86	157.38	100.53
29.	A & N Islands	816.58	751.51	183.67	92.96	-	-	253.02	263.43	1253.27	1080.90
30.	Chandigarh	587.95	505.98	-	-	78.10	71.19	83.91	72.45	749.96	649.62
31.	D & N Haveli	62.77	56.03	-	-	-	-	101.77	85.99	164.54	142.02
32.	Daman & Due	128.60	98.60	-	-	-	-	-	-	128.60	98.60
33.	Delhi	410.26	367.88	-	-	48.74	42.38	-	-	459.01	410.26

34.	Jammu and Kashmir	398.57	362.31	-	-	114.39	84.74	174.76	163.21	687.73	610.25
35.	Ladakh	486.39	368.03	-	-	-	-	327.55	201.02	813.95	569.05
36.	Lakshadweep	472.06	392.65	-	-	-	-	-	-	472.06	392.65
37.	Puducherry	172.95	128.89	-	-	53.91	36.97	66.12	59.42	292.97	225.28
	All India	124.38	99.35	20.99	16.76	37.86	29.70	12.16	9.97	195.39	155.78

*S:Sanctioned*

*A: Actual*

*@ 'In exercise of the powers conferred by clause (a) of section 2 of the Dadra and Nagar Haveli and Daman and Diu (Merger of Union territories) Act, 2019 (44 of 2019), the central government hereby appoints the 26<sup>th</sup> day of January, 2020, as the appointed day for the purposes of the said Act' according to a Home Ministry. However, in some tables the Union Territories, i.e. UT Dadra & Nagar Haveli and Daman & Diu have been provided separate data and for the some tables they have been provided combined data.*

3.23.3 From the above table, it may be seen that only Nagaland has more than actual police per lakh of the population as compared to the sanctioned average in the country. The Committee sought to know about the number of police personnel per lakh of population *vis-à-vis* international benchmarks. The MHA replied that while India has the largest police force in the world, there are no international benchmarks to assess the optimal level of the police force in a country. The organizational structure of the police forces varies from country to country as do the functions and tasks assigned to them. Many countries do not have Central Armed Police Forces (CAPFs). In addition, the number of policemen required is dependent on several variables like the volume of crime, societal structures, use of technology and local problems.

### **Recommendation/Observation**

**3.23.5 The Committee notes the vacancy of 5,31,737 as against the sanctioned strength of 26,23,225 in State police forces, is almost 21 % shortfall. It is not a desirable figure given the crime and security scenario in the country. The Committee is of the considered view that shortage of staff has a direct bearing on the efficiency of the police. The workload of the existing staff increases forcing them to do work overtime, most of the time in stressful and trying circumstances. This not only leads to the increased stress level of police venting out at times on common people but also compromises the overall performance of police in the discharge of their duties. The Committee, therefore, recommends that the MHA may advise States/UTs to conduct Police recruitment drives in a mission mode and remove the administrative bottlenecks for the recruitment of police personnel at different ranks in a time-bound manner.**

### **3.24 Women Representation on Police**

3.24.1 The Committee opines that the police without adequate representation of women can not be treated as truly modernized or reformed. The Committee observes that the role of women in the police has been steadily increasing. The induction of women and their representation in the police force has not only helped women at large feel empowered but also helped to address crime against them effectively. Further, the police are required to deal with varied situations of public order involving women, which also necessitates their representation in police forces. The Committee, while discussing the vacancies in State police forces, also discussed the representation of women in State police forces.

3.24.2 According to BPR&D's report on 'Data on Police Organizations', as on 1<sup>st</sup> January, 2020, the State-wise strength and percentage of women in police is as given below:-

**Table 3.10**

**STRENGTH OF WOMAN POLICE, RESERVATION OF WOMAN POLICE, WOMAN POPULATION PER WOMAN POLICE**

AS ON 01.01.2020

Sl.NO	STATES/UTs	ACTUAL STRENGTH OF TOTAL POLICE (CIVIL+DISTRICT ARMED RESERVE (DAR) +SPL. ARMED +IRB)	ACTUAL STRENGTH OF WOMAN POLICE (CIVIL+DISTRICT ARMED RESERVE (DAR) +SPL. ARMED+IRB)	PERCENTAGE OF WOMAN POLICE (CIVIL+DISTRICT ARMED RESERVE (DAR)+ SPL. ARMED +IRB)
(1)	(2)	(3)	(4)	(5)
1	Andhra Pradesh	59,553	3,483	5.85%
2	Arunchal Pradesh	12,546	1,087	8.66%
3	Assam	71,608	5,434	7.59%
4	Bihar #	91,862	23,245	25.30%
5	Chhatisgarh	63,839	4,510	7.06%
6	Goa	7,907	8,36	10.57%
7	Gujarat	84,078	9,847	11.71%
8	Haryana	52,088	4,344	8.34%
9	Himachal Pradesh	17,623	3,375	19.15%
10	Jharkhand	64,938	4,635	7.14%
11	Karnataka	83,259	6,895	8.28%
12	Kerala	53,723	3,884	7.23%
13	Madhya Pradesh	99,496	6,001	6.03%
14	Maharashtra	2,14,776	26,890	12.52%
15	Manipur	29,410	2,676	9.10%
16	Meghalaya	14,760	851	5.77%
17	Mizoram	8,081	580	7.18%
18	Nagaland	28,113	2,739	9.74%
19	Odisha	58,455	5,854	10.01%
20	Punjab	85,947	7,334	8.54%
21	Rajasthan	95,262	9,339	9.80%
22	Sikkim	5,678	458	8.07%
23	Tamil Nadu	1,12,745	20,861	18.50%
24	Telangana ~	48,877	2,500	5.11%
25	Tripura	22,791	1,169	5.13%
26	Uttar Pradesh	3,03,450	29,112	9.59%
27	Uttarakhand	21,106	2,578	12.21%
28	West Bengal ^	97,775	9,491	9.71%
29	A & N Islands*	4,302	553	12.85%
30	Chandigarh	7,711	1,448	18.78%
31	D & N Haveli	801	49	6.12%
	Daman & Diu	424	59	13.92%
32	Delhi	82,195	10,110	12.30%
33	Jammu and Kashmir	80,938	2,677	3.31%
34	Ladakh	1,673	309	18.47%
35	Lakshadweep!	267	28	10.49%
36	Puducherry	3,431	260	7.58%
Total		20,91,488	2,15,504	10.30%



*Source For Population: Registrar General & Census Commissioner of India, Projected Mid Year Population*

# 35% for woman and 3% for backward caste woman.

@ The Govt. of HP has not notified any reservation for woman in Police Department. However, presently 20% vacancies of constables are being filled up by Female candidate through direct recruitment.

~ 33.3% for civil, 10% for DAR & 0% State Armed Reserve.

^ NIL, However, the Govt. has sanctioned the following number of posts for woman Police. (Lady Inspectors-75, LSI-798, LASI-931 and IC-9700. Total-11504)

\* 33% Horizontal reservation for woman

! 'ZERO'. During the year, 2015, 33% of posts from the rank of constable to SI under direct recruitment & 10% promotion post to the rank of Head Constable were reserved for woman but Hon'ble CAT Ernakulam bench has set aside the RR of 2012. Therefore department went for the amendment of RR 2012 including reservation of woman.

3.24.3 It may be seen that against the actual strength of 20,91,488 of total police (Civil+ District Armed Reserve (DAR)+ Spl. Armed+IRB), the actual strength of women police (Civil+ District Armed Reserve (DAR)+ Spl. Armed+IRB) is 2,15,504 which is just 10.30%. The Union Territory of Jammu and Kashmir has abysmally low percentage of just 3.31%. The Committee however appreciates that the State of Bihar has significantly better performance than other States with 25.30%.

3.24.4 The Ministry of Home Affairs informed the Committee that it has issued advisories dated 22nd April, 2013, 21<sup>st</sup> May, 2014, 12<sup>th</sup> May, 2015, 21<sup>st</sup> June, 2019 and 22<sup>nd</sup> June, 2021 to all the State Governments to increase the representation of women police to 33% of the total strength. All the State Governments have been requested to create additional posts of women constables/sub-inspectors by converting the vacant posts of male constables. The aim is that each police station should have at least 3 women sub-inspectors and 10 women police constables so that a women's help desk is manned round the clock.

3.24.5 The Committee was informed by the State Government of Punjab that one of the most important innovations is the digital interface and 100% recording of complaints on the Punjab Police Mahila Mittar (PPMM) digital portal, whereby the details of the complainant and category of the complaint is recorded on the portal in every case by the Punjab police Mahila Mittars by logging in with her user 'ID' and password. The disposal of the complaint is also recorded specifying the nature of action initiated and results achieved. The monitoring of work done by the various women helpdesks and the PPMMs can be monitored by senior officers at the district and state level through the portal and the individual complaints can be accessed to check the quality of disposal. The 1015 women police personnel posted as Punjab police Mahila Mittar (PPMM) are recognized as the female face of the Punjab police who are perceived as a friend, counselor and guide to the women, children and senior citizens.

3.24.6 The representative of Delhi Police informed the Committee that crime against women cells have been established in all the police stations along with counselors who are available round the clock.

## **Recommendation/Observation**

**3.24.7** The Committee is anguished to note that women are abysmally under-represented in the police force as they constitute only 10.30% of the police force. The Committee recommends that the MHA may advise States/UTs to create a roadmap for making the representation of women police to 33% of the total strength a reality. Further, the appointment of women in police may be done by creating additional posts rather than converting the vacant posts of male constables. It will also help in improving the police-population ratio in the country. Besides increasing the percentage of women in police, taking a cue from the defense forces where women are being assigned combative roles, the MHA may also advise the States/UTs to give them important challenging duties central to the police, and not just duties of inconsequence.

**3.24.8** The Committee notes that MHA has advised the States/UTs that each police station should have at least 3 women sub-inspectors and 10 women police constables so that a women's help desk is manned round the clock. The Committee recommends that BPR&D may be tasked to assess the performance of the women's help desks. The MHA may also advise States/UTs to establish at least one all-women police station in each district.

## **3.25 Stress Management of Police Personnel**

**3.25.1** Due to huge vacancies particularly at mid and low level, the police personnel have to perform multiple shifts, work overtime, and without getting any weekly off day, which affects their physical and mental health. Other than poor work-life balance, the police personnel also have to work with limited resources at their disposal. Some police stations lack basic facilities such as drinking water, clean toilets, transport, staff and funds for routine purchases which put extra pressure on them. The Committee expressed its concern on the overburdened and stressed police forces and sought to know from the State Governments about the steps taken for stress management of police personnel. The steps taken by some of the State Governments to reduce burden and manage stress of the police personnel are as follows:-

1. Yoga Classes, games and sports, cultural programmes, raising days of district police/units, etc. are held regularly/ periodically.
2. Seminars on mental health are also conducted by calling psychiatric doctors and counselors to patients (police personnel and their dependent family members) who have stress-related problems.
3. Regular medical camps and family/health counseling through professionals are being organized.
4. Internal transfer and posting orders are issued regularly to man far flung posts/difficult jobs on a rotational basis
5. Sainik Sammelan, musical nights, sports meet, and stress management programmes are held regularly.

## **Recommendation/Observation**

**3.25.2** The Committee takes note of the steps taken by the State Governments for stress management of the police personnel. The Committee recommends that MHA may take up with BPR&D and national and State training academies to create stress management modules both offline and online to help the police personnel from time to time to de-stress through yoga, exercises, counseling and treatment, etc. The States may

**also establish counseling/ wellness centers for the police personnel to maintain their psychological well-being and perform their duties more efficiently.**

### **3.26 Inter-State Coordination Mechanism**

3.26.1 The Committee is of the view that coordination and cooperation between the Central and State Governments is necessary to maintain internal security and investigation of crimes to enforce law and order. The Committee while deliberating on the subject, emphasized the strengthening of Centre-State and inter-State coordination mechanism to deal particularly with crimes like terrorism, human and drug trafficking, organized crime and investigation of inter-State crimes.

3.26.2 To deal with the drug menace in the region, the representative of the State Government of Haryana informed the Committee that after the North-Zonal Council Meeting held by the Hon'ble Home Minister of India, a coordination cell at Panchkula has been set up which has police officials from Punjab, Himachal Pradesh, Rajasthan and Haryana. They are stationed, specifically, there round the clock and deal with inter-State smuggling of drugs.

3.26.3 The representative of the Delhi Police informed the Committee that there is very good coordination and sharing of intelligence with other State police forces and the Central agencies at the ground level. The Special Cell of Delhi police is in regular touch with the State police forces and the intelligence agencies on a real-time basis, to deal with terrorist problems.

### **Recommendation/Observation**

**3.26.4 The Committee opines that a nationally coordinated response by the police and the national law enforcement agencies, including the intelligence agencies, is required to deal with inter-State crimes. Proper coordination and an effective support mechanism for sharing information amongst different agencies and Government departments are necessary for conducting operations. Therefore, the Committee recommends that the MHA may take up with concerned Ministries and States/UTs for strengthening of internal communication between different agencies by establishing standard mechanisms for securing the seamless flow of information particularly to tackle the menace of terrorism, drug and human trafficking, organized crime, etc. An inter-State forum may be established for sharing intelligence inputs and to deliberate upon plans for coordinated action among States in areas of policing.**

### **3.27 Emergency Response Support System (ERSS)**

3.27.1 The MHA informed the Committee that the pan India Single number '112' Emergency Response Support System (ERSS) is now functional in 35 States/ Union Territories. This single number enables access to police, medical and fire services in emergencies. This system provides for integration with other helplines for emergency services, including women and child helpline.

3.27.2 The representatives of the State Government of Odisha informed the Committee that under 'Mo Sarkar' initiative, every day hundreds of complainants, who have visited the police station, are randomly selected by the system and a phone call is made to them sometimes by

DGP, District SP but many times by call centre to get their feedback. This has helped in improving the performance of police particularly at the police station level.

**Recommendation/Observation**

**3.27.3 The Committee notes that Emergency Response Support System (ERSS) is a Pan-India single number (112) based emergency response system for citizens in emergencies. The Committee recommends that MHA may advise States to create a state-of-the-art facility, recruit adequate staff and sensitize them to handle calls. Regular feedback may also be taken from the complainants on the service of ERSS. This will help in improving the performance of police and building trust with people. Efforts should be made to reduce the response time to extend help to the person in distress.**

**3.27.4 The Committee takes note of the 'Mo Sarkar' initiative of Odisha, under which, every day, feedback is being sought from selected complainants. The Committee recommends that the MHA may advise the States to develop a feedback mechanism like that of Odisha to assess and improve the performance of the police.**

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## CHAPTER IV

### POLICE REFORMS: THE PATH AHEAD

4.1.1 For the sake of growth and development of any organization, the reform should be a continuous exercise which should be built upon the fundamentals of introspection and upgradation in order to achieve excellence. The police reforms is no exception to this and various expert committees and panels have studied one or more aspects of policing and have put forth their recommendations for their adoption and realization, over the past four decades. Other than study/research-based recommendations, State Governments and police organizations, out of their appreciation of facts and circumstances, had also resolved to transform as a part of the growth curve. There also are instances where innovation, a thought, or idea has been experimented and its sphere of implementation has widened and yielded desirable results.

4.1.2 Besides simplification and streamlining of procedures, extending greater functional agility to various organs of the police force has been at the center of police reforms, which have been rolled out in the States in terms of reorganization, creation of new units and suitable changes in laws and rules.

4.1.3 The Committee has already discussed in Chapter I the background and present status of police reforms and also the various committees/commissions that were set up by the Central Government to examine and recommend changes in the police system in the country. As mentioned in Chapter I of the report, the Union Government had also set up another committee under the Chairmanship of Shri R.S. Mooshahary to assess how far the States/UTs have implemented the recommendations/suggestions of the various Committees for reforming the police system. The Committee has given 49 recommendations for reforming the policing system in the country. The status on implementation of the recommendations of the Mooshahary Committee as per the information received from States/UTs has been placed at **Annexure II** for reference.

#### **4.2 Implementation Status of the Recommendations of Mooshahary Committee**

4.2.1 During the course of deliberation on the subject, the Committee discussed in detail about the implementation status of some of the key recommendations of the Mooshahary Committee in the States, which are as follows:-

#### **4.3 Model Police Act, 2006**

4.3.1 The Mooshahary Committee recommended for the enactment of a New Police Act to replace the Police Act of 1861. In response, the Ministry of Home Affairs had set up a Police Act Drafting Committee under the Chairmanship of Dr. Soli Sorabjee to draft a new Model Police Act in September, 2005. The Committee submitted a Model Police Act on 30<sup>th</sup> October, 2006 containing 16 chapters. The decision of the Hon'ble Supreme Court in the Prakash Singh case is also reflected in this Act. One of the salient feature of the Model Act was that it emphasized on a professional police 'service' in a democratic society, which is efficient, effective, responsive to the needs of the people and accountable to the rule of law. The Act provided for social responsibilities of the police and emphasized that the police would be governed by the principles of impartiality and human rights norms, with special attention to the protection of weaker sections including minorities. A copy of the draft Model

Police Act as framed by the Committee was forwarded to States for consideration and appropriate action on 31<sup>st</sup> October, 2006.

4.3.2 The MHA further informed that as per available information, so far 17 States, viz Assam, Bihar, Chandigarh, Chhattisgarh, Gujarat, Haryana, Himachal Pradesh, Kerala, Meghalaya, Mizoram, Punjab, Rajasthan, Sikkim, Tamilnadu, Telangana, Tripura & Uttarakhand have either enacted the Police Act or amended the existing Act.

#### **Recommendation/Observation**

**4.3.3 The Committee is concerned to note that the Model Police Act was forwarded to all the States in 2006 and even after 15 years, so far only 17 States have either enacted the Model Police Act or amended their existing Act. This shows laxity on the part of the remaining States. The Committee is of the view that adoption/ implementation of the Act by all States will help in creating a uniform police structure across the country. Therefore, the Committee recommends that the MHA may take feedback from such States to understand their perspective in the matter so as to advise them accordingly, for the adoption/ implementation of the Model Police Act, 2006.**

#### **4.4 Dual system vs Police Commissionerate System**

4.4.1 The Committee deliberated upon the existing policing system in urban and rural areas of the country. In this context, the Committee discussed the prevalence of Police Commissionerate System in big cities of the country, in which, the Commissioner of Police (CP) is the head of a unified police command structure, and is responsible for the force in the city, and directly accountable to the State Government whereas under the dual system, the District Magistrate and the Superintendent of Police (SP) share powers and responsibilities of police in a district. The Mooshahary Committee has recommended that all cities with population above 10 lakhs should adopt the Commissionerate system.

4.4.2 According to BPR&D's 'Data on Police Organisations', as on 1<sup>st</sup> January, 2020, the State-wise Commissionerates in the country are as under-

**Table 4.1**

**POLICE COMMISSIONERATE SYSTEM IN INDIA**

AS ON 01.01.2020

SI. NO.	STATE/UTs	NUMBER OF CITIES HAVING POLICE COMMISSIONERATE SYSTEM	NAME OF CITIES			
(1)	(2)	(3)	(4)			
1	Andhra Pradesh	2	Vishakhapatnam	Vijaywada		
2	Arunchal Pradesh	0				
3	Assam	1	Guwahati			
4	Bihar	0				
5	Chhatisgarh	0				
6	Goa	0				
7	Gujarat	4	Ahemadabad	Vadodara	Rajkot	Surat
8	Haryana	3	Gurugram	Faridabad	Panchkula	
9	Himachal Pradesh	0				

10	Jharkhand	0				
11	Karnataka	6	Bengaluru	Belagavi	Hubali - Dharwad	Mangalore
			Kalaburagi	Mysore		
12	Kerala	5	Thiruvanthapuram	Kolam	Thrissur	Ernakulam
			Kozhikode			
13	Madhya Pradesh	0				
14	Maharashtra	11	Amravati	Aurangabad	Mumbai	Nagpur
			Nashik	Navi Mumbai	Pune	Railway Mumbai
			Solapur	Thane	Nashik	
15	Manipur	0				
16	Meghalaya	0				
17	Mizoram	0				
18	Nagaland	1	Dimapur			
19	Odisha	1	Twin City Bbsr-Ctc			
20	Punjab	3	Amritsar	Jalandhar	Ludhiana	
21	Rajasthan	2	Jaipur	Jodhpur		
22	Sikkim	0				
23	Tamil Nadu	7	Chennai	Coimbatore	Madurai	Salem
			Tirunelveli	Trichy	Tiruppur	
24	Telangana	9	Cyberabad	Hyderabad	Karimnagar	Nizamabad
			Khammam	Rachakonda	Ramagundam	Siddipet
			Warangal			
25	Tripura	0				
26	Uttar Pradesh	0				
27	Uttarakhand	0				
28	West Bengal	7	Asansol Durgapur	Barrackpur	Bidhannagar	Chandannagar
			Howrah	Kolkatta	Siliguri	
29	A & N Islands	0				
30	Chandigarh	0				
31	D & N Haveli and Daman & Diu	0				
32	Delhi	1	Delhi			
33	Jammu and Kashmir	0				
34	Ladakh	0				
35	Lakshadweep	0				
36	Puducherry	0				
<b>Total</b>		<b>63</b>				

4.4.3 There are a total of 63 police commissionerates in the country with Maharashtra having a maximum of 11 commissionerates, followed by Telangana (9) and West Bengal (7).

#### **Recommendation/Observation**

**4.4.4 The Committee notes that some States in the country have created multiple police commissionerates in their States, while some States having sizeable populations do not have any police commissionerate. The Committee is of the view that the police commissionerate system leads to faster decision-making to solve urban-centric issues.**

With the growing number of cities with a million-plus population, the Commissionerate system would be a better option to manage for management of law and order problems and complex issues. The Committee recommends that the MHA may advise States to consider establishing police commissionerate system in cities having more than 10 lakh population as recommended by Mooshahary Committee.

4.4.5 The Committee also recommends that BPR&D may conduct a comparative study on the effectiveness of police commissionerate *vis-à-vis* dual system (District Magistrate & Superintendent of Police). It will encourage more States to establish police commissionerate system in their cities.

#### 4.5 Village Policing

4.5.1 The policing system in rural areas is different from that of urban areas. The policing in rural areas is done at the village level. To strengthen policing at the village level, the Mooshahary Committee recommended that the traditional system of village policing system should be reviewed and revamped. The MHA informed the Committee that as per available information from some States/UTs, the status of the establishment of the village policing system is as under:-

**Table 4.2**

Fully Implemented	Partially implemented	Accepted but no action initiated	Under Consideration
Chhattisgarh Tamil Nadu, Mizoram, Goa, Himachal Pradesh, Punjab, Tripura, Andaman & Nicobar Islands.	Meghalaya, Gujarat, Jammu & Kashmir	Nagaland, Uttarakhand, Chandigarh,	Bihar, Manipur, Uttar Pradesh, Maharashtra, Dadra & Nagar Haveli

4.5.2 The Committee desired to know from the MHA and State Governments about the village policing system in the country. The MHA informed that Chapter VII of Model Police Act 2006 circulated by the Government of India to States provides for model law about “Policing in Rural Areas and Village Police System”. The provisions/ clauses include Enlistment of Village Guard and selection criteria, duties & responsibilities of Village Guard, Village Defence Parties and Community Liaison Groups. Further, the clauses empower the District Superintendent of Police for the functioning of the village police system and not the SDO.

4.5.3 The State Government of Odisha informed the Committee that the village police system is well in place in Odisha to assist police organizations at the village level with a sanctioned strength of 18,441 Grama Rakshis.

4.5.4 The State Government of Uttar Pradesh informed the Committee that a scheme of Village Chowkidar/ Gram Prahari exists in the States with 68,337 Gram Praharis available in 98,486 revenue villages. Further, a comprehensive Draft Act *viz.* “Uttar Pradesh Gram Prahari Act 2021” has been formulated. The State Government of West Bengal informed the Committee that the post of Village Police Volunteers has been introduced in the State. The State Government of Punjab informed the Committee that Village Police Officers (VPO) are already active in ensuring such coordination. Further, the rural beat system is also operational in the State.



## Recommendation/Observation

**4.5.5** The Committee opines that the village policing system needs to be strengthened in the country. Therefore, the Committee recommends that the MHA may coordinate with States/UTs to make arrangements for providing training to the members of the village policing system about their role and responsibilities to help the police in the maintenance of law and order in the rural area. The Committee also recommends that the BPR&D may undertake a study by collecting State-wise data on the village policing system in the country in order to make a proper assessment of the prevalence and performance of the village policing in the country. The Committee recommends that the MHA may encourage the State/UTs and incentivize them for setting up village policing system as it would reduce the burden of the local police stations at semi-urban, Notified Area Councils (NACs) and towns in policing, vigilance and crime prevention.

## 4.6 Separation of Investigation from law and order

4.6.1 While deliberating upon reforming the existing role and responsibilities of the State police forces, the Committee discussed that one of the important recommendations of the Mooshahary Committee was the separation of core functions i.e. investigation of crimes and maintenance of law and order from the non-core functions of the police. The MHA informed the Committee that as per available information, the status of separation of investigation from law and order in the States is as follows:-

**Table 4.3**

Fully implemented	Partially implemented	Accepted but no action initiated	Under Consideration
Tamil Nadu, Karnataka, Himachal Pradesh, Madhya Pradesh, Maharashtra, Punjab.	Goa, Bihar, Manipur, Uttar Pradesh, Gujarat, Delhi.	Chhattisgarh, Nagaland, Mizoram, Uttarakhand, Tripura, Sikkim, Dadra & Nagar Haveli.	Meghalaya, Chandigarh.

4.6.2 The Committee sought to know from the State Governments about the steps taken by them towards separation of investigation from law & order. The State Government of Uttar Pradesh informed that with lesser manpower, the separation of investigation from law & order becomes impractical. But, now, with induction of the manpower, especially at the sub-inspector and constable level, it is getting better. Separation of investigation from law & order is always better in the sense that the chances of securing conviction improves with more professional investigation. The representatives of the State Government of Uttar Pradesh further informed the Committee that 20 % of the total staff at the police station is to be deployed under the SHO for investigation wing, and will be provided with necessary logistics support.

4.6.3 The State Government of Odisha informed that it has already separated investigation from law and order in the police commissionerate and in other parts of the State, it is under process.

4.6.4 The State Government of West Bengal informed that in the existing set up of Kolkata Police, there are two wings – investigating cadre and non-investigating cadre. Only officers of investigating cadre investigate and others are deployed for law and order duties. For West Bengal Police (WBP), Criminal Investigation Department (CID) has a unit in each district exclusively for investigating important cases undertaken by them. However, in WBP SI/ASI are engaged in law and order duties along with investigation on day to day basis.

4.6.5 The Committee further discussed about the impact of non-separation of investigation and law and order related work on conviction rate. The Committee notes from the National Crime Records Bureau’s (NCRB) Report ‘Crime in India’, 2020, the conviction rate for IPC cases in the country is given below:-

**Table 4.4**

**Disposal of IPC Cases by Police & Court**

Sl. No.	Crime Head under IPC	Total Cases for Investigation	Cases Charge-Sheeted	Charge-sheeting Rate	Total Cases for Trial	Total Cases Convicted	Conviction Rate
1.	Murder	50,258	24,015	85.3	2,32,859	4,536	44.1
2.	Rape	43,196	23,693	82.2	1,69,558	3,814	39.3
3.	Kidnapping & Abduction	1,56,358	32,081	37.3	2,64,117	3,381	35.6
4.	Rioting	81,846	43,063	89.2	5,19,589	4,613	29.5
5.	Hurt (including acid attack)	7,67,762	4,73,822	88.7	29,04,719	50,694	41.9

4.6.6 The conviction rate under major crime heads of murder, rape, kidnapping & abduction, rioting and hurt (including acid attack) are not more than 45%. The lowest conviction rate among these is of rioting (29.5%) and kidnapping & abduction (35.6%).

4.6.7 The Committee sought to know from the State Governments about the possible reasons for the low conviction rate. Some of the State Governments informed the Committee that the important reasons for the low conviction rate are lapses in the investigation, not writing case diaries regularly in time, lack of time for I/O to investigate a case as they are engaged in law and order and other miscellaneous duties.

4.6.8 Other reasons for low conviction rate includes the non-collection of evidence in heinous crimes as per established procedures, biological/physical/chemical/digital evidence not being preserved/ protected at the crime scene and lack of scientific kits to collect evidence from the crime scene.

**Recommendation/Observation**

**4.6.9 The Committee notes that only a few States have separated the investigation from the law and order duties of their police. The Committee is of the view that separation of investigation from law and order is important to maintain the accountability of the police and increase their autonomy in investigating crimes. Therefore, the Committee recommends that the MHA may advise the remaining States to create separate investigations and law and order wings in the police. It will lead to**

specialization and professionalism in the police department, speed up the investigation and secure the conviction of offenders.

**4.6.10** To address the shortage of staff in creating separate wings for investigation and law & order, the Committee recommends that the personnel of the rank of ASIs & head constables can be utilized for investigation of minor offences of simple nature after adequate training.

**4.6.11** The Committee notes that one of the reasons of low conviction rate is the lapses in the investigation. Therefore, it is important that regular monitoring and supervision of the investigation of cases should be done by senior officers. The Committee recommends that the MHA may advise States for the field visit of the senior police officers of the rank of SP/IG/DIG for on-the-spot assessment of investigation of cases. The SP/DSP should submit monthly PRs (Progress Reports) on important cases and the performance of I/Os. Accordingly, suitable rewards/punishment should also be given to I/Os. The Committee also recommends to upgrade the skills of the I/Os through periodic training and engaging experts as and when necessary.

**4.6.12** The Committee strongly believes that forensic laboratories play a significant role in the scientific collection of evidence. Therefore, the Committee recommends that the MHA may take up with States to further strengthen the forensic laboratories in the country. Efforts should be made to establish at least one forensic lab at regional/divisional level so that the evidence is examined quickly and investigation is not delayed.

#### **4.7 Outsourcing of Police Functions**

**4.7.1** Apart from investigation and law and order duties, police personnel have been entrusted with various divergent responsibilities such as traffic management, disaster rescue, removal of encroachments, etc. The Mooshahary Committee recommended that the non-core/peripheral and non-policing activities (e.g., serving of summons) should be out-sourced to free more policemen for investigation.

**4.7.2** The MHA informed the Committee that as per the available information from some States/UTs, the status of the outsourcing of police functions is as under:-

**Table 4.5**

<b>Fully Implemented</b>	<b>Partially implemented</b>	<b>Accepted but no action initiated</b>	<b>Under Consideration</b>
Himachal Pradesh, Madhya Pradesh (Community Policing system implemented), Andaman & Nicobar Islands.	Tamil Nadu, Delhi, Chandigarh, Jammu & Kashmir	Nagaland, Uttarakhand, Sikkim, Manipur, Dadra & Nagar Haveli, Punjab	Bihar, Meghalaya, Mizoram, Goa, Gujarat, Maharashtra

**4.7.3** The Committee sought to know from the States about the steps taken to outsource some of the police functions to reduce the burden on police. The State Government of

Mizoram informed that the Village Defence Party (VDP) and NGOs at their respective local areas have been assisting police in various divergent responsibilities.

4.7.4 The State Government of Andhra Pradesh informed that to reduce the burden on the regular police, technology initiatives and automation of systems-maintenance of equipment are being done by reputed private agencies. Further, the guard duties at vital installations, treasuries, security at bank chests are being taken up by Special Protection Force (SPF).

4.7.5 The State Government of Gujarat informed that their police department has identified certain areas for outsourcing like drivers, followers, housekeeping, canteen operation, maintenance of the garden, maintenance and upkeep of the residential and non-residential building.

4.7.6 The State Government of Sikkim informed that a separate unit for disaster rescue i.e. State Disaster Response Force (SDRF) has been created. There is a separate unit For traffic management whereas for Fire Service, a separate Directorate has been set up. A separate ERSS-112 has recently been set up for emergency and disaster rescue.

4.7.7 The State Government of Meghalaya informed that to reduce the burden on the State police, the officials of the department are being assisted by the volunteers of home guards and civil defense in the management and regulation of traffic in the State. The officials of State Disaster Response Force assist during natural and man-made calamities. Village Development Party (VDP) and Community Liaison Group (CLG) have been constituted to assist police officials at times of emergencies.

#### **Recommendation/Observation**

**4.7.8 The Committee notes that the police in some of the States are outsourcing personnel and leveraging technology to reduce the burden on police. The Committee is of the view that for efficient policing, there is a need for the police force to restrict themselves to core functions of investigation of cases and maintenance of law & order. The Committee recommends that the MHA may task BPR&D to conduct a study to determine such functions of the police that can be outsourced with requisite training. The MHA can then advise States based on the outcome of the study. These measures will help reduce the workload of the police and improve their efficiency. This will save manpower and promote police-community partnerships by involving non-police communities.**

#### **4.8 Escorting the Under-Trial Prisoners**

4.8.1 Shortage of manpower is one of the reasons for lack of separation of investigation from law & order duties of the police. The Committee is of the opinion that a large number of police personnel are engaged in escorting the under-trial prisoners from prison to the court every day. This leads to shortage of manpower at the police stations. It also hampers their performance. Therefore, the Committee discussed the matter during the course of deliberation on the subject.

4.8.2 The MHA informed the Committee that "reduction in the number of arrests" is one of the recommendations of the Mooshahary Committee on police reforms. The recommendation is that arrest is not mandatory while investigating cognizable offenses. It should be resorted to only in cases of heinous/specified category of cases. The States have been requested to

consider the reform and the reform was included for incentive fund in 2019-20. The reduction in the number of arrests will impact the issue of manpower escorting under-trial prisoners.

4.8.3 The MHA further informed the Committee that the use of technology will also resolve the issue up to a large extent. Another way is to implement recommendations of the Mooshahary Committee on an orderly system. The existing system is to be replaced by a system of attachment of one constable /helper for assisting in attending to petitioners and telephones. The States have to use the manpower effectively on-court duties of police, prevention of crime, investigation and assisting magistracy in maintaining law and order.

**Recommendation/Observation**

**4.8.4 The Committee notes that the State police has a multifarious role to perform but has a shortage of staff. Further, as pointed out by Mooshahary Committee, arrests should be resorted to only in cases of heinous/ specified category of crimes and a reduction in the number of arrests will impact the issue of manpower escorting under-trial prisoners. Therefore, the States should use the manpower judiciously. The Committee recommends that the MHA may advise the States to take up with their respective courts and prisons to consider holding virtual trials of the prisoners, - particularly those who are in high-risk groups - through video conferencing. It will help in dedicating less police force for escorting under-trial prisoners to courts and also save resources.**

**4.9 Directorate of Prosecution**

4.9.1 The Committee believes that it is important that the investigating officers should work in close coordination with the prosecution/legal experts during the course of the investigation, filing of charge sheets and trials. In this regard, the Mooshahary Committee has recommended for establishment of the Directorate of Prosecution in the States/UTs so that the control over prosecution should rest with senior police officers. This is vital for the maintenance of proper standards of prosecution during the trials.

4.9.2 The MHA informed the Committee that as per available information from some States/UTs. The status of the establishment of the Directorate of Prosecution is as under:-

**Table 4.6**

<b>Fully Implemented</b>	<b>Partially implemented</b>	<b>Accepted but no action initiated</b>	<b>Under Consideration</b>	<b>Not agreed</b>
Chhattisgarh, Tamil Nadu, Madhya Pradesh, Uttar Pradesh, Andaman & Nicobar Islands, Jammu & Kashmir	Mizoram, Manipur	Meghalaya, Uttarakhand, Gujarat, Dadra & Nagar Haveli.	Nagaland, Goa, Himachal Pradesh, Sikkim, Chandigarh, Punjab	Bihar, Maharashtra

4.9.3 The Committee enquired from MHA as to whether the public prosecutors should be posted in Police Stations as well as in the office of the SP/DSP/IG. The MHA replied that according to Malimath Committee “another important factor for the success of the prosecution is proper coordination between the prosecutor and the Investigating Officer

without in any manner undermining the independence of the prosecutor by making subordinate to the police hierarchy.” The Malimath Committee, therefore, does not make a recommendation for the Assistant Public Prosecutor to be attached to the police stations or the SP. The MHA further informed that the police should seek the advice and guidance of the prosecution machinery for framing more robust charge sheets and also on procedural aspects so as to avoid lapses in this regard.

#### **Recommendation/Observation**

**4.9.4 The Committee is of the view that the key factor in the success of prosecution is proper coordination between the prosecutor and the investigator. Therefore, the prosecution set up in the States needs to be strengthened. The Committee notes that many States/UTs have not established the Directorate of Prosecution. The Committee recommends that the MHA may advise these States for establishing the Directorate of Prosecution within a time frame.**

**4.9.5 The Committee notes that the Malimath Committee has not made a recommendation for the Assistant Public Prosecutor to be attached to the police stations or the SP. But, the Committee is of the view that there is a lack of legal advice available to the investigating officers. Therefore, the Committee recommends that the MHA may take up with the Ministry of Law & Justice and the States for restructuring of prosecution directorates to closely align the prosecutors/ legal experts with the investigators. It will help them in legal guidance during the investigation, collection of evidence, filing of charge sheets and securing conviction.**

#### **4.10 Police Establishment Board (PEB)**

4.10.1 To decide all transfers, postings, promotions and other service related matters for police officers, the Mooshahary Committee recommended that separate State level PEB should be set up in each State for Gazetted and non-Gazetted ranks. The MHA informed the Committee that as per information available from some of the States, the status of establishment of State Police Establishment Boards is as follows:-

**Table 4.7**

<b>Fully implemented</b>	<b>Partially implemented</b>	<b>Accepted but no action initiated</b>	<b>Under Consideration</b>
Chhattisgarh, Tamil Nadu, Meghalaya, Mizoram, Goa, Uttarakhand, Karnataka, Tripura, Himachal Pradesh, Sikkim, Chandigarh, Madhya Pradesh, Uttar Pradesh, Maharashtra, Dadra & Nagar Haveli, Jammu & Kashmir, Delhi, Punjab, Andaman & Nicobar Islands.	Nagaland, Gujarat	Manipur	Bihar

4.10.2 The Committee during the course of deliberations on the subject, sought to know from the State Governments about the establishment of Police Establishment Boards in their State.

4.10.3 The representative of the State Government of Uttar Pradesh informed that the transfers of non-gazetted police personnel are done by the Police Establishment Board at the headquarters level constituted by the Government of Uttar Pradesh. Further, State-level Police Establishment Board is constituted in the State, which recommends the transfer and posting of IPS officers.

4.10.4 The State Government of Odisha informed the Committee that Police Establishment Board has been formed for the transfer and posting of police officers at the State level, Range level and District level.

4.10.5 The State Government of West Bengal informed that the West Bengal Board is created for the posting of all police personnel in the rank of Dy. SP and above.

4.10.6 The State Government of Gujarat informed that the Gujarat Police Establishment Board has been set up for transfers as well as promotions.

#### **Recommendation/Observation**

**4.10.7 The Committee notes that as per available information, few States have established Police Establishment Boards, and recommends that MHA may advise the remaining States to create Police Establishment Boards for the transfer or posting of the IPS officers as well as officials posted at Zone/Range/District level in a judicious and impartial manner.**

#### **4.11 Promotional Avenues of Constables**

4.11.1 While discussing the strength of State police forces in the country, the Committee was informed by the MHA that the constables constitutes the highest strength of the State police forces. As per BPR&D's 'Data on Police Organizations', as on 1st January, 2020, the actual strength of the constables in State police force is 8,10,554, out of total actual strength of 20,91,448, which is 38.75%.

4.11.2 The Mooshahary Committee has recommended that at least 3 promotions should be given to the constables in entire carrer .Therefore, the Committee desired to be apprised from the MHA about the carrer progression avenues of constables in the country. The MHA informed the Committee that the State Governments are responsible to ensure the career progression of their police personnel. The constables are promoted as head constables, assistant sub-inspectors, sub-inspectors and inspectors depending upon their eligibility criteria and suitability decided by the States. As per available information from some of the States/UTs, the status of the establishment of the Promotional Avenues of Constables, as recommended by Mooshahary Committee is as under:-

**Table 4.8**

<b>Fully Implemented</b>	<b>Partially implemented</b>	<b>Accepted but no action initiated</b>	<b>Under Consideration</b>
Tamil Nadu, Bihar, Meghalaya, Goa, Uttarakhand, Tripura, Himachal Pradesh, Mizoram, Sikkim, Madhya Pradesh, Uttar Pradesh, Maharashtra, Dadra &	Chhattisgarh, Karnataka, Gujarat, Delhi	Manipur	Nagaland

Nagar Haveli, Jammu & Kashmir, Andaman & Nicobar Islands.			
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4.11.3 The MHA further informed that Section 54 of the Model Police Act 2006 circulated by the Government of India to States /UTs has the provision of procedure for promotion of police officers. The clause says as follows:-

**54. Procedure for promotion of police officers-**

*'Promotion to each rank in the Police Service shall be based on merit, which would include seniority, to be evaluated through the result of a qualifying examination and performance evaluation in respect of each officer. The Director-General of Police shall, with the approval of the State Government, frame the evaluation criteria for each rank and category of police personnel'*

Provided that for the officers of the Indian Police Service, such evaluation criteria shall be as framed by the Government of India.

4.11.4 The Committee sought to know from the State Governments about the promotional avenues along with incentive linked promotion scheme for the constables in their State. The information furnished from some of the State Governments have been tabulated as under:-

**Table 4.9**

S.No.	State	Promotional avenues of constables
1	Odisha	Constables are promoted to the next rank of HC/Havildar. Besides, there is a direct promotion to the rank of ASI of Police through departmental examination.
2	Uttar Pradesh	Provision has been made by the Government that the constable is promoted to the post of Head Constable in 07 years and to the post of sub-inspector in 10 years after his 03 years of service. After that, after the service of 07 years, provision has been made for promotion to the post of Inspector on a total service of 17 years.
4	Goa	The promotion is done as per seniority basis. However , there is no incentive-linked promotion scheme in the State,
5	Andhra Pradesh	Apart from regular promotions, accelerated promotions to the police personnel who turned out an outstanding performance in anti-extremist operations, are being continued. Such promotions will be ordered by the Government based on recommendations of the committee constituted for the purpose.
6	Assam	Under this Modified Assured Career Progression Scheme (MACPS), the employees avail Assured Career Progression (ACP) in the form of financial benefit in 10, 20, 30 years if not promoted during the tenure. The constables (Armed and Unarmed branch) after completion of 5 years of service in the rank are eligible to attend the Jr. NCO's Cadre Course (8 weeks) (in order of seniority), cadre course for promotion to the next higher rank of Naik (Unarmed Branch). After completion of 2 years of service in the rank to Naik (Unarmed Branch), they are eligible to attend the SR. NCO's Cadre Course (12 Weeks) for promotion to the rank of Head Constable (UB). After completion of 5 years, Armed Branch Sub Inspector are eligible for promotion to the rank of Armed Branch Inspector on the basis of seniority.
7	Mizoram	There is no incentive-linked promotion scheme. However, there is a provision for out-of-turn promotion in respect of meritorious sportspersons among State Government employees. Promotion of constable to head constable (80% by seniority promotion, 20% by limited departmental examination), constable/ head constable to ASI (15% by seniority promotion, 60% by limited departmental examination, 25% by direct recruitment), ASI to SI (50% by seniority promotion and 50% by direct recruitment), SI to Inspector (100% by seniority promotion).



8	Jharkhand	Non-matric constables are promoted to Havaldar then to PSI (Police Sub Inspector) (training) then PI (training) and matric pass constables are promoted to ASI then to SI and then to inspector subject to vacancy/ seniority in the department. An opportunity for direct recruitment of constable rank police personnel to the level of police sub-inspector through limited examination within the department.
9	Sikkim	The constables get time bound promotion according to recruitment and promotion rules of Sikkim police manual.
10	Arunachal Pradesh	The constables in the State police are promoted to the rank of ASI and SI as per vacancies.
11	Meghalaya	To ensure that constables are being promoted to the next rank, direct recruitment in the rank of sub-inspectors in the District Armed Branch and in the Armed Police Battalions have been limited to 20%. However, there is no scheme for incentive link promotion. But, promotions are given to officials for their outstanding contribution in the field of sports, extracurricular activities and for their gallant act.
12	Tripura	On completion of 2 years as a constable on 1 <sup>st</sup> day of January of every year in which DPC is convened on the basis of departmental examination as prescribed by the State Government, constables may appear in departmental examination for promotion from constable to Naik, Constable (driver), Head Constable (unarmed branch), Asst. Sub-Inspector of police, as per recruitment rules.
13	Himachal Pradesh	A Constable has career progression avenues for promotion up to the rank of Dy. Superintendent of Police.

### Recommendation/Observation

**4.11.5 The Committee notes that according to MHA, the State Governments are responsible to ensure the career progression of their police personnel. However, the promotional aspect is a very important aspect of police reform on which the Union Government is in contact with the State Government. The Committee further notes that the system of promotion of constables is different in the States and observes that most of the States do not follow incentive linked promotion schemes or any kind of extraordinary performance-linked promotion schemes. The Committee recommends that MHA may encourage States to improve the promotional avenues of the constables through regular departmental exams and incentive-linked promotion schemes to keep them motivated.**

### 4.12 The Housing of Police Personnel

4.12.1 The Mooshahary Committee recommended that 100% family accommodation should be provided for all non-Gazetted ranks of police personnel along with the additional provision of barracks accommodation at district headquarters. But, the housing of State police personnel is not satisfactory in the country.

4.12.2 The Committee sought to know from MHA about the details of the police modernisation grant given to the States for catering to the housing needs of the state police personnel. The MHA replied that the centrally sponsored scheme of Assistance to States for Modernisation of Police has been formulated under the State List to encourage States to prioritize in areas that require more attention. As the State police forces operate under the State Governments, providing housing to the police personnel is the primary responsibility of the State Governments. Further, the Government of India has implemented the recommendation of the XIV Finance Commission to increase the share of States in central taxes from 32 % to 42 % since the year 2015-16. Consequent to this, it was expected that the States would allocate more funds for the construction of police buildings and police housing.

However, in specific theatres of insurgency affected North-Eastern States and LWE affected districts, construction including police housing was revived after approval to the umbrella scheme of Modernisation of Police Forces in September, 2017.

4.12.3 From the responses to queries by the Committee, the information received from the State Governments about the housing satisfaction level of police personnel in their States has been tabulated below for reference:-

**Table 4.10**

S.No.	State	Housing satisfaction level
1	Assam	16.50% (L/S Qtr.) 22.70% (U/S Qtr.)
2	Andhra Pradesh	37.88%
3	Goa	16% (approx)-Upper subordinates (PI/PSI/ASI) 11% (approx)-Lower subordinates (HC/PC)
4	Mizoram	16.43%
5	Uttar Pradesh	43.64%
6	Punjab	19%
7	Odisha	17.43%- Constabulary 36.17%-Subordinate officers
8	Delhi	19.53%
9	Manipur	5.12% (as on 1 <sup>st</sup> January, 2021)
10	West Bengal	34%
11	Sikkim	Approximately, 10 % of the police personnel are provided Government quarters.
12	Arunachal Pradesh	24%
13	Meghalaya	23%
14	Tripura	Constable to Havildar-8.92% ASI to Inspector-55.19% Higher Officials-52.35%

4.12.4 The State Government of Manipur informed the Committee that the Central assistance for housing/ accommodation facilities for the State Police personnel is not adequate. Therefore, the Fund allocation for Police housing/accommodation under Police Modernisation may be increased so that the housing satisfaction level of Manipur police may be increased to 25% of the national level.

## **Recommendation/Observation**

**4.12.5** The Committee is disappointed to note the poor housing satisfaction levels of the State police personnel in the country. The Committee further notes that in specific theatres of insurgency affected, the North-Eastern States and LWE affected districts, construction including police housing was revived after approval to the umbrella scheme of Modernisation of Police Forces in September, 2017. The Committee recommends that MHA may actively consider the allocation of funds to all States/UTs for housing under the 'Assistance to States for Modernisation of Police'. The States may also be advised to take steps for improving the housing satisfaction level of police personnel in a phased manner. For this, the Committee recommends that the Centre may establish a mechanism for providing adequate assistance to States for this specific purpose and persuade them to implement the housing projects for the police personnel emphatically and monitor it through quarterly reviews.

### **4.13 Independent Police Complaint Authority**

4.13.1 The Committee examined the need for a grievance redressal mechanism, both for the citizens as well as within the police organization, so that the functioning improves and the confidence of the society is strengthened. In this context, the Committee sought to know from the MHA about the grievance redressal mechanism in State police departments of the country.

4.13.2 The Ministry of Home Affairs informed the Committee that it has circulated the Model Police Act, 2006 to all State Governments which has the provision of constituting Police Accountability Commission & District Accountability Authority for ensuring accountability of the police. This Act also describes the social responsibility of the police. The responsibility includes the display of good behavior with members of the public with due courtesy and decorum, guiding and assisting members of the public, particularly senior citizens, women, children, the poor and indigent and physically or mentally challenged individuals found on streets or other public places or otherwise. Further, one of the directions of the Supreme Court of India in the Prakash Singh case on police reforms was to constitute Police Complaints Authorities at the State and District levels for looking into complaints against police officers. These directions were forwarded to the States/UTs for its implementation.

4.13.3 The Committee sought to know about the number of States/UTs that have set up an independent complaints authority to inquire into complaints of police misconduct. The MHA replied that as per information available following States/UTs have constituted Police Complaints Authorities at the State and District levels for looking into complaints against police officers: -

(i) Arunachal Pradesh (ii) Assam (iii) Chhattisgarh (iv) Goa (v) Gujarat (vi) Haryana (vii) Himachal Pradesh (viii) Jharkhand (ix) Karnataka (x) Kerala (xi) Madhya Pradesh (xii) Maharashtra (xiii) Manipur (xiv) Meghalaya (xv) Mizoram (xvi) Nagaland (xvii) Odisha (xviii) Punjab (xix) Rajasthan (xx) Sikkim (xxi) Tamil Nadu (xxii) Tripura (xxiii) Uttar Pradesh (xxiv) Uttarakhand (xxv) West Bengal (xxvi) Andaman & Nicobar Islands (xxvii) Chandigarh (xxviii) Dadra & Nagar Haveli and Daman & Diu (xxix) Delhi (xxx) Lakshadweep (xxxi) Puducherry.

\* Bihar has constituted only the "District Accountability Authority" for each district.

4.13.4 During the course of deliberation on the subject, the representative of the State Government of Odisha informed the Committee that in pursuance to the directions of the Hon'ble Apex Court, "Police Complaints Authority" was constituted by conferring on the Lokpal, the functions of the "Police Complaint Authority" at the State level and district level to look into the complaints against the police officers. 5 regular posts and 9 contractual posts have been created for the functioning of the Police Complaint Authority. The Police Complaint Authority has started functioning.

4.13.5 The representative of the State Government of Uttar Pradesh informed the Committee that all the complaints related to police are dealt with by suitable senior police officers by conducting inquiries.

4.13.6 The representative of the State Government of Punjab informed the Committee that a Central Police Complaints Authority exists that is headed by a retired officer of the rank of Chief Secretary. Further, there also exists an Internal Vigilance Cell (IVC) in the Punjab police that is headed by an ADGP rank officer.

4.13.7 The representative of the State Government of Gujarat informed the Committee that State and District level Police Complaints Authority have been incorporated in Sec-32(G)(H) of Gujarat Police Act, 1951.

#### **Recommendation/Observation**

**4.13.8 The Committee notes that 31 States/UTs have constituted Police Complaints Authorities at the State and District levels for looking into complaints against police officers. The Committee is of the view that the Police Complaint Authority should be established outside the police force. Therefore, The Committee recommends that the MHA along with the Ministry of Law & Justice may take up with States to ensure that the Police Complaint Authority should comprise of retired High Court Judges, retired senior civil servant/ police officers, eminent jurists along with the representation of women. The Committee also recommends that BPR&D may conduct a study to assess the effectiveness of the Independent Police Complaint Authority in States to check whether the complaints against police personnel have gone up or reduced. The study may also include the types of complaints against police personnel and action taken thereon.**

**4.13.9 The Committee also recommends that the MHA may advise States that the internal grievance redressal cell of police should work in a time-bound manner so that the grievances of aggrieved police personnel are addressed in time.**

#### **4.14 Revisiting the laws**

4.14.1 During the course of the examination of the subject, the Committee deliberated that the existing acts/ rules concerning State police should be reviewed and restructured periodically through suitable amendments as per the needs. The Indian Penal Code, 1860 and Indian Evidence Act, 1872 are archaic laws that were framed during the colonial era. In this connection, the Mooshahary Committee has recommended to review the confession made under Section 25 and 26 of the Indian Evidence Act, 1872.

#### **4.15 Section 25, Indian Evidence Act, 1872**

4.15.1 The Section of the Indian Evidence Act, 1872 reads as under:-

*'Confession to police officer not to be proved.—No confession made to a police officer, shall be proved as against a person accused of any offense.—No confession made to a police officer, shall be proved as against a person accused of any offense.'*

#### **4.16 Section 353, Indian Penal Code, 1860**

4.16.1 The Committee raised concern on the misuse of section 353 of the Indian Penal Code (IPC) which reads as under:-

*'Assault or criminal force to deter public servant from discharge of his duty.—Whoever assaults or uses criminal force to any person being a public servant in the execution of his duty as such public servant, or with intent to prevent or deter that person from discharging his duty as such public servant, or in consequence of anything done or attempted to be done by such person in the lawful discharge of his duty as such public servant, shall be punished with imprisonment of either description for a term which may extend to two years, or with fine, or with both.'*

4.16.2 The Committee discussed that Section 353 is a non-bailable Section and it has been seen that, at times, it is imposed on people during non-violent agitation. Consequently, the agitators have to face trial which leads to their unnecessary harassment.

#### **Narcotics Drugs and Psychotropic Substances (NDPS) Act, 1985**

4.16.3 During the deliberations on the subject, the Committee discussed the misuse of NDPS Act, 1985, by the concerned authorities in the cases of recovery of very small quantity of drugs. The Committee was given to understand that the harsh punishment and burden of proof on the accused under the NDPS Act, 1985 is the main cause of concern through which, sometimes, cases are framed or are not properly booked under the NDPS Act, 1985, to keep the accused for longer period in judicial custody. The Committee felt that sufficient safeguards may be incorporated in the Act to prevent its misuse, and denial of freedom and liberties to affected persons.

#### **Recommendation/Observation**

**4.16.4 The Committee gathers that the MHA has constituted a Committee to review the Indian Penal Code, 1860, Criminal Procedure Code, 1973 and Indian Evidence Act, 1872. The Committee recommends that the MHA may discuss the matter with all the stakeholders including the States, keeping in view of the best global practices in policing and constitutional rights and safeguards of the citizens. The Committee would like to be apprised about the recommendations made by the Committee pertaining to these laws.**

**4.16.5 The Committee recommends that the Ministry of Home Affairs may consider to take up with the concerned Ministry/ Department to review the NDPS Act, 1985, in the light of the concern raised by the Committee.**

#### **4.17 Police-Community Relations**

4.17.1 Strong relationships of mutual trust between police and the communities are critical in maintaining public safety and effective policing. Police officials rely on the cooperation of

community members to provide information about crime in their neighborhoods and to work with the police to devise solutions to crime and disorder problems. Similarly, community member's willingness to trust the police depends on whether the police actions reflect community values and incorporate the principles of procedural justice and legitimacy. In this context, the Committee discussed with the Ministry of Home Affairs and State Governments about their community policing initiatives and steps taken to further strengthen the relation of police with the community.

4.17.2 The BPR&D informed the Committee that under the National Police Mission, it has launched the "Student Police Cadet (SPC) Programme" in 2018, for character and capacity building for students of classes 8 and 9. The programme is running in over 11,300 schools across the country and over 8,00,000 SPC cadets are registered in the program.

4.17.3 The representatives of the State Government of Punjab informed the Committee that under the Community Policing Project (Saanjh), separate buildings were constructed in close vicinity of the police stations to provide police-related services like verifications, crime information, registration of lost articles, permissions, etc. at a very nominal cost. It is an institutionalized effort to integrate community policing with the existing policing system and it provides vast space for police-community participation, with an inbuilt mechanism of coordination with civil, judicial and non-government organizations. This coordination proves extremely useful in the mobilization of public support and help.

4.17.4 The State Government of Rajasthan informed the Committee that the police is committed to build trust and confidence in the community by maximizing its outreach to the people, for effective service delivery and grievance redressal. With this thought in mind, they have started a 'Jansahbhagita Scheme' in 2018, for the purpose of taking policing to the doorstep of a common man, for providing prompt relief and effective redressal in the remotest of villages. During these programs almost 2,253 complaints were received and have been resolved so far. This scheme has proved to be very successful in establishing direct communication with the community population, at regular intervals, which in turn has helped in catering to a larger section of the population. They further informed that directions have already been issued to the local police to be in touch with the nearby school, college and university. Classes are also taken by police officers for better interaction.

4.17.5 Some of the States also informed the Committee that they have established Community Liaison Groups (C.L.G.) to develop a regular communication channel between police and community for effectively addressing the issues at the local level. Various Committees have also been formed at community/village/district level for regular police-people interaction and for effective redressal of the grievance of the people. Apart from above, community bonding trainings have been imparted to the police officials, especially on matters of public importance such as etiquettes to deal with general public, gender sensitization and others.

4.17.6 In the meeting held on 22<sup>nd</sup> July, 2021, the Committee discussed the need of creation of a civil police club where the police can interact with civil authorities like lawyers and university professors. The State Government of Rajasthan replied that a platform to have a regular dialogue of Police with civil society representatives like lawyers, university professors, scholars, councilors, NGOs is a great idea. In this backdrop, Rajasthan police intend to establish 'Community Police Resource Centers' in each district, which can act as an active focal point for this purpose.

## **Recommendation/Observation**

**4.17.7 The Committee strongly believes that policing system should be transparent, independent, accountable and people-friendly. The Committee opines that community policing involves a cooperative effort between police and the communities where both can work together to solve the crime and crime-related problems. Further, police and public partnerships are also key in enabling a more proactive and agile approach to combating crime.**

**4.17.8 The Committee notes the initiatives taken by the States to improve the relation of police with the community and recommends that the MHA may take up with States to showcase the positive initiatives undertaken by the various State police to build a friendly image among people. The Committee also recommends that MHA may create a forum for the exchange of best practices of police-people interaction among the States.**

## **4.18 Challenges in Police Reforms**

4.18.1 Despite the efforts of the Central and State Governments to reform the policing system in the country through the implementation of the Modal Police Act, 2006, implementation of the recommendation of the Mooshahary Committee and other initiatives, there are certain factors that are hampering and slowing down the pace of police reforms in the country. During the course of examination of the subject, the Committee enquired from the State Governments about the factors that are affecting the process of police reforms in their jurisdiction. The responses of some of the State Governments have been enumerated below:-

1. The educational background especially at the constable level is a major limitation in modernizing the force whether it is in terms of leveraging technology or upgrading to new processes.
2. Behavioral changes are slow and difficult to achieve progressively with age.
3. The volume of work is disproportionately high *vis-à-vis* the workforce available. The over-worked average policeman is highly susceptible to external influences adversely affecting his output.
4. Structural and functional changes in the police not only require administrative and financial approval at the Govt. level, but also the will and passion to implement them in a time-bound manner so as to bring about a perceptible change.
5. Changes in law, directions by courts/ commissions, etc. are affected immediately on paper but the commensurate upgrades in resources, training, etc. are time-consuming.
6. Top-down or Bottom-up reforms policy has different approaches and brings about different results. Each strategy has its own merits and demerits and has to be deployed judiciously.
7. Shift in Crime profile from traditional crimes to economic and cyber frauds.

8. Getting real-time information for forensic analysis from overseas service providers (internet service providers) and telecommunication services is often too slow to identify the offender.
9. Unmanned aerial vehicles & drones have emerged as the latest threat, posing serious security concerns along with the border areas for delivery of drugs, arms, etc.
10. Organized Criminal Groups/ elements in the State have developed inter-state and international linkages over the years.
11. The recovery of large consignments of illicit country-made weapons from the hinterland poses numerous challenges to the law and order situation in the States.
12. Limited human resource capacity at Police Stations translates into sub-optimal service delivery.
13. There is a shortage of resources available for utilization by the police department which is consequently translating into not only a lack of infrastructure but also a shortfall in maintenance of pre-existing infrastructure.

#### **Recommendation/Observation**

**4.18.2 The Committee expresses its concern that a multitude of factors are impeding the pace of police reforms in the country. It believes that with sustained efforts in pursuit of police reforms, MHA in collaboration with States/UTs will overcome these challenges. The Committee, therefore, recommends that MHA may keep endeavoring towards its goal steadily and bring out much-needed reforms in the police force.**

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## **OBSERVATIONS/RECOMMENDATIONS- AT A GLANCE**

### **State/UT Wise Status of Recommendations of Mooshahary Committee**

The Committee notes that 12 States/UTs have not furnished any information on the implementation of the 49 Recommendations of the Mooshahary Committee, despite advisories/reminders from MHA. The Committee recommends that MHA may take up with these States/UTs to furnish their status within a time frame. The Committee desires to be apprised about the status of implementation of these recommendations in all States/UTs.

(para 1.4.4)

### **Ranking of Police Stations**

The Committee appreciates the initiative of ranking of police stations in the country. The Committee believes that the annual ranking of police stations work as a constant guide for improvements. It also provides a picture of the state of physical infrastructure, resources and deficiencies at the level of police stations. The Committee, therefore, recommends that the MHA may incentivize the best police stations in terms of funds and resources. It will recognize their hard work and create an environment of healthy competition among all police stations in the country.

(para 1.4.8)

### **Training Mandate of Ministry of Home Affairs (MHA)**

From the information provided by the Ministry, the Committee understands that among the above-mentioned three Institutes, BPR&D occupies a key position, as it plays a vital role in the field of research. The Committee recommends that the BPR&D must make regular assessments of the need for more training institutes in the country so that the MHA can advise States to increase their training capacity adequately, to train all their police personnel for making them more professionally efficient.

(Para 2.2.15)

The Committee takes note of the various initiatives undertaken by the Training Division of BPR&D. While the Institute undertakes research for the requirements of the police, the need to analyze the source, pattern, social base and reasons for the crimes is also highly essential. Hence, the Committee recommends that the MHA may entrust upon the BPR&D, the responsibility of making such assessments as well so that it will help the BPR&D in taking suitable steps while formulating the training programmes for the personnel. This will help in dealing with the evolving trends of crime.

(Para 2.2.16)

The Committee observed that the BPR&D's 'Data on Police Organizations' is released with a lag of one/more than a year. As of now, data pertaining to the year 2019 are available *vide* its publication date marked as 1<sup>st</sup> January, 2020. The Committee feels that in the digital age and faster mode of communication, compilation of data should not be a time-consuming process. The Committee recommends that the MHA may take

up with BPR&D to fast track the compilation of Data on Police Organization and endeavour to reduce the time lag to 6 months in place of 1 year so that the reports released by the BPR&D could be of relevant use.

(Para 2.2.17)

The Committee appreciates the Training Needs Analysis (TNA) of the SVPNPA to take feedback from DGPs, ex-DGP, etc., to improve the training curriculum. However, the Committee also notes with concern the corruption complaints against some IPS Officers. The Committee, therefore, recommends that the faculty members of the SVPNPA should chalk out a programme during the lean period of their training calendar, to visit the Districts to assess the performance of the probationary officers (POs) at the ground level. In view of the Committee, this would provide a practical assessment of the shortcomings and lacunae which could be eliminated through further improvement in the training modules.

(para 2.2.18)

With regard to the training syllabi of the Academies, the Committee is of the firm opinion that the training syllabus should be dynamic and in sync with the changing need and times. A static syllabus will only make the entire training process redundant and a mere formality. The Committee notes that SVPNPA and NEPA do review the content of the training curriculum from time to time. However, the Committee recommends that a mechanism may be developed to review and update the training curriculum biennially/ triennially based on the professional requirement and ground-level assessment of the POs.

(para 2.2.19)

The Committee is of the view that the psyche of criminal minds has undergone a sea change, with the evolution of modern technology. Cases of newer ways of using technology for committing crimes particularly, financial frauds are rising day by day. The Committee, therefore, recommends that the training institutions like SVPNPA and NEPA may take up with States training academies to conduct training/sensitization programmes on artificial intelligence, robotics, drone technology, forensic and ballistic sciences, so that police personnel become adept in the detection, investigation and prevention of such crimes in a professional way.

(para 2.2.20)

### **Training at State Level**

From the information provided by the States, the Committee understands that the States have their own training institutes that are imparting training to the state police personnel. The Committee also notes that as on 1<sup>st</sup> January, 2020, there are 203 police training institutes in the country. The Committee recommends that the MHA may take up with States/UTs to scale up the training capacity of all training institutions in the country to enhance their infrastructure with virtual classrooms, cyber labs and also to develop a few training centres as 'Centre of Excellence for certain specific subjects relating to the police system. This will also facilitate training opportunities for

the maximum number of police personnel in the States. The MHA may also allocate adequate funds and resources for the same. The Committee also recommends that the MHA may advise States/UTs to create training facilities at the district level for annual/periodic refresher training of police personnel.

(para 2.3.6)

#### Linkage with Universities

The Committee recommends that the MHA may advise States to link a cluster of police stations to a particular university or a college. This will lead to a collaboration with the scholars, particularly in the departments of sociology, philosophy, political science to develop soft skills and bring a behavioral change in the police personnel. Further, the academicians and scholars who are specialists on gender and criminal issues should be invited to be a part of the training syllabus.

(para 2.4.2)

#### Police University

The Committee notes that the Sardar Patel University of Police Security and Criminal Justice at Jodhpur, Rajasthan is the only University of its kind with a focus on teaching and research in the field of Police, Criminal Justice, Social Sciences, Public Safety and Security and other related fields. The Committee lauds the endeavor of the Rajasthan Government in this regard. The Committee, recommends that the MHA may take up with the State Governments to open more police universities in their respective States, or more than one State could team up to open such a University in a region. These universities can then take up research on regional issues related to crime, criminal justice, public safety and security which would benefit the police in addressing the issues in a more comprehensive manner.

(para 2.5.2)

#### The Behavior of Police Personnel

The Committee is pleased to note that the experts on gender issues, criminal investigation and trial, etc., are roped in to interact frequently with the police probationers and share their experiences. However, the Committee also notes with anguish that the public image of police throughout the country is more on a negative side. Police are often seen as insensitive towards the common man and vulnerable sections. While there is no denying the fact that various reasons could be attributed to such behavior on the part of the Police, emphasis on right training in this regard is one of the ways to develop such attributes in the Police Personnel. The Committee is of the considered view that the shift from an entitlement-based approach to a rights-based approach is needed for positive change in attitudes of police personnel as well. The Committee, therefore, recommends that training institutes should ensure that inculcating soft skills in Police Personnel must always be the priority and focal point of their training modules.

(para 2.6.4)

The Committee would like to emphasize that in a democratic country, people's representatives have been accorded higher position *vis-a-vis* Government Officers. The Committee, therefore, recommends that the MHA may advise all States/UTs to sensitize

**Government officers of senior ranks to strictly adhere to the protocols associated with the Warrant of Precedence while interacting with the MPs/MLAs.**

**(para 2.6.5)**

#### **Training on Arrest and Interrogation Techniques**

**The Committee recommends that the MHA may advise States/UTs to impart adequate training to the police personnel on the procedure during arrests. The training should also emphasize that the rights of the detainee are not violated by resorting to manhandling during arrests. The police personnel should also be trained to understand that their role is not just to arrest people but also to protect people and deter crime.**

**(para 2.7.4)**

**The Committee is of the view that understanding and awareness of the laws is important for police because the laws keep on getting amended. As laws have an important role in the investigation and prosecution, therefore, it is paramount that correct provisions of laws are applied while registering a case. This will help in improving the conviction rate. Therefore, the Committee recommends that SVPNPA, NEPA and State police academies should devise some training curriculum so as to periodically update police personnel on the changes in laws and amendments thereto. The academies may also collaborate with law universities/colleges to disseminate legal knowledge and processes among police personnel, so as to avoid procedural lapses.**

**(para 2.7.5)**

**The Committee also recommends that the MHA may advise States to sensitize the investigating officers to use relevant provisions under the penal laws while registering a case and precautions be taken during trial to secure conviction.**

**(para 2.7.6)**

#### **Training for Handling of Crimes in Tribal Areas**

**The Committee believes that a separate training module is needed for the police personnel to tackle crimes in tribal areas. The Committee recommends that the SVPNPA and NEPA may collaborate with State training institutes to include the study of the cultural gap among the tribes, and include their aspirations and tradition as a part of the training curriculum of the police personnel. The training manual of the States may also be suitably amended so that the police officers are made aware about local traditions and customs particularly of the tribals and other vulnerable groups.**

**(para 2.8.3)**

**The Committee also recommends that police personnel posted in the tribal belt should have regular interaction with the tribal leaders, NGO activists, non-State representatives like the lawyers, university professors along with scholars having specialization on tribal issues for better handling of the crimes in tribal areas.**

**(para 2.8.4)**

## **Training to deal with Cyber Crime**

**The Committee expresses its concern on the increasing rate of cyber crimes in the country. As per the NCRB data, cyber crime cases have increased from 27248 in 2018 to 50035 in 2020. The Committee observes that these crimes are mainly related to financial transactions. The criminals not only target the innocent and vulnerable, especially elderly people, and dupe them of their savings but also well-known persons and celebrities. The Committee is of the view that specialized training is required to deal with the increasing cyber crimes in the country. The Committee recommends that the SVPNPA, NEPA should coordinate with State training academies to train police personnel with requisite knowledge of cyber laws, cyber crime investigation, digital forensics and upgrade them from time to time on new technological tools to deal with cyber crimes. The training academies may be advised to recruit cyber experts as trainers on cyber technologies.**

**(para 2.9.6)**

**The Committee understands that the States are facing constraints of manpower and resources in managing cyber crime investigations. It recommends that the MHA should consider creating volunteer help groups of IT Experts from civil society who can contribute in devising methods to track cyber thieves and bringing them to justice. The State/UT police should create a cyber crime help desk for immediate reporting of the cyber crimes leading to an early investigation by them. Timely intervention could lead to the prevention of such crimes as well as relief to the victims.**

**(para 2.9.7)**

**The Committee, hence, recommends that the MHA may allocate adequate funds and extend necessary resources for the establishment of cyber training labs and strengthening/upgrading of existing cyber training infrastructure in all the States/UTs.**

**(para 2.9.8)**

## **Online Training**

**The Committee gathers that online training infrastructure in police organizations/training institutes is not well developed across the country. The Committee notes that often, the personnel are not spared by the concerned offices due to shortage of manpower. Increasing the online training programmes would reduce the requirement of relieving officials from active duty for training purposes. This will ensure that the officials identified for training do not miss out on their training. The Committee, therefore, recommends that the MHA may allocate a designated amount under their grants to the States and also extend necessary resources to them for developing a robust online training infrastructure which will considerably lower the cost of delivery of training to the police personnel in the long run. The Centre could encourage the States by providing certain incentives for their online training initiatives.**

**(para 2.10.4)**

The Committee also recommends that the national and State police academies should collaborate and share best practices with each other through online interactions. Such an initiative would give scope for the different State police to understand and acquire experience and skillsets through experience sharing.

(para 2.10.5 )

#### **Creation of Dedicated Reserve Training Pool**

The Committee observes that most of the time, police stations are understaffed, and when the officials are summoned for training, they don't get relieved on time. As a result, if the training slot is for 100 constables, only 50 to 60 percent of the constables are allowed to take training. Therefore, the Committee recommends that MHA may advise States/UTs for creation of a reserved training pool at the District level so that if training is proposed to be given to 100 constables, then those chosen for training could be replaced with reserve constables from the training pool created for the purpose and there is no hesitancy on the part of the higher police officers in sending the personnel for training.

(para 2.11.3)

#### **Training on Weaponry**

The Committee recommends that the MHA may advise the State training academies to impart proper training to the police personnel on the use of the weapons given to them. The training should cover the use of ballistics, prohibited and non-prohibited weapons.

(para 2.12.2)

#### **Common Training Module**

The Committee notes that a proposal has been mooted to the BPR&D for establishment of police training net to share the resources of Central and State police academies. The Committee recommends that a common training module may be prepared by BPR&D and shared among the States/UTs. This will create a common minimum standard of police training in the country. Common online library resources of Central and State police training academies may also be created to make them available all over the country.

(para 2.13.3)

The Committee also recommends that the MHA may take up with the States/UTs for the creation of an institutional framework for sharing of resources and best practices for police training amongst the States. The mapping of training facilities available in different States should be done so that a State in need can use training facilities wherever surplus is noticed.

(para 2.13.4)

#### **Training To Meet Specific Challenges**

The Committee takes note of the different types of challenges that are faced by different States. It is of the opinion that none of the issues *viz* naxalism, infiltration, terrorism, organized crimes, drug and human trafficking, etc., have now remained

State-specific. In fact, they have become regional, affecting two or more neighbouring States. To contain them, the CAPFs are also roped in by the Centre to aid the State police forces. The Committee observes that the Centre should embark upon joint training programmes of both the CAPFs and State Police in order to tackle these issues. The Committee, therefore, recommends that specific training centre should be opened in these areas where personnel of both the forces could undertake trainings. The MHA may explore this arrangement at the earliest with funds dedicated to establish such training institutions.

(para 2.14.10)

The Committee notes the reply of the State Governments of Rajasthan and Punjab that there is no communication gap between the CAPF and the State police forces working in bordering areas and regular meetings are held at the district and senior level. The Committee opines that the people living in border areas are well versed with the terrain and other geographical conditions. Therefore, they can be of immense help in providing intelligence inputs and assist police and border guarding forces during emergencies. The Committee, therefore, recommends that the MHA may advise State police forces and border-guarding CAPFs to train and liaison with people living in the border areas for gathering intelligence inputs so as to check drug trafficking, infiltration and illicit use of drones, etc.

(para 2.14.12)

#### **Scheme for Modernisation of State Police Forces**

The Committee appreciates the component of “incentives for police reforms” under the scheme of “Assistance to States for Modernisation of Police”. The Committee notes that the incentive fund has been increased to up to 20% from the year 2019-20. The Committee however opines that the progress in police reforms has been slow and hopes that the incentives given to better performing States for taking various measures on police reforms will encourage other States to fast-track the efforts towards modernisation of their police. The Committee recommends that the MHA may put the information in public domain about the States that are leading and lagging in the modernisation process. This will create a sense of competition and put pressure on the States lagging behind to perform better. The Committee also observes that the issues behind the under-utilization of funds by the States also need to be identified. Therefore, the Committee also recommends that the MHA should consider constituting a Committee which can visit the underperforming States and assist/advise/persuade them to utilize the funds in a planned manner; otherwise the situation in these states may take a long time to show improvements.

(para 3.12.4)

#### **Evaluation of Scheme of “Assistance to States for Modernisation of Police”**

The Committee notes that the Modernisation grants given to States are lapsable and therefore, recommends that MHA may release the funds to States in the first or second quarter so that the States have adequate time to spend the funds. The MHA may also work out ways to remove administrative delays and bottlenecks that cause delays in the release of funds.

(para 3.15.2)

The Committee further recommends that the MHA may take up with the Ministry of Finance to add some more States having strategic international borders in category-A so that additional funds under the MPF scheme are made available to them. The Ministry may also consider to re-include the items of ‘mobility and ‘construction of police infrastructure including housing’ under the ‘Assistance to States for Modernisation of Police’ for all States/UTs. This will help in increasing the number of vehicles for operational needs and also improving the housing satisfaction level of police personnel.

(para 3.15.3)

#### **Standardization of Equipments, Weaponry, Vehicles, etc.**

The Committee is of the view that modern policing requires strong communication support, state-of-the-art modern weapons, and a high degree of mobility for quick response. The Committee notes with anguish that 257 police stations do not have vehicles, 638 police stations do not have telephones and 143 police stations are not having wireless/mobiles in the country. In the 21<sup>st</sup> century India, there are police stations without telephones or proper wireless connectivity especially in many sensitive states like Arunachal Pradesh, Odisha and Punjab, particularly in view of the fact that some of these States had been rewarded with better performance incentives in the year 2018-19. Further, a very sensitive border Union Territory like Jammu & Kashmir also has a sizeable number of police stations which does not has telephones and wireless sets. The Committee, therefore, recommends that the MHA may advise such States to immediately equip their police stations with adequate vehicles and communication devices else it may lead to disincentivization of modernisation grants from the Centre. For the UTs, MHA may ensure that the needful is done at the earliest.

(para 3.16.7)

The Committee has been given to understand by the States that limited manufacturing of non-lethal weaponry in the country is a cause for their non-availability with the States desirous to obtain them. Hence, it recommends that the MHA may initiate setting up adequate manufacturing units of non-lethal weaponry in the country so as to address the issue of shortages in this regard. It recommends that the MHA may coordinate with States to increase investment in the purchase of non-lethal weaponry, latest anti-riot equipments and standardize the uniform of police personnel with lightweight, easy to wear body protection gears to minimize injury/casualty during performing law and order duties.

(para 3.16.8 )

#### **Use of Technology by State Police**

The Committee appreciates the various technological measures taken by the States/UTs including installation of CCTVs, ERSS-112, fingerprint verification, voice and facial recognition, DNA fingerprinting, CDR analysis, body-worn camera, mobile forensic vans, citizen portals, etc. These technologies will certainly create a transparent mechanism to identify and monitor crime trends and patterns. Given a scientific approach to the collection of evidence and investigation, they can help in taking proactive measures to prevent crime. By providing digital access to the police, citizens



can avail services from the comfort of their homes. The citizens can register and track their complaints and provide feedback without visiting the police station.

(para 3.17.3)

The Committee observes that technology like artificial intelligence, big data, etc., can effectively help in mapping the crime hotspots and getting a digital footprint of the criminals. This can be used to deploy force more effectively thereby reducing/preventing crime. Artificial intelligence can be used to draw correlations between the types of crime, time, location, match fingerprints, facial images, analyze CCTV footage and recognize vehicle number plates, etc. Big data can be used to integrate and store data from multiple sources. This will help in developing a scientific approach to policing. The Committee recommends that the MHA may encourage and incentivize States to leverage technologies like artificial intelligence, big data, etc., for policing. The Committee further recommends that BPR&D may be tasked to make a compendium of the latest technologies used by the various State police forces and share among them. This will help the States to fight crimes in a coordinated manner.

(para 3.17.4)

The Committee also recommends that the Ministry of Home Affairs should take up with States/UTs to deploy drones/ unmanned aerial vehicles for VVIP security, surveillance of crime hotspots, crowd control/ riot management, disaster management, etc.

(para 3.17.5)

#### **Installation of CCTV Cameras in Police Stations**

The Committee notes that some of the States/UTs have started installing CCTV cameras in police stations to comply with the directions of the Hon'ble Supreme Court. It appreciates that Tamil Nadu Police has installed IP CCTV cameras which enables a senior police official to keep an eye on the activities inside the police station. It observes that such a measure is a good step towards protecting the rights and legal remedies of the citizens while they are in the police station to file their complaints, FIRs, etc., and ensuring that there is no harassment on the part of police staff. The Committee recommends that the Ministry may take up with the States/UTs for installing at least one or two IP cameras at a strategic location in all police stations. The Committee also recommends that States/UTs may conduct a periodic audit of all the CCTVs installed in police stations and replace/upgrade them wherever required. The Committee further recommends that the MHA take up with the Ministry of Law & Justice to advise States/UTs to initiate talks with their respective courts for installation of CCTVs at court premises for round-the-clock monitoring of court buildings.

(para 3.18.5)

#### **Crime and Criminal Tracking Network System (CCTNS)**

The Committee notes that the Crime and Criminal Tracking Network and Systems (CCTNS) has been made operational in all States/Union Territories and FIRs are being registered 100% electronically in 16,074 Police Stations. The Committee recommends that the MHA may advise States/UTs to integrate CCTNS data with that of courts, prisons, prosecution, forensics and fingerprints as part of the Inter-operable

**Criminal Justice System (ICJS). This real-time integration will help in reducing duplication of work and errors, speed up the trial of cases significantly and increase the efficiency of the police.**

**(para 3.19.6)**

**The Committee recommends that the MHA may advise States to digitize the issuance of services like passport verification reports, arms license verification reports and character certificates so that multiple visits of the citizens to the police stations and diversion of police personnel for such routine administrative work is avoided. These police personnel can be utilized in handling investigations and maintenance of law and order which are the core functions of the police.**

**(para 3.19.7)**

#### **E-FIR**

**The Committee notes that the e-FIR facility is currently available in Delhi, Odisha, Rajasthan and Uttar Pradesh for registering cases only for property and vehicle thefts where details of the accused are not known. It observes that sufficient time has elapsed since the advisory was issued in 2018, for the States/UTs to act upon the same and operationalize the e-FIR module. The Committee is of the considered view that online registration would save people from the hassle of running to police stations to lodge their complaints.**

**(para 3.20.3)**

**The Committee, therefore, recommends that the MHA should coordinate with State Police to initiate the facility of e-FIR in the remaining States/UTs. The Committee also recommends that the MHA may work on modalities and advise States/UTs for extending the facility of e-FIR for other non-heinous crimes as well.**

**(para 3.20.4)**

#### **Investigation of Cyber Crimes**

**The Committee expresses its deep concerns over the rising rate of cyber crimes in the country. As per the information provided to the Committee, it is seen that some of the States like Punjab, Rajasthan, Goa, Assam do not have a single cyber crime cell, while in Andhra Pradesh, Karnataka and Uttar Pradesh, only one/two cyber crime cells have been set up. It observes that each day, cyber-criminals are using newer methods and new modus-operandi to commit cyber crimes. Therefore, it is important for the police to stay updated on new modus-operandi and technology trends adopted by criminals.**

**(para 3.21.9)**

**The Committee recommends that MHA may advise States to set up cyber cells in all the districts. The States should map the cyber crime hotspots which will help in quick detection of crimes and taking proactive measures to prevent cyber crimes.**

**(para 3.21.10)**

The Committee also recommends to upgrade the existing cyber cells by setting up dark web monitoring cell and social media monitoring cells to tackle different types of cyber crimes.

(para 3.21.11)

To strengthen the investigation of inter-State crimes, the Committee recommends that MHA may advise States/UTs that when investigating officers visit outside their jurisdictional State for investigation of a cyber crime, they should be provided with optimum support from the law enforcement agencies of other States and UTs, as required.

(para 3.21.12)

The Committee notes that some States are using cyber experts for the detection and investigation of cyber crimes. Therefore, along with traditional police recruitments, there is a need to induct technical experts in the police force. The Committee recommends that the MHA may encourage States/UTs to recruit qualified cyber experts/IT professionals to assist police in detecting, monitoring, preventing and investigating cyber crimes.

(para 3.21.13 )

#### **Efforts to Tackle Drone Attacks**

The Committee expresses its grave concern on the use of different types of drones for committing crimes, transport of drugs, arms and ammunition, which is a threat to the internal security of the country. The Committee notes that the MHA has issued guidelines for flying permission in red, green and yellow zones. The Committee recommends that the MHA along with the Ministry of Civil Aviation may advise States to sensitize ground-level police personnel on the drone regulations. This may include the civilian use of drones which will help in detecting rogue drones.

(para 3.22.5)

The Committee also recommends that the MHA may take up with concerned Ministries/ Organisations to create a central pool of anti-drone technology at the earliest and give its access to all States/UTs to deal with the menace of illicit use of drones. For this purpose, the participation of the private sector may be explored. The MHA may coordinate with concerned Ministries/Agencies and States/UTs to create an SOP for the steps to be taken by the State police in case of a drone attack.

(para 3.22.6 )

#### **Vacancies in the State Police Forces**

The Committee notes the vacancy of 5,31,737 as against the sanctioned strength of 26,23,225 in State police forces, is almost 21 % shortfall. It is not a desirable figure given the crime and security scenario in the country. The Committee is of the considered view that shortage of staff has a direct bearing on the efficiency of the police. The workload of the existing staff increases forcing them to do work overtime, most of the time in stressful and trying circumstances. This not only leads to the increased stress level of police venting out at times on common people but also compromises the overall

performance of police in the discharge of their duties. The Committee, therefore, recommends that the MHA may advise States/UTs to conduct Police recruitment drives in a mission mode and remove the administrative bottlenecks for the recruitment of police personnel at different ranks in a time-bound manner.

(para 3.23.5)

#### **Women Representation on Police**

The Committee is anguished to note that women are abysmally under-represented in the police force as they constitute only 10.30% of the police force. The Committee recommends that the MHA may advise States/UTs to create a roadmap for making the representation of women police to 33% of the total strength a reality. Further, the appointment of women in police may be done by creating additional posts rather than converting the vacant posts of male constables. It will also help in improving the police-population ratio in the country. Besides increasing the percentage of women in police, taking a cue from the defense forces where women are being assigned combative roles, the MHA may also advise the States/UTs to give them important challenging duties central to the police, and not just duties of inconsequence.

(para 3.24.7)

The Committee notes that MHA has advised the States/UTs that each police station should have at least 3 women sub-inspectors and 10 women police constables so that a women's help desk is manned round the clock. The Committee recommends that BPR&D may be tasked to assess the performance of the women's help desks. The MHA may also advise States/UTs to establish at least one all-women police station in each district.

(para 3.24.8)

#### **Stress Management of Police Personnel**

The Committee takes note of the steps taken by the State Governments for stress management of the police personnel. The Committee recommends that MHA may take up with BPR&D and national and State training academies to create stress management modules both offline and online to help the police personnel from time to time to de-stress through yoga, exercises, counseling and treatment, etc. The States may also establish counseling/ wellness centers for the police personnel to maintain their psychological well-being and perform their duties more efficiently.

(para 3.25.2)

#### **Inter-State Coordination Mechanism**

The Committee opines that a nationally coordinated response by the police and the national law enforcement agencies, including the intelligence agencies, is required to deal with inter-State crimes. Proper coordination and an effective support mechanism for sharing information amongst different agencies and Government departments are necessary for conducting operations. Therefore, the Committee recommends that the MHA may take up with concerned Ministries and States/UTs for strengthening of internal communication between different agencies by establishing standard mechanisms for securing the seamless flow of information particularly to

tackle the menace of terrorism, drug and human trafficking, organized crime, etc. An inter-State forum may be established for sharing intelligence inputs and to deliberate upon plans for coordinated action among States in areas of policing.

(para 3.26.4)

#### **Emergency Response Support System (ERSS)**

The Committee notes that Emergency Response Support System (ERSS) is a Pan-India single number (112) based emergency response system for citizens in emergencies. The Committee recommends that MHA may advise States to create a state-of-the-art facility, recruit adequate staff and sensitize them to handle calls. Regular feedback may also be taken from the complainants on the service of ERSS. This will help in improving the performance of police and building trust with people. Efforts should be made to reduce the response time to extend help to the person in distress.

(para 3.27.3)

The Committee takes note of the 'Mo Sarkar' initiative of Odisha, under which, every day, feedback is being sought from selected complainants. The Committee recommends that the MHA may advise the States to develop a feedback mechanism like that of Odisha to assess and improve the performance of the police.

(para 3.27.4)

#### **Model Police Act, 2006**

The Committee is concerned to note that the Model Police Act was forwarded to all the States in 2006 and even after 15 years, so far only 17 States have either enacted the Model Police Act or amended their existing Act. This shows laxity on the part of the remaining States. The Committee is of the view that adoption/ implementation of the Act by all States will help in creating a uniform police structure across the country. Therefore, the Committee recommends that the MHA may take feedback from such States to understand their perspective in the matter so as to advise them accordingly, for the adoption/ implementation of the Model Police Act, 2006.

(para 4.3.3)

#### **Dual system vs Police Commissionerate System**

The Committee notes that some States in the country have created multiple police commissionerates in their States, while some States having sizeable populations do not have any police commissionerate. The Committee is of the view that police commissionerate system leads to faster decision-making to solve urban-centric issues. With the growing number of cities with a million-plus population, the Commissionerate system would be a better option to manage for management of law and order problems and complex issues. The Committee recommends that the MHA may advise States to consider establishing police commissionerate system in cities having more than 10 lakh population as recommended by Mooshahary Committee.

(para 4.4.4)

The Committee also recommends that BPR&D may conduct a comparative study on the effectiveness of police commissionerate *vis-à-vis* dual system (District Magistrate & Superintendent of Police). It will encourage more States to establish police commissionerate system in their cities.

(para 4.4.5)

#### Village Policing

The Committee opines that the village policing system needs to be strengthened in the country. Therefore, the Committee recommends that the MHA may coordinate with States/UTs to make arrangements for providing training to the members of the village policing system about their role and responsibilities to help the police in the maintenance of law and order in the rural area. The Committee also recommends that the BPR&D may undertake a study by collecting State-wise data on the village policing system in the country in order to make a proper assessment of the prevalence and performance of the village policing in the country. The Committee recommends that the MHA may encourage the State/UTs and incentivize them for setting up village policing system as it would reduce the burden of the local police stations at semi-urban, Notified Area Councils (NACs) and towns in policing, vigilance and crime prevention.

(para 4.5.5)

#### Separation of Investigation from law and order

The Committee notes that only a few States have separated the investigation from the law and order duties of their police. The Committee is of the view that separation of investigation from law and order is important to maintain the accountability of the police and increase their autonomy in investigating crimes. Therefore, the Committee recommends that the MHA may advise the remaining States to create separate investigations and law and order wings in the police. It will lead to specialization and professionalism in the police department, speed up the investigation and secure the conviction of offenders.

(para 4.6.9)

To address the shortage of staff in creating separate wings for investigation and law & order, the Committee recommends that the personnel of the rank of ASIs & head constables can be utilized for investigation of minor offenses of simple nature after adequate training.

(para 4.6.10)

The Committee notes that one of the reasons for low conviction rate is the lapses in the investigation. Therefore, it is important that regular monitoring and supervision of the investigation of cases should be done by senior officers. The Committee recommends that the MHA may advise States for the field visit of the senior police officers of the rank of SP/IG/DIG for on-the-spot assessment of investigation of cases. The SP/DSP should submit monthly PRs (Progress Reports) on important cases and the performance of I/Os. Accordingly, suitable rewards/punishment should also be given to I/Os. The Committee also recommends to upgrade the skills of the I/Os through periodic training and engaging experts as and when necessary.

(para 4.6.11)

The Committee strongly believes that forensic laboratories play a significant role in the scientific collection of evidence. Therefore, the Committee recommends that the MHA may take up with States to further strengthen the forensic laboratories in the country. Efforts should be made to establish at least one forensic lab at the regional/divisional level so that the evidence is examined quickly and investigation is not delayed.

(para 4.6.12)

#### **Outsourcing of Police Functions**

The Committee notes that the police in some of the States are outsourcing personnel and leveraging technology to reduce the burden on police. The Committee is of the view that for efficient policing, there is a need for the police force to restrict themselves to core functions of investigation of cases and maintenance of law & order. The Committee recommends that the MHA may task BPR&D to conduct a study to determine such functions of the police that can be outsourced with requisite training. The MHA can then advise States based on the outcome of the study. These measures will help reduce the workload of the police and improve their efficiency. This will save manpower and promote police-community partnerships by involving non-police communities.

(para 4.7.8)

#### **Escorting the Under-Trial Prisoners**

The Committee notes that the State police has a multifarious role to perform but has a shortage of staff. Further, as pointed out by Mooshahary Committee, arrests should be resorted to only in cases of heinous/ specified category of crimes and a reduction in the number of arrests will impact the issue of manpower escorting under-trial prisoners. Therefore, the States should use the manpower judiciously. The Committee recommends that the MHA may advise the States to take up with their respective courts and prisons to consider holding virtual trials of the prisoners, - particularly those who are in high-risk groups - through video conferencing. It will help in dedicating less police force for escorting under-trial prisoners to courts and also save resources.

(para 4.8.4)

#### **Directorate of Prosecution**

The Committee is of the view that the key factor in the success of prosecution is proper coordination between the prosecutor and the investigator. Therefore, the prosecution set up in the States needs to be strengthened. The Committee notes that many States/UTs have not established the Directorate of Prosecution. The Committee recommends that the MHA may advise these States for establishing the Directorate of Prosecution within a time frame.

(para 4.9.4)

The Committee notes that the Malimath Committee has not made a recommendation for the Assistant Public Prosecutor to be attached to the police stations or the SP. But, the Committee is of the view that there is a lack of legal advice available to the investigating officers. Therefore, the Committee recommends that the MHA may

take up with the Ministry of Law & Justice and the States for restructuring of prosecution directorates to closely align the prosecutors/ legal experts with the investigators. It will help them in legal guidance during the investigation, collection of evidence, filing of charge sheets and securing conviction.

(para 4.9.5)

#### **Police Establishment Board (PEB)**

The Committee notes that as per available information, few States have established Police Establishment Boards, and recommends that MHA may advise the remaining States to create Police Establishment Boards for the transfer or posting of the IPS officers as well as officials posted at Zone/Range/District level in a judicious and impartial manner.

(para 4.10.7)

#### **Promotional Avenues of Constables**

The Committee notes that according to MHA, the State Governments are responsible to ensure the career progression of their police personnel. However, the promotional aspect is a very important aspect of police reform on which the Union Government is in contact with the State Government. The Committee further notes that the system of promotion of constables is different in the States and observes that most of the States do not follow incentive linked promotion schemes or any kind of extraordinary performance-linked promotion schemes. The Committee recommends that MHA may encourage States to improve the promotional avenues of the constables through regular departmental exams and incentive-linked promotion schemes to keep them motivated.

(para 4.11.5)

#### **The Housing of Police Personnel**

The Committee is disappointed to note the poor housing satisfaction levels of the State police personnel in the country. The Committee further notes that in specific theatres of insurgency affected, the North-Eastern States and LWE affected districts, construction including police housing was revived after approval to the umbrella scheme of Modernisation of Police Forces in September, 2017. The Committee recommends that MHA may actively consider the allocation of funds to all States/UTs for housing under the 'Assistance to States for Modernisation of Police'. The States may also be advised to take steps for improving the housing satisfaction level of police personnel in a phased manner. For this, the Committee recommends that the Centre may establish a mechanism for providing adequate assistance to States for this specific purpose and persuade them to implement the housing projects for the police personnel emphatically and monitor it through quarterly reviews.

(para 4.12.5)

#### **Independent Police Complaint Authority**

The Committee notes that 31 States/UTs have constituted Police Complaints Authorities at the State and District levels for looking into complaints against police officers. The Committee is of the view that the Police Complaint Authority should be



established outside the police force. Therefore, The Committee recommends that the MHA along with the Ministry of Law & Justice may take up with States to ensure that the Police Complaint Authority should comprise of retired High Court Judges, retired senior civil servant/ police officers, eminent jurists along with the representation of women. The Committee also recommends that BPR&D may conduct a study to assess the effectiveness of the Independent Police Complaint Authority in States to check whether the complaints against police personnel have gone up or reduced. The study may also include the types of complaints against police personnel and action taken thereon.

(para 4.13.8)

The Committee also recommends that the MHA may advise States that the internal grievance redressal cell of police should work in a time-bound manner so that the grievances of aggrieved police personnel are addressed in time.

(para 4.13.9)

### Revisiting the laws

The Committee gathers that the MHA has constituted a Committee to review the Indian Penal Code, 1860, Criminal Procedure Code, 1973 and Indian Evidence Act, 1872. The Committee recommends that the MHA may discuss the matter with all the stakeholders including the States, keeping in view of the best global practices in policing and constitutional rights and safeguards of the citizens. The Committee would like to be apprised about the recommendations made by the Committee pertaining to these laws.

(para 4.16.4)

The Committee recommends that the Ministry of Home Affairs may consider to take up with the concerned Ministry/ Department to review the NDPS Act, 1985, in the light of the concern raised by the Committee.

(para 4.16.5)

### Police-Community Relations

The Committee strongly believes that policing system should be transparent, independent, accountable and people-friendly. The Committee opines that community policing involves a cooperative effort between police and the communities where both can work together to solve the crime and crime-related problems. Further, police and public partnerships are also key in enabling a more proactive and agile approach to combating crime.

(para 4.17.7)

The Committee notes the initiatives taken by the States to improve the relation of police with the community and recommends that the MHA may take up with States to showcase the positive initiatives undertaken by the various State police to build a friendly image among people. The Committee also recommends that MHA may create a forum for the exchange of best practices of police-people interaction among the States.

(para 4.17.8)

## **Challenges in Police Reforms**

**The Committee expresses its concern that a multitude of factors are impeding the pace of police reforms in the country. It believes that with sustained efforts in pursuit of police reforms, MHA in collaboration with States/UTs will overcome these challenges. The Committee, therefore, recommends that MHA may keep endeavoring towards its goal steadily and bring out much-needed reforms in police force.**

**(para 4.18.2)**

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# MINUTES

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## XVI

### SIXTEENTH MEETING

The Committee met at 11.30 a.m. on Thursday, the 8<sup>th</sup> July, 2021 in Main Committee Room, Parliament House Annexe, New Delhi.

#### **MEMBERS PRESENT**

##### **RAJYA SABHA**

1. **Shri Anand Sharma** - **Chairman**
2. Shri P. Bhattacharya
3. Dr. Anil Jain
4. Shri Rakesh Sinha

##### **LOK SABHA**

5. Shri Sanjay Bhatia
6. Shri Dulal Chandra Goswami
7. Shri Dayanidhi Maran
8. Shri Ranjeetsingh Naik Nimbalkar
9. Shri R.K.Singh Patel
10. Shri Vishnu Dayal Ram
11. Dr. Satya Pal Singh
12. Shri P.P. Mohammed Faizal
13. Shri Ravneet Singh

#### **SECRETARIAT**

Shri Vimal Kumar, Joint Secretary  
Shri Ajaya Kumar Mallick, Director  
Shri Ashwani Kumar, Additional Director  
Shri Pritam Kumar, Under Secretary

#### **WITNESSES**

##### **Representatives of Ministry of Home Affairs**

1. Shri Ajay Kumar Bhalla, Home Secretary
2. Shri Sanjeeva Kumar, Secretary (BM)
3. Shri Vivek Bharadwaj, Additional Secretary
4. Shri Rakesh Kumar Singh, Joint Secretary
5. Shri Sudhesh Kumar Shahi, Joint Secretary

##### **Representative of Sardar Vallabhbhai Patel National Police Academy**

1. Shri Atul Karwal, Director
2. Shri Modhusudana Reddy, Joint Director

At the outset, the Chairman welcomed the Members to the meeting of the Committee and apprised them about the agenda of the meeting i.e. hear the views of the Ministry of Home Affairs and Sardar Vallabhbhai Patel National Police Academy (SVPNPA) on the subject 'Police - Training, Modernization and Reforms'.

2. The Chairman informed the Committee that the 'Police' is a state Subject under the Seventh Schedule to the Constitution of India. Police reforms have been on the agenda of Central and State Governments for long. The Ministry of Home Affairs is the nodal body for police modernization in the country and lends financial assistance as well as guidance in equipping State police forces with the technological expertise, weaponry, forensic, communication, transport support and training to meet their unique challenges. The primary role of police forces is to uphold and enforce laws which keep on getting amended, investigate crimes and ensure security for people in the region. Police-community relations are also major factor to keep in mind. The Committee has therefore, decided for detailed examination of the subject 'Police-Training, Modernisation and Reforms' and make recommendations in its Report to the Parliament. The Chairman further informed the Committee that the two Reports (214 and 215) on the Central Armed Police Forces, and two Action Taken Reports (220 & 221) on them have already been given by the Committee. The Committee may now focus primarily on the police forces other than CAPFs while examining the subject.

3. The Chairman informed the Members that in subsequent meetings on the subject, the Committee may hear the views of State Governments of Gujarat, Rajasthan, Madhya Pradesh, Uttar Pradesh, Odisha, Punjab, Haryana, Tamil Nadu, Telangana, and NCT of Delhi along with North-Eastern Police Academy (NEPA) and Bureau of Police Research and Development (BPRD) for broad consultation and to gain a holistic view on the subject.

4. The Committee also decided to undertake a study visit to Sardar Vallabhbhai Patel National Police Academy (SVPNPA), Hyderabad to have first-hand information on the training facilities and future training requirements of the Academy. It was also decided by the Committee to resume the study visit to Ladakh and Jammu & Kashmir in the second half of August, 2021 if, the situation permits. This was originally scheduled in second half of April 2021 but had to be postponed due to sudden surge in COVID-19 cases.

**(On arrival of witnesses)**

5. The Chairman welcomed Shri Ajay Kumar Bhalla, and other senior officers of the Ministries of Home Affairs, Shri Atul Karwal, Director, Sardar Vallabhbhai Patel National Police Academy (SVPNPA) to the meeting of the Committee. Briefing about the subject, Chairman stated that while a major share of the modernization budget is going for improving infrastructure but training the police forces for behavioural approach towards the public is most important and essential to improve the police performance. The recommendations of the Mooshahary Committee have been partially implemented by a few States. Chairman emphasized that the difficulties in implementation of recommendations of the above said Committee and on implementation of Model Act, 2006 may be shared with the Committee. The Chairman also asked them to inform the Committee about the reason for reduction in Demands for Grants for 2021-22 for MPF. The representatives of SVPNPA were asked to clarify on the training, technology, cyber crimes, etc.

6. The Home Secretary informed the Committee about the umbrella Scheme of Modernization of Police Forces; implementation status of recommendations of Mooshahary

Committee; modernization plan of Central Armed Police Forces (CAPFs); new initiatives required in the training of police officers; police training and research done by Bureau of Police Research & Development (BPR&D), North-Eastern Police Academy (NEPA) and Sardar Vallabhbhai Patel National Police Academy (SVPNPA); training of police forces by State Police Academies; pendency of cases, etc.

7. The Additional Secretary, MHA made a presentation before the Committee that *inter-alia* included genesis and evolution of modernization of police forces scheme; major projects and initiatives for modernization; funding and utilization of the fund for modernization of police; provision of incentives linked to better performance by the States; modernization plan of Central Armed Police Forces (CAPFs); recommendation made by Mooshahary Committee; main features of Model Police Act, 2006; assessment of best police stations; reforms linked to financial grants from the year 2018.

8. The Director, Sardar Vallabhbhai Patel National Police Academy (SVPNPA) made a presentation before the Committee that *inter-alia* included mission and activity of the academy; number of officers trained in the academy for past five years; training modules; challenges before police leadership; efforts to improve training; foreign exposure and best practices; new initiatives; training of senior officers; special tactics wing; strengthening of training in cybercrime investigation; etc.

9. The Chairman and Members of the Committee raised some queries regarding umbrella Scheme of Modernization of Police Forces, difficulties/ hesitancy faced by complainant at the time of registration of complaint/FIR due to unsatisfactory experience while getting FIR lodged at Police Stations, Training Needs Analysis (TNA) to improve training of IPS officers, issue of undertrial prisoners in India, diversion of funds, independent and impartial functioning of police, training modules/guidelines for the training of lower rung of officers, sensitization of police forces, assessment of police training, internet connectivity in police stations, status of implementation of zero FIR all across the country, time gap between utilization certificate and release of next installment of funds for modernisation, under-utilization of funds by the States, free registration of cases, functioning of Police Establishment Boards, incentives given to State police, improvement in village policing, implementation of Model Police Act, 2006 and its impact on the public, number of cases registered under Unlawful Activities Prevention Act, 1967 and number of convictions thereon and low housing satisfaction level of police personnel, etc.

10. The Chairman and Members made some suggestions that includes emphasis on police-public relation, direct allocation of funds to State Police Departments headed by DGsP, implementation of recommendations of Mooshahary Committee, creation of national pool of experts for police reforms involving specialists/ scholars/consultants in the training modules at SVPNPA, disincentivize non-performing States, critical research on police, encouragement to community policing, recording of conversation of police officer and complainant at the time of filing of complaint/FIR, emphasis on deterrence and prevention of crime rather than punishment, expediting the implementation of Model Police Act, 2006, trial of prisoners through video conferencing, increasing the number of forensic laboratories, training modules for police in vernacular/local language, training of police officers on revenue laws, onsite inspection by SVPNPA of senior officers trained at the Academy to assess the performance and deliverance by the trained officers at ground-level, applying correct Sections/Provisions of the laws while registering cases, placing of chowkidar/dafadar under SPs instead of SDO/SDM as has been the case earlier, use of unspent fund by taking it forward as backlog fund, implementation of recommendations of Malimath Committee

Report on the reform of the Criminal Justice System, study of public impact on reforms, the need to change colonial style of functioning of police etc.

11. On other queries, the Ministry was asked to furnish written replies to the Secretariat within 10 days.

**(Witnesses withdrew)**

12. A Verbatim record of the proceeding of the meeting was kept.

13. The Committee, then, adjourned at 2:12 p.m.

## XVII

### SEVENTEENTH MEETING

The Committee met at 03.00 p.m. on Thursday, the 22<sup>nd</sup> July, 2021 in Main Committee Room, Parliament House Annexe, New Delhi.

#### **MEMBERS PRESENT**

##### **RAJYA SABHA**

1. **Shri Anand Sharma** - **Chairman**
2. Shri P. Bhattacharya
3. Dr. Anil Jain
4. Shri Rakesh Sinha

##### **LOK SABHA**

5. Shri Sanjay Bhatia
6. Shri Adhir Ranjan Chowdhury
7. Shri Dilip Ghosh
8. Shri Dulal Chandra Goswami
9. Shri Gajanan Chandrakant Kirtikar
10. Shri Raja Amareshwara Naik
11. Shri Jamyang Tsering Namgyal
12. Shri Lalubhai Babubhai Patel
13. Shri Gajendra Singh Patel
14. Shri Vishnu Dayal Ram
15. Dr. Satya Pal Singh
16. Shri Ravneet Singh
17. Shrimati Geetha Viswanath Vanga

#### **SECRETARIAT**

Shri Vimal Kumar, Joint Secretary  
Shri Dharmendra Kumar Mishra, Director  
Shri Pritam Kumar, Under Secretary

#### **WITNESSES**

##### **Representatives of Ministry of Home Affairs**

1. Shri Vivek Bharadwaj, Additional Secretary
2. Shri Rakesh Kumar Singh, Joint Secretary

##### **Representatives of State Government of Madhya Pradesh**

1. Dr. Rajesh Rajora, Additional Chief Secretary (Home)
2. Shri Anil Kumar, Additional Director General (Planning)
3. Dr. Ashish, Deputy Inspector General (PHQ)



### **Representatives of State Government of Rajasthan**

1. Shri Suresh Chand Gupta, Secretary (Home)
2. Shri Govind Gupta, Addl. Director-General of Police (Planning, Modernization and Welfare)
3. Shri Gaurav Srivastava, Dy. Inspector-General of Police, CID(CB)

### **Representatives of State Government of Tamil Nadu**

1. Shri S.K. Prabhakar, Additional Chief Secretary
2. Dr. C. Sylendra Babu, Director General of Police
3. Shri Sanjay Kumar, Inspector General of Police

### **Representatives of State Government of Telangana**

1. Shri Ravi Gupta, Principal Secretary (Home Department)
2. Shri M. Mahendar Reddy, Director General of Police
3. Shri Jitendar, Addl, Director General of Police (Law & Order)
4. Shri Sanjay Jain, Inspector General of Police

At the outset, the Chairman welcomed the Members to the meeting of the Committee and apprised them about the agenda of the meeting i.e. to hear the views of the representatives of the State Government of Madhya Pradesh, Rajasthan, Tamil Nadu and Telangana on the subject 'Police - Training, Modernization and Reforms'.

2. The Chairman informed the Members that in the next round of meetings on the subject, the Committee may hear the views of State Governments of Gujarat, Haryana, Odisha, Punjab, Uttar Pradesh, National Capital Territory of Delhi (Delhi Police), North-Eastern Police Academy (NEPA), Bureau of Police Research and Development (BPR&D) and other important stakeholders. The Committee also decided to hear the views of the State Government of West Bengal on the subject. The Committee also decided to send a questionnaire to the remaining States which could not be heard by the Committee.

#### **(On arrival of witnesses)**

3. The Chairman welcomed representatives of the State Governments of Madhya Pradesh, Rajasthan, Tamil Nadu, Telangana and other senior officers of Union Ministry of Home Affairs to the meeting of the Committee.

4. The Additional Chief Secretary (Home) and Additional Director-General (Planning), State Government of Madhya Pradesh, made a presentation before the Committee that *inter-alia* included training policy and existing institutional infrastructure for trainers and allied assets; need-based specific training and modernisation programme/schemes to face specific challenges like Naxalism/terrorism, cybercrime, infiltration, drug peddling, cattle smuggling; aims and objectives of modernization of police forces at State level, budget allocations and

utilization pattern of funds for police reforms in the last 5 years; status of implementation of Model Police Act, 2006 and recommendations of Mooshahary Committee; steps taken for community policing; status on the installation of CCTV cameras in all police stations; existing vacancies in the State police force; use of technology in collection of evidence, best practices/initiatives of State police force; etc.

5. The Additional Director-General of Police (Training, Modernization and Welfare), State Government of Rajasthan made a presentation before the Committee that *inter-alia* included existing infrastructure for training; need-based Training; specialized courses; upgrading training capacity; modernization to meet specific challenges, budget allocation and utilization, status of implementation of the recommendations of Mooshahary Committee on Police Reforms; initiative taken for community policing; use of technology in crime prevention and investigation; modernization appraisal on organized crime, hassle-free registration of cases; expeditious investigation; maintenance of law & order; suggestions on training, reforms and modernization, etc.

6. The Director-General of Police, State Government of Tamil Nadu made a presentation which *inter-alia* included an overview of the Tamil Nadu police; training of police personnel; police training infrastructure; important initiatives taken under Modernization of Police Forces (MPF) Scheme; Status on MPF fund utilization; implementation status of Model Police Act; Police Welfare Initiatives Schemes like family welfare-related scheme, education-related welfare scheme, ex-gratia payments, police canteen, community policing initiatives, etc.

7. The Director-General of Police, State Government of Telangana made a presentation which *inter-alia* included police training policies; training infrastructure; modernization objectives like citizen-centric approach, operational excellence, organization efficiency, uniform service delivery; community visible policing & partnering with communities; improving the rate of conviction; SHE and BHAROSA initiatives under women & child safety; road safety & traffic compliance; actionable intelligence; forefront initiatives, SMART police stations; applications for mobile phone including e-Governance applications, major achievement on modernization, budget, allocation and utilization for modernization; status of implementation of the recommendations of Mooshahary Committee on Police Reforms, etc.

8. The Chairman and Members of the Committee raised some queries regarding the mechanism to deal with the new and emerging crimes, linkage of cryptocurrency with economic offences/financial frauds, reasons for delay in release of funds to some of the States, efforts of the police in handling the COVID-19 Pandemic, uniform training on cybercrimes in the country, steps taken by the police to combat the threats and incidents of drone attack particularly in the border States, issues related to Naxalism, number of all-women police stations in Rajasthan, constitution of State Security Commission in the State of Madhya Pradesh; creation of Police Establishment Boards and Independent Police Complaint Authority, the number of cities to be covered under commissionerate systems; public survey to check the efficacy and response time of Emergency Response Support System (ERSS), city-wise number of camera installed in the States; number of forensic science laboratories and cases pending thereon; proposal to establish academies to train police personnel in the new-age technology, number of complaints against police personnel, etc.

9. The Chairman and Members made some suggestions that *inter-alia* included installation of CCTV IP cameras in the police stations for monitoring by the senior police officers; release of the funds for police modernization in the first or the second quarter of the financial year, creation of a training battalion, implementation of the recommendations of the Malimath Committee on Criminal Justice System for posting of public prosecutors in police station and office of IG/SP/DSP, adequate funds to provide housing to the police personnel; creation of Police Establishment Boards; linkage of cluster of police stations to a universities/ colleges and taking feedback from scholars for effective policing, special training of police personnel posted in the tribal belt, periodic interaction of the police personnel with scholars and professionals like lawyers and professors, assistance of Chartered Accountants/Company Secretaries to the Investigating Officers (IOs) in handling cases of economic offence; recruitment of the police personnel by the State Service Commissions/ Boards instead of Police Recruitment Boards; grievance redressal mechanism for police organization and citizens to improve functioning of police and instill confidence in the society, etc.

10. On other queries, the Ministry was asked to furnish written replies to the Secretariat within 10 days.

**(Witnesses withdrew)**

11. A Verbatim record of the proceeding of the meeting was kept.

12. The Committee, then, adjourned at 5:28 p.m.

## XVIII

### EIGHTEENTH MEETING

The Committee met at 03.00 p.m. on Wednesday, the 4<sup>th</sup> August, 2021 in Main Committee Room, Parliament House Annexe, New Delhi.

#### MEMBERS PRESENT

##### RAJYA SABHA

1. **Shri Anand Sharma** - **Chairman**
2. Shri S.R. Balasubramoniyam
3. Shri P. Bhattacharya
4. Dr. Anil Jain
5. Shri Neeraj Shekhar
6. Shri Rakesh Sinha

##### LOK SABHA

7. Shri Sanjay Bhatia
8. Shri Adhir Ranjan Chowdhury
9. Dr. (Shrimati) Kakoli Ghosh Dastidar
10. Shri Dilip Ghosh
11. Shri Gajanan Chandrakant Kirtikar
12. Shri Dayanidhi Maran
13. Shri Raja Amareshwara Naik
14. Shri Jamyang Tsering Namgyal
15. Shri Ranjeetsingh Naik Nimbalkar
16. Shri Lalubhai Babubhai Patel
17. Shri Gajendra Singh Patel
18. Shri Vishnu Dayal Ram
19. Shri Pothuganti Ramulu
20. Shrimati Sharmishta Sethi
21. Dr. Satya Pal Singh
22. Shri P.P. Mohammed Faizal
23. Shrimati Geetha Viswanath Vanga

#### SECRETARIAT

Shri Vimal Kumar, Joint Secretary  
Shri Dharmendra Kumar Mishra, Director  
Shri Ashwani Kumar, Additional Director  
Shri Pritam Kumar, Under Secretary

#### WITNESSES

##### Representatives of Ministry of Home Affairs

1. Shri Vivek Bharadwaj, Additional Secretary
2. Shri Rakesh Kumar Singh, Joint Secretary

### **Representatives of State Government of Gujarat**

1. Shri Pankaj Kumar, Addl. Chief Secretary.
2. Shrimati Nipuna Torawane, Secretary (Home Department).
3. Shri Ashish Bhatia, DG and Head of Police Force.
4. Shri Vikas Sahay, DG (Training).
5. Shri Narasimha Komar, Addl. DG (Modernisation & Planning).
6. Shri R.B. Brahmabhatt, Addl. DG (Police Reforms).

### **Representatives of State Government of Odisha**

1. Shri Sanjeev Chopra, Addl. Chief Secretary.
2. Shri Abhay, DG & IG of Police.
3. Shri S. Dev Dutt Singh, IG (HQ)

### **Representatives of State Government of Uttar Pradesh**

1. Shri B.K. Maurya, Addl. DGP (Logistics).
2. Dr. Sanjay M. Tarade, Addl. DG (Training).
3. Shri B.P. Jogdand, Addl. DGP (PHQ).
4. Shri Tarun Gaba, Secretary (Home Department).

At the outset, the Chairman welcomed the Members to the meeting of the Committee and apprised them about the agenda of the meeting i.e. to hear the views of the representatives of the State Government of Gujarat, Odisha and Uttar Pradesh on the subject 'Police - Training, Modernization and Reforms'.

2. The Chairman further informed the Members that in the next round of meetings on the subject, the Committee will hear the views of the State Governments of Haryana and Punjab, National Capital Territory of Delhi (Delhi Police), North-Eastern Police Academy (NEPA), Bureau of Police Research and Development (BPR&D) and other important stakeholders. He also informed that as per the request of the Members, permission of Hon'ble Chairman, Rajya Sabha is being sought to hear the views of State Government of West Bengal on the Subject.

#### **(On arrival of witnesses)**

3. The Chairman welcomed representatives of the State Governments of Gujarat, Odisha and Uttar Pradesh and senior officers of the Union Ministry of Home Affairs to the meeting of the Committee.

4. The representatives of the State Government of Gujarat, made a presentation before the Committee that *inter-alia* included infrastructure, sanctioned strength and types of training given in the police training academy, modernization of training infrastructure, need-based specific modernization program, coastal security- marine task force, safety & integrated traffic management system, cyber crime investigation, budget allocations and utilization pattern, assessment of future requirements, implementation status of Model Police Act, 2006 and recommendations of Mooshahary Committee, implementation of suraksha setu society project as part of community policing, major challenges in police reforms, self

defence training for women, status on the installation of CCTV cameras in all police stations, existing vacancies in the state police force, use of technology in collection of evidence, best practices/initiatives of State police force, etc.

5. The representatives of the State Government of Odisha made a presentation before the Committee that *inter-alia* included existing institutional infrastructure for training, budget allocations and utilization pattern of funds for police reforms in the last five years; status of implementation of Model Police Act, 2006 and recommendations of Mooshahary Committee, Initiatives like ‘MO SARKAR’, 5T (Teamwork, Technology, Transparency, Transformation and Time Limit), senior citizen cell, Emergency Response Support System (ERSS), women empowerment for gender – sensitive policing (WE – GSP), mahila & shishu desk, time-bound services, sanjeevani, etc. The Committee was also informed about the Left-Wing Extremism (LWE) scenario in Odisha, creation of special intelligence wing for collection of intelligence pertaining to Left-Wing Extremism (LWE), special operation group, odisha special striking force, district voluntary force, special security batallion, anti-extremist training to all police personnel and steps taken to tackle urban terrorism. the representative of the State Government of Odisha also suggested more capital investment to build a proper infrastructure and standards for online training in police organizations and scaling up of the training capacity to deal with cyber crimes, etc.

6. The representatives of the State Government of Uttar Pradesh made a presentation which *inter-alia* included existing institutional infrastructure, trainers and allied assets, learning management system & digital content, cyber security (prevention, monitoring and investigation), child welfare committees, course on Tactics, police commando course, counter-naxal training, anti-human trafficking course, etc. Regarding Modernisation and Reforms, the Committee was informed about the budgetary allocations and utilization pattern of funds for modernization of police in the last 5 years, status of implementation of the recommendations of Mooshahary Committee on Police Reforms, village police system, basic facilities at police stations, amendments proposed in Criminal Procedure Code (Cr.PC), Indian Penal Code (IPC), Arms, Narcotic Drugs and Psychotropic Substances (NDPS) Act, 1985, best practices like women power line-1090, mission Shakti, power theft police station, cyber crime police station, anti-terrorist squad, State juvenile police unit, etc.

7. The Chairman and Members of the Committee raised some queries that *inter-alia* included the percentage of women in State police at all levels, functioning of Police Complaint Board, free registration of First Information Report (FIR), zero FIRs, police-community relations, increase in crimes against women and children, particularly during the COVID-19 Pandemic, trafficking of women and children, installation of Close Circuit Television (CCTV) cameras in police stations, functioning of the Prosecution Directorate in States, availability of residential accommodation for police personnel, sanctioning of posts of adequate number of trainers, number of cases registered and charge sheets filed in cases of cyber crime, use of post-mortem kits, steps taken to deal with organized crime and economic offences, experience of separating investigation from maintenance of law & order, provisioning of more funds for modernisation of police force, training given to the police personnel to manage COVID-19 Pandemic, training given to handle the cases of tribals and other vulnerable groups, steps taken for qualitative improvement in policing prospective plan for policing in future, implementation status of Justice Malimath Committee Report on Criminal Justice System, wastage of police resources in escort of prisoners on daily basis, Section-311 of Criminal Procedure Code (Cr.PC) regarding examination of the witnesses by

the court, experience of using the Central armed Police Forces (CAPFs) in the State, use of Radio Frequency Identification (RFID) by State police, etc.

8. The Chairman and Members made some suggestions that *inter-alia* included digitization and creation of faceless enquiry for issuance of character certificates, passport verification reports and arms license verification reports by police, speedy redressal of grievances of police personnel, assistance of prosecutors and technology to the investigating officers in the proper collection of evidence, conduct of trial of prisoners and appearance of witnesses through video conferencing, making study of the cultural gap among the tribes, their aspirations and traditions a part of the training curriculum of police personnel, etc.

9. On other queries, the Ministry was asked to furnish written replies to the Secretariat within 10 days.

**(Witnesses withdrew)**

10. A Verbatim record of the proceeding of the meeting was kept.

11. The Committee, then, adjourned at 5:39 p.m.

## I-A

### FIRST MEETING

The Committee met at 11.30 a.m. on Wednesday, the 27<sup>th</sup> October, 2021 in Main Committee Room, Parliament House Annexe, New Delhi.

#### **MEMBERS PRESENT**

##### **RAJYA SABHA**

1. **Shri Anand Sharma** - **Chairman**

##### **RAJYA SABHA**

2. Shri Brijlal
3. Dr. Anil Jain
4. Shri Sujeet Kumar
5. Shri Satish Chandra Misra
6. Shri Rakesh Sinha

##### **LOK SABHA**

7. Shri Ravneet Singh Bittu
8. Shri Dayanidhi Maran
9. Shri Ranjeetsingh Naik Nimbalkar
10. Shri R.K. Singh Patel

#### **SECRETARIAT**

Shri Vimal Kumar, Joint Secretary  
Shri Dharmendra Kumar Mishra, Director  
Shri Satis Mesra, Deputy Secretary  
Smt. Neelam Bhatt, Under Secretary

#### **WITNESSES**

##### **Representatives of Ministry of Home Affairs**

3. Shri V.S.K. Kaumudi, Special Secretary (Internal Security)
4. Shri Praveen Vashista, Additional Secretary (Internal Security-I)
5. Shri Rakesh Kumar Singh, Joint Secretary (Police-I)

##### **Representatives of Delhi Police**

1. Shri Rakesh Asthana, Commissioner of Police
2. Smt. S. Sundari Nanda, Spl. Commissioner of Police
3. Dr. Muktesh Chander, Spl. Commissioner of Police



4. Shri Alok Kumar, Joint Commissioner of Police
5. Shri Prem Nath, Joint Commissioner of Police
6. Shri A.V. Deshpande, Addl. Commissioner of Police
7. Shri S. Venkatesan, Financial Advisor

**Representatives of Bureau of Police Research & Development (BPR&D)**

1. Shri Balaji Srivastava, Director General
2. Shri Neeraj Sinha, Additional Director General
3. Shri B.S. Jaiswal, Inspector General (Trg.)
4. Shri Vandan Saxena, DIG

At the outset, the Chairman welcomed the Members to the meeting of the Committee and apprised them about the agenda of the meeting i.e. to hear the views of the representatives of the Delhi Police and Bureau of Police Research & Development (BPR&D) on the subject 'Police - Training, Modernization and Reforms'.

3. The Chairman informed the Members that in its previous tenure (2020-21) the Committee had heard the views of the Ministry of Home Affairs, Sardar Vallabhbhai Patel National Police Academy (SVPNPA), State Governments of Madhya Pradesh, Rajasthan, Tamil Nadu, Telangana, Gujarat, Odisha and Uttar Pradesh on the subject in its meetings held on 8<sup>th</sup> July, 22<sup>nd</sup> July, and 4<sup>th</sup> August, 2021. He apprised the Committee about the submission by the State Government on the status of implementation of the Model Police Act, 2006, and the recommendations of Mooshahary Committee and various initiatives taken by them for Modernization and effective policing in the States.

3. He also informed that in subsequent meetings, the Committee will hear the views of State Governments of Haryana, Punjab, West Bengal, and North-Eastern Police Academy (NEPA), and that feedback on the status of police reforms initiated by the State Governments would be solicited through the Ministry.

4. He further informed the Committee that the proposed study visit of the DRSC on Home Affairs to Hyderabad and Goa scheduled to be undertaken in the month of November, 2021 has been postponed due to unavoidable circumstances.

**(On arrival of witnesses)**

5. The Chairman welcomed the Commissioner of Police, Delhi and Director-General, Bureau of Police Research & Development (BPR&D) and their team of senior officers and the representatives of the Union Ministry of Home Affairs, to the meeting.

6. The Commissioner of Delhi Police made a detailed presentation before the Committee on the various aspects and steps taken by them to upgrade their infrastructure, training and modernisation to combat the rising crime in the Nation's Capital. The presentation *inter-alia* included plans for existing & upcoming police infrastructure; facilitation provided to the citizens in reporting crime and monitoring thereof; the future society and challenges *vis-à-vis* police response; restructuring training programme; need-based training programme *i.e.* conventional as well as specialized; learning management system and online training; perspective plan for Delhi Police 2030; areas identified for modernization and reforms; separation of law and order and investigation; management of human resources; current initiatives undertaken in technology based policing, existing emergency response systems,

artificial intelligence (AI) based Safe City Project; Emergency Response Support System-112 (C DAC-Core); logistics for future challenges; Computerized Inventory Management System (CIMS); community policing for crime prevention and crime detection; crime investigation; professionalizing investigation — focus on collection of scientific evidence and cyber crimes; counter terror response; traffic management-challenge and its restructuring; road safety education; perception management, rebranding visible assets of Delhi Police, Public Grievance Management System (PGMS), Housing, transport safety division, legal issues, etc.

7. The Chairman and Members of the Committee raised some queries *inter-alia* regarding police training policy; training programme on police sensitization, use of forensic science and technology for collecting evidence, coordination and intelligence sharing mechanism among the various Government agencies as well as with neighbouring states of Delhi; use of new equipment and techniques for policing; online filing of the charge sheet of the cases in the courts; safety concerns of the investigating officers, lawyers, other court staff in view of the increasing incidents of shootout in the court premises. Further, queries were raised on the safety concerns of the family members of officials involved in the investigation of the heinous crimes; provisions of a dedicated well-equipped ambulance vans with doctors for treatment of injured police personnel and victims of roadside accidents and criminal acts who require immediate medical assistance; low housing satisfaction level and promotions of personnel in Delhi Police. Queries were also raised in respect of steps contemplated to ensure public participation in enforcing community policing; steps taken for improving fitness level of the police personnel; mechanism established for counselling of victims of crimes especially vulnerable sections of the society like children and women especially migrants in the cities; steps being taken to improve the response systems with the use of latest technologies for better policing; details on coordination mechanism between the Central Government and the National Capital Territory of Delhi on the use of CCTV camera installed to prevent crimes; validity of challans for traffic rules violation issued on the basis of CCTV camera footage. Members also expressed concerns regarding participation of women in Delhi Police; cyber crimes; the fallout of drones technology in crimes through drones and drone attack; the threat of narco terrorism in the country including Delhi; study on new procedures and methodologies for the adoption of the latest technology, new equipment and techniques for policing to improve its operational efficiency; synergy and collaboration between the Central and the State Police academies and training institutes.

8. The Chairman and Members made some suggestions that *inter-alia* included introduction of reforms in functioning of Delhi Police based on the dynamic study and survey of the demographic structure of Delhi and social base, updation of the training manual based on the feedback from the scholars and institutions involved in research on policing; redefining of human rights as per the needs of the local people; classifying and codifying the acts of corruption into a definite number of groups for the police to take action to contain the corruption; regular training on use of firearms to the police personnel; to impart legal training to the police officers, preparation of Standard Operating Procedure to contain the incidents of operations of gangs from prison premises by the inmates; installation of CCTVs in all the cities of the country for better policing; monitoring the activities of the repeated offenders of rape cases by the local police stations; publicity of efforts being made by way of community policing; exploring the option for working with starups and entrepreneurs for better policing by Delhi Police in the lines of Atmanirbhar Bharat Scheme of the Ministry of Defence, etc.

9. On other queries, the Ministry was asked to furnish written replies to the Secretariat within 10 days.

**(Witnesses from Delhi Police then withdrew)**

10. Thereafter, the Director General, Bureau of Police Research & Development (BPR&D) made a presentation before the Committee which *inter-alia* included mandate & expectation of BPR&D; research & reforms; capacity building markers; best of both worlds (BPR&D's own assets, leveraging external domain expertise and augmenting reach to the stakeholders); spatial distribution; training activities in last five years; prison training courses; publications/ SOPs; incubating ideas in mission mode; contemporarising policing; modernisation milestones, etc.

11. Few queries were raised by the Chairman and Members during the presentation, which were suitably replied to by the witnesses.

**(Witnesses from BPR&D then withdrew)**

12. A Verbatim record of the proceeding of the meeting was kept.

13. The Committee, then, adjourned at 2:32 p.m.

## II

### SECOND MEETING

The Committee met at 11.30 a.m. on Tuesday, the 16<sup>th</sup> November, 2021 in Main Committee Room, Parliament House Annexe, New Delhi.

#### **MEMBERS PRESENT**

##### **RAJYA SABHA**

1. **Shri Anand Sharma** - **Chairman**

##### **RAJYA SABHA**

2. Shri Brijlal
3. Dr. Anil Jain
4. Shri Sujeet Kumar
5. Shri Satish Chandra Misra
6. Shri Neeraj Shekhar
7. Dr. Abhishek Manu Singhvi
8. Shri Rakesh Sinha

##### **LOK SABHA**

9. Shri Ravneet Singh Bittu
10. Shri Dulal Chandra Goswami
11. Shri Dayanidhi Maran
12. Shri Gajendra Singh Patel
13. Shrimati Vanga Geetha Vishwanath

#### **SECRETARIAT**

Shri Vimal Kumar, Joint Secretary  
Shri Dharmendra Kumar Mishra, Director  
Shri Ashwani Kumar, Additional-Director  
Shri Satis Mesra, Deputy Secretary

#### **WITNESSES**

##### **Representatives of the Ministry of Home Affairs**

1. Shri C.G. Rajnikanthan, Joint Secretary (PM)
2. Shri Ashutosh Agnihotri, Joint Secretary (UT)

##### **Representatives of the State Government of Punjab**

1. Shri Anurag Verma, Principal Secretary, Home Affairs & Justice
2. Shri Iqbal Preet Singh Sahota, Director General of Police

3. Ms. Gurpreet Deo, Addl. DGP (Community Affairs Division)
4. Shri Ishwar Singh, Addl. DGP (Administration)
5. Shri Ram Singh, Addl. DGP (Modernization)
6. Ms. Anita Punj, Director (Maharaja Ranjit Singh Punjab Police Academy, Phillaur)
7. Shri Gautam Cheema, Inspector General of Police (Crime)
8. Shri Pradeep Yadav, Inspector General of Police (Technical Services)
9. Shri Sartaj Chahal, Assistant Inspector General (Intelligence)
10. Dr. Seema Sharda, Director (Forensic Science laboratory, Mohali)

At the outset, the Chairman welcomed the Members to the meeting of the Committee and apprised them about the agenda of the meeting i.e. to hear the views of the representatives of the State Government of Punjab on the subject 'Police - Training, Modernization and Reforms'.

2. The Chairman informed the Members that the Committee had already heard the views of the Ministry of Home Affairs, Sardar Vallabhbhai Patel National Police Academy (SVPNPA), State Governments of Madhya Pradesh, Rajasthan, Tamil Nadu, Telangana, Gujarat, Odisha, Uttar Pradesh, Delhi Police and Bureau of Police Research & Development (BPR&D) in the course of four meetings on the subject, which were held on 8<sup>th</sup> July, 22<sup>nd</sup> July, and 4<sup>th</sup> August, 2021 and 27<sup>th</sup> October, 2021.

3. He also informed them that in the next meeting the Committee will hear the views of State Governments of Haryana and West Bengal on the subject 'Police - Training, Modernization and Reforms'.

4. He further informed the Committee that the proposed study visit of the DRSC on Home Affairs to Hyderabad and Goa will be undertaken after the ensuing winter session of the Parliament.

**(On arrival of witnesses)**

5. The Chairman welcomed the representatives from the Ministry of Home Affairs; the Principal Secretary, Department of Home Affairs and Justice, DGP and other representatives from the State Government of Punjab to the meeting.

6. The representatives of the State Government of Punjab made a detailed presentation before the Committee that *inter-alia* included promotional training procedure; need-based training programmes for specific challenges; flaws/lacunae in present training setup; budget allocation & utilization pattern for modernization; steps taken for strengthening of the second line of defense along the international border in Punjab; assessment for future requirements of modernization; implementation status of Model Police Act, 2006 and recommendations of Mooshahary Committee; steps taken for Community policing; 'Saanjh' initiative which is a platform for police-community partnership in grievance redressal, victim assistance and dispute resolution; status on the installation of Closed-Circuit Television (CCTV) cameras in all police stations; vacancies in Punjab police; best practices/initiatives of the Punjab police; etc.

7. The representative of the State Government of Punjab also requested that the Union Ministry of Home Affairs should continue granting funds to provide housing facilities to

police personnel and facilitate mobility including construction works to improve physical infrastructure, especially in border belts and major cities of Punjab; etc.

8. The Chairman and Members of the Committee raised some queries *inter-alia* regarding the delay in the release of funds for modernization by MHA to the State of Punjab; reasons for non-utilization of funds for modernization by Punjab police; effectiveness of 'Saanjh' Centres; number of all-women police stations; percentage of CCTV cameras; proposal for installation of CCTV cameras in police posts; the recommendations of the Mooshahary Committee that have not been implemented in the State and the reasons thereof; steps taken to deal with the growing threats and incidents of drone attacks; drug menace in Punjab; revival of Kashmir-Khalistan agenda by the radical groups; types of weapons available with the Punjab police; availability of training facility at district level; existence of Anti-Terrorist Squad (ATS) and Special Task Force (STF) in Punjab.

9. In addition to above queries, the Chairman and Members made some suggestions that *inter-alia* included firing training to police personnel on use of weapons; ballistic training for identification of prohibited and non-prohibited weapons; provisioning of riot equipments with the State police forces; periodic refresher trainings to station level police personnel; liaisoning of Punjab police with residents of border areas for gathering intelligence; strengthening of inter-State coordination mechanism to tackle terrorism, organised crimes, drugs trafficking and movement and illicit weapons across States; inclusion of Punjab in Category-A to receive more funding in 90:10 ratio from Centre for modernisation of police; more allocation of funds to the Punjab for modernisation; establishment of all-women police stations in all districts; sensitization and training to strengthen the relation of police with the community for building trust and effective policing; increase in percentage of women in State police forces; exploring the option for working with startups and entrepreneurs for better policing by Punjab Police in the lines of Atmanirbhar Bharat Scheme of the Ministry of Defence, etc.

10. On other queries, the Ministry was asked to furnish written replies to the Secretariat within 10 days.

**(Witnesses from the State Government of Punjab then withdrew)**

11. A Verbatim record of the proceeding of the meeting was kept.

12. The Committee, then, adjourned at 1:27 p.m.

### III

#### THIRD MEETING

The Committee met at 11.30 a.m. on Thursday, the 25<sup>th</sup> November, 2021 in Main Committee Room, Parliament House Annexe, New Delhi.

#### MEMBERS PRESENT

##### RAJYA SABHA

14. **Shri Anand Sharma** - **Chairman**

##### RAJYA SABHA

11. Shri S.R. Balasubramoniyam
12. Shri Brijlal
13. Dr. Anil Jain
14. Shri Sujeet Kumar
15. Shri Derek O' Brien
16. Shri Neeraj Shekhar
17. Shri Rakesh Sinha

##### LOK SABHA

18. Shri Sanjay Bhatia
19. Shri Ravneet Singh Bittu
20. Shri Adhir Ranjan Chowdhury
21. Shri Dilip Ghosh
22. Shri Dulal Chandra Goswami
23. Dr. Satya Pal Singh

#### **SECRETARIAT**

Shri Vimal Kumar, Joint Secretary  
Shri Dharmendra Kumar Mishra, Director  
Shri Satis Mesra, Deputy Secretary

#### WITNESSES

##### Representatives of the Ministry of Home Affairs

1. Shri C.G. Rajini Kaanthan, Joint Secretary (PM)
2. Shri Rakesh Kumar Singh, Joint Secretary, Police – I
3. Shri Ajit Kumar, Director (PM)

##### Representatives of the State Government of Haryana

1. Shri Vijay Vardhan, Chief Secretary
2. Shri P.K. Agrawal, Director General of Police

3. Shri Arshinder Singh Chawla, Addl. DGP (Administration)
4. Shri Sanjay Kumar, Inspector General of Police (Law & Order)
5. Shri Shashank Anand, Deputy IGP (CID)
6. Shri Arvind Hooda, Assistt. Director (FSL), Madhuban

### **Representatives of the State Government of West Bengal**

1. Dr. H.K. Dwivedi, Chief Secretary
2. Shri Manoj Malaviya, Director General of Police
3. Shri Debasish Roy, Additional DG and IGP (Training)
4. Shri R.K. Singh, IGP (Modernisation & Coordination)
5. Shri H.K. Kusumakar, Secretary, Co-ordination (Home and Hill Affairs)
6. Shri Ashesh Biswas, Joint Commissioner of Police (Admn.)
7. Shri Amitava Sengupta, WBCS, Special Secretary, (Home and Hill Affairs)

At the outset, the Chairman welcomed the Members to the meeting of the Committee and apprised them about the agenda of the meeting i.e. to hear the views of the representatives of the State Government of Haryana and West Bengal on the subject ‘Police - Training, Modernization and Reforms’.

2. The Chairman informed the Members that the Committee had held 5 meetings so far and extensively discussed the various aspects of the Subject. The Committee had heard the views of the representatives of the Ministry of Home Affairs, Sardar Vallabhbhai Patel National Police Academy (SVPNPA), various State Governments, Delhi Police and also the Bureau of Police Research & Development (BPR&D) in this regard.

### **(On arrival of witnesses)**

3. The Chairman welcomed the representatives of the Ministry of Home Affairs; and representatives of the State Government of Haryana and West Bengal to the meeting.

4. The representatives of the State Government of Haryana made a detailed presentation before the Committee that *inter-alia* included aims and objectives of Haryana Police; existing training infrastructure; facilities available at these training centers; specialized courses; achievements of Haryana Police in sports; strengthening police infrastructure at cutting edge level; special initiatives of Haryana Police for supplementing police station infrastructure; implementation status of Model Police Act, 2006 and recommendations of Mooshahary Committee; reducing police response time to emergency calls; improved traffic management through modern resources; smart policing initiatives; steps taken to combat cyber crime; investigation and detection of crime; budget allocation & utilization pattern for modernization; citizen-centric policing: Harsamay Portal; Durga Shakti App for women safety; community policing initiatives; police force composition and vacancies; etc.

5. Thereafter, the representatives of the State Government of West Bengal made a presentation that *inter-alia* included aims and objectives of police training at State level; institutional infrastructure existing at present; trainers and allied assets; training capacity; training for beat level personnel; need-based specific training programs; modernization programs/schemes to face challenges like naxalism/terrorism, infiltration, cyber crime, drug peddling, cattle smuggling, etc.; budget allocation & utilization pattern for modernization; implementation status of the recommendations of Mooshahary Committee; overview of West



Bengal and Kolkata police; major challenges in police reforms and measures taken to overcome them; steps taken for community policing; status on installation of Closed Circuit Television (CCTV) cameras in all police stations; existing vacancies in the West Bengal police; use of technology in collection of evidence, investigation and prevention of crime; best practices/ initiatives of West Bengal police; etc.

6. The Chairman and Members of the Committee raised some queries that *inter-alia* included recruitment of sportsmen in Haryana Police; performance of all women police stations; percentage of women in Haryana police; number of road accidents and the casualties in the State; utilization of fund for modernization; community policing; need of dedicated educational institution for police services; police-population ratio in the State; vacancies in State police force; investigation of the cases under the Scheduled Caste and Scheduled Tribe (Prevention of Atrocities) Act, 1989; weaponry available with the State police; implementation of the recommendations of the Mooshahary Committee; resolution of cases by Khap Panchayats; sniffer dog squad; increase in cases of women and child trafficking during COVID-19; status of fencing at Indo-Bangladesh borders; Cellular Mobile News Gathering Unit (CMNGU) under Safe City Projects; pre and post election violence in West Bengal; trafficking of drugs and fake currency through Golden Triangle; functioning of Crime and Criminal Tracking Network System (CCTNS); shortage of weaponry with West Bengal Police; functions of the civic police in West Bengal; misuse of Narcotic Drugs and Psychotropic Substances Act, 1985 Act; housing satisfaction of West Bengal police personnel; increasing incidents of cyber crimes; drone policy of the State police; etc.

7. The Chairman and Members made some suggestions that *inter-alia* included investigation of cases of heinous crimes like murder, rape, Section 307 of IPC, etc. which may be conducted by an officer not below the rank of Deputy Superintendent of Police; creation of trauma centres at regular distances on the highways to provide immediate medical aid to the victims of road accidents; strengthening of inter-State coordination mechanism to tackle infiltration, terrorism and drug trafficking; adequate allocation of funds particularly to the border States; increasing use of technology and upgrading security gadgets by the State police forces; provision of special training to the State police to deal with terrorism and drug trafficking; sharing and adoption of best practices by the police forces of different States in the country, etc.

8. On other queries, the Ministry was asked to furnish written replies to the Secretariat within 10 days.

**(Witnesses from the State Government of Punjab then withdrew)**

9. A Verbatim record of the proceeding of the meeting was kept.

10. The Committee, then, adjourned at 02:25 p.m.

## V

### FIFTH MEETING

The Committee met at 03:00 PM on Tuesday, the 8<sup>th</sup> February, 2022 in Room No. '4', Block A, Parliament House Annexe, Extension Building, New Delhi.

#### **MEMBERS PRESENT**

##### **RAJYA SABHA**

1. **Shri Anand Sharma** - **Chairman**
2. Shri S.R. Balasubramoniyan
3. Shri Brijlal
4. Shri Neeraj Shekhar
5. Shri Rakesh Sinha

##### **LOK SABHA**

6. Shri Adhir Ranjan Chowdhury
7. Dr. Kakoli Ghosh Dastidar
8. Shri Dulal Chandra Goswami
9. Shri Gajanan Kirtikar
10. Shri Dayanidhi Maran
11. Shri Raja Amareshwara Naik
12. Shri Jamyang Tsering Namgyal
13. Shri Ranjeetsingh Naik Nimbalkar
14. Shri Gajendra Singh Patel
15. Shri Lalubhai Babubhai Patel
16. Shri Vishnu Dayal Ram
17. Dr. Satya Pal Singh
18. Shrimati Vanga Geetha Viswanath

#### **SECRETARIAT**

Shri Vimal Kumar, Joint Secretary  
Shri Dharmendra Kumar Mishra, Director  
Shri Ashwani Kumar, Additional Director  
Shri Satis Mesra, Deputy Secretary  
Smt. Neelam Bhatt, Under Secretary

2. At the outset, the Chairman welcomed the Members and informed them about the agenda of the meeting, *i.e.* to consider and adopt the draft 237<sup>th</sup> Report of the Committee on the subject 'Police-Training, Modernisation and Reforms'.

3. The Chairman requested the Members to give their suggestions, if any, on the recommendations and observations in the draft Reports which would be incorporated suitably at the appropriate place.



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# ANNEXURE

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## Annexure I

**The details of the recommendations of these commissions/committees are as under:-**

S. No.	Name of the Committees/ Commissions	Date of constitution	Terms of reference	Major recommendations made by Committees/Commissions	Date of submission of Report / Action taken by the Government
1.	<b>National Police Commission under chairmanship of Shri Dharm Vira</b>	15.11.1977	<ul style="list-style-type: none"> <li>➤ To redefine the role, duties, powers and responsibilities of the police with special reference to prevention and control of crime and maintenance of public order.</li> <li>➤ To examine the development of the principles underlying the present policing system, including the method of magisterial supervision, evaluate the performance of the system, identify the basic weakness of inadequacies, and suggest appropriate changes in the system and the basic laws governing the system.</li> <li>➤ To examine, if any changes are necessary in the existing method of administration, disciplinary control and accountability.</li> <li>➤ To inquire into the system of investigation and prosecution, the reasons for delay</li> </ul>	<ul style="list-style-type: none"> <li>➤ Welfare measures for Police</li> <li>➤ Amendment of various sections Code of Criminal Procedure (CrPC)</li> <li>➤ To organise training courses for Police</li> <li>➤ Tenure of Chief of Police.</li> <li>➤ Education qualification.</li> <li>➤ Working hours for constabulary.</li> <li>➤ Linkage of promotion with training.</li> <li>➤ Police Commissionerate system.</li> <li>➤ Village Police System.</li> <li>➤ Merger of Women Police.</li> <li>➤ Improvement of Forensic Science Infrastructure.</li> <li>➤ Accountability of Police to Public.</li> <li>➤ Police complaint Board.</li> <li>➤ Reduction in number of Arrest. (Amendment of CrPC)</li> <li>➤ New Police Act.</li> <li>➤ A separate Economic Offences Wing in States/UTs.</li> <li>➤ State Security Commission.</li> <li>➤ Gram Nyayalya</li> <li>➤ Maintenance of Crime records and</li> </ul>	<p>Submitted eight Reports during February 1979 to May 1981.</p> <p>The first Report was laid on the Table of Lok Sabha on 1.2.1980.</p> <p>➤ “Public Order” and “Police” are “State subjects” falling in Entry 1 &amp; 2 of List-II of the Seventh Schedule of the Constitution of India. The Reports of the NPC were forwarded to the State Governments and Union Territory Administrations for appropriate action.</p>

			<p>and failure; the use of improper methods, and the extent of their prevalence; and suggest how the system may be modified or changed, and made efficient, scientific and consistent with human dignity; and how the related laws may be suitably amended.</p> <ul style="list-style-type: none"> <li>➤ To examine methods of maintaining crime records and statistics and suggest methods for making them uniform and systematic.</li> <li>➤ To review policing in rural areas, evaluate any new arrangements that have been made, and recommend changes that are necessary.</li> <li>➤ To examine the system of policing required in non-rural and urbanized areas including metropolitan areas, and suggest the pattern that would be the most suitable.</li> <li>➤ To examine the steps taken for modernizing law enforcement, evaluate the work of police communications the computer network, scientific laboratories and agencies for</li> </ul>	<p>statistics.</p>	
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			<p>research and development, and examine whether modernisation can be speeded up; examine to what extent, as a result of the modernisation of police forces, streamlining of its functions and its re-structuring, it would be possible to economise in the manpower in the various areas of its activities.</p> <ul style="list-style-type: none"> <li>➤ To examine the nature and extent of the special responsibilities of the Police towards the weaker sections of the community and suggest steps to ensure prompt action on their complaints for the safeguard of their rights and interests.</li> <li>➤ To recommend measures and institutional arrangements: <ul style="list-style-type: none"> <li>i. To prevent misuse of powers by the police, and to examine whether police behavior, outlook, responsiveness and impartiality are maintained at the correct level, and if not, the steps such as recruitment</li> </ul> </li> </ul>	
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			<p>and training which should be taken to improve them;</p> <p>ii. To prevent misuse of the Police by administrative or executive instructions, political or other pressure, or oral orders of any type, which are contrary to law;</p> <p>iii. For the quick and impartial inquiry of public complaints made against the police about any misuse of police powers;</p> <p>iv. For the quick redressal of grievances of police personnel and to look after their morale and welfare; and</p> <p>v. For a periodic objective evaluation of police performance in a metropolitan area/District/ State in a manner which will carry credibility before the public.</p> <p>➤ To examine the</p>		
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			<p>manner and extent to which police can enlist ready and willing co-operation of the public in the discharge of their social defence and law enforcement duties and suggest measures regarding the institutional arrangements to secure such co-operation and measures for the growth of healthy and friendly public-police relationship.</p> <ul style="list-style-type: none"> <li>➤ To examine the methods of police training, development, and career-planning of officers and recommend any changes that are required at any time in their service, to modernise the outlook, and to make the leadership of the force effective and morally strong.</li> <li>➤ To examine the nature of the problems that the police will have to face in the future, and suggest the measures necessary for dealing with them, and for keeping them under continuous study and appraisal.</li> <li>➤ To consider and make recommendations and suggestions regarding any other matter which the Government may refer to the</li> </ul>		
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			<p>Commission; and</p> <ul style="list-style-type: none"> <li>➤ To any other matter of relevance or importance having an impact on the subject.</li> </ul>		
2.	<b>Riberio Committee on Police Reforms under Chairmanship of Shri J.F. Riberio</b>	25.05.1998	<ul style="list-style-type: none"> <li>➤ To review action taken by the Central Government and the State Governments/UT Administrations for implementation of the recommendations of the National Police Commission, Law Commission, National Human Rights Commission and Vohra Committee;</li> <li>➤ To suggest ways and means for implementation of the pending recommendations of the above Commissions/Committee;</li> <li>➤ Consider and make recommendations regarding any other matter which the Government may refer to the Committee or which the Committee considers necessary in this behalf.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Establishment of the State Security Commission.</li> <li>➤ Establishment of Police Complaints Board</li> <li>➤ Committee for selection of DGP of States under Chairman of UPSC.</li> </ul>	<p>1<sup>st</sup> Report submitted on 28.10.1998</p> <p>2<sup>nd</sup> and final report submitted on 18.03.1999</p> <p>➤ The Report of Riberio Committee on Police Reforms was forwarded to the State Governments and Union Territory Administrations for appropriate action.</p>
3.	<b>Padmanabhaiah Committee on Police Reforms</b>	05.01.2000	<ul style="list-style-type: none"> <li>➤ To examine the specify the challenges that the police in India would face during the next millennium;</li> <li>➤ To evaluate the strength and weaknesses of the</li> </ul>	<ul style="list-style-type: none"> <li>➤ Recruitment of Constables to be restricted in future, till a tooth to tail ratio of 1:4 is reached.</li> <li>➤ National Board for Police Recruitment may be set up for setting question</li> </ul>	<p>Submitted on 30.08.2000</p> <p>➤ The Report of Padmanabhaiah Committee on Police Reforms were forwarded to the State Governments and Union Territory Administrations for appropriate action</p>

			<p>police force, as it is organised and structured today, to see if it would be able to meet those challenges;</p> <ul style="list-style-type: none"> <li>➤ To understand and appreciate the gap between the public expectations and the police performance and whether this gap can be filled without making any basic changes in the structure, organisation and the attitudes of the police;</li> <li>➤ To envision a new look, cultured, people-friendly and a fighting-fit police force which is able to win the confidence and trust of the people and, at the same time, can tackle effectively the problems of organised crime, militancy and terrorism;</li> <li>➤ To examine and bring out the changes which should be made in the following systems to transform our police into a most professional and competent force:- <ul style="list-style-type: none"> <li>a) Recruitment at different levels</li> <li>b) Training – both inductions and in-service</li> <li>c) Career planning at all levels</li> <li>d) Accountability of the police</li> <li>e) Redressal of</li> </ul> </li> </ul>	<p>papers for recruitment to the level of SIs. Conduct of examination and evaluation of papers should be done by States.</p> <ul style="list-style-type: none"> <li>➤ In-Service Training needs more attention.</li> <li>➤ The traditional system of village policing should be revived and proper utilization of the same should be made</li> <li>➤ Selection of Constables &amp; SIs must be based on a prequalifying screening test, on the lines of J.E.E.</li> <li>➤ Promotions of policemen should be linked with training like in Army.</li> <li>➤ Police Commisionerate system (Cities with a population of one million and State Capitals)</li> <li>➤ Separation of Investigation wing from Law &amp; Order.</li> <li>➤ The traditional system of village policing should be revised.</li> <li>➤ A minimum tenure of 2 years should be ensured for Police officers at various levels.</li> <li>➤ Steps should be taken to build world class forensic science facilities.</li> <li>➤ Outsourcing of some police duties such as serving of summons, issuing of parking tickets etc.</li> <li>➤ There is a need of statutory inspectorate of</li> </ul>	
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			<p>public grievances</p> <p>f) Redressal of police grievances</p> <p>g) Police Station of the Next Millennium</p> <p>h) Village and city police</p> <p>i) Techniques of investigation</p> <p>j) Prosecution of cases</p> <p>k) Management of traffic</p> <p>l) Dealing with women and weaker sections of society</p> <p>➤ To suggestion measures to equip the police to adequately meet the challenges of the modern, hi-tech criminal and of cyber-crime;</p> <p>➤ To recommend changes in the weaponry, communication and mobility of the police force;</p> <p>➤ To examine how the intelligence gathering machinery could be revamped both at the Centre and the States and how their mutual interaction for intelligence sharing could be made faster and more reliable;</p> <p>➤ To devise methods of insulating the police from politicisation and criminalisation.</p> <p>➤ To devise ways of securing public trust and cooperation in preventing and</p>	<p>Police to carry out Annual inspection of Police.</p> <p>➤ A new Police Act.</p> <p>➤ Directorate of Prosecution under Home Department in States.</p> <p>➤ Provision to deal organized crime.</p>	
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			<p>solving crime;</p> <ul style="list-style-type: none"> <li>➤ To examine the need to clarify some crimes as “federal crimes” and to create a Federal Law Enforcement Agency under the Ministry of Home Affairs.</li> <li>➤ To the structural changes that need to be introduced for the police to function more efficiently and professionally.</li> </ul>		
4.	<b>Committee on Reforms of Criminal Justice System under Dr. Justice V.S. Malimath</b>	24.11.2000	<ul style="list-style-type: none"> <li>➤ To examine the fundamental principles of criminal jurisprudence, including the constitutional provisions relating to criminal jurisprudence and see if any modifications or amendments are required thereto;</li> <li>➤ To examine in the light of findings on fundamental principles and aspects of criminal jurisprudence as to whether there is a need to re-write the Code of Criminal Procedure, the Indian Penal Code and the Indian Evidence act to bring them in tune with the demand of the times and in harmony with the aspirations of the people of India;</li> <li>➤ To make specific recommendations on simplifying judicial procedures and practices and</li> </ul>	<ul style="list-style-type: none"> <li>➤ Separation of investigation from law and order.</li> <li>➤ Establishment of the State Security Commission.</li> <li>➤ Review of IPC, Cr.PC and Evidence Act</li> <li>➤ Enactment of Laws to deal with organised crime, federal crime and terrorism.</li> <li>➤ Network for CFSLs and FSLs in the Country needs to be strengthen.</li> <li>➤ Criminal Cases should be registered freely and promptly.</li> <li>➤ No arrest shall be made in respect of offence punishable only with fine.</li> <li>➤ A new Police Act must be enacted.</li> <li>➤ Serious fraud office should be established.</li> <li>➤ Suitable amendments to review the distinction between Cognisable and non-cognisable offences.</li> <li>➤ State level</li> </ul>	<p>Submitted on 28.3.2003</p> <ul style="list-style-type: none"> <li>➤ The Report of Committee on Reforms of Criminal Justice System were forwarded to the State Governments and Union Territory Administrations for appropriate action.</li> </ul>

			<p>making the delivery of justice to the common man closer, faster, uncomplicated and inexpensive;</p> <ul style="list-style-type: none"> <li>➤ To suggest ways and means of developing such synergy among the judiciary, the Prosecution and the Police as restores the confidence of the common man in the Criminal Justice System by protecting the innocent and the victim and by punishing unsparingly the guilty and the criminal;</li> <li>➤ To suggest sound system of managing, on professional lines, the pendency of cases at investigation and trial stages and making the Police, the Prosecution and the Judiciary accountable for delays in their respective domains.</li> <li>➤ To examine the feasibility of introducing the concept of "Federal Crime" which can be put on List I in the Seventh Schedule to the Constitution.</li> </ul>	<p>commission should be constituted.</p> <ul style="list-style-type: none"> <li>➤ Strengthening of Prosecution machinery.</li> <li>➤ Arrears Eradication Scheme.</li> <li>➤ Reclassification of offences.</li> </ul>	
5.	<b>Review Committee headed by Shri R.S. Mooshahary</b>	21.12.2004	<ul style="list-style-type: none"> <li>➤ To review the recommendations of the previous commissions/Committees set up on Police Reforms,</li> <li>➤ To shortlist the recommendations</li> </ul>	<p>Review Committee has shortlisted 49 recommendations. It was done after analysis of recommendations of all the previous Commissions</p>	<p>Submitted on 23.03.2005</p> <ul style="list-style-type: none"> <li>➤ The Recommendations of the Review Committee were forwarded to the State Governments and Union Territory Administrations</li> </ul>

			<p>which have not been implemented or have been implemented only partially, and</p> <ul style="list-style-type: none"> <li>➤ To recommend the present course of action on such recommendations.</li> </ul>	<p>pertaining to police reform and other aspects. The list of recommendations is given below.</p>	<p>for appropriate action.</p>
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## Annexure II

### Status on Implementation of 49 Recommendations of Review Committee headed by Shri R.S. Mooshahary

The status on implementation of 49 Recommendations on the basis of information received from 24 States/UTs are as under:

Sl. No.	Name of Recommendation	Implemented Fully	Implemented partially	Accepted but no action initiated	Under consideration	Not Agreed	Remarks
1.	Educational qualification & age limits for recruitment as Constables :  10+2 should be the minimum educational level for the new entrants.	Bihar, Uttarakhand, Karnataka, Himachal Pradesh, Chandigarh, Maharashtra, Delhi, Punjab, Andaman & Nicobar Islands.	Sikkim, Uttar Pradesh, Gujarat, Dadra & Nagar Haveli, Tripura	Manipur	Goa, Meghalaya (Age of recruitment 18-21 yrs with relaxation of 5 years in case STs/SCs)	Chhattisgarh, Tamil Nadu, Nagaland, Mizoram, Bihar (Not agreed on age limit), Madhya Pradesh, Jammu & Kashmir	
	Age of recruitment should be between 17-21 years so as to catch them young.	Uttarakhand, Karnataka, Himachal Pradesh, Chandigarh, Delhi, Andaman & Nicobar Islands.	Tripura, Uttar Pradesh, Gujarat	Manipur	Goa, Meghalaya (Age of recruitment 18-21 yrs with relaxation of 5 years in case STs/SCs)	Chhattisgarh, Tamil Nadu, Nagaland, Mizoram, Bihar (Age limit), Sikkim, Madhya Pradesh, Maharashtra, Dadra & Nagar Haveli, Jammu & Kashmir	Punjab: Age limit 18-25 years
2.	Educational qualification & age limit for Recruitment of Sub-Inspectors : Minimum educational should be graduation.	Meghalaya, Mizoram, Goa, Uttarakhand, Bihar, Karnataka, Himachal Pradesh, Sikkim, Chandigarh, Madhya Pradesh, Maharashtra, Jammu & Kashmir, Delhi, Punjab, Andaman & Nicobar Islands.	Chhattisgarh, Tamil Nadu, Tripura, Uttar Pradesh, Gujarat, Dadra & Nagar Haveli	Manipur		Nagaland,	
	Age of recruitment should be between 20-23 years.	Himachal Pradesh, Mizoram, Chandigarh, Uttarakhand, Delhi, Punjab, Andaman & Nicobar Islands.	Uttar Pradesh, Gujarat,	Manipur	Meghalaya (21-25 yrs with relaxation of 5 yrs in case of STs/SCs),	Sikkim, Madhya Pradesh, J&K, Maharashtra, Dadra & Nagar Haveli, Jammu & Kashmir, Bihar	
3	Establishment of State Police Recruitment Boards: Recruitment of Constables should be entrusted to State Police	Tamil Nadu, Bihar, Nagaland, Meghalaya, Karnataka, Himachal Pradesh, Mizoram, Sikkim, Uttar Pradesh, Jammu &	Chhattisgarh, Uttarakhand, Gujarat, Chandigarh, Dadra & Nagar Haveli, Punjab	Tripura, Manipur		Goa, Madhya Pradesh, Maharashtra	



	Recruitment Boards	Kashmir, Delhi, Andaman & Nicobar Islands					
4	Scale of pay for Constables :  Salary should be substantially enhanced.	Tamil Nadu, Bihar (Age limit), Mizoram, Uttarakhand, Karnataka, Tripura, Himachal Pradesh, Chandigarh, Madhya Pradesh, Jammu & Kashmir, Delhi, Punjab	Nagaland, Uttar Pradesh, Dadra & Nagar Haveli	Chhattisgarh, Meghalaya, Manipur,	Goa, Sikkim, Maharashtra	Gujarat	
	Should be commensurate with his responsibility & arduous duty.	Tripura, Himachal Pradesh, Mizoram, Chandigarh, Madhya Pradesh, Jammu & Kashmir, Delhi, Punjab	Uttar Pradesh,	Manipur, Dadra & Nagar Haveli	Bihar, Sikkim, Maharashtra		
5	Working hours for Constabulary : Shift system with 8 hours a day, six days a week recommended.	Meghalaya, Delhi, Andaman & Nicobar Islands, Punjab, Andhra Pradesh	Mizoram, Uttarakhand, Karnataka, Himachal Pradesh, Mizoram, Sikkim, Uttar Pradesh, Dadra & Nagar Haveli, Kerala	Chhattisgarh, Manipur	Bihar, Goa, Gujarat, Tripura	Jammu & Kashmir, Chandigarh	Introduced in 51 Police Stations in Kerala.
	Overburdening should be avoided as also deployment for non-core duties.	Sikkim, Chandigarh, Andaman & Nicobar Islands, Punjab	Himachal Pradesh, Mizoram, Uttar Pradesh, Dadra & Nagar Haveli	Meghalaya, Manipur,	Gujarat, Tripura, Delhi	Madhya Pradesh, Maharashtra	
6	Promotional prospects for Constables. At least 3 promotions should be given in entire carrier.	Tamil Nadu, Bihar, Meghalaya, Goa, Uttarakhand, Tripura, Himachal Pradesh, Mizoram, Sikkim, Madhya Pradesh, Uttar Pradesh, Maharashtra, Dadra & Nagar Haveli, Jammu & Kashmir, Andaman & Nicobar Islands.	Chhattisgarh, Karnataka, Gujarat, Delhi	Manipur,	Nagaland		Chandigarh, Punjab: Not possible at present
	Merit based promotion criteria should be evolved.	Bihar, Tripura, Himachal Pradesh, Mizoram, Madhya Pradesh, Uttar Pradesh, Dadra & Nagar Haveli, Jammu & Kashmir, Andaman & Nicobar Islands.	Gujarat, Delhi	Manipur,	Meghalaya, Sikkim, Maharashtra		
7	Training of policemen at all levels:-Adequate training for upgrading professional skills.	Chhattisgarh, Tamil Nadu, Bihar, Nagaland, Meghalaya, Mizoram, Goa, Uttarakhand, Karnataka, Himachal Pradesh, Sikkim, Chandigarh, Madhya Pradesh, Dadra & Nagar Haveli, Jammu &	Uttarakhand, Tripura, Uttar Pradesh, Gujarat,	Manipur,	Maharashtra		

		Kashmir, Delhi, Punjab, Andaman & Nicobar Islands.					
	Regular training for inculcating right attitude towards public.	Bihar, Meghalaya, Himachal Pradesh, Mizoram, Sikkim, Madhya Pradesh, Dadra & Nagar Haveli, Jammu & Kashmir, Delhi, Andaman & Nicobar Islands.	Tripura, Uttar Pradesh, Gujarat, Chandigarh, Punjab	Manipur,	Maharashtra		
8	Linkage of promotion with training:- Police promotion Examination Board should be established in each State.	Tamil Nadu, Nagaland, Meghalaya, Mizoram, Goa, Uttarakhand, Himachal Pradesh, Chandigarh, Manipur, Madhya Pradesh, Uttar Pradesh, Andaman & Nicobar Islands	Chhattisgarh, Tripura, Gujarat, Delhi, Jammu & Kashmir	Dadra & Nagar Haveli	Sikkim, Maharashtra, Dadra & Nagar Haveli	Bihar, Punjab	
	Promotion should be linked with mandatory completion of training for all ranks.	Bihar, Meghalaya, Himachal Pradesh, Mizoram, Chandigarh, Manipur, Madhya Pradesh, Uttar Pradesh, Uttarakhand, Andaman & Nicobar Islands, Jammu & Kashmir	Gujarat, Tripura, Delhi	Dadra & Nagar Haveli	Sikkim, Maharashtra, Dadra & Nagar Haveli		
9	Co-relation between training and posting: Co-relation between training and posting should be ensured.	Tamil Nadu, Bihar, Goa, Uttarakhand, Himachal Pradesh, Chandigarh, Madhya Pradesh, Delhi, Punjab, Andaman & Nicobar Islands, Jammu & Kashmir	Nagaland, Mizoram, Tripura, Manipur, Uttar Pradesh, Gujarat, Dadra & Nagar Haveli	Sikkim,	Chhattisgarh, Meghalaya	Maharashtra	
	Posting should be in areas relevant to training undergone.	Bihar, Himachal Pradesh, Chandigarh, Madhya Pradesh, Uttarakhand, Delhi, Punjab, Andaman & Nicobar Islands.	Tripura, Mizoram, Manipur, Uttar Pradesh, Gujarat, Dadra & Nagar Haveli, Jammu & Kashmir	Sikkim,		Maharashtra	
10	Police Housing: Additional provision of barracks accommodation should be ensured at district headquarter.	Tamil Nadu, Tripura, Sikkim, Madhya Pradesh, Andaman & Nicobar Islands	Chhattisgarh, Bihar, Mizoram, Goa, Uttarakhand, Karnataka, Himachal Pradesh, Chandigarh, Uttar Pradesh, Gujarat, Maharashtra, Dadra & Nagar Haveli, Jammu & Kashmir, Delhi, Telangana	Nagaland, Manipur, Punjab	Meghalaya,		
	100% family accommodation should be provided for all non-Gazetted	Madhya Pradesh, Tripura, Andaman & Nicobar Islands.	Bihar, Himachal Pradesh, Mizoram, Sikkim, Uttar Pradesh, Gujarat,	Manipur, Chandigarh, Punjab, Jammu & Kashmir			

	ranks.		Maharashtra, Dadra & Nagar Haveli, Uttarakhand, Delhi, Telangana, Andaman & Nicobar Islands				
11	Levels of direct recruitment to Police Service:  In non-IPS category direct recruitment should be restricted to Constables & Sub-Inspectors only.	Bihar, Goa, Uttarakhand, Chandigarh, Punjab	Tamil Nadu, Nagaland, Karnataka, Tripura, Dadra & Nagar Haveli, Jammu & Kashmir	Sikkim, Manipur,	Chhattisgarh, Uttar Pradesh,	Meghalaya, Bihar (As for Recruitment of DSP is concerned), Mizoram, Gujarat, Maharashtra, Himachal Pradesh	Dropped by Madhya Pradesh, Delhi
	Direct recruitment to other levels should be eliminated in a phased manner.	Chandigarh, Uttarakhand, Punjab	Dadra & Nagar Haveli	Tripura, Sikkim, Manipur,	Uttar Pradesh,	Bihar (As for Recruitment of DSP is concerned), Mizoram, Gujarat, Maharashtra, Jammu & Kashmir, Himachal Pradesh	
12	Teeth-to-tail ratio in the police force: Ratio between SI and Constable should be 1:4 (present ratio ranges from 1:7 to 1:15).	Chandigarh, Madhya Pradesh, Andaman & Nicobar Islands, Punjab, Delhi	Chhattisgarh, Goa, Uttarakhand, Bihar, Manipur, Uttar Pradesh, Dadra & Nagar Haveli, Himachal Pradesh, Jammu & Kashmir	Mizoram	Tamil Nadu, Tripura, Nagaland, Sikkim, Gujarat, Maharashtra,	Meghalaya	
	Number of SIs in Police stations should be suitably increased.	Chandigarh, Madhya Pradesh, Dadra & Nagar Haveli, Andaman & Nicobar Islands, Punjab, Delhi	Bihar, Sikkim, Manipur, Uttar Pradesh, Uttarakhand, Himachal Pradesh, Jammu & Kashmir	Mizoram	Tripura, Gujarat, Maharashtra,	Meghalaya	
13	Police Commissionerate System : All cities with population above 10 lakhs should adopt Commissionerate system.	Tamil Nadu, Karnataka, Maharashtra, Delhi, Punjab	Uttarakhand, Gujarat,	Chandigarh	Chhattisgarh, Meghalaya, Bihar, Nagaland, Madhya Pradesh, Uttar Pradesh, Jammu & Kashmir, Himachal Pradesh	Goa, Manipur, Dadra & Nagar Haveli	No comment by Mizoram, Sikkim, Tripura
	Complexities of urban policing can be better handled in this system.	Maharashtra, Delhi, Punjab	Gujarat, Uttarakhand	Chandigarh	Bihar, Madhya Pradesh, Uttar Pradesh, Jammu & Kashmir, Himachal Pradesh	Manipur, Dadra & Nagar Haveli	
14	Separation of investigation from Law & Order : This should be implemented in urban police stations to begin with.	Tamil Nadu, Karnataka, Himachal Pradesh, Madhya Pradesh, Maharashtra, Punjab	Goa, Bihar, Manipur, Uttar Pradesh, Gujarat, Delhi.	Chhattisgarh, Nagaland, Mizoram, Uttarakhand, Tripura, Sikkim, Dadra & Nagar Haveli, Punjab	Meghalaya, Chandigarh	Jammu & Kashmir	

	Non-core police functions should be out-sourced to free more policemen for investigation.	Himachal Pradesh, Madhya Pradesh, Maharashtra	Manipur, Uttar Pradesh, Gujarat, Delhi.	Tripura, Mizoram, Sikkim, Chandigarh, Dadra & Nagar Haveli, Uttarakhand	Bihar, Chandigarh	Meghalaya, Jammu & Kashmir	
15	Manpower strength in Police Stations :-  Work study of police stations is necessary to arrive at manpower norms in a scientific manner.	Tamil Nadu, Uttarakhand, Sikkim, Madhya Pradesh, Delhi, Andaman & Nicobar Islands, Chandigarh	Chhattisgarh, Nagaland, Manipur, Uttar Pradesh, Maharashtra	Tripura, Himachal Pradesh, Punjab	Bihar, Meghalaya, Goa, Mizoram, Gujarat, Dadra & Nagar Haveli, Jammu & Kashmir		
16	Orderly system : Existing system of orderly should be replaced by system of attachment of one constable/helper for assisting in attending to petitioners & telephones and allowance for engaging by each officer for mental jobs.	Tamil Nadu, Himachal Pradesh, Madhya Pradesh, Dadra & Nagar Haveli, Andaman & Nicobar Islands, Chandigarh	Meghalaya, Uttarakhand, Sikkim,	Chhattisgarh, Nagaland, Punjab	Bihar, Mizoram, Goa, Manipur	Uttar Pradesh, Gujarat, Maharashtra, Jammu & Kashmir	Tripura (Not in practice in the State)  Delhi: The orderly system had been discontinued by MHA. No Police personnel is posted as Personal orderly to any officer in Delhi Police.
	This will result in considerable saving of manpower.	Tamil Nadu, Himachal Pradesh, Madhya Pradesh, Andaman & Nicobar Islands, Chandigarh	Meghalaya, Uttarakhand	Chhattisgarh, Nagaland, Chandigarh, Punjab	Bihar, Mizoram, Goa, Manipur, Delhi	Uttar Pradesh, Gujarat, Maharashtra, Jammu & Kashmir	
17	Internal Security role of Police : State Governments need to facilitate Central Government to coordinate and direct police operations in situations threatening internal security. This involves Constitutional amendment incorporating internal security as entry in Union List.	Nagaland, Mizoram, Goa, Andaman & Nicobar Islands, J&K		Chhattisgarh, Uttarakhand, Tripura, Punjab	Maharashtra	Tamil Nadu, Bihar, Meghalaya, Sikkim, Manipur, Uttar Pradesh, Gujarat, Dadra & Nagar Haveli	Dropped by:- Madhya Pradesh, Delhi, Himachal Pradesh  No action required: Chandigarh
18	Village Police System: The traditional system of village policing system should be reviewed and revamped.	Chhattisgarh, Tamil Nadu, Mizoram, Goa, Himachal Pradesh, Punjab, Tripura, Andaman & Nicobar Islands.	Meghalaya, Gujarat, Jammu & Kashmir	Nagaland, Uttarakhand, Chandigarh,	Bihar, Manipur, Uttar Pradesh, Maharashtra, Dadra & Nagar Haveli	Chandigarh, Madhya Pradesh,	Dropped by:- Delhi
	Suitable provisions should be made in the new Police Act. State Governments	Himachal Pradesh, Mizoram, Sikkim, Dadra & Nagar Haveli, Delhi, Tripura, Punjab, Andaman &	Gujarat	Chandigarh, Uttarakhand	Bihar, Manipur, Uttar Pradesh	Chandigarh, Madhya Pradesh	

	should expedite sending their views on this issue.	Nicobar Islands.					
19	Merger of Women police with regular police : Earmarked quota of 33% for women in police force.	Tamil Nadu, Bihar, Mizoram, Uttarakhand, Karnataka, Tripura, Himachal Pradesh, Sikkim, Chandigarh, Madhya Pradesh, Uttar Pradesh, Maharashtra, Dadra & Nagar Haveli, Delhi, Andaman & Nicobar Islands	Chhattisgarh, Nagaland, Manipur, Gujarat, Punjab			Meghalaya, Goa, Jammu & Kashmir	
	Police women should be functionally integrated with the force.	Himachal Pradesh, Mizoram, Chandigarh, Madhya Pradesh, Uttar Pradesh, Chandigarh, Maharashtra, Dadra & Nagar Haveli, Jammu & Kashmir, Uttarakhand, Andaman & Nicobar Islands	Manipur, Gujarat, Punjab			Meghalaya	
20	IPS Cadres for Central Police Organizations: This was considered in MHA and not found feasible. Therefore, it may be dropped.	Chhattisgarh, Madhya Pradesh, Punjab,		Tamil Nadu, Uttarakhand, Sikkim	Manipur, Uttar Pradesh,	Meghalaya, Dadra & Nagar Haveli	Dropped by Delhi, Chandigarh, Himachal Pradesh. No comment by Bihar. Nagaland, Mizoram, Tripura, Mizoram, Gujarat, Maharashtra
21	Method of selection of Chief of Police : The need for evolving and codifying a proper mechanism for selection of DGP is paramount (Supreme Court judgement may be noted).	Chhattisgarh, Tamil Nadu, Bihar, Meghalaya, Uttarakhand, Tripura, Himachal Pradesh, Sikkim, Madhya Pradesh, Uttar Pradesh, Gujarat, Maharashtra, Punjab	Mizoram,	Nagaland,	Manipur,	Dadra & Nagar Haveli, Jammu & Kashmir	Delhi, Chandigarh (Relates to MHA)
	State Governments should institutionalize an additional mechanism for selection of DGP (Supreme Court judgement may be noted).	Bihar, Tripura, Himachal Pradesh, Uttar Pradesh, Gujarat, Maharashtra, Uttarakhand, Punjab	Mizoram,			Jammu & Kashmir	
22	Tenure of Chief of Police : Minimum tenure of 2 years should be ensured for DGP (Supreme Court judgement may be noted).	Chhattisgarh, Tamil Nadu, Bihar, Meghalaya, Mizoram, Goa, Uttarakhand, Tripura, Himachal Pradesh, Sikkim, Chandigarh, Madhya Pradesh,	Nagaland, Dadra & Nagar Haveli	Manipur		Jammu & Kashmir	Delhi (Relates to MHA)

		Uttar Pradesh, Gujarat, Maharashtra, Punjab					
	Fixity of tenure should also be ensured for IGP/other senior officers.	Bihar, Himachal Pradesh, Mizoram, Chandigarh, Uttar Pradesh, Maharashtra, Uttarakhand, Punjab, Tripura		Manipur	Sikkim,	Jammu & Kashmir	
23	Fixity of tenure of key functionaries: Police officers should be effectively protected from whimsical & mala fide transfer.	Chhattisgarh, Bihar, Meghalaya, Goa, Tripura, Himachal Pradesh, Sikkim, Chandigarh, Madhya Pradesh, Gujarat, Maharashtra, Dadra & Nagar Haveli, Delhi, Punjab, Andaman & Nicobar Islands.	Nagaland, Mizoram, Karnataka, Uttar Pradesh,	Uttarakhand, Manipur,	Jammu & Kashmir	Tamil Nadu,	
	Statutory provisions should be made for effecting only bona fide transfers.	Bihar, Meghalaya, Himachal Pradesh, Gujarat, Maharashtra, Delhi, Punjab, Tripura, Andaman & Nicobar Islands.	Mizoram, Uttar Pradesh	Uttarakhand	Jammu & Kashmir		
24	Police Establishment Board : Separate State level PEB should be set up in each State for Gazetted and non-Gazetted ranks.	Chhattisgarh, Tamil Nadu, Meghalaya, Mizoram, Goa, Uttarakhand, Karnataka, Tripura, Himachal Pradesh, Sikkim, Chandigarh, Madhya Pradesh, Uttar Pradesh, Maharashtra, Dadra & Nagar Haveli, Jammu & Kashmir, Delhi, Punjab, Andaman & Nicobar Islands.	Nagaland, Gujarat,	Manipur,	Bihar		
	The Board should decide transfer, posting & promotion of officers	Chhattisgarh, Tamil Nadu, Meghalaya, Mizoram, Goa, Uttarakhand, Karnataka, Himachal Pradesh, Sikkim, Chandigarh, Uttar Pradesh, Maharashtra, Jammu & Kashmir, Delhi, Punjab, Tripura, Andaman & Nicobar Islands.	Nagaland, Gujarat	Manipur	Bihar		
25.	Adequate financial powers for DGsP and CPs : Adequate financial delegation should be made to DGsP/CPs, as in the case of DGs of	Chhattisgarh, Himachal Pradesh, Bihar, Meghalaya, Goa, Uttarakhand, Karnataka, Chandigarh, Madhya Pradesh, Andaman & Nicobar Islands, Punjab	Tamil Nadu, Manipur, Dadra & Nagar Haveli	Nagaland, Sikkim,	Mizoram, Tripura, Uttar Pradesh, Gujarat, Maharashtra, Jammu & Kashmir		Does not relates to Delhi Police.

	CPOs.						
	A Financial Adviser should be attached to DGP.	Bihar, Himachal Pradesh, Chandigarh, Madhya Pradesh, Dadra & Nagar Haveli, Jammu & Kashmir, Uttarakhand, Andaman & Nicobar Islands, Punjab	Manipur,		Mizoram, Uttar Pradesh, Gujarat, Maharashtra, Tripura		
26	Modernization of Police Forces: State Government needs to step up utilization of funds in the priority areas.	Chhattisgarh, Bihar, Nagaland, Mizoram, Goa, Uttarakhand, Tamil Nadu, Karnataka, Tripura, Himachal Pradesh, Sikkim, Chandigarh, Madhya Pradesh, Uttar Pradesh, Gujarat, Dadra & Nagar Haveli, Jammu & Kashmir, Delhi, Andaman & Nicobar Islands, Punjab	Meghalaya, Manipur,		Maharashtra		
	Proper monitoring and performances audit need to be done to ensure that objectives of modernization are achieved.	Bihar, Himachal Pradesh, Mizoram, Sikkim, Chandigarh, Uttar Pradesh, Gujarat, Uttarakhand, Delhi, Andaman & Nicobar Islands, Punjab, Tripura.	Manipur,	Jammu & Kashmir	Maharashtra		
27.	Upgradation of Police Training facilities:	Chhattisgarh, Tamil Nadu, Madhya Pradesh, Delhi, Andaman & Nicobar Islands, Himachal Pradesh.	Bihar, Meghalaya Mizoram, Karnataka, Tripura, Sikkim, Gujarat, Dadra & Nagar Haveli, Punjab, Jammu & Kashmir	Uttarakhand, Manipur,	Nagaland, Goa, Uttar Pradesh, Maharashtra, Chandigarh		
	States should ensure that these facilities are adequately staffed and fully utilized.	Dadra & Nagar Haveli, Punjab, Delhi, Andaman & Nicobar Islands, Himachal Pradesh.	Bihar, Mizoram, Gujarat, Tripura, Jammu & Kashmir	Manipur, Uttarakhand	Uttar Pradesh, Maharashtra, Chandigarh		
28.	Improvement of Forensic Science Infrastructure : State-of-the-art forensic science laboratories should be set up along with trained experts.	Tamil Nadu, Himachal Pradesh, Chandigarh, Madhya Pradesh, Uttar Pradesh, Gujarat, Andaman & Nicobar Islands, Delhi, Jammu & Kashmir	Chhattisgarh, Bihar, Nagaland, Meghalaya, Mizoram, Goa, Uttarakhand, Karnataka, Sikkim, Maharashtra	Manipur	Punjab		
	Necessary for improving quality of investigation and stepping up rate of conviction.	Himachal Pradesh, Gujarat, Andaman & Nicobar Islands, Delhi, Chandigarh.	Bihar, Mizoram, Maharashtra, Dadra & Nagar Haveli, Jammu & Kashmir	Manipur,			

29.	Common Central Forensic Science cadre for Central organization:	Delhi		Tamil Nadu, Uttarakhand	Uttar Pradesh,	Manipur, Dadra & Nagar Haveli	Madhya Pradesh: (Action by Government of India). (Not related to Government of Maharashtra, Chandigarh) No comment by Chhattisgarh, Bihar Nagaland Meghalaya Mizoram, Tripura, Himachal Pradesh, Sikkim, Gujarat,
30.	Computerisation of Police Stations.	Tamil Nadu, Meghalaya, Uttarakhand, Karnataka, Himachal Pradesh, Sikkim, Gujarat, Tripura, Andaman & Nicobar Islands, Delhi, Chandigarh, Jammu & Kashmir	Chhattisgarh, Bihar Nagaland, Mizoram, Madhya Pradesh, Uttar Pradesh, Maharashtra, Dadra & Nagar Haveli, Delhi, Punjab	Manipur	Goa		
31.	Restructuring of Police Stations : Fresh yardsticks of police stations jurisdiction to be worked out as per ground situation.	Tamil Nadu, Nagaland, Karnataka, Tripura, Delhi, Punjab, Andaman & Nicobar Islands, Himachal Pradesh.	Chhattisgarh, Mizoram, Goa, Madhya Pradesh, Uttar Pradesh,	Uttarakhand, Manipur, Dadra & Nagar Haveli	Bihar, Meghalaya, Sikkim, Chandigarh, Gujarat, Maharashtra, Jammu & Kashmir		
32.	Basic facilities in Police Stations: Basic facilities should be provided in all police stations as per norms evolved by BPR&D.	Tamil Nadu, Goa, Uttarakhand, Karnataka, Tripura, Himachal Pradesh, Delhi, Telangana, Chandigarh, Andaman & Nicobar Islands.	Chhattisgarh, Bihar Meghalaya, Mizoram, Chhattisgarh, Sikkim, Madhya Pradesh, Uttar Pradesh, Gujarat, Dadra & Nagar Haveli, Jammu & Kashmir, Punjab	Nagaland, Manipur,	Maharashtra		
33.	Outsourcing of some police duties : Peripheral and non-policing activities (e.g., serving of summons should be out-sourced).  This will save manpower and promote police-community partnership by involving non-police communities.	Himachal Pradesh, Madhya Pradesh (Community Policing system implemented), Andaman & Nicobar Islands.	Tamil Nadu, Delhi, Chandigarh, Jammu & Kashmir	Nagaland, Uttarakhand, Sikkim, Manipur, Dadra & Nagar Haveli, Punjab	Bihar, Meghalaya, Mizoram, Goa, Gujarat, Maharashtra	Chhattisgarh, Uttar Pradesh, Andaman & Nicobar Islands	
34.	Weeding corrupt Police Personnel System of performance review of officials	Chhattisgarh, Tamil Nadu, Bihar, Meghalaya, Goa, Karnataka, Tripura, Himachal	Mizoram, Nagaland, Uttar Pradesh, Dadra & Nagar Haveli,	Uttarakhand, Sikkim	Manipur, Jammu & Kashmir,		



	after a particular age should be mandatory.	Pradesh, Chandigarh, Madhya Pradesh, Gujarat, Maharashtra, Delhi, Punjab, Andaman & Nicobar Islands.					
	Unfit/corrupt personnel should be weeded, and system should be implemented effectively, starting from top level.	Bihar, Tripura, Himachal Pradesh, Chandigarh, Madhya Pradesh, Gujarat, Maharashtra, Jammu & Kashmir, Delhi, Punjab, Andaman & Nicobar Islands.	Jammu & Kashmir	Uttarakhand	Manipur,		
35.	Accountability of Police to Public : Citizen's committee to be set up at district/sub-division/PS level. Representatives of a various professional groups of the community and respectable persons should be included.	Chhattisgarh, Nagaland, Meghalaya, Uttarakhand, Tripura, Himachal Pradesh, Sikkim, Chandigarh, Madhya Pradesh, Jammu & Kashmir, Delhi, Punjab, Andaman & Nicobar Islands.	Mizoram, Karnataka, Uttar Pradesh, Gujarat,	Manipur, Dadra & Nagar Haveli	Goa, Maharashtra, Jammu & Kashmir	Tamil Nadu, Bihar	
36.	Police Complaints Board Non-statutory bodies should be set up at district/range/State to examine complaints against police.	Tamil Nadu, Bihar(with modification), Meghalaya, Goa, Uttarakhand, Karnataka, Sikkim, Chandigarh, Madhya Pradesh, Gujarat, Maharashtra, Dadra & Nagar Haveli, Delhi, Punjab, Andaman & Nicobar Islands, Himachal Pradesh	Nagaland		Mizoram, Himachal Pradesh, Jammu & Kashmir	Manipur, Uttar Pradesh,	No comment by Chhattisgarh
37.	Free registration of crime : Free registration should be encouraged.	Chhattisgarh, Tamil Nadu, Bihar, Meghalaya, Mizoram, Goa, Uttarakhand, Nagaland, Karnataka, Tripura, Himachal Pradesh, Sikkim, Chandigarh, Madhya Pradesh, Uttar Pradesh, Maharashtra, Dadra & Nagar Haveli, Delhi, Andaman & Nicobar Islands, Punjab, Jammu & Kashmir		Manipur			No comment:- Gujarat,
	Over dependence on crime statistics for performance evaluation of officers should be abjured.	Himachal Pradesh, Sikkim, Chandigarh, Maharashtra, Uttarakhand, Delhi, Andaman & Nicobar Islands, Punjab	Bihar, Uttar Pradesh, Jammu & Kashmir				
38.	Reduction in the number of arrests. Arrest is not	Bihar, Goa, Karnataka, Tripura, Himachal Pradesh,	Mizoram, Dadra & Nagar Haveli	Uttarakhand, Manipur,	Nagaland, Jammu & Kashmir	Tamil Nadu, Meghalaya, Madhya	Agreed by Chhattisgarh, Andaman &

	mandatory while investigating cognizable offences: it should be resorted to only in cases of heinous/specified category of cases.	Sikkim, Chandigarh, Uttar Pradesh, Gujarat, Maharashtra, Delhi, Andaman & Nicobar Islands.				Pradesh,	Nicobar Islands: Matter pertains to States.
	Amendments should be made in Cr. PC to remove the impression that arrest is necessarily linked to cognizable offences.	Meghalaya, Tripura, Himachal Pradesh, Chandigarh, Uttar Pradesh, Gujarat, Maharashtra, Dadra & Nagar Haveli, Punjab, Delhi.		Manipur, Uttarakhand	Jammu & Kashmir		Andaman & Nicobar Islands: Matter pertains to States.
39.	New Police Act : Committee of experts set up by MHA to draft a Model Act. State Governments should expedite sending their views and comment for incorporation in the new Act.	Chhattisgarh, Meghalaya, Mizoram, Bihar, Karnataka, Tripura, Himachal Pradesh, Sikkim (SPA corrected and implemented), Punjab Chandigarh	Gujarat	Tamil Nadu, Uttarakhand	Nagaland, Goa, Manipur, Madhya Pradesh, Uttar Pradesh, Jammu & Kashmir.	Dadra & Nagar Haveli	Delhi: Delhi Police Act 1978 has been able to successfully face the challenges to the mega Capital.
40.	Directorate of Prosecution: Control over prosecution should rest with senior police officers. This is vital for maintenance of proper standards of prosecution.	Chhattisgarh, Tamil Nadu, Madhya Pradesh, Uttar Pradesh, Andaman & Nicobar Islands, Jammu & Kashmir,	Mizoram, Manipur,	Meghalaya, Uttarakhand, Gujarat, Dadra & Nagar Haveli.	Nagaland, Goa, Himachal Pradesh, Sikkim, Chandigarh, Punjab	Bihar, Maharashtra	Comment of Delhi: Government may like to reply.
41.	Legal advice to police : Legal services of prosecutors should be available at Headquarters / District.	Chhattisgarh, Tamil Nadu, Bihar, Uttarakhand, Karnataka, Tripura, Himachal Pradesh, Sikkim, Madhya Pradesh, Uttar Pradesh, Maharashtra, Jammu & Kashmir, Delhi, Andaman & Nicobar Islands.	Nagaland, Mizoram, Dadra & Nagar Haveli	Manipur, Gujarat,	Goa, Punjab		
	Legal advisory role of prosecuting staff should be emphasized through departmental instructions.	Bihar, Himachal Pradesh, Uttar Pradesh, Maharashtra, Jammu & Kashmir, Uttarakhand, Delhi, Andaman & Nicobar Islands.		Meghalaya, Gujarat, Tripura.	Punjab		
42.	Confession under Sections 25 and 26 of the Evidence Act : The matter is under consideration of Government of India.			Tamil Nadu, Uttarakhand, Sikkim, Gujarat,	Manipur, Uttar Pradesh, Punjab, Tripura (no such amendment has taken place).	Dadra & Nagar, Haveli, Jammu & Kashmir	Action by Government of India :- Madhya Pradesh, Delhi No comment by Chhattisgarh.

							Nagaland, Meghalaya, Mizoram, Bihar, Himachal Pradesh, Maharashtra
43.	Federal Offences : There should be a Federal law to deal with crimes of inter-State/international ramification, State Governments should facilitate inclusion of this subject in the Union list through Constitutional amendment.	Himachal Pradesh		Mizoram, Uttarakhand, Jammu & Kashmir,	Nagaland, Goa, Tripura, Manipur, Uttar Pradesh, Gujarat.	Chhattisgarh Tamil Nadu, Sikkim, Madhya Pradesh, Dadra & Nagar Haveli, Punjab	No comment:- Maharashtra.  Delhi: Government may like to reply.
44.	Organized Crime: Special legislation by States, on the lines of the Act by Maharashtra, for tackling organized crime. Dedicated units should set up in every State for tackling organized Crime.	Chhattisgarh, Tamil Nadu, Karnataka, Chandigarh, Madhya Pradesh, Uttar Pradesh, Delhi, Andaman & Nicobar Islands	Nagaland, Himachal Pradesh, Jammu & Kashmir,	Meghalaya, Uttarakhand, Manipur, Dadra & Nagar Haveli	Bihar, Mizoram, Goa, Sikkim, Gujarat, Punjab, Tripura		No comment:- Maharashtra
45.	Tackling Economic Offences : Separate Economic offences wing should be set up led by a Senior Officer.	Chhattisgarh, Tamil Nadu, Goa, Karnataka, Himachal Pradesh, Chandigarh, Madhya Pradesh, Andaman & Nicobar Islands, Delhi.	Nagaland, Mizoram, Bihar, Tripura, Sikkim, Uttar Pradesh, Gujarat, Punjab	Uttarakhand, Dadra & Nagar Haveli	Manipur, Jammu & Kashmir,		No comment by Maharashtra
	The officers should be from various departments/disciplines- IT, Taxes, Transport, Excise, Supply, Audit, etc.	Himachal Pradesh, Chandigarh, Andaman & Nicobar Islands	Uttar Pradesh, Gujarat, Punjab, Tripura, Delhi.	Uttarakhand	Bihar, Manipur,		
46.	Distinction between non-cognizable and cognizable offences.	Himachal Pradesh		Uttarakhand, Gujarat,	Tamil Nadu, Manipur, Tripura, Madhya Pradesh, Uttar Pradesh, Chandigarh, Punjab	Dadra & Nagar Haveli	No comment by Chhattisgarh, . Nagaland, Meghalaya, Mizoram, Bihar, Sikkim, Chandigarh, Maharashtra. Delhi: Govt. may likely to reply.
47.	Amendments to Sections 161 and 162 of Cr.PC :			Tamil Nadu, Uttarakhand, Gujarat,	Tripura, Manipur, Madhya Pradesh, Uttar Pradesh, Chandigarh, Punjab	Dadra & Nagar Haveli	No comment by Chhattisgarh, Nagaland, Meghalaya, Mizoram, Bihar, Himachal

							Pradesh, Sikkim, Chandigarh, Maharashtra. Delhi:- Government may like to reply.
48.	Amendment to Identification of Prisoners Act :	Tamil Nadu		Uttarakhand, Gujarat	Manipur, Madhya Pradesh, Uttar Pradesh, Chandigarh, Delhi Punjab	Dadra & Nagar Haveli	No comment by Chhattisgarh, Nagaland, Meghalaya, Mizoram, Bihar, Tripura, Himachal Pradesh, Chandigarh, Maharashtra. Does not relate: Delhi
49.	State Security Commission A new mechanism should be devised for control and supervision in a transparent manner. State Security Commission should be constituted at the State level	Tamil Nadu, Bihar (with some modification), Meghalaya, Goa, Uttarakhand, Karnataka, Sikkim, Chandigarh, Gujarat, Andaman & Nicobar Islands, Punjab	Nagaland, Maharashtra.	Dadra & Nagar Haveli.	Manipur, Uttar Pradesh	Jammu & Kashmir,	Dropped by Chhattisgarh, Madhya Pradesh, Delhi, Himachal Pradesh,

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## Annexure III

**The details of the funds allocated and released to the States and expenditure incurred by the States during the last five years and current year under the scheme of 'Assistance to States for Modernization of Police'.**

**Table 3.3**

S. No.	State	2015-16		2016-17		2017-18		2018-19		2019-20		2020-21	
		Allocation	Released	Allocation	Released	Allocation	Released	Allocation	Released	Allocation	Released	Allocation	Released
1.	Andhra Pradesh	22.68	32.56	22.68	41.1	29.87	31.62	26.48	50.8086	24.46	75.3649	24.46	5.83
2.	Arunachal Pradesh	3.64	3.05	3.64	2.69	4.79	3.42	4.25	1.034	3.92	0.00	3.92	0.00
3.	Assam	24.47 + 59.30 *	3.29 + 59.30 *	24.47	4.68	32.23	5.48	28.57	5.6722	26.4	0.00	26.4	0.00
4.	Bihar	25.62	26.57	25.62	19.15	33.73	5.73	29.90	13.1778	27.62	9.42	27.62	19.12
5.	Chhattisgarh	9.01	14.24	9.01	1.73	11.87	2.02	10.52	8.5634	9.72	8.35	9.72	7.16
6.	Goa	0.95	0.13	0.95	0.18	1.25	0.21	1.11	0.21	1.03	0.00	1.03	0.22
7.	Gujarat	23.72	23.75	23.72	43.22	31.24	33.05	27.69	52.623	25.58	41.19	25.58	0.00
8.	Haryana	10.64	14.74	10.64	19.29	14.01	14.04	12.43	12.947	11.48	18.48	11.48	0.00
9.	Himachal Pradesh	3.25	0.44	4.88	5.58	4.28	4.09	3.79	3.3516	3.5	27.4947	3.5	0.83
10.	J&K	37.00	35.88	37.00	34.54	48.73	48.00	43.19	32.685	39.9	40.2032	--	--
11.	Jharkhand	8.54	22.44	8.54	1.64	11.24	1.91	9.97	9.9142	9.21	7.08	9.21	0.00
12.	Karnataka	35.58	39.45	35.58	72.04	46.85	17.12	41.53	11.39	38.37	14.6135	38.37	9.14
13.	Kerala	14.94	2.01	14.94	11.09	19.68	16.12	17.44	17.784	16.11	54.012	16.11	0.00
14.	Madhya Pradesh	25.14	26.8	25.14	21.86	33.11	30.47	29.34	37.968	27.11	14.45	27.11	0.00
15.	Maharashtra	43.69	50.88	43.69	12.8	57.54	9.78	51.00	9.579	47.11	65.9798	47.11	0.00
16.	Manipur	8.85	7.79	8.85	8.37	11.66	1.98	10.34	5.994	9.55	10.75	9.55	0.00
17.	Meghalaya	3.48 + 7.81 *	0.47 + 7.81 *	3.48	0.67	4.58	2.60	4.07	3.6628	3.75	6.63	3.75	0.00
18.	Mizoram	4.43	5.41	4.43	8.12	5.83	6.66	5.16	8.377	4.77	34.6311	4.77	1.14
19.	Nagaland	9.96	13.78	9.96	18.05	13.12	13.39	11.63	18.876	10.74	17.29	10.74	0.00
20.	Odisha	14.47	19.46	14.47	26.22	19.05	19.87	16.89	35.099	15.6	42.4531	15.6	0.00
21.	Punjab	15.23	20.67	15.23	27.6	20.05	20.07	17.77	36.515	16.42	31.3341	16.42	4.15
22.	Rajasthan	28.99	34.18	28.99	34.54	38.17	40.38	33.83	62.592	31.26	27.2806	31.26	13.53
23.	Sikkim	1.64	0.22	1.64	1.96	2.17	2.39	1.92	0.362	1.77	0.00	1.77	0.00
24.	Tamil Nadu	32.31	63.9	32.31	89.24	42.54	15.54	37.70	68.868	34.84	56.6206	34.84	0.00
25.	Tripura	7.28	7.00	7.28	1.4	9.58	1.63	8.49	7.078	7.84	4.97	7.84	5.72
26.	Telangana	16.22	16.32	16.22	29.4	21.35	22.60	18.93	64.168	17.48	57.5797	17.48	4.16
27.	Uttar Pradesh	58.59	69.99	58.59	35.8	77.16	28.20	68.39	118.671	63.19	64.81	63.19	32.02

28.	Uttarakhand	3.12	3.74	4.68	8.53	4.11	4.35	3.64	13.601	3.37	3.37	3.37	0.00
29.	West Bengal	26.80	35.52	26.80	12.31	35.3	48.94	31.28	46.9332	28.9	46.53	28.9	0.00
	<b>Sub-Total</b>	<b>520.25 + 67.11*</b>	<b>661.79</b>	<b>523.43</b>	<b>593.80</b>	<b>685.09</b>	<b>451.66</b>	<b>607.25</b>	<b>758.5048</b>	<b>561</b>	<b>780.8873</b>	<b>521.10</b>	<b>103.02*</b>
	Contingency Reserve ^	29.75		29.75		38.45		38.45		39.57		38.54	
	Mega City ^ Policing	45.00		41.82		45.00		45.00		32.025		0.00	
	PMU + Misc. exp.		0.32		0.22	0.45	0.09	1.40	1.2416	0.45	0.2301	0.45	0.23
	'Incentives for Police Reforms'^							76.90		158.26		154.15	
	Separate Project**								9.08	20		56.52*	
	<b>Grand Total</b>	<b>662.11</b>	<b>662.11</b>	<b>595.00</b>	<b>594.02</b>	<b>769.00 (RE 452.10)</b>	<b>451.75</b>	<b>769.00</b>	<b>768.8264</b>	<b>811.30 (RE 791.30)</b>	<b>781.1174</b>	<b>770.76 RE: 103.27)</b>	<b>103.25</b>

*Funds against allocations could not be released to most of the States as they had substantial unspent balances.*

*\*\* Greyhounds Training Centre in Andhra Pradesh.*

*# Release under HM's Contingency Reserve.*

*^ Release of these funds are shown against relevant States.*

***Note:** The figures of allocation and release include funds released to the Ordnance Factory Board (OFB) for the supply of weaponry to the States. Releases have varied vis-à-vis allocations. Where release is less than allocation, the same is on account of non-submission of Utilization Certificates(UCs) and where release exceeds allocation, the same is on account of releases made for Mega-City Policing or/and supplementary releases or/and better performance incentives or/and incentives for police reforms.*