

National Requirement of Manpower for 8-Hour Shifts in Police Stations

*Study sponsored by
Bureau of Police Research & Development, Govt. of India*

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August 2014

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Acknowledgements

A long-drawn-out study of this kind could not be accomplished without valuable support and help from a large number of persons and institutions. I am thankful to each of them.

My gratitude to BPR&D for entrusting me this study of far-reaching implications for long term reform in policing. I am grateful to Shri K.N. Sharma, IPS (Retd.), former DG BPR&D and Shri Rajan Gupta, the current DG, for their valuable support. Thanks are also due to Shri A.R.K. Kini, Addl. DG. Shri Pramod Asthana, Director (Research), BPR&D, gave his unceasing support to this work including getting a large number of questionnaire responses translated from several regional languages.

A pan-India study of this nature would not have been possible without immense help from various State police organizations. For this, I am thankful to the Police Chiefs of the States and the Union Territories. Nodal Officers nominated by State Police Chiefs for the project responded to all our overtures for information and other requests from time to time willingly and promptly. Valuable help provided by Shri Jacob Punnoose, ex-DGP, Kerala, Shri M. Mahender Reddy and Shri Umesh Sharraf, Addl. DGPs of Andhra Pradesh, and Shri A. Hemachandran, ADGP, Kerala, at different stages of the project, is also thankfully acknowledged. Dr. P.V.K. Prasad, Principal, CDTs, Hyderabad, facilitated focus group discussions with cutting edge level police officers, participating in CDTs training programmes. It was a much appreciated gesture.

Special mention of Shri Nandan Dubey, IPS, DGP, Madhya Pradesh, is due for his unstinting support in the conduct of action research in M.P. police stations. The local offices - SHOs, SDPOs, District SPs and higher supervisory officers of those police stations - also provided all the needed support. I am thankful to them.

Dr. Deepali P. Singh, Professor of the Indian Institute of Information Technology & Management, Gwalior, was of immense help in conducting action research survey in Madhya Pradesh, as also in review of the literature on technology aspect of the study. Dr. G.B. Reddy and Dr. P. Mohan Rao of Osmania University also helped us in literature survey. Shri Varun Agastya, a budding scholar of the Tata Institute of Social Sciences, Hyderabad, filled in the gaps in the literature review. I am thankful to all of them.

My thanks are also due to Dr. S.K. Rao, Director General, ASCI, for his support throughout this work.

My colleagues in the study team, Dr. Nirmalya Bagchi, Dr. N.G. Satish, and Dr. Harsh Sharma, all from ASCI, as also Shri A. Venkat Rao, IPS (Retd.), and Research Associates Shri P. Venugopal, and Smt. G. Padma were of invaluable help. Dr. Nirmalya Bagchi initiated me into the world of research and Dr. N.G. Satish made it easy to wade through the intricacies of research work at the crucial phase

of the project. Shri A.Venkat Rao was always available with his sage advice and other needed help from time to time. Shri P. Venugopal, with his remarkable and infectious dedication to work, remained a pillar of support and strength all through the project.

And, I must mention, my children have extended care and support all through this work. I have fallen behind in pampering my four grand children because of this engagement. There is some catching up to do on that!

Kamal Kumar
Project Leader

Abbreviations & Acronyms

ACP	Assistant Commissioner of Police
Addl. SP	Additional Superintendent of Police
ADG	Additional Director General of Police
API	Assistant Police Inspector
ASCI	Administrative Staff College of India
ASI	Assistant Sub-Inspector
ASP	Assistant Superintendent of Police
Asst.	Assistant
BPR&D	Bureau of Police Research & Development
BW	Bailable Warrant
CAS	Core Application Software
CCIS	Crime-Criminal Information System
CCTNS	Crime & Criminal Tracking Network System
CCTV	Closed Circuit Television
CD	Case Diary
CDTS	Central Detective Training School
CI	Circle Inspector
CIPA	Common Integrated Police Application
CIPS	Centre for Innovations in Public Systems
CMM	Chief Munsif Magistrate
CMS	Court Monitoring System
CrPC	Criminal Procedure Code
CUG	Closed User Group
DCP	Deputy Commissioner of Police
DCRB	District Crime Records Bureau
DD	Detective Department
DGP	Director General of Police
DIG	Deputy Inspector General of Police
DySP	Deputy Superintendent of Police
EPABX	Electronic Private Automatic Branch Exchange
FGD	Focus Group Discussion
FIR	First Information Report
FLSA	Fair Labour Standards Act
FSL	Forensic Science Laboratory
GPS	Global Positioning System
GO	Government Order
HC	Head Constable
Hqrs.	Headquarters

ICT	Information and Communication Technology
IO	Investigating Officer
IGP	Inspector General of Police
ILO	International Labour Organisation
Insp.	Inspector
IPC	Indian Penal Code
IT	Information Technology
L&O	Law & Order
MGP	Modernisation of Government Programme
MM	Munsif Magistrate
MP	Madhya Pradesh
NA	Not Available
NBW	Non-Bailable Warrant
NCRB	National Crime Records Bureau
NI Act	Negotiable Instruments Act
OC	Officer-in-Charge
PC	Police Constable
PI	Police Inspector
PS	Police Station
PSI	Police Sub-Inspector
PT cases	Pending Trial cases
PolNet	Police Intranet
QRT	Quick Response Team
RTI	Right to Information
SAPS	South African Police Service
SB	Special Branch
SDPO	Sub-Divisional Police Officer
SHO	Station House Officer
SI	Sub-Inspector
SLL	Special & Local Laws
SMS	Short Message Service
SO	Supervisory Officer
SP	Superintendent of Police
SPSS	Statistical Package for Social Sciences Research
SQL	Structured Query Language
UAVs	Unmanned Aerial Vehicles
USA	United States of America
VIP	Very Important Person
ZIPNET	Zonal Integrated Police Network

Executive summary

Policing is a relentless activity, requiring efficient service delivery round-the-clock. This inevitably throws up the need for availability of staff on 24x7 basis. The Indian Police Act of 1861, in keeping with the objective of the then rulers to have an economical police force, mandated an “always on duty” work regime for police officers.¹ In effect, however, it meant an intermittent 24-hour duty schedule. The workload was also not too heavy, expected standards of policing were not too exacting, and sense of accountability to the people was almost non-existent, in those days. The ever-increasing workload, emerging job requirements as well as the environment of policing have since changed the scenario dramatically. But, the “always on duty” dictum of the ante-diluvian Police Act of 1861 still continues to govern the working hour regime of police personnel in the country.

That police station staff in India have unduly long and irregular working hours is a widely perceived phenomenon. The need for shift working in police stations has also been widely recognized as a much awaited reform in police functioning. However, there is a dearth of systematic empirical studies to assess the extent of the problem of lengthy duty hours, as also to figure out the manpower and other requirements for introducing an efficacious shift system in police stations. This study is a modest attempt in that direction.

Objective of the study

The primary aim of the study was to understand the problem of long and irregular working hours of police station personnel, alongside the various factors that necessitate more than 8 hours of daily work for them. It also probed how the police organizations have attempted to address the problem. This included case studies of a few examples of ad hoc shift systems in vogue in some police jurisdictions. The existing systems of compensation to staff for long hours of work and weekly offs foregone by them were also examined. Additionally, the various legal provisions relating to duty hours for working classes in general and police personnel in particular, nationally and internationally, were collated. Finally, the study examined whether 8-hour shift system in police stations could help redress the problem of long and irregular hours of work for personnel, and also attempted to estimate the extra manpower requirement for introducing shift system.

Methodology

The study involved extensive field survey including as many as 12,156 police station staff, 1,003 SHOs and 962 supervisory police officers from 319 police districts in the country, spanning 23 States and two Union Territories. These large samples were drawn from nine police station types, namely, metropolitan, urban, urban-rural mixed, rural, crime, traffic, women, tribal and others.

¹ Section 22 of Police Act, 1861

Distribution of the sample was proportionate to total police station staff in the country as also the currently existing police station types.

Findings

Long duty hours

The analysis of survey data through SPSS along with chi-square statistics, reveals an eye-opening picture. It brings out that nearly 90% of police station staff, across the states and across various police station types, presently work for more than 8 hours a day. Further, according to more than 68% of SHOs and over 76% of supervisory officers, staff members of their police stations have to remain on duty for 11 hours or more per day. 27.7% SHOs and 30.4% supervisory officers even reported that their staff worked for more than 14 hours a day.

As if this is not enough, 73.6% of police station staff indicated that they were not able to avail weekly offs even once a month. Though the SHO respondents were guarded in their responses on this aspect, yet nearly 60% of them confirmed that their staff were either not able to avail weekly offs even once in a month or could avail it, at the most, once or twice in a month.

What makes the situation even worse is that most (over 80%) of the staff are commonly recalled to duty during their off time, to deal with emergencies of law and order, VIP *bandobusts* or other works. Nearly a half (46.7%) of staff reported that they were called in for duty, on an average, for 8 - 10 times in a month. A majority of SHOs also confirmed this trend.

The situation of inordinately long and irregular working hours for police station staff is, thus, quite serious. Long and irregular work hours have multiple negative impacts on efficient policing, since weary, over-worked and over-exhausted personnel cannot be expected to put in their best in their work.

Health impact of long hours

The study establishes the resultant negative effects of the undue physical strain leading to cumulative physical as well as mental fatigue for personnel. Nearly three-fourths (74%) of respondents among police station staff reported that the current working hour regime led to various kinds of health problems for them. A large majority (over 76%) of SHOs also felt that the current duty hour arrangement was deleterious to health of staff. Most of the specific health problems enumerated by the staff respondents in this regard fall in the domain of occupational hazards and can be directly attributed to long hours on job. Given the health care systems normally applicable to government employees, it could as well be that government expenses to treat these health consequences, along with the quality of man-hours lost due to their adverse effects, would cost the police organization much more than operating in shifts.

Social impact of long hours

The study also brings out that the current duty-hour regime is not found conducive by police station staff for attending to their personal / family needs and social life and commitments. That a very large proportion (nearly 80%) of staff has averred so, needs to be taken a serious note of. These responses of staff, cutting across ranks, all age groups and educational qualifications groups clearly bring out wide-spread disenchantment with the existing working hour regime. This should ring alarm bells. An equally large number (82%) of SHOs also either specifically agreed with this or preferred to evade the question.

All this, in turn, takes a toll on the morale, motivation and self-esteem of staff. The overall frustration manifests itself in the offensive conduct and behavior with the public by many of them, which leads to erosion of societal image of the police and alienation of the public. Since public cooperation is an essential ingredient of effective policing, all this causes an enormous adverse impact on the quality of police service.

Long hours and Maslow's hierarchy of needs

Good professional policing, as articulated in the cries for police reform, requires cutting edge level police personnel to exhibit personal attributes like morality, lack of prejudice, problem solving capacity, creativity, spontaneity, and so on. These attributes fall in the realm of 'self-actualisation' needs in the Maslow's hierarchy of needs. Maslow asserts that this category of needs cannot fructify unless the needs lower down in the hierarchy are fulfilled, the relevant ones in the context of police personnel's life are sleep (physiological needs), security of health and of the family (safety needs), friendship and family (needs for love and belonging), and self-esteem, achievement, respect by others (esteem needs). It, thus, needs to be realised that the malaise of inordinately long work hour regime of police personnel, to a large extent, is the root cause of most of the ills dogging good and efficient policing. The problem needs urgent attention.

Perpetuation of such a working hour arrangement holds ugly portents in the short as well as long terms. In the short term, it adversely impacts the quality of day-to-day policing since overworked and overtired personnel are not able to perform to the best of their potential. Inability to maintain a healthy work-life balance affects their morale and motivation, impacting their performance further. The overall frustration results in their rude and offensive behavior with the public. In the long run, the pent up disgruntlement can have an adverse impact on staff discipline and even more dangerous portents. Grueling and tedious work hour regime can also deter many otherwise right kind of individuals from making a choice for police profession, thus adversely affecting the quality of the manpower available for recruitment. All these points came to be highlighted off and on, in the group discussions and personal interviews conducted during the study.

Shift system of working as an alternative

To meet the requirement of efficient policing on 24x7 basis, shift system of working of police stations is an unavoidable imperative. An examination of the international scenario in this regard indicated that the modern police forces, the world over, have their police station working in shifts. In India, shift system of functioning is not recognized in the Police Manuals / Regulations of most of the states, the only honourable exceptions being Andhra Pradesh, Karnataka and Tami Nadu. However, in many areas, shifts of various kinds are informally in operation. But, the study reveals that in almost all cases, shifts, as contemplated, are not strictly adhered to, due to manpower shortage and heavy workload. This is so even in the states where the Police Manuals prescribe shift functioning.

Possible impact of shift system

The study also attempted to gather the views and opinions of stakeholders at different levels of hierarchy about the likely impact of shift system, if introduced, on police functioning as also on the personal life of staff. An overwhelming majority (over 96%) of police station staff averred that 8-hour shift system would improve police work performance. A similarly large number (over 84%) of them further stated that it would not cause problems of any kind. Almost 90% of SHOs and more than 90% of supervisory police officers also expressed that shift system would improve the quality of policing. Significantly, such positive perceptions in favour of shift system pervade all regions of the country, all police station types, as well as all ranks, age groups, educational qualifications groups and length of service of respondents.

A vast majority (more than 95%) of police station staff and an equally large number (over 96%) of senior supervisory officers also felt that shift working would be more conducive for personal / family life of staff and their social commitments. 96% supervisory officers also opined that shift system would have a positive impact on the health of personnel of their police stations.

Such huge responses in favour of the shift system, and negative perceptions against the current duty hour regime, should leave no room for doubt that the existing chaotic work hour arrangement needs to be urgently replaced with an efficacious shift system of working with regulated hours of work.

Manpower requirement for shift system of functioning

Introduction of shift system would inevitably require some extra manpower, with attendant cost implications. However, the improvement in the quality of policing that regulated hours of work bring about, as established by our case study of the 8-hour duty system of Kerala Police, as also our action research experiment in five police stations of Madhya Pradesh and the case study of the discontinued attempt of Pune police, should make that extra cost a socially useful investment. This, coupled with heightened levels of morale and motivation of staff, would more than compensate the extra expenditure involved in augmentation of manpower.

Coming to estimation of manpower requirement for shift system, calculation for additional requirement of manpower to make up for extra hours of daily duty currently being put in by police station staff and the weekly offs foregone by them, arrived at in the study, works out the additional requirement to be 61% of the present sanctioned strength. This, however, does not take into account the time relating to staff being recalled to duty during their off time / days, which is difficult to calculate. As per the considered assessment of SHOs, elicited in the survey, the extra requirement for introducing an efficacious shift system would be 1.68 times of the existing sanctioned strength of police stations. This means an addition of 68% to the current sanctioned strength. The requirement as assessed by SHOs, more or less, tallies with the estimation based on rationalization of the inordinate workload of staff reflected in the extra man-hours now being spent by them on duty.

It is to be noted that the requirement of extra manpower would get appropriately reduced once measures like much-needed re-engineering of some work processes of police stations, greater infusion of technology in police station work, as feasible, introduction of other force multiplier mechanisms and outsourcing of some of the non-core policing tasks are taken. Some of the specific measures relating to all these aspects have been prominently suggested by respondents in the survey conducted as part of this study. With these and other measures brought out by the study, the requirement of extra manpower is estimated to remain in the range of 50% of the present sanctioned strength.

As matters stand now, the manpower sanctioned for police stations, *per se*, in the country is woefully small. Calculated on the basis of averages of NCRB data on classification of police stations by sanctioned strength, during 2013, the total manpower sanctioned for all police stations, put together for the entire country works out to the tune of 6,75,115. The total manpower strength of state police forces, as per 'Data on Police Organisations - 2013' published by BPR&D, was 22,09,027. That means the manpower sanctioned for police stations represents only about 30% of the total police strength. This ratio is highly unsatisfactory, given that police station is the cutting edge of policing. Augmentation of police station strength with some 3,37,500 personnel (50% of the present sanctioned strength) would take the ratio of police station manpower to a little over 45% of the total police strength in the States / Union Territories. This would be a more satisfactory state of affairs for ensuring efficient policing.

The extra country-wide requirement of just about 3,37,500 personnel for the introduction of shift functioning in police stations is by no means excessive.

In considering the question of augmentation of manpower, it also needs to be kept in view that the country presently has a very adverse police: population ratio, with just 145 police personnel sanctioned for the policing requirements of 1,00,000 of population. With the addition of 3,37,500

more personnel, as suggested above, the police : population ratio would become 173 per 1,00,000. This would still be below the United Nations prescribed norm of 222 police personnel per 100,000 of population.

The issue of augmentation of manpower for introducing shift system can be considered from yet another important angle. The current strength of women in police is a meagre 97,518, country-wide, as per Data on Police Organisations, as on 01.01.2013, published by BPR&D. This amounts to only 4.4% of total police strength in the country. There is a dire need to enhance this ratio in view of the requirement of greater number of women police personnel for better policing in general and to deal with crime against and committed by women as well as children in particular. Many states have already contemplated 30% reservation for women in police recruitments. States like Tamil Nadu, Uttarakhand and Gujarat and the Union Territories have already made public announcements to that effect. Thus, it is recommended that against the requirement of 3,37,500 additional personnel in police stations for the introduction of shift functioning, all recruitments should be limited to women only. This would take the ratio of women police to a more desirable level of nearly 20%. This step would then serve twin purposes of introduction of shift system in police stations as well as enhancing women's presence for better policing.

Conclusion

The problem of inordinately long working hours of police station personnel is serious. The situation cannot be compared with the requirement of overtime work faced by employees in other government offices and establishments. For them, in most cases, it is an occasional requirement and not an all-365-day affair. Further, they are either paid adequate overtime allowance, or allowed compensatory off time in lieu of extra hours put in. Often, arrangements are also made for their transport, refreshment, etc. In any case, the overtime working for them is not so prolonged as to adversely affect the overall quality of their work output.

Shift system of functioning in police stations is absolutely imperative for efficient and people-friendly policing. It would also improve the work-life balance for police personnel. The study clearly establishes that the implementation of 8-hour shift system is a functionally achievable objective, as brought by our case study of 8-hour duty system of Kerala Police, as also by the action research experiment in five police stations of Madhya Pradesh.

Our detailed recommendations with regard to the various steps required to be taken for the introduction of shift pattern of functioning in police stations are presented in Chapter 12 of the report.

Chapter 1

Introduction

Police service delivery round the clock necessitates availability of police personnel on 24x7 basis. The imperial powers in India had sought to achieve this through a provision in the Indian Police Act of 1861,² mandating that “every police officer shall be considered to be always on duty”.³ In effect, however, police personnel were expected to have an intermittent 24-hour duty schedule, which was not too taxing in most of the police stations in rural areas and even in placid urban areas, of those times. In addition, the expected standards of policing were not exacting and there was no sense of accountability to people. The advent of Independence, a democratic constitution, and the flux of social change have since metamorphosed the picture dramatically. There has also been considerable escalation in the volume and seriousness of crime and threats to public order, as noted by the National Police Commission (1977-81).⁴ This trend has only been rising by the day.

With no new work-norms over the decades, the “always on duty” dictum of the ante-diluvian Police Act of 1861 still continues to govern the working hour regime of police personnel in the country. This, despite the gamut of police work and responsibilities having grown in geometric proportions. Crime and violence have shown an unremitting growth in complexity, magnitude, as well as sophistication in the methods of perpetration.

With the growth of democracy and public consciousness about the rule of law, the people’s expectations from the police have also legitimately risen high. Prevention and control of crime, maintenance of public order, speedy investigation, and all that within the confines of a visible civil and human rights regime, have rendered the police job onerous, arduous and stressful. To add to this is inordinately long hours of work for police personnel, far in excess of the 8 hours norm for the working classes. The problem of overwork is further compounded by their inability to regularly avail weekly day off for rest and recuperation.

An empirical study undertaken by the National Productivity Council in 1977, at the instance of the National Police Commission, concluded that the normal working time put in by an average subordinate police officer on public order or crime investigation duty ranged from 10 to 16 hours of all seven days in a week.⁵ There is an urgent need to understand, on a nation-wide scale, the present situation of the extent of duty hours put in by them, coping strategies at the police station level, staff reactions to the prevailing conditions, their perceptions of the impact of long hours etc. The reactions

² The Police Act, 1861, or its mirror-image adaptations by different States, in post-Independence period, continues to govern the functioning of police even now.

³ Section 22 of Police Act, 1861

⁴ Seventh Report of the National Police Commission, para 50.1

⁵ First Report of the National Police Commission, paras 2.19 and 11.21

of the supervisory staff are also to be understood, along with the solutions they could propose to overcome the problem. The present study has sought to examine the problem in all its relevant dimensions, in the current day perspective.

In countries known for good policing, the problem has been addressed through introduction of shift system of functioning. In India too, attempts have been made, sometimes formally and more often informally, to introduce the concept of shift working for police station staff. In fact, in states like Andhra Pradesh and Tamil Nadu, regular shift systems are prescribed in the Police Manuals for urban, semi-urban and rural police stations. Even, in states where no such provision exists in the Police Manuals, enlightened police leadership has made attempts, from time to time, to introduce shift working. However, institutionalization of shift pattern of working has not taken place even in the states where the Police Manuals specifically provide for such arrangements.

Shortage of manpower has been the main impediment in the smooth implementation of shift system in India. Its impact results in the problem of work overload. India has one of the lowest police : population ratio, with only 145 police personnel sanctioned for 1,00,000 population⁶ as against the United Nations recommended norm of a minimum police strength of 222 per 1,00,000 people.

While the need for shift working of police stations has been widely recognized as a much awaited reform in police functioning, there has been no systematic study to work out the manpower and other requirements for putting shift system into effective implementation in an institutionalised manner. The current study is perhaps first of its kind in this regard.

Augmentation of manpower, indeed, would be an inevitable requirement for introducing shift pattern of working in the police stations. The study has attempted to estimate the minimal requirement for the purpose.

In working out the quantum of manpower augmentation, the various ways and means of economizing on this requirement also need to be carefully considered. There is no gainsaying that the systems and processes of police station functioning in our country are archaic, many of which are also outdated and outmoded. It is, therefore, necessary to explore whether through re-engineering of some of the work processes of police station, and / or infusion of technology, the requirement of additional manpower for introducing shift pattern of working can be reduced to the minimal. Similarly, the question of outsourcing of some of the non-core policing functions has also to be explored as a means of economizing on manpower without compromising the overall efficiency. Identification of various force multipliers and the feasibility of their application to substitute manpower is also necessary. The study has sought to cover all these aspects in necessary details.

⁶ Data on Police Organisations in India, as on 01.01.2013. BPR&D. Table 1.1. Page 13.

Objectives of the study

The BPR&D had set out the following as the aims and objectives of this study:

- (i) Identification of legal provisions for 8 hours working shift,
- (ii) An assessment of the present status as to the actual number of hours of duty being performed by police personnel in different regions/areas (both urban and rural) in the country,
- (iii) Examination of the existing compensation system for working beyond 8 hours and desirability of the same,
- (iv) Identification of duties and factors which warrant police personnel necessarily working beyond 8 hours,
- (v) Identification of force multipliers and extent of their application to substitute manpower,
- (vi) Identification of functions that can be outsourced and cost effectiveness thereof,
- (vii) Examination of the norms for police station manpower in different regions / areas (urban/rural) to perform all the duties cast upon the police,
- (viii) Estimation of extra manpower needed for introduction of 8 hours shifts in the police station functioning,
- (ix) To make necessary recommendations.

Twin components of the project

In pursuance of the objectives set forth, the study was divided into two distinct components:

- (a) **Ex-post facto research**, to understand the problem of long and irregular work hours for police station personnel and how the police organizations have attempted to address the same, as also whether shift operations could help achieving the same.
- (b) **Action research** in a few sample police stations, to observe if 8-hour shift system of police station functioning would improve police efficiency besides enhancing the work-life balance for police personnel.

For the exploratory component of research, the entire country was the universe of study, whereas the experimental component was restricted to five police stations in Madhya Pradesh.

Chapter 2

Scope and limitations

Scope

The main objective of the study was to estimate the national requirement of manpower for operating the police stations in 8-hour shifts.

To accomplish this objective along with an examination of allied matters, the study collected data on a host of variables from the police stations. These include the following:

- (1) Present status of actual duty hours put in by police station personnel,
- (2) Status of availment of weekly offs,
- (3) Frequency of staff being recalled to duty during their off time/off days,
- (4) Existing compensation mechanisms available to staff for working beyond 8 hours,
- (5) Impact of existing pattern of duty hours on personal, family, social life and health of the personnel,
- (6) Nature of duties and factors that warrant police station personnel to extend work beyond 8 hours a day, and/or during their off days/off time.
- (7) Legal provisions on duration of work for working classes, nationally and internationally,
- (8) Impact of shift system on police work efficiency,
- (9) Prevailing manpower norms for police stations in different regions,
- (10) Possibilities for economizing manpower requirement through infusion of technology, outsourcing of some duties, and other force multiplier mechanisms.

Limitations of the study

The study covered a large sample from across the States with varying work cultures, norms and education levels. Because of this the research was confined to eliciting the essential information only. Action research component conceptualized had to be carried out with constraints, as it meant mobilization of large manpower.

As the research efforts were towards policy facilitation, the approach was not purely theoretical in nature. Functional adoptability of the outcome was given due consideration.

Chapter 3

Research design and methodology

The study primarily aimed at understanding the problem of long and irregular working hours of police station personnel. It also probed how the police organizations have attempted to address the problem, as also whether 8-hour shift system could help ease the situation. And if so, what would be the extent of extra manpower requirement for the same.

The all-India study adopted ex-post facto research design. This was supplemented by a component of action research in a few sample police stations in the State of Madhya Pradesh.

For ex-post facto research, structured questionnaires were administered to various stakeholders, soliciting their response on the issues relating to the objectives of the study. These included the extent of working hours of personnel, impact of long duty hours on their health, family and social life, the tasks that could be outsourced, estimation of extra manpower for working in shifts, etc. To supplement this, the following other research methods were adopted:

- (a) Sourcing certain basic data from state police organizations,
- (b) Library research,
- (c) Case studies of selected shift systems in operation in different police jurisdictions,
- (d) Focus group discussions / personal interviews with representative stakeholders,
- (e) Case studies of some successful initiatives in redressing the problem of unduly long and irregular working hours of police station staff, and conducting
- (f) A national workshop on “Efficient Manpower Management in Police Stations”, participated by a number of serving and retired officers, along with academics specializing in police studies.

Early on in the study, the research team felt the need to consult senior police officers - both serving and retired - in firming up the methodology. Accordingly, several meetings were held with groups of them.

To understand the intricacies of police station work, including the likely difficulties in capturing the same, it was decided to undertake a case study of police station functioning in Hyderabad City, with particular reference to the shift system in vogue there.

Keeping in view the nation-wide universe of the study, it was decided to request the Directors General of Police of the States to nominate Nodal Officers, to enable the study team to effectively engage with state police organizations.

For developing instruments for primary research, a consultative mechanism was adopted. A preliminary set of questionnaires meant for all three groups of stakeholders, namely, (i) the police

station staff (Constables to ASIs/SIs), (ii) Station House Officers, and (iii) senior supervisory officers (Circle Inspectors, SDPOs, SPs/DCPs, Range DIGs / Additional CPs, Zonal IGs etc.), prepared by the study team, was debated in a meeting with officers of Andhra Pradesh Police, before finalization.

To understand the ground situation on issues, such as, the extent of working hours for the staff, availability of weekly offs, and the like, data was collected from police station staff as well as their SHOs and senior supervisory officers. The objective was to understand the issues from multiple perspectives - SHOs would view the problem in conjunction with rest of the police station operations, and senior supervisory officers from their overview of a conglomerate of police stations. The idea was not to look for averages of the responses, nor to find out the differences, but only to ascertain as to how the larger trends manifested.

Keeping in mind that police station staff might feel more comfortable responding to the questionnaires in their own respective vernacular languages, they were prepared in bilingual format (English and the respective vernaculars) taking due care to avoid any loss of meaning in translation.

The questionnaires were, administered to respondents from randomly identified police stations. These fell into categories such as metropolitan, urban, urban-rural mixed, rural, crime, traffic, women, tribal, and others. Assistance of Nodal Officers in different states was sought in the process.

This exercise resulted in extensive response, with a majority of staff as well as SHOs from the sample police stations responding to the questionnaire. In all, there were responses from 14,866 of police stations staff, 1,197 SHOs, and 985 supervisory officers. The sample represented 1,043 police stations in 319 police districts, spread over 23 states and 2 union territories.

The responses received in Hindi and different regional languages were translated into English and the questionnaires were examined for their completeness. This resulted in the final tally of valid responses as 12,156 from staff members of police stations, 1,003 SHOs and 962 supervisory officers.

The data was tabulated and analysed using SPSS software. Apart from obtaining frequency distribution and cross tabulation, chi-square statistics was used, where necessary, to understand the survey outcome.

Action research component was conducted in collaboration with Madhya Pradesh Police, in five identified sample police stations. The experiment involved putting a strict 8-hour shift system regime into implementation for a period of three months (from 1st March to 31st May, 2013) in those 5 police stations. For this purpose, the manpower requirement was carefully worked out, police station-wise, after holding detailed discussions jointly with the SHO, the Station Writer, the SDPO and the District SP concerned. Staff requirement for shift and non-shift duties was calculated item by item. Detailed guidelines were also issued to SHOs of those police stations on various 'Do's' and 'Don'ts' for the conduct of police station functions during the period of experiment.

For assessing the impact of functioning on shift basis in the experimental police stations, two-fold method was adopted, namely, (i) comparing the performance of police stations on certain identified parameters for the period of experiment with the corresponding period of the two previous years, based on recorded data of police stations, and (ii) obtaining the views and opinions of stakeholders by administering structured questionnaires.

For the comparative assessment of police station performance, data pertaining to only two months was considered, leaving the initial period of one month to allow for stabilization of the new environment. Data on police station performance was collected from the records of the PSs through independent channels. These included the services of retired police officers or the external assistance provided by the District SPs concerned.

For obtaining the views and opinions of stakeholders, surveys were conducted, once immediately prior to the commencement of the experiment and again after its conclusion. Questionnaires were administered to all the police station staff, SHOs, supervisory police officers (SDPOs/SPs). Citizen samples were randomly selected from (i) the list of complainants in FIR cases, and (ii) the inventory of responsible persons residing in the PS jurisdiction, which included teachers/principals of schools/colleges, retired government officials/military personnel, NGO activists, and others. For conducting the survey, services of research scholars of the IIIM,⁷ Gwalior were commissioned. Like in the larger survey for ex-post facto research, the questionnaires administered to different stakeholders for the action research also included some overlapping questions, to enable understanding of the trends from different perspectives.

The survey data was analysed using SPSS software.

Action research also involved observation of the 'change' from time to time, during the three-month period of the experiment.

Field work of the project also included detailed case studies of the existing patterns of shift system in operation in police stations of Hyderabad Police, Delhi and Kolkata. These case studies not only assessed the efficacy of the shift systems in vogue in those jurisdictions but also the means adopted to achieve the goal. The details examined included rationalization of manpower use by way of technology infusion in PS work, process re-engineering, outsourcing and application of other force multiplier mechanisms. This set of qualitative case studies were intended to supplement ex-post facto component.

Detailed case studies were also made of some useful initiatives directly relating to the main objective of the study. Those included successful implementation of 8-hour duty system by Kerala Police in their police stations, and a successful (though unfortunately discontinued) attempt of Pune

⁷ Indian Institute of Information Technology and Management

Police to introduce 8-hour shift system. A case study of the innovative “Courtwork Monitoring System” of Vijayawada Police was also conducted.

Finally, the findings and conclusions of the study and the proposed recommendations were presented for validation at two Workshops - one each held at Delhi and Hyderabad. A cross-section of serving and retired police officers, academics specializing in the study of police system, and NGO representatives working in the field of police reforms participated in these workshops.

Chapter 4

Working hours of police station personnel

International scenario

Policing systems, the world over, were developed on the basic premise that the police work requires round-the-clock functioning. In most countries, earlier on this used to be complied with an irregular work hour regime. However, in recent times, the emerging concerns of employee welfare, alongside need for efficiency in operations have necessitated a relook at the working hour arrangement for police personnel. Progressive police organizations in different parts of the world now follow shift system of functioning.

Police forces in the developed world, thus, have their police station personnel working in shifts. The systems prevailing include: shifts of 8-hour, 9-hour, 10-hour, 12-hour, or their variants, with limits to maximum work-time on a weekly or monthly basis. Countries also undertake reviews of their shift systems, from time to time to bring about an equilibrium as to the needs for good policing, work-life balance for employees, and also to economizing the overtime payments. A few examples of shift systems in vogue in some police jurisdictions are briefly described below.

In the **United Kingdom** most police departments follow the European Working Time Directive.⁸ The specific shift schedules operated by them vary from jurisdiction to jurisdiction, in overall conformity with these directives. For example, the **Kent Police** Department has both 8-hour and 10-hour shifts embedded in their system,⁹ with the shift duration alternating every week in a 4-week cycle. Kent Police regulations stipulate a limit on average weekly working time of 48 hours, along with a maximum daily rest period of 11 consecutive hours in every 24 hours. Minimum weekly rest of 24 consecutive hours in each seven-day period or 48 consecutive hours over a 14-day period are also provided for in the regulations.

In the case of **Essex Police**, provisions are made in the regulations that staff shall not be required to work in excess of an average of 48 hours in a week in usual circumstances. These working hours include normal duty hours, as well as any overtime work, including work performed on a rest day or public holiday, or during off-duty hours. Personnel are also entitled to a rest period of not less than

⁸ Working Time Directive (2003/88/EC) is a directive of the European Union that gives to all workers the rights to (i) a limit of 48 working hours in a week, including any overtime, (ii) a minimum daily rest period of 11 consecutive hours in every 24 hours, (iii) a rest break during any duty period exceeding 6 hours, (iv) a minimum weekly rest period of 24 uninterrupted hours for each 7-day period, (v) paid annual leave of at least 4 weeks per year, and (vi) extra protection for night work. [Source: <http://ec.europa.eu/social/main.jsp?catId=7061andId=en&intPageId=205>]

⁹ Source: Kent Police website (<http://www.kent.police.uk/join-us/fcc/shift.html>)

11 hours in between two days of duty, and shall not be required to work for more than seven days between each rest period of a minimum of 24 hours. The **Staffordshire Police** follow a shift pattern of 2 morning-shifts, 2 day-shifts and 2 night-shifts, followed by 4 rest days.¹⁰ Some police departments follow the so-called 'Regulation Shift Pattern', under which personnel work through a rotation of eight hour shifts (0600-1400 hrs., 1400-2200 hrs., 2200-0600 hrs.). In **Scotland**, Regulation 22 of the Scottish Police Federation prescribes guidelines for the normal periods of duty of police personnel, the periods allowed for rest and refreshment, variable shift arrangements, etc.

The National Police Improvement Agency of the U.K. has evolved, as part of its National Modernisation Programme, an exhaustive 'Shift Pattern Review Toolkit', for providing guidance to those involved in review, evaluation, design and implementation of shift systems for police personnel.

In **Canada**, the Ottawa Shift System is commonly used by police stations. Originally developed in 1981, the system works on a three-shift basis - a 10-hour day shift, a 10-hour evening shift and an 8 ½ -hour night shift, on a 35-day cycle. The working hours of shift are calculated on the basis of annualized hours, and not on monthly or weekly hour basis. The system enables police personnel to enjoy increased rest days resulting from longer shifts.

Various police departments in the **United States of America** follow a 40-hour work week. The shift patterns and durations differ from one department to another. The work schedule of **New York Police** consists of shifts of 8 hours and 35 minutes, arranged in a 15-day cycle of 5 work days - 2 off days, followed by 5 work days - 3 off days. The cycle is rotated every 15 days. During their shifts, personnel are given one hour meal time and two twenty-minute breaks.¹¹ The personnel of **Georgia City Police** currently work in 12-hour shifts, which are switched every 8 weeks. The **County Police** in **Georgia** work in 10-hour shifts.¹² In **Seattle Police** Department, patrol officers work on a rotating schedule of 9-hour 'watches', in a 6-day cycle. They work for four days in a row, in the 6-day cycle followed by two off days.¹³ The **Lincoln Police** Department, Nebraska, has the traditional 8-hour shift schedule, coupled with some instances of 10-hour shifts. They also introduced 12-hour shifts on a trial basis, some time back.¹⁴ The **Middletown Police** in Rhode Islands observes a 12-hour shift schedule in a 14-day cycle: 2 days off - 3 days work, 2 days off - 2 days work, 3 days off - 2 days work.¹⁵

¹⁰ Source: Staffordshire Police website (<https://www.staffordshire.police.uk/careers/policeofficers3/fags/>)

¹¹ Source: Police Officer Forum (<http://forums.officer.com/t165393/>).

¹² Ibid

¹³ Source: Seattle Police Department website (<http://www.seattle.gov/police/jobs/benefits/shift.htm>)

¹⁴ Sundermeir, J. (2008, March). "A Look at the 12-Hour Shift: The Lincoln Police Department Study". Retrieved from the Police Chief – The Professional Voice of Law Enforcement: http://www.policechiefmagazine.org/magazine/index.cfm?fuseaction=display&article_id=1435

¹⁵ Connors, J. (200, February 10). "Police Department Adjusts to New 12-Hour Shifts". Retrieved from Middletown Patch: <http://middletown.patch.com/groups/politics-and-elections/p/police-department-adjusts-to-new-12-hour-shifts>

In **Australia**, Victoria Police had been following a 12-hour shift system till 2009, when they switched back to 8-hour shift schedule.¹⁶

In **South Africa**, prior to 1994, the SAPS¹⁷ followed an 8-hour shift pattern, consisting of three shifts (0600-1400 hours, 1400-2200 hours, 2200-0600 hours) in various cycles. In 1994, this was replaced by a 12-hour shift system. In May 2002, the Commissioner, SAPS and the employees' unions concluded a collective agreement, which stipulated "*the ordinary working hours of an employee shall not be more than 40 hours per week. The daily hours of work shall not be more than 8 hours per day for those performing administrative duties. Others will perform duty in either 8-hour or 12-hour shifts. Employees performing 8-hour shifts would do so five times a week. Those rendering services on 12-hour shifts would work on average of three or four times per eight-day cycle*".¹⁸ This arrangement continues to be in vogue.

In **Japan**, the Police Kobans in Tokyo Metropolitan Police Department work in four daily shifts, while in other prefectures they work in three shifts.

In **Hong Kong**, police officers work in three shifts a day.¹⁹

The above picture about the prevalence of shift systems is just illustrative.

Indian scenario

Long duty hours

Police station personnel in India have unduly long and irregular duty hours. A study conducted by the National Productivity Council in 1977, at the behest of the National Police Commission, had established that the normal working hours of a subordinate police officer on public order and crime investigation duty ranged between 10 and 16 hours per day, seven days a week.²⁰ A computerized survey undertaken by Tamil Nadu Police also showed that constables worked on an average 14 hours a day without respite.²¹ The extensive survey conducted as part of the current study has brought out that the deplorable state of inordinately long working hours for police station personnel, coupled with denials of weekly offs to them, and the often recalls to duty during their off days/off time continues to widely prevail in the country.²² The situation is indeed serious and needs urgent attention.

¹⁶ Milovanovic, S.(2010, March 31). "*Police take on overload to save 12-hour shift.*" Retrieved from The Age: <http://theage.com.au/victoria/police-take-on-overload-to-save-12hour-shift-2o1oo33o-rbia.html>

¹⁷ South African Police Service

¹⁸ Judgment of the Labour Court of South Africa in Case No.3/584/05 dated 5 October 2005.

¹⁹ Source: <http://www.police.gov.hk/offbeat/968/eng/bottom.htm>.

²⁰ National Police Commission. First Report. 1979 (Paras 2.19 and 11.21)

²¹ Ibid

²² The details of survey results are contained in chapter 7 of this report.

Duties and factors warranting more than 8 hours of work

Focus Group Discussions (FGDs), held with cross-sections of police station functionaries at cutting edge level (Constables to SHOs) in the course of this study, pointed to several factors that warrant police station personnel to work beyond the usual norm of 8 hours' duty in a day. Such factors are indeed numerous and important among them are briefly discussed below.

Ever-increasing law & order related duties

Growth of democratic processes in the Indian society has led to the increasing agitational activities which manifest as rallies, processions, dharnas, '*rasta roko*', '*rail roko*', etc., at the drop of a hat. At the same time, an increasing frequency and exuberance in organizing fairs and festivals is also noticeable. Over and above all this, police have to provide *bandobust* for activities as innocuous as conducting examinations in colleges and other educational institutions. In fact, there are quite a few new and varied responsibilities the police in India have to shoulder now, which by no reckoning fall in the realm of normal policing. Failure of functioning of other wings of the administration also adds to the responsibilities of the police in the name of law and order maintenance. Some illustrative examples from Andhra Pradesh, for instance, include ensuring the availability of adequate and genuine seeds and fertilizers during the sowing season; enquiry regarding 'fake students' residing in college hostels; organizing garbage removal when it causes tension in localities,²³ and so on. There were also days when Government liquor was sold from police stations in Telangana region of Andhra Pradesh, as naxalites had given a call for its boycott.²⁴

Thus, ever-growing magnitude of law and order work, without commensurate augmentation of staff strength in police stations, inevitably leads to far longer than 8 hours of arduous work for the available manpower, practically round the year.

Ever increasing VIP bandobust and VIP security work

Providing *bandobust* during VIP visits to their jurisdiction and in the programmes attended by VIPs, is a frequent chore to be performed by most police stations, over and above all other normal duties. This is in addition to the work of providing security to VIPs, whose number is ever burgeoning.

Increasing magnitude and complexity of crime work

The ever-rising criminal activities with growing variety and complexity need a lot of time and resources of the police to deal with them effectively. The problem is compounded by inadequate

²³ Sharraf Umesh. 2014. "Improving Indian Police Image – Views from the Field". ASCI Journal of Management, Vol.43. No.2. March 2014. Page 80.

²⁴ Ibid.

availability of scientific aids for investigation, as also non-availability of legal guidance and assistance to the police. This makes the crime investigation much more time consuming.

Shortage of manpower in police stations

While shortage of manpower has been a perennial problem with the police in India in general, it is particularly so in police stations, which are the basic units of policing. Increase in manpower strength in police stations in the post-Independence period has been disproportionately low, compared to the growth in the population, crime rate, law and order workload and other police responsibilities and the available meagre manpower has had to shoulder the additional burden. Increasing complexity of crime and host of law and order problems have added the stress and strain of police personnel. All these have resulted in longer hours of arduous, strenuous and stressful work for personnel, far in excess of the normative 8-hour work day. It is an irony that even public holidays only bring more work for them. They have also to forego their weekly off quite often.

Disorganised functioning of police stations

The existing somewhat disorganized work processes in police stations, which are both cause and effect of the work overload, also lead to avoidable wastage of manpower. SHOs are usually so overburdened with work and responsibilities that they hardly have any time left for advance planning. Even the task of distribution of duties among the police station staff is generally delegated to the Station Writer / Moharriar / Munshi / Chitta Munshi. This often leads to absence of multi-tasking and deployment of right person for the right job, besides causing other problems. Long and irregular hours for staff, in fact, adds to the chaotic ways of police station functioning. Case study of the successful initiative of Kerala Police in introducing 8-hour duty system, undertaken as part of the current project, found a large majority of SHOs reporting that their own working had become more organized after the introduction of the new duty regime.

Diversion of manpower on ‘attachments’ and other duties not related to police station functions

The unhealthy practice of diverting manpower from police stations to higher formations, to make up for shortage of staff in those units, also adds to the workload of the remaining staff of those police stations. Such “attachments” are often necessitated on account of non-sanction of the required manpower in superior offices. For instance, our case study of Delhi Police brought out that, from a number of police stations, staff had to be deputed on “attachment” to the offices of DCPs and ACPs to man ‘RTI Cells’, ‘Legal Cells’, ‘Parliament Questions Cells’, etc., which have fairly heavy workload yet with no sanctioned staff. Similarly, very often personnel from police stations had to be diverted on prisoner escort duty, due to shortage of manpower in the Armed Reserves.

Inadequate infusion of technology and non-availability of technological tools / aids

Technology, among many benefits it offers, is a proven resource for economizing on manpower. Unfortunately, the progress of harnessing its full potential in the police functioning in our country has been slow and tardy. Use of computers is limited and even the work of record maintenance is still done manually in most of the police stations. This results in a lot of repetitive work. For instance, case study of Delhi Police brought out that in the absence of computerization of records, such as Malkhana registers, a lot of P.S. staff time was being wasted in bringing forward a very large number of entries in those records, year after year. Similarly, provision of personal computers / Laptops to investigating officers could help in speeding up investigation of cases by way of providing them instant access to databases, as also generating different reports. Kerala Police, in their successful endeavour of putting in place the 8-hour duty regime for police station personnel, have gainfully harnessed several technological means, leading to economizing on manpower.

Courtwork processes

Both the processes of courts and those relating to courtwork in police stations are archaic and lead to wastage of PS staff time. SHOs and investigating officers, thus, end up attending the courts unproductively, when the cases are merely adjourned due to one reason or another. Avoiding this kind of wastage is not in the hands of the police. However, in handling court-related work by police stations, wastage of manpower can certainly be avoided by improvising on the processes. For instance, Vijayawada Police, in an innovative effort, integrated the courtwork of all its police stations into a centralized Court Liaison Cell for the entire Commissionerate. This new Courtwork Monitoring System is supported by a computerized web-based application. The system is saving manpower deployed on courtwork significantly while also contributing to noticeable improvement in the quality of courtwork. A more detailed account of this system is given in Chapter 9.

Other factors

Among other factors that cause avoidable wastage of time for police station personnel are:

- (i) Repetitive demands of information and data from departmental superiors, courts, the National / State Human Rights Commission and other statutory bodies.
- (ii) Pressure - at times genuine, at others not so genuine - to perform a particular task with great urgency.
- (iii) Inadequate sensitivity of seniors to subordinates need for rest, recuperation and recreation.

Systems of compensation for extra work

Information was solicited from various state police organizations, in the course of the current study, on the details of compensation (monetary or otherwise) available to police personnel for extra hours of working. From the replies received, it would appear that the police station staff in a majority of States and Union Territories are paid one month's additional pay in lieu of working overtime, as also on holidays and during their weekly off days. Among the states where this system of compensation is in vogue are Arunachal Pradesh, Haryana, Himachal Pradesh, Manipur, Meghalaya, Punjab, Uttarakhand, Uttar Pradesh, West Bengal and Delhi, besides the Union Territories of Andaman & Nicobar Islands, Lakshadweep, Puducherry.

In Himachal Pradesh, over and above one month's extra pay, police personnel of the ranks of Constables to Inspectors are allowed to avail 15 days of 'special leave' along with travel concession in Himachal Road Transport Corporation buses. Rs.140 is deducted from the salary of the personnel for the purpose every month.

In Gujarat, the staff are allowed compensatory leave for each holiday foregone by them. Maharashtra Police give 'refreshment allowance' of Rs.700/- per month per head to constables, naiks and head constables, and Rs.840/- to staff in the ranks of Sub-Inspectors and ASIs for performing duty for more than 10 hours a day. In Tamil Nadu, the staff members who are not able to avail their weekly off are paid an allowance of Rs.200/- for each such foregone off day.

States like Assam, Gujarat, Karnataka, Mizoram and Tripura, however, reported that there is no system of compensation - monetary or non-monetary - available to police station personnel in their states.

The overall picture of the compensation systems in practice is anything but satisfactory. Even one month's additional salary is hardly an adequate compensation for slogging day in and day out all the year round.

Shift systems currently in vogue

Information on the details of shift system of work, if any, in vogue (formally or informally) was also sought from the police organizations of various States and Union Territories. From the details so available, the following picture emerges:

No shift system as such is followed in the States of Assam, Arunachal Pradesh, Chhattisgarh, Gujarat, Haryana, Himachal Pradesh, Manipur, Uttar Pradesh, Uttarakhand, West Bengal and the Union Territory of Andaman & Nicobar Islands.

In Andhra Pradesh, Karnataka and Tamil Nadu, the State Police Manuals prescribe different shift systems for urban, semi-urban and rural police stations. However, during the periods of work pressures, the system is either given up or modified suitably.

In Meghalaya, 8-hour shifts are informally in vogue in some districts like East Khasi Hills, Jaintia Hills and South Garo Hills.

In Punjab, a 2-shift system (0800-2000 hrs. and 2000-0800 hrs.) is informally followed in the Police Commissionerates of Jalandhar, Amritsar and Ludhiana cities, and some of the districts. In the remaining jurisdictions, no shift system is followed.

In Delhi, shift system is followed only for some duties, though in different shift patterns. Thus, Duty Officers, and General Diary Writers perform duty in 3 shifts; Reception Desk, Women Help Desk, Picketing duty, emergency duties, etc., are manned on 2-shift basis; CIPA staff and drivers also perform duty in 2 shifts; station sentry duty is performed in 4 shifts.

In LakshawEEP, normal duty time for constabulary is generally 8 hours. Shift system has been introduced for duties which require round-the-clock functioning.

In Puducherry, shift system is in vogue only for the staff on beat duties and sentry duties.

It is, thus, clear that barring a few exceptions, shift system in police station functioning is not formally in vogue in most jurisdictions. But in many States/UTs or parts thereof, informal shift systems of different patterns have been introduced, and the same are being followed on an ad hoc and off and on basis. This picture is also clearly borne out by the responses to the survey conducted as part of the current study.

Legal provisions relating to duty hours for working classes

Legal provisions to regulate the length of duty hours for working classes exist in a large number of countries. There are also international conventions and other instruments, laying down norms and rules for work hours and other working conditions, which are required to be followed by countries which ratify such conventions/instruments.

Universal Declaration of Human Rights, adopted in 1948 by the United Nations, deals with the subject in its Articles 23 and 24. Article 23 provides for right of everyone to 'just and favourable conditions of work'. Article 24 stipulates everyone's 'right to rest and leisure, including reasonable limitation of working hours and periodic holidays with pay'. All Member-States of the United Nations Organisation, including India, have an obligation to protect these rights in respect of all their citizens, naturally including those working in police organizations.

The International Labour Organisation (ILO) of which India is a founding Member, has, over the years, elaborated several conventions and declarations aimed at regulating the working conditions of labour and other working classes, including their work hour limits. The ILO's database of Working Time Laws is a comprehensive source of information on national working time laws of more than 100 countries.²⁵ This database covers all the main elements of working regulations, including hour limits, overtime work, rest periods, public holidays, annual leave, and so on.²⁶

The ILO instruments, relevant in our context, include:

1. The Hours of Work (Commerce and Offices) Convention, 1930, extending the 48-hour working week to workers in commerce and offices.
2. The Forty-Hour Week Convention, 1935, establishing a new standard of the 40-hour working week.
3. The Weekly Rest (Commerce and Offices) Convention, 1957, prescribing at least 24 consecutive hours of rest each week.
4. The Holidays with Pay Convention, 1970, stipulating an annual paid holiday of a specified minimum length.
5. The Workers with Family Responsibilities Convention, 1981, prescribing that each Member-State shall make it an aim of national policy to enable persons to engage in employment without being subject to any conflict between their employment and family responsibilities.

In pursuance of the ILO conventions, statutory normal hours of work of various classes of workers have been reduced gradually from 48 hours to 40 hours in a large number of countries.²⁷ And, a 40-hour week is now the most prevalent standard.²⁸

The international standards and legislations in a vast majority of countries now also specify a limit on the number of working hours beyond which overtime payments are to be made. There are additional limits on overtime hours.²⁹

Weekly hour limits make a substantial contribution towards preserving workers' health and permitting them to strike an acceptable balance between paid work and domestic as well as other responsibilities.³⁰ The dominant rationale of such limits has been to ensure adequate non-work, or

²⁵ Lee Sangheon, Deidre McCann, Messenger Jon C. 2007. "Trends in Working Hours, Laws and Policies in a Global Perspective". Geneva. ILO. Page 11.

²⁶ Ibid.

²⁷ Ibid. Page 2.

²⁸ Ibid. Page 12

²⁹ Ibid. Page 10.

³⁰ Ibid. Page 7-8.

‘leisure’ time, for workers.³¹ The 40-hour limit contributes to a broad range of such objectives, including towards advancing work-life balance.³²

Weekly rest also is among the most universally accepted elements of working time laws, and almost all countries mandate at least one rest day for all working classes.³³

According to Sangheon et al, working time policies have long been recognized as having a role in improving productivity.³⁴ Decent working time arrangements, therefore, need to fulfill five interconnected criteria. They should (a) preserve health and safety of workers, (b) be family friendly, (c) promote gender equality, (d) enhance productivity, and (e) facilitate worker choice and influence over working hours.³⁵

Legal provisions for working hours specific to Police

United Kingdom

After the advent of the Working Time Directive of the European Union, the police forces in the U.K. have appropriately modified their respective police regulations to bring the working hours of their personnel in tune thereto.

United States of America

The subject of working hours of the police is covered under section 3 (s) (1)(c) of the Fair Labour Standards Act (FLSA), which is a federal statute covering all employees of the federal and state governments across the USA. The provisions in this section are majorly concerned about the payment of compensation to law enforcement officials for working overtime rather than stipulating a limit on working hours.³⁶ The FLSA requires payment of overtime pay to employees at no less than one-and-half times their regular rates of pay for all hours worked in excess of 40 hours in a work-week. As regards daily or weekly rest periods, the Act specifies that an employee be given compensatory time, at a rate of not less than one-and-half hours for each overtime hour worked, in lieu of cash overtime compensation. Police personnel may accrue up to 480 hours of such compensatory time.

³¹ Ibid. Page 9.

³² Ibid.

³³ Ibid.

³⁴ Ibid. Page 123.

³⁵ Ibid. Page 141.

³⁶ Source: <http://www.dol.gov/whd/regs/compliance/whdfs8.htm>

South Africa

In South Africa, Regulation 31 of the South African Police Service Employment Regulations authorizes the Police Commissioner to determine the working hours of police personnel. In May 2002, the Commissioner, after consultations with various unions, issued orders stipulating that (a) the ordinary hours of work of any employee shall not be more than 40 hours per week; (b) the daily hours of work shall not be more than 8 hours per day for those employees who render administrative duties; and shift duties for the rest will be performed in either 8 hour or 12 hour shifts.

India

In India, no specific law seems to contain provisions relating to working hours for police personnel. However, the Constitution of India itself recognizes the concept in its Article 42, under “Directive Principles of State Policy”. This Article specifically enjoins upon the state to make provision for securing ‘just and humane conditions of work’. The Constitution also emphasizes that these principles are ‘fundamental in the governance of the country’ and that ‘it shall be the duty of the state to apply these principles in making laws’.

The right to just and favourable conditions of work is also covered in the case law through judgments of the Supreme Court of India in several cases. In *Daily Rated Casual Labour v. Union of India*,³⁷ the Supreme Court in its judgment held that the right to just and favourable conditions of work was among the rights which had to be ensured by appropriate legislation and executive measures.

In *Vishaka v. State of Rajasthan*,³⁸ the Apex Court emphatically stated that the right to work with dignity is a universally recognized basic human right and that the common minimum requirement of this right has received global acceptance.

In *Dharwad District PWD Daily Wages Employees v. State of Karnataka*,³⁹ the Supreme Court again observed that the right to just and favourable condition of work, among some other similar rights, has to be ensured by appropriate legislation and executive measures.

In *C.E.S.C. Ltd. V. Subhash Chandra Bose & Ors.*,⁴⁰ the Apex Court held that just and favourable conditions of work implies to ensure safe and healthy conditions for workmen.

³⁷ *Daily Rated Casual Labour Employed under P&T Department THR v. Union of India* (27.10.1987)

³⁸ *Vishaka & Ors. v. State of Rajasthan & Ors.* (13.08.1997)

³⁹ *Dharwad District PWD Literate Daily Wages Employees v. State of Karnataka* (23.02.1990).

⁴⁰ *C.E.S.C. Ltd. etc. v. Subhash Chandra Bose and Ors* (15.11.1991)

Chapter 5

Manpower norms for police stations in India

Policing is a human resource intensive profession. The efficiency and effectiveness of policing to a very large extent depends on the adequacy and quality of manpower available in police stations. At the same time, manpower planning and assessment of manpower requirement for police stations is a complex and challenging task because of uncertainties of situations in police work as also continuous changes in the environment of policing. Further, unlike in the manufacturing etc. industrial sectors and in many service delivery organizations, the performance of most of the police tasks is not directly measurable in terms of man-hours or man-days spent. There is no direct input-output relationship because of the uniqueness of each case of crime, law and order situation, enquiry or other policing tasks. Detection of one grave offence, say a murder, may take very little time of an investigating officer if the offender himself surrenders with the weapon of crime and confesses his involvement. Another knotty case may take months together of the Investigating Officer's time to solve. It is so with law and order situations as well. Preventive aspects of police work often call for mere presence of police personnel, even if there is no tangible work being performed. All these and similar problems render the determination of norms for police station manpower difficult.

Saga of determining manpower norms for police stations

No wonder then that traditionally norms for police station manpower have been based only on broad parameters, such as the area and population to be covered by the jurisdiction of the police station, incidence of crime, propensity of law and order problems in the area, fairs and festivals, etc. It is relevant in this regard to recall some examples of the attempts to determine the benchmarks for police station manpower, right from the very first Indian Police Commission.

The Police Commission (1860)

The Commission recommended that there should be "one policeman to every five square miles, and to every thousand inhabitants, and that the mean of the two should give the nearest approximation of requirements, and that the average cost of policeman should be Rupees 130 per annum".⁴¹ In this formula, even the extent of crime was not reckoned for arriving at the manpower requirement at the police stations. It was stressed in the report that "the only other object kept in

⁴¹ Compendium of Recommendations of the Police Commissions of India. Part I. National Crime Records Bureau, Ministry of Home Affairs, Government of India. October 1997. Para 41, page 25.

mind was of doing the work with the greatest possible efficiency and economy. There was no reference to the incidence of crime in this report”.⁴²

Indian Police Commission (1902)

The Indian Police Commission of 1902-03 reviewed, as per its terms of reference, the adequacy of different ranks of personnel in the police stations vis-à-vis the whole range and gamut of policing tasks. The Commission recommended that (i) the ordinary area of a police station should be about 150 miles, (ii) the officer incharge of the police stations should be of the rank of Sub-Inspector, and one or more additional officers of this rank should be provided if the work of investigation was heavy, (iii) one Head Constable should be attached to every police station to perform the duties of Station Writer, and (iv) a second Head Constable should be provided to render general assistance to the Sub-Inspector in the police station work.⁴³ Interestingly, a salient recommendation of the Commission was that the duties of constables should just be of a mechanical character such as escorts, guards, patrols and the like and that they should be employed on the more responsible duties only under supervision.⁴⁴ It emphasized that duties requiring the exercise of discretion and judgment should not be entrusted to the lowest class of officers. At the same time, the Commission also noted that the police forces were inadequate in every province and must be increased. Significantly, the Commission recommended a vacancy reserve to take care of casualties, with 14% of the total strength in the rank of officers and 15% of the strength of constables and head constables.⁴⁵

Provincial Police Committee of Punjab (1925)

A Provincial Police Committee, appointed in Punjab in November 1925 to examine the adequacy of police establishment in each district, observed that much of the reluctance displayed by the rural police to register cases and the cavalier and unmannerly treatment meted out to complainants was due to the fact that police stations had a larger burden of work than they could adequately tackle. The Committee held that the staff of 1 Sub-Inspector, 2 Head Constables and 10 Constables for a standard police station was inadequate. It recommended that a police station in the rural area of 150 square miles, which registered 75 cases per annum, should have two investigating officers, one writer head constable and 12 constables and an additional investigating officer for every

⁴² Gupta, Dr. Anandswarup. *The Police in British India 1861-1947*. Bureau of Police Research & Development, Ministry of Home Affairs, Government of India. 1979. Reprinted 2007. Page 22.

⁴³ *Compendium of Recommendations of the Police Commissions of India. Part-II*. National Crime Records Bureau, Ministry of Home Affairs, Government of India. October 1997. Page 99.

⁴⁴ *Ibid.* Page 100.

⁴⁵ *Ibid.* Page 104.

50 cases above the initial 75 cases.⁴⁶ The Committee considered the existing 15% casualty reserve to be insufficient and recommended different higher ratios for different ranks.⁴⁷

The National Police Commission (1977-81)

The National Police Commission (1977-81) dealt with the subject of the jurisdiction and structure of a police station in much more details. Salient among its observations,⁴⁸ contained in its Seventh Report, are summarised here:

- (i) Police stations in rural areas are too few and far between and have very vast and unwieldy jurisdictions,
- (ii) The jurisdictional area may be 150 sq. kms. for a rural police station,
- (iii) In urban areas, population density should be one of the main considerations; if the population in any given area exceeds 60,000, the police station should be bifurcated,
- (iv) From crime point of view, if a police station registers more than 700 crimes annually, another police station would need to be created,
- (v) Police stations may be divided into three categories, on the criteria of incidence of crime, area and population:
 - (a) The first category will be biggest police stations in cities, investigating over 900 IPC crimes per year. The SHO of such police stations should be of the rank of DySP/ASP,
 - (b) The second category will be police stations in cities, towns and rural areas, investigating more than 300 IPC cases per year, with an Inspector as the SHO.
 - (c) The third category will consist of smaller police stations, to be headed by a Sub-Inspector

Noting that deployment of police personnel on law and order duties at the expense of crime investigation work arises primarily from inadequacies of manpower resource at the police station, the Commission recommended assessment of manpower requirements for law and order duties separately. However, while thus recommending segregation of crime work from law and order functions at the police station level, it stressed that the overall control and responsibility for all the police tasks within a police station limits should remain with the SHO. It should, in no circumstances, be diluted by making the crime investigation wing answerable to hierarchies other than the SHO.

In order to ensure that the functioning of the police stations is not depleted below the optimal level of operational efficiency, the Commission recommended the provision of 'adequate' reserves to take care of weekly offs, leave, training, and emergency duties.

⁴⁶ Gupta, Dr. Anandswarup. The Police in British India 1861-1947. Bureau of Police Research & Development, Ministry of Home Affairs, Government of India. 1979. Reprinted 2007. Page 430-431.

⁴⁷ Ibid. Page 431.

⁴⁸ Compendium of Recommendations, Part III, NCRB, Government of India, October 1997. Pages 115-118.

While recommending such broad guidelines, the NPC expressed that the requirement for various police duties would differ from state to state and, therefore, suggested that every state police force should undertake operational research to evolve new norms of yardsticks based on the job content of the posts in various ranks.

V.K. Saraf Study of Maharashtra Police (2000)

This study, sponsored by BPR&D, for the first time imparted a scientific dimension to the issue of manpower benchmarking for police stations. Though limited to Maharashtra State, it was a comprehensive and empirical study made in 98 sample police stations belonging to different categories, namely, metropolitan, city, urban, rural and railway police stations. It analysed the time spent by various ranks in the police stations on their respective items of work. It built a statistical model to forecast manpower requirement, an approach based on operations research as well as heuristic techniques. The norms laid down by the study took into account various contents of each activity and task performed by police station staff. In building the statistical model, the existing processes and procedures of various police functions were not tinkered with but treated as a constant. The study also suggested augmentation of infrastructure as well as technological resources of the police stations.

The study has, however, not taken into consideration, the requirement of shift system of functioning in the police stations while working out the norms for manpower requirement.

Project Sudharna of Maharashtra Police - McKinsey Study (2004-07)

This study sought to develop yardsticks for manpower requirement for effective policing while ensuring a reasonable work-life balance for the personnel. It developed different sets of yardsticks for police stations - one each for the police commissionerates, for districts in naxal affected areas, and for districts unaffected by naxal problems. Six factors of workload were considered for determining the yardsticks, namely, (a) Crime (IPC and SLL cases), (b) law and order, (c) citizen services, (d) population, (e) area, and (f) other factors (like locations of religious, tourism etc. importance in the police station limits). Based on the previous four years' workload of crime and law and order, police stations were divided into 9 categories, such as 'crime low and law & order low'; 'crime low and law & order medium'; 'crime medium and law & order low'; 'crime low and law & order high'; etc. Further a reserve strength was provided for at every police station to meet the day to-day dynamic requirements like *bandobust* etc. It also provided for buffers for weekly off, various kinds of leave as well as in-service training. The buffer for training reserve was worked out on the basis of providing for at least 15 days of in-service training to every individual in a year.

The McKinsey report also recommended that the yardstick should be reviewed every 5 years to adjust for changing dimensions of work as well as developing technology.

Study relating to Kerala police stations - A.F. Ferguson (2006)

This study on “Normative Estimation of Manpower for Police Stations” was commissioned by the Government of Kerala, as part of the Service Delivery Project under their ‘Modernizing Government Programme’ (MGP). The study was conducted by A.F. Ferguson & Co., Chennai. The salient aspects of the study and its report are summarized below:

- (1) All activities in a police station were exhaustively listed out and activity-drivers were identified for each of them.
- (2) For every activity, the nature and extent of involvement of each functionary, rank-wise, was identified.
- (3) The activity time required by each functionary was assessed, activity-wise.
- (4) Grouping of similar activities and parallel activities was done so that the timings were representative of the actual activity time.
- (5) Finally, a detailed workload estimation model was developed for which key inputs were: list of activities; activity timings; activity-driver volume; and work hours in a day and the number of working days in a year, for the institution as a whole and for each functionary.
- (6) A shift system of 8 hours was taken into account in arriving at manpower norms for police stations.

The report also recommended an “audit of the activity drivers” by an inter-departmental body (with representatives from the police, finance department and the GAD) and the constitution of a state level body to review the audit report on the activity drivers and thereafter adjust manpower excess / deficit in police stations.

Tamil Nadu Police Commission (2006)

The Commission recommended classification of police stations into three categories, viz., heavy, medium and light, based on the workload and the nature of crime, law & order and other problems in the jurisdiction. It recommended the norms for sanction of strength of police stations as: (i) Heavy PSs - 100 personnel; (ii) Medium - 60; and (c) Light PSs- 30 personnel. The Commission suggested a review of the existing sanctioned strength of the police stations with a view to applying these norms by either redeployment from other police stations, or by additional sanction of staff where necessary.

Significantly, the Commission recommended complete prohibition of diversion of police station strength and added that necessary staff must be sanctioned for units like offices of Zonal IGs, Range DIGs, SDPOs, DCRB etc. Similarly, it wanted drivers to be sanctioned for all police vehicles to avoid diversion of police station personnel. The Commission also recommended a regular manpower audit for police stations by an outside agency.

BPR&D study on Delhi Police (2002 & 2008)

BPR&D studied the manpower requirements of Delhi Police, once in 2002 and again in the course of examining a comprehensive proposal for strengthening of Delhi Police in 2008. The latter exercise involved examination of the Delhi Police proposal in the light of the reports of all the previous studies on the requirement of Delhi Police, namely (i) Khosla Commission (1966-68), Srivastava Committee (1985). (iii) BPR&D Study (2002), and (iv) Mega City Policing Plan (2008).

Highlights of BPR&D's general guidelines on norms for creation of police stations and yardsticks for police station manpower were as follows:

- (a) Density of population (50,000 - 1,50,000) should be the main criterion for creation of an urban police station. Could be less in rural areas.
- (b) For semi-urban and rural places, geographical area of 35 sq. kms. should be the criterion.
- (c) The annual volume of crime to be investigated by a police station should be 500 to 1000 (can be less in rural areas)
- (d) For investigating 48 IPC cases and 60 non-IPC cases per annum, the staffing norms for an investigating team should be SI/ASI - 1, HC - 1, and Constables - 2.

BPR&D studies on manpower requirement of Puducherry police and Chandigarh police (2009)

Both these were comprehensive studies of police manpower requirement of the two Union Territories, which naturally included the issue of staffing norms for police stations as well. The studies classified all functions of the police station into three distinct categories, viz., (i) statutory duties, (ii) operational duties, and (iii) unaccounted duties. The staffing norms were evolved for these duties, based on the nature, ambit and volume of each duty. Norms were worked out for the manpower strength of an investigation team and the number of cases to be investigated by each such team. The total requirement of investigating staff was then worked out on the criteria of averages of crime for the previous 3 years. Norms were also worked out for staffing requirement of beat service. The studies suggested outsourcing of some of the police station functions, though limiting the same to routine housekeeping works like cleaning the police station premises, running the mess, etc., and computer data entry. The recommendations included sanction of 40% extra strength for unaccounted duties (25%) and to serve as leave and training reserve (15%).

BPR&D study on Manpower assessment of rural police stations (2013)

The study was based on an analysis of policing structure and functions of a typical rural police station, viz., Raghunathpally Police Station of Andhra Pradesh. This study also grouped various functions and duties performed by a police station into three categories, viz., (i) statutory duties, (ii) operational duties, and (iii) unaccounted duties. Manpower requirement was assessed for performance of each of

these duties, including shift duty requirements in respect of a limited number of functions (duty officer, wireless and communication staff, and computer operators). Detailed analysis of work involved in the performance of each duty and its chronological sequence was made under each of the three categories. The staffing norms of an investigating team were recommended as SI - 1, HC - 1, and Constables - 1 for investigating 50 IPC cases per year, along with investigation of non-IPC (SLL) cases. The number of investigating teams was to be worked out on the basis of the number of crimes reported in the previous three years.

The report noted that the Government of India had already accepted the norm of 14% of the sanctioned strength as leave and training reserve. In addition to that the report recommended another 14% of additional manpower as reserve for unaccounted duties and weekly offs.

Manpower norms: ground situation

As for the current ground situation, information on existing manpower norms for police stations was sought from the police headquarters of various States. Information was also obtained from BPR&D in respect of a few states, as available with them. From the available details, the picture of the ground situation in respect of the states for which information could be accessed, emerges as follows:

1. **Andhra Pradesh:** Norms followed in apportioning the large number (18,190) of posts recently sanctioned⁴⁹ for strengthening the civil police were based on categorization of police stations into six types, namely, (i) 'A' (police stations in cities with more than 70 lakh population), (ii) 'B' (those in cities with less than 70 lakh population), (iii) 'C' (police stations in urban districts), (iv) 'D' (police stations in towns), (v) 'E' (rural police stations - standard), and (vi) 'F' (rural police stations - medium).

2. **Assam:** Manpower allocation for police stations is based on population covered, geographical location and crime situation in different police stations.

3. **Chhattisgarh:** No well devised norms are applied in sanctioning manpower for police stations. However, total strength for urban police stations, rural police stations and outposts has been fixed as 95, 71 and 35 respectively.

4. **Gujarat:** Detailed norms laid down in 1960 by the then Government of the composite Bombay State are followed. These are based on incidence of crime, average number of criminal cases investigated, population served, number of beats in the police station, average number of criminals under surveillance, average number of summons to be served and warrants to be executed, prisoner escort duty to be performed (based on number of pending trial cases), etc. Norms also take care of

⁴⁹ Vide G.O. Ms. No.281, Home (Ser.III) Department, Government of Andhra Pradesh, dated 20.11.2007.

the requirement of station writer staff (based on number of crimes as also the total staff strength of the police station), copying staff and other miscellaneous duties in police stations.

5. **Karnataka:** A Standing Order (No.898) issued by the State Police Headquarters in 1991, has categorized police stations as City, Town and Rural for allocation of staff strength, taking into consideration various factors like extent of jurisdiction, communal situation, factious nature of villages, activities of anti-national elements, security of weaker sections of the society, movements of VVIPs and traffic etc., and strength fixed category-wise.

Further, Karnataka Police Headquarters, vide their Circular No.RLN(5)5/2010-11 dated July 22, 2010, also stipulated definite norms for creation of ordinary PSs/Traffic PSs and upgradation of Police Outposts as : (1) Creation of PSs with PSI with a Police Sub-Inspector as SHO - (a) 75 miles / 150 sq. km. Area, (b) 300 number of crimes per year, and (c) 50,000 to 60,000 population; (2) PS with Police Inspector as SHO - occurrence of 700 cognizable crimes per year; (3) PS with Dy SP as SHO - occurrence of 900 cognizable crimes per year; and (4) Traffic Police Station with PSI as SHO - occurrence of 150 to 250 traffic offences. These norms are, however, not applicable to city police stations.

6. **Manipur:** No formal guidelines are available and the sanction of manpower is based on the nature and quantum of various duties and responsibilities.

7. **Odisha:** Yardsticks for sanction of staff for urban and rural police stations and police outposts fixed in the year 1974⁵⁰ were based on the number of cognizable crimes registered at the police station. However, the Government undertakes an assessment of requirement for different police stations, from time to time, on the basis of crime statistics, law and order work, size and density of population, level of urbanization and industrialization, location in naxal/extremism affected area, and so on, and sanctions additional manpower accordingly.

8. **Tamil Nadu:** Based on the workload, police stations are categorized into three groups, namely, Heavy, Medium and Light, which are allocated the staff strength of 80, 50 and 30 respectively. In Greater Chennai, the police stations are categorized as Metro-I and Metro-II, with the authorized strength of 120 and 100 respectively.

9. **Tripura:** Sanction of manpower is based on factors like crime statistics, other workload, insurgency, proximity to international borders, demographic mix.

To sum up:

The foregoing review of the existing scenario of ground situation as also of the available reports of various studies conducted from time to time by expert commissions / committees and

⁵⁰ Government of Orissa letter No.1875/P dated 17.01.1974

individuals clearly indicates that the subject of fixing manpower norms for police stations in a scientific manner has, by and large, proved elusive to police organizations and the governments so far. Barring a smattering of honourable exceptions, there is little evidence of any systematic exercise having been taken up to arrive at appropriate yardsticks, even in the period following the recommendation (1981) of the National Police Commission for operations research to evolve the norms and yardsticks. The only scientific exercises are represented by the Saraf study in the context of Maharashtra Police, the A.F. Ferguson study of Kerala Police, and, to some extent, the McKinsey study of requirements of police stations in Maharashtra. The studies of Saraf and McKinsey, however, do not take into account shift functioning in police stations, in working out manpower norms.

It is high time the matter is systematically taken up by all the States, duly taking into consideration the requirement of shifts functioning of police stations as also the different ways and means of economizing the manpower requirement by way of exploring means such as business process re-engineering, multitasking, the scope of outsourcing some of the non-core and non-statutory functions of police stations and infusion of technology, wherever feasible.

Chapter 6

Case studies of shift functioning in police stations

Hyderabad Police

Andhra Pradesh Police Manual, which is the guiding document for the functioning of Hyderabad Police, prescribes three shift system of work (0800-1400 hrs., 1400-2200 hrs., and 2200-0800 hrs.), besides a general shift of 0800-1600 hrs., for city police stations. However, our case study indicates that with a busy festival calendar, interspersed with interminable law and order commitments, the occasions on which the police stations of Hyderabad are able to follow the prescribed schedule of three shifts are only few and far between (for not more than 50-60 days in a year). For the rest of the year, a modified shift schedule of 24 hours duty - 24 hours rest is sought to be followed in almost all the police stations. However, even with this modified shift system, staff are often called in, during their off days, for either active or 'stand-to' duties. Certain categories of staff (like the station writers) do not work in shifts but they too have to be on duty for inordinately long hours. For SHOs, no shift system is applicable and they have to regularly remain on active duty for 12-14 hours a day.

In traffic branch, two shifts (0800-1400 hrs. and 1400-2200 hrs.) are followed for the staff and a general shift (0800-1600 hrs.) for officers. No shift system, as such, is followed in the crime police stations, Detective Department and the Special Branch. The staff in these wings as well as the traffic branch generally end up working for much longer hours, far in excess of 48 hours a week.

The case study also indicates that the staff, particularly in law and order police stations and in traffic wing, are not allowed weekly offs regularly, except during the brief interregnums of 'lean periods', when the three-shift system prescribed by the AP Police Manual is in operation.

By way of compensation for performing duty for long hours and on public holidays, police personnel of Inspector rank and below are allowed additional earned leave of 30 days (over and above their normal entitlement of earned leave, as admissible to all employees of the State Government, across the board). This additional component of earned leave is encashable and is generally encashed by most of the police personnel. During deployment on active or 'stand-to' duties, on their off days, staff are also entitled to an allowance of Rs.60/- per day towards food expenses.

The case study also shows that in spite of unduly long working hours for staff, the police stations are not able to perform various policing tasks with desirable efficiency. For instance, beat service is not being regularly performed in all the beats under various police stations, because of the pressures of law and order duties, coupled with shortage of staff.

The survey conducted on representative samples of stakeholders as part of the case study, clearly brings out a sense of disenchantment on the part of the staff with the existing working hour arrangement, and an overwhelming sentiment in favour of a regular three-shift system. Samples among senior police officers, judicial functionaries as well as citizens also hugely favoured shift system of functioning for police stations, for efficient policing and a better work-life balance for police personnel.

The main impediment in the regular implementation of shift system, prescribed in the AP Police Manual, is an acute shortage of manpower in police stations. The problem is compounded by the common phenomenon of diversion of police station personnel on attachment with offices of ACP, DCP etc., to supplement their staff, absence of a system of outsourcing of some non-core policing functions (despite some successful attempts made in one of the police stations – Ramgopalpet – in the past), inadequate training and re-training of police personnel, which constitutes both a cause and the effect of work overload, and so on.

The detailed case study report may be seen at Annexure - 1.

Delhi Police

Delhi Police is guided in its day-to-day functioning by the provisions of the Delhi Police Act, 1978. The detailed guiding philosophy of police station working is traditionally derived from Punjab Police Rules. The Delhi Police Act states that “Police officers shall, for all purposes of this Act be deemed to be always on duty”. Punjab Police Rules also do not provide for any shift pattern of functioning of police stations. However, over the years, some ad hoc arrangements of shift operations have come to be adopted for such of the duties in police stations, which require round-the-clock police presence or unduly long hours of continuous functioning, the number of shifts and their timings varying from category to category of such functions.

Thus, personnel posted as Duty Officers and General Diary Writers work in three shifts (0800-1600 hrs., 1600-2400 hrs., and 0000-0800 hrs.). Picketing duty is performed in two shifts, usually of 8 hours each, and its timings are kept flexible, to be determined by the SHO as per the changing requirements. Duties relating to (a) reception at the police stations, (b) manning of Women Help Desks, (c) handling of emergency tasks, (d) CIPA (information technology project) work, and (e) vehicle drivers and motor cycle riders are also performed in two shifts, usually of 8 hours’ duration each. Sentry duty to guard the police stations is performed in four shifts of 6 hours’ duration each. Indeed, the duration of all these shift duties often gets extended beyond the envisaged hours, during the periods of major law and problems, festival *bandobust*, major agitations, terrorist/communal violence, VIP *bandobust*, etc. And, such occasions are fairly common and frequent in Delhi and also often extend over long-drawn periods.

Other duties such as Malkhana Muharrir, Record Muharrir, collators to assist the Muharrirs, Readers, summon service, etc., are not performed in shifts. So is the case with duty of Naib Courts (liaison with the Magistrates' Courts) and Pairvi officer (liaison with the High Court). However, during emergencies of law and order, the staff performing such duties are assigned additional tasks as well.

Police station personnel have to perform a number of functions of non-policing nature, such as record maintenance, typewriting work, computer operation, driving of vehicles, running the mess / canteen, and so on. Police stations are also required to depute a few of their staff members to the offices of ACPs, DCPs and other higher formations for manning the Legal Cells, RTI Cells, and Parliament Questions Cells, for which no formal sanction of manpower exists, as also to generally supplement the ministerial staff in those offices.

Though digitization of some items of work has been accomplished through two useful ICT applications, namely, CIPA and ZIPNET, there are many other items of police station functions, in which information technology can be gainfully utilized to economise on manual effort. For instance, computerisation of Malkhana registers, which are manually maintained as of now, can help in avoiding the repetitive work involved in bringing forward a large number of entries from the previous years, year after the year, thereby saving a lot of time of the staff deployed on Malkhana Moharrir duties. Similarly, provision of Personal Computers / Laptops to investigating officers can help them have instant access to all the information available on ZIPNET, thus saving a lot of their time and speeding up the investigation work, besides generating status reports etc. on cases at short notice, which otherwise consumes a lot of their time.

In the existing scenario, staff on most items of duties ends up working anywhere between 10 - 12 hours per day, most of the times. Occasionally this extends to even longer durations. A majority (70%) of police station staff, covered by the survey undertaken as part of the case study, stated that they had to perform duty for much more than 8 hours in a day, for more than 15 days in a month on an average. Some of them also mentioned that such was the case almost daily, often for months together.

Rules generally provide for the admissibility of a weekly off but quite frequently that is not found feasible due to heavy law and order commitments and overload of other works.

Staff are also often recalled to duty during their off time/off days, to attend to law and order and other emergencies.

To compensate for working on weekly off days and for extra long hours of duty on normal working days, staff are granted one month's extra pay in a year, this facility being restricted to non-gazetted personnel only.

Our survey revealed that a large majority of staff did not find the present shift arrangement convenient from the standpoints of their personal, family and social needs as also their personal

health. An equally large majority of SHOs also confirmed this. The staff overwhelmingly favoured shift system of functioning for improving the quality of work output while also providing enough time to them for rest, recreation and family/social needs.

Samples among judicial officers also felt that the police station personnel were overburdened and that long hours of duty played havoc with their physique and mind, badly affecting their professional performance as well as their personal lives. They suggested suitable augmentation of manpower in police stations and implementation of an efficacious shift system of working in proper rotation.

The case study, thus, clearly established that the ad hoc shift pattern now in vogue in respect of only limited items of police station functions, was proving grossly inadequate for efficient policing, while also adversely impacting the personal, family and social life of police personnel.

The detailed case study report is placed at Annexure - 2.

Kolkata Police

The administration of Kolkata Police is guided by the Calcutta Police Act, 1866 and the Police Regulations Calcutta, 1968. Neither this Act nor the Regulations contains any provision as such for shift system of functioning of police stations, barring Regulation 11, which empowers the officer-in-charge (OC) of a police station to authorize a Sub-Inspector or an Assistant Sub-Inspector to function as 'Duty Officer' in shifts of 8 hours per day.

However, in actual practice, as reported⁵¹ by the Commissioner of Police, Kolkata, a 3-shift system⁵² is sought to be generally followed in police stations. The system of shift duty is applicable to all staff members except those who are assigned tasks and duties which do not require round-the-clock functioning, such as court duty, maintenance of records, malkhana-related work, computer operations, etc. Shift duty is not applicable to OCs and Additional OCs of police stations, who generally remain on duty for up to an average of 15 hours or more per day.

Junior staff members on shift duty perform tasks, such as (a) beat patrolling, (b) watch duty at fixed picket points, (c) vehicle checking, (d) assisting their seniors in conducting raids, (e) other law and order duties, besides (f) sentry duty and lock-up guard duties at police stations, etc.

Sub-Inspectors, during their shift duty, function as 'Duty Officers' and attend to information relating to any occurrence of violence, disturbance, public disorder, etc., received from different quarters (directly from a complainant, or through the control room, injury reports from hospitals,

⁵¹ Vide Memo No.383/CRO dated 30.01.2014 of Commissioner of Police, Kolkata.

⁵² Each day is divided into morning shift (0900 – 1500 hrs.), afternoon shift (1500 – 2100 hrs.), and night shift (2100 – 0900 hrs.), with shifts being rotated for each staff member, every day.

etc.). On receipt of a report of a cognizable crime, they register the FIR and investigate the case. The work of execution of warrants and proclamation orders is also to be taken care of by them. They are also responsible for the maintenance of General Diary of the police station as well as other contemporaneous records, such as the lock up register etc., during their duty period. In addition to all this, they are also required to perform any task assigned to them by the OC or Additional OC. In the performance of all these tasks, the Sub-Inspectors are assisted by ASIs / Head Constables.

Personnel on shift duty, in addition to their shift duty work, have to perform the work relating to crime investigation entrusted to them and attend courts when such cases come up for trial, besides conducting enquiries assigned to them.

Staff members on shift duty are required to complete all their shift-related work before leaving the police station at the end of their duty. Generally, they are solely responsible for disposal of all the matters that come up during their duty hours, and are not expected to hand over any pending work to their relievers. However, in respect of any major law and order problem or any other sensitive issue, which needs to be followed up, the Duty Officers brief their relieving officers with the necessary details and about the required follow-up action. It is not mandatory though for them to submit any report on items of work done by them during their duty hours.

The workload being heavy, all ranks of police station staff end up working well beyond the scheduled shift duty hours most of the time, in order to cope with the law and order requirements and other police tasks. As per information received from Commissioner of Police, Kolkata, even the shift system itself gets disrupted at least 4 to 5 times in a month due to recurring law and order problems or other heavy commitments of work. Special occasions like the Durga Puja festival entail longer duration of its disruption.

The shift system in vogue does not have any provision as such for a weekly off for the personnel. It is only in situations of personal emergency or other pressing requirements that 'permission leave' for 23 hours is granted on application in advance.

No distinction is made between core policing duties and non-core police functions. As such, all duties and functions are performed by police station personnel themselves. No system of outsourcing of any function is in vogue.

Police station personnel have also to perform several duties, which require no specific policing skills. Thus, they work as computer operators, telephone attendants, and dak distributors commonly. Occasionally, they are also deployed for 'attachment' duties in the offices of ACP / DCP, due to shortage of manpower in those offices.

In the overall, the case study makes it clear that the shift operation in vogue in Kolkata Police, like in Hyderabad and Delhi, is merely an ad hoc arrangement, not an efficacious shift system.

Some Common Observations from Case Studies

All the three case studies of the shift systems, as they currently operate in these jurisdictions, throw up the following common points. It would be useful to take care of them while devising an efficient shift system for police station functioning:

- (1) Most of the work processes, now in vogue in police stations, are traditional, almost archaic, and preponderantly manual.
- (2) Infusion of technology in the various aspects of police station functioning is minimal and far from adequate.
- (3) Multitasking of staff is not being adopted as a routine practice.
- (4) There is a near-total absence of a system of outsourcing of non-core policing functions, with all these tasks being performed by police station staff themselves.
- (5) Most of the police stations are reeling under acute shortage of staff strength, with considerable unfilled vacancies.
- (6) Out of the available manpower strength also, staff are commonly diverted on attachment to higher formations (offices of ACP, DCP, sometime also the CP) to supplement their staff strength and to make up for their shortages.

Chapter 7

Analysis and discussion of survey results

For ascertaining the present status of actual extent of duty hours of police station personnel, status of availment of weekly offs by them, and the frequency of their being recalled to duty during their off time/days, as also for obtaining the views and opinions of stakeholders on other aspects of the research study, field survey was conducted by administering three different questionnaires, one each for (i) police station staff other than SHOs (PCs, HCs, ASI/SIs), Station House Officers (SHOs), and (iii) their supervisory officers (DySP/ACP/District SP/DCP, etc.), structured after detailed consultation with some senior serving and retired police officers, as also academic experts in the ASCI. Copies of the questionnaires are placed at Annexure - 3.

A total of 14,121 valid responses to the questionnaires were received from the three categories of stakeholders, covering 1,043 police stations spread over 319 police districts falling in 23 states and two union territories, the break-up of which is shown in Table - 1.

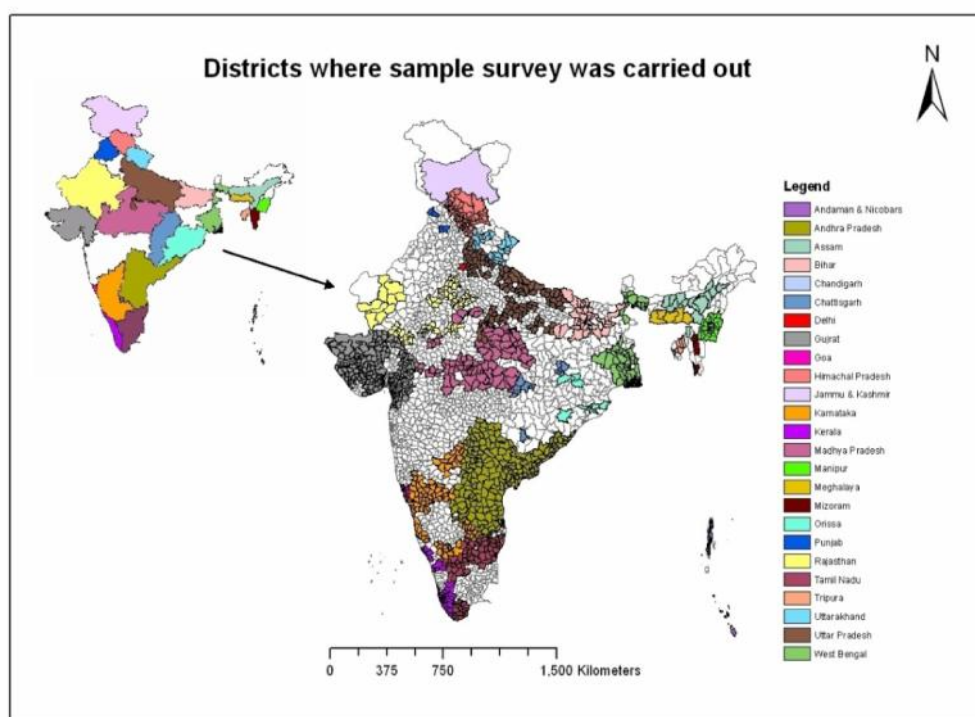
Table - 1
Distribution of sample

S.No.	State	Number of		Number of Responses		
		Districts	PSs	PS Staff	SHOs	Supervisory officers
1	Andhra Pradesh	24	114	1988	115	154
2	Assam	14	46	100	45	40
3	Bihar	24	51	289	50	59
4	Chhattisgarh	5	14	326	16	16
5	Goa	2	2	2	2	1
6	Gujarat	23	38	215	28	46
7	Himachal Pradesh	13	41	786	42	31
8	Jammu & Kashmir	11	13	182	12	25
9	Karnataka	17	38	830	32	43
10	Kerala	10	88	244	88	34
11	Madhya Pradesh	27	112	666	110	52
12	Manipur	7	17	153	17	20
13	Meghalaya	10	26	277	23	10
14	Mizoram	3	8	85	8	15
15	Orissa	4	10	98	11	7
16	Punjab	2	3	138	2	4

S.No.	State	Number of		Number of Responses		
		Districts	PSs	PS Staff	SHOs	Supervisory officers
17	Rajasthan	15	32	410	30	44
18	Tamilnadu	20	102	985	101	118
19	Tripura	4	5	45	5	7
20	Uttar Pradesh	44	192	2432	182	110
21	Uttarakhand ⁵³	10				35
22	West Bengal	19	66	1154	60	60
23	Delhi	7	7	288	6	19
24	A & N Islands	3	9	162	9	9
25	Chandigarh (UT)	1	9	301	9	3
All India Total		319	1043	12156	1003	962

Figure - 1 shows the police districts covered in the survey in 23 States and 2 Union Territories of the country.

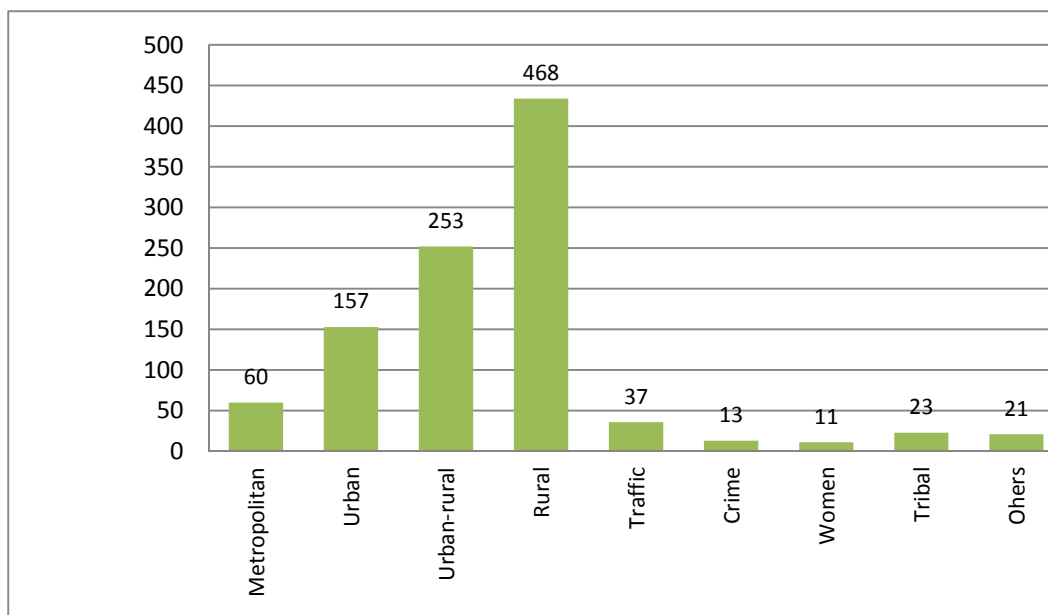
Figure - 1



⁵³ The responses of PS staff and SHO from Uttarakhand were not taken into consideration for analysis since the number of responses were disproportionately large for the small size of the police force of the State.

From the 1,043 police stations, only 1,003 SHOs responded to the questionnaire. However, police station staff (12,156) responded from all the 1043 police stations covered in the sample. Figure-2 shows category-wise distribution of police stations covered by the survey, namely, metropolitan, urban, urban-rural mixed, rural, traffic, crime, women, tribal, and others. The category of 'others' mainly consisted of railway police stations (20).

Figure 2
Distribution of responses on PS categories



Demographic profile of respondents

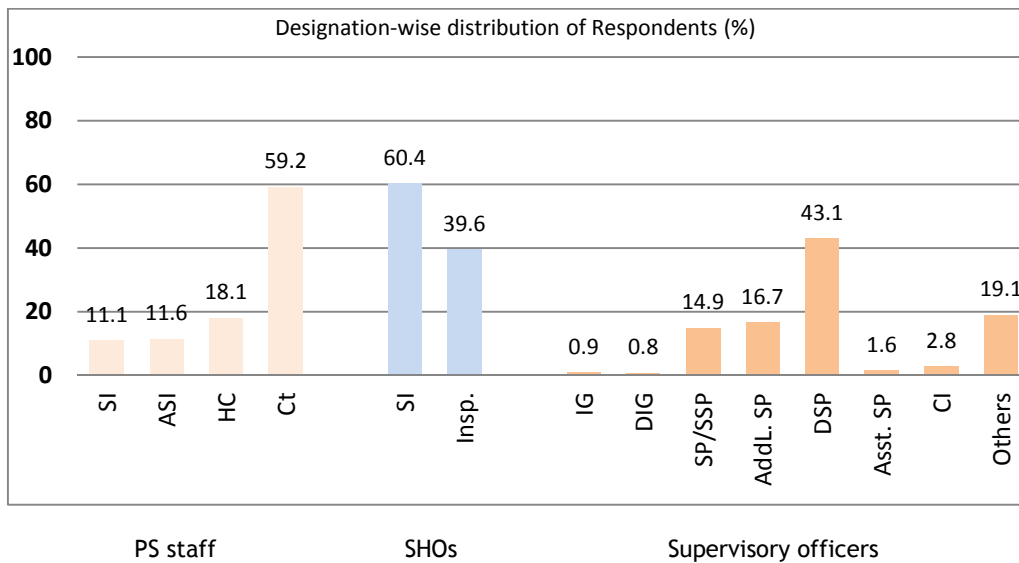
Designation-wise distribution of respondents is presented in Figure 3.

Sample of 12,156 police station staff comprised Sub-Inspectors - 1349 (11.1%), Assistant Sub-Inspectors - 1410 (11.6%), Head Constables - 2200 (18.1%) and Constables - 7197 (59.2%).

Out of the 1003 Station House Officers, 606 (60.4%) were Sub-Inspectors, while 397 (39.6%) Inspectors.

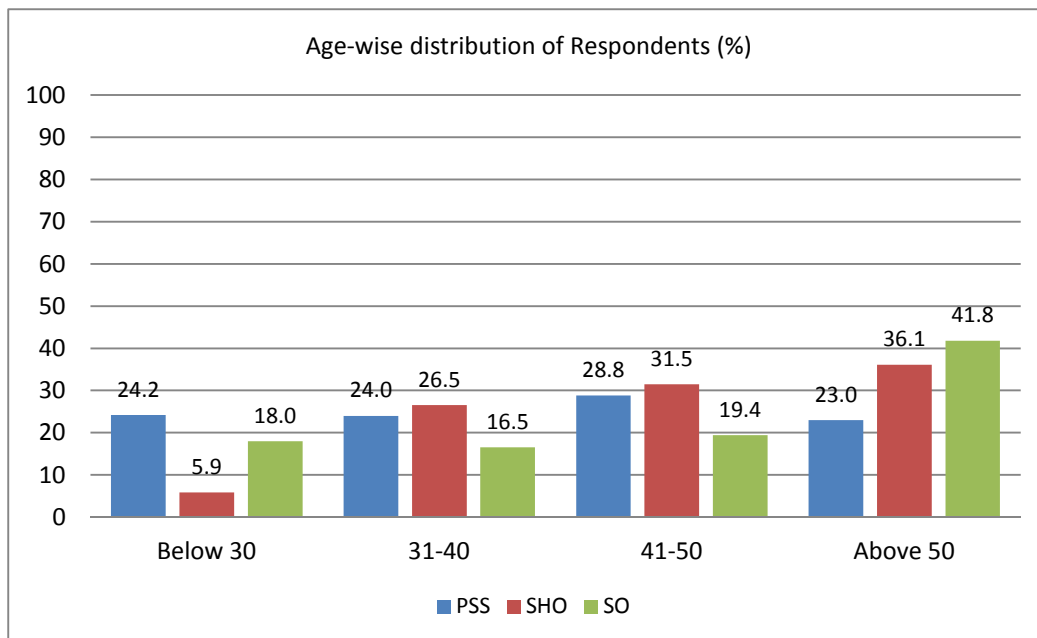
Among 962 supervisory officers in the sample, there were 415 (43.1%) Deputy Superintendents of Police, 15 (1.6%) Assistant Superintendents, 27 (2.8%) Circle Inspectors, 161 (16.7%) Additional Superintendents of Police, 143 (14.9%) Superintendents of Police, 8 (0.8%) Deputy Inspector Generals, and 9 (0.9%) Inspector Generals, and the rest (19.1%) grouped as others.

Figure 3



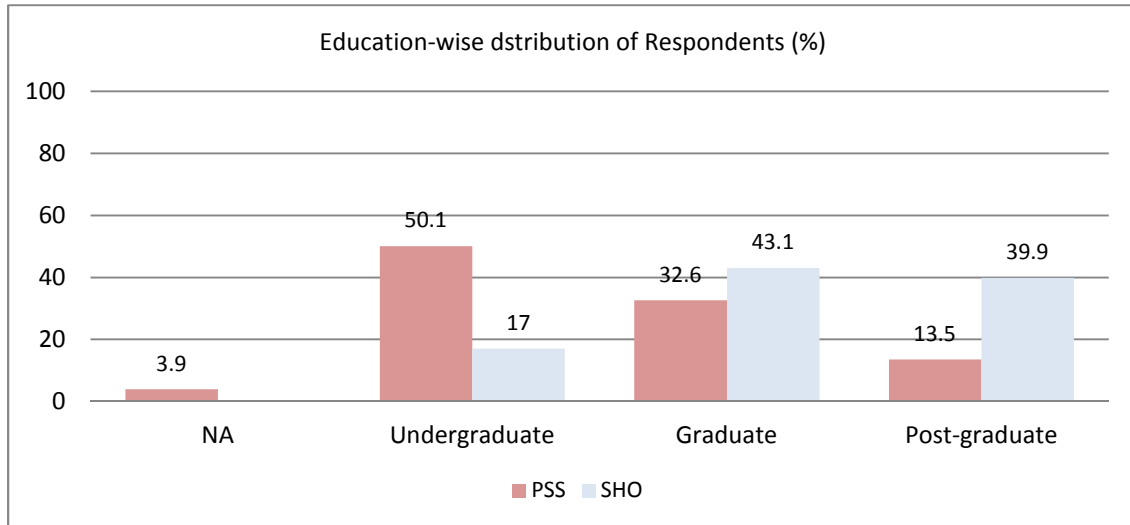
The samples were evenly distributed among all age groups of the respondents. Almost a quarter (24.2%) of PS staff (Figure 4) fell below the age group of 30 years, 24.0% were between 31-40 years, 28.8% in the range of 41-50 years, and 23.0% were above 50 years of age. SHOs below 30 years made up 5.9%, while 26.5% were between 31-40 years, 31.5% between 41-50 years and 36.1% were above 50 years of age. As to supervisory officers, 18.0% represented the age group of below 30 years, 16.5% were of the age group of 31-40 years, 19.4% between 41-50 years and 41.8% were above 50 years of age.

Figure 4



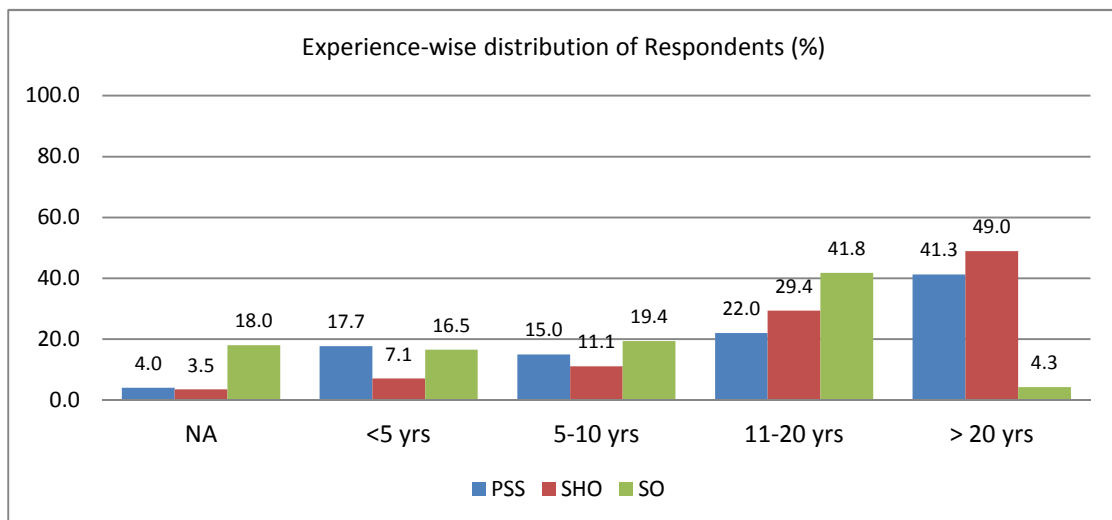
Undergraduates made up 50.1% of the PS staff, 32.6% of them were graduates and 13.5% held post-graduates degrees (Figure 5). Among the SHOs, 17% were undergraduates, 43.1% graduates and 39.9% were post graduates.

Figure 5



In terms of length of experience (Figure 6), 17.7% among PS staff had put in less than 5 years of service, 15.0% between 5 - 10 years, 22.0% between 11 - 20 years, and 41.3% more than 20 years of service. Among SHO respondents, 7.1% had less than 5 years of experience, 11.1% between 5 - 10 years, 29.4% between 11 - 20 years and 49.0% had served in police for more than 20 years. Among supervisory officers, 18.0% had less than 5 years of experience, 19.4% between 5 - 10 years, 41.8% between 11 - 20 years and 4.3% had more than 20 years of experience.

Figure 6

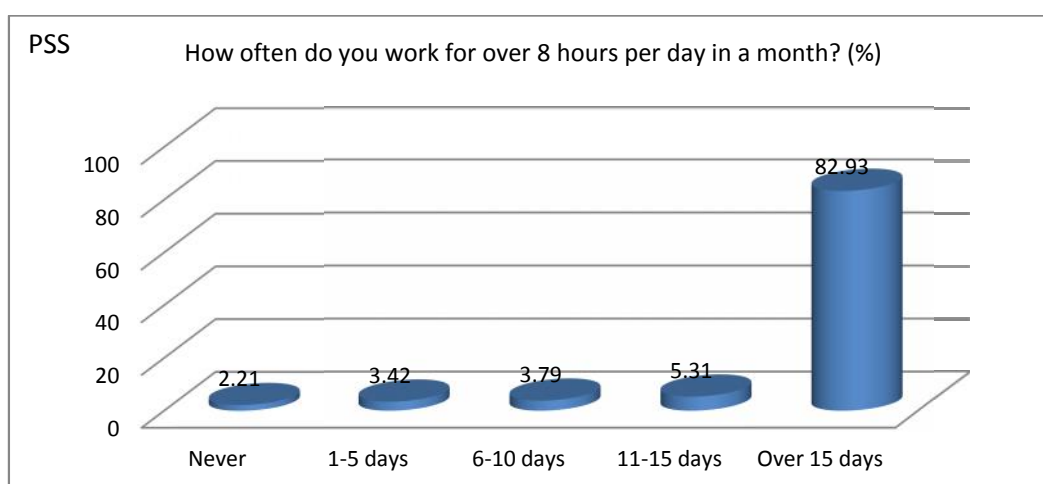


Responses relating to substantive issues

Inordinately long duty hours

Analysis of the stakeholders' responses indicates that most of the personnel working in police stations put in inordinately long hours of duty. This, in addition to them not being able to avail weekly offs. As shown in Figure 7, 82.9% police station personnel indicated that they had to perform duty for more than 8 hours per day, on an average, for more than 15 days in a month. Another 5.3% stated that they had to do so for 11-15 days, 3.8% for 6-10 days, and 3.4% for 1-5 days in a month. Only 2.2% respondents had their duty period limited to 8 hours.

Figure 7



As seen from the responses of police station staff represented by figures 8A & 8B below, the problem of long duty hours pervades all regions in the country, as also all categories of police stations.

Figure 8A (Region-wise)

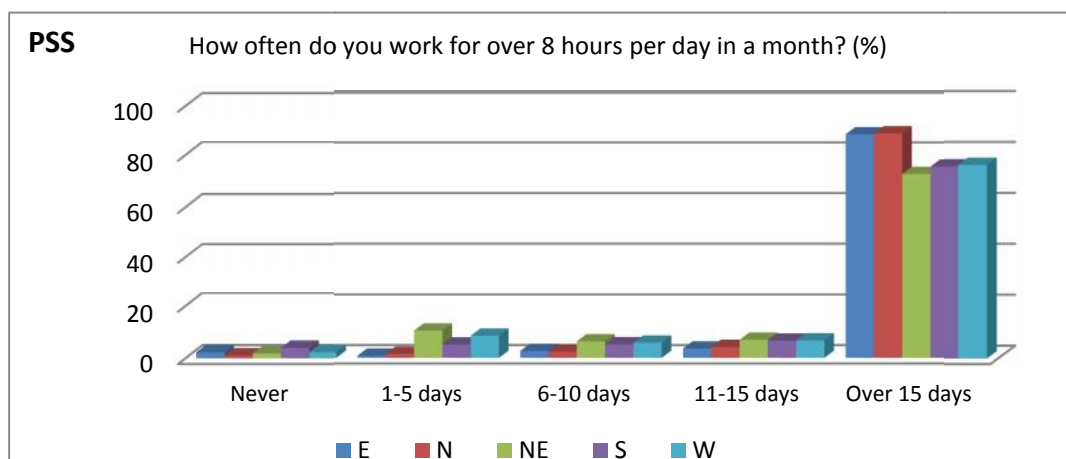
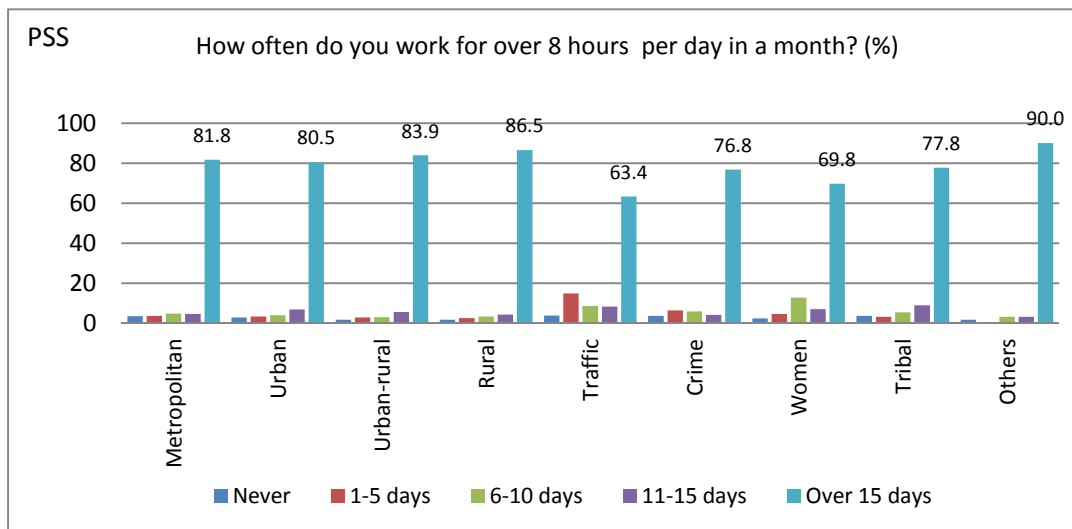
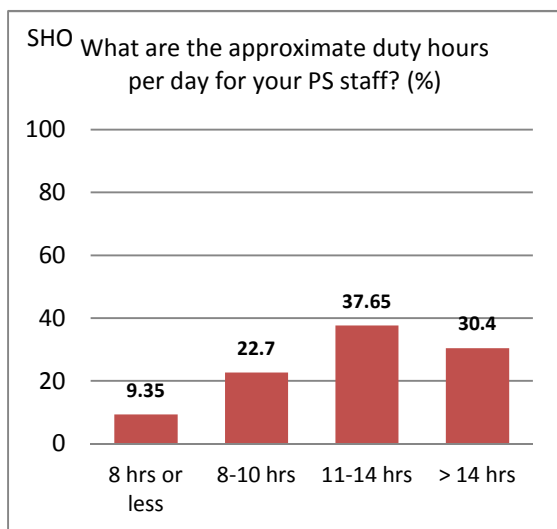


Figure 8B (police station category-wise)

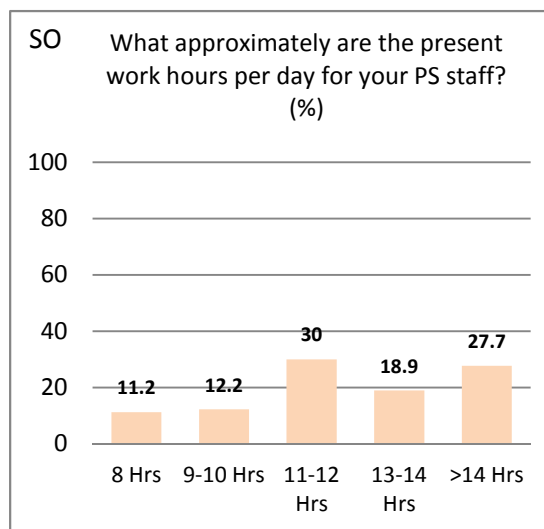


Answering the question relating to approximate number of daily duty hours for police station staff, a little over 68% of SHO respondents (Figure 9A) and more than 76% supervisory officers (Figure 9B) indicated that personnel in their police stations had to be on duty for about 11 hours or more per day. Worse still, 30.4% SHOs and 27.7% supervisory officers reported the daily average of working hours of their staff to be more than 14 hours. Only 9.35% SHOs and 11.2% supervisory officers stated that personnel of their police stations had their working hours limited to 8.

Figure 9A



Figures 9B



Figures 9C and 9D below (depicting the responses of SHOs) show that the malaise of inordinately long duty hours for police station staff prevails across all regions of the country as well as all police station types.

Figure 9C

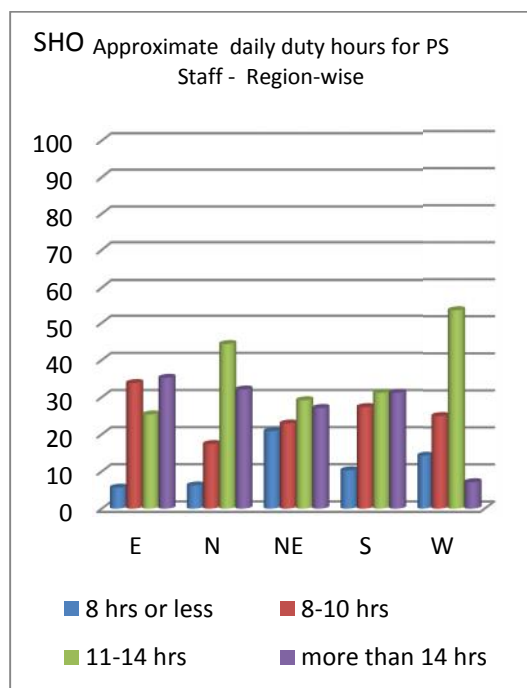
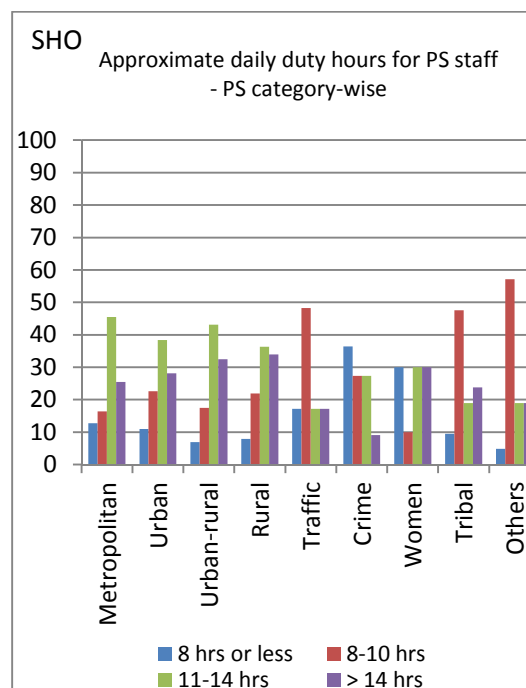


Figure 9D



However, chi-square analysis of SHOs' responses shows statistically significant variations ($\chi^2 = 67.116$, d. f. = 24, $p = < 0.01$) in respect of the average hours of work put in by police station staff in different PS types. Those from rural and urban-rural mixed types of police stations tend to work for significantly longer hours.

Availability of weekly offs

As regards the weekly offs, 73.6% respondents among police stations staff (Figure 10A) claimed that they were not able to avail weekly off, even once in a month. However, only 7.3% SHO respondents (Figure 10B) confirmed this situation. The variation in their responses is understandable, since the staff members, being adversely affected by the denial of weekly offs to them, may have over-estimated the malady, while the SHOs, who are required by the departmental instructions to maximally allow weekly offs, are bound to be a bit guarded in their responses in this regard. The real situation appears to be somewhere in between. Nearly 60% of SHOs' responses (not even once + once/twice a month) could probably be nearer the truth. It is, however, significant that only a miniscule proportion (3.5%) of police station personnel reported that they were able to avail weekly offs 4-5 times in a month, with 4.55% of SHOs confirming this.

Figure 10A

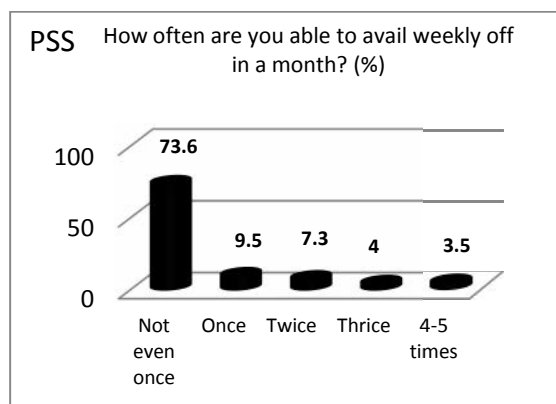


Figure 10B

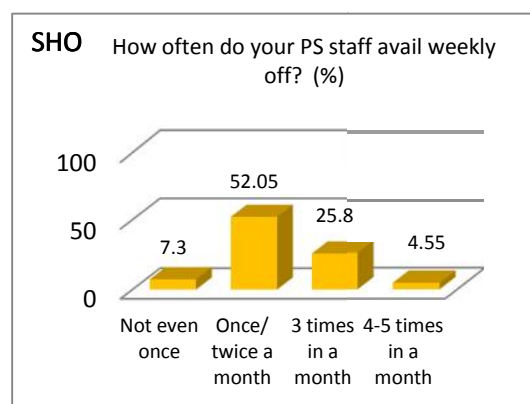


Figure 10C (police station category-wise)

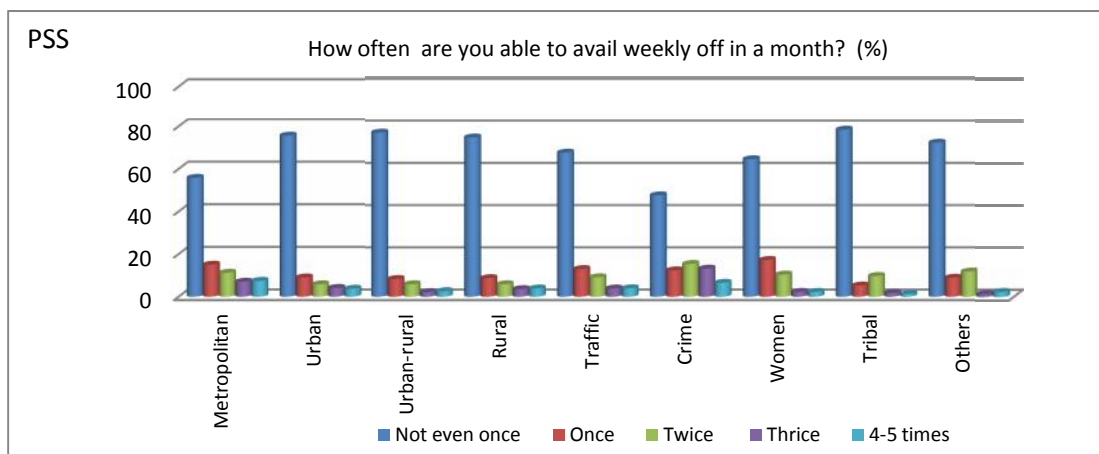
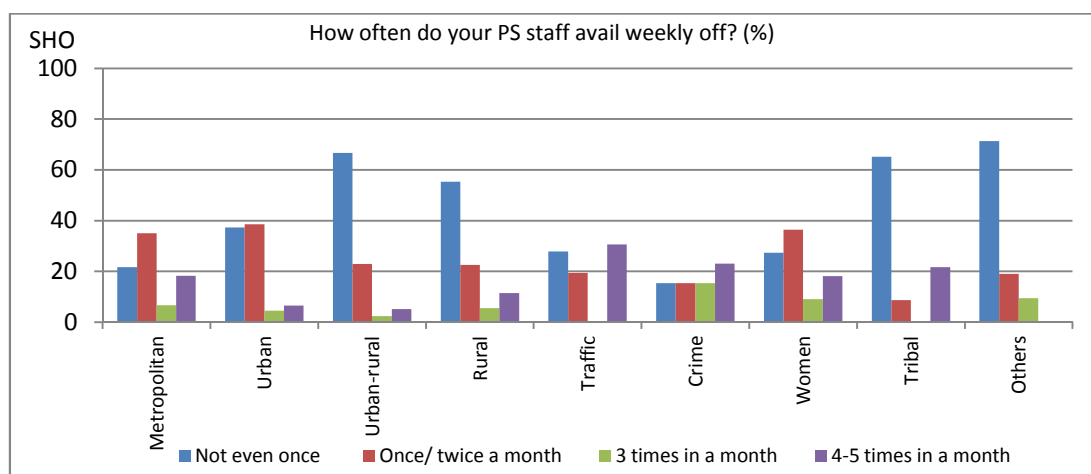


Figure 10D (police station category-wise)



The responses of PS staff belonging to different categories of police stations (Figure 10C) and of SHOs (Figure 10D) reveal that the problem of non-availability of weekly offs pervades all police station types. Chi-square analysis of responses of police station staff ($\chi^2 = 405.053$, d. f. = 32, $p < 0.01$)

brings out a significant variation in the status of availability of weekly offs for them, among the PS types. Analysis shows that the problem of staff not being able to avail weekly offs even once in a month is more prevalent in urban, urban-rural mixed, rural and tribal police stations. In all these PS types, three-fourths of personnel do not seem to be able to avail weekly offs. At the other end of the spectrum are metropolitan, crime and women police stations, albeit in the sense of being only slightly better off. Availability of greater numbers of staff and the nature of duties in these police stations could be the possible reason for this difference.

Analysis of responses of PS staff further indicates a statistically significant association between rank-wise groupings and weekly offs. While nearly three-fourths of staff, across all the ranks, do not get to avail weekly off even once in a month, fewer SIs and ASIs get the benefit of weekly offs than the lower staff. This is probably due to availability of greater number of staff in the ranks of HCs and constables compared to SIs and ASIs.

Analysis further shows a statistically significant χ^2 value ($\chi^2=231.547$, d.f. =12, $p = <0.01$) in the context of length of service experience-wise groupings. Though a huge majority across the experience groups do not get to avail weekly off even once in a month, greater hardship on this count is borne by staff falling in the experience groups of 'below 5 years' and 'more than 20 years'.

Recall for duty during off periods

What makes the situation of overwork even more exacting is the frequent incidence of staff having to be called in for duty during the sparsely available off days and off time to them, because of pressures of law and order work, VIP movements, festivals, other *bandobusts*, and so on. As seen from Figure 11A below, 77.2% respondents among police station staff reported that they were called in for duty during their off days / off time, anywhere from once or twice in a month to 8-10 times or more. 74.1% SHO respondents also indicated (Figure 11B) that they had to recall their staff to duty during off days/off time at a frequency varying between 1 or 2 times in a month to 8-10 times or more. 27.7% SHOs put this frequency to about 8-10 times or more in a month.

Figure 11A

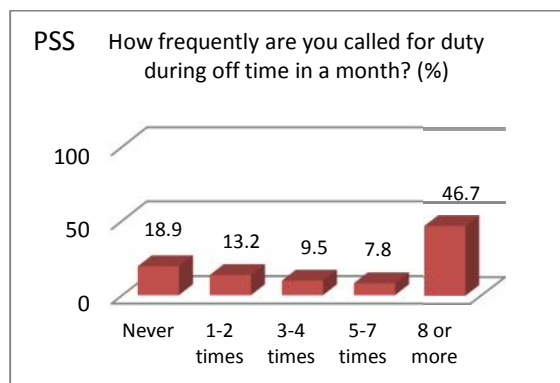
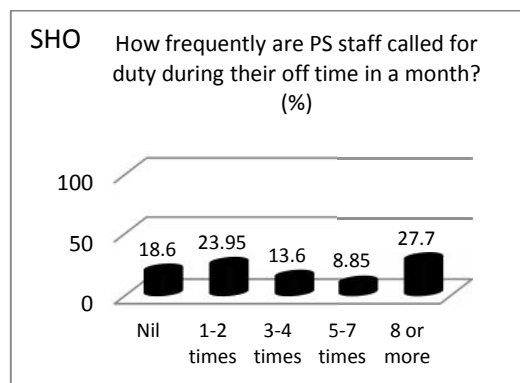


Figure 11B



Chi-square test ($\chi^2 = 158.794$, d. f. = 12, $p = < 0.01$) suggests a significant correlation between the ranks of staff and their being called in for duty during off time. Though all groups are affected to a considerable degree, it is more so for the ranks of Sub-Inspectors and Constables than Head Constables and ASIs.

The result of chi-square analysis of responses of police station staff ($\chi^2 = 252.453$, d. f. = 12, $p = < 0.01$) indicates a statistically significant association of length of service experience of staff with the phenomenon of being recalled to duty during off hours/off days. Substantial number of respondents with less than 5 years of service (54.0%) and those having more than 20 years of service (51.2%) were recalled to duty during their off time for 8-10 times or more in a month.

Age group-wise analysis of the data also shows a statistically significant χ^2 value ($\chi^2 = 171.828$, d. f. = 12, $p = 0.01$) The trend is that younger among the lot as also those in the age group of more than 40 years are recalled more often. However, the distribution is skewed towards recall for 8 times or more in a month, across all the age groupings.

Chi-square statistics also indicate a significant variation among PS types ($\chi^2 = 1537.60$, d. f. = 32, $p = < 0.01$) in the matter of staff being called in for duty during their off periods. Those from tribal, rural and urban-rural police stations are more often recalled, while it is less so for the staff working in metropolitan, urban, traffic, crime and women police stations. Chi-square analysis of responses of SHOs ($\chi^2 = 93.419$, d. f. = 40, $p = < 0.001$) on this count also confirm that the staff of 'rural' and 'urban-rural mixed' PS types are called in for duty more often during their off time, even though the practice of recall to duty during off time seems to be widespread in all PS types across the board.

Adverse impact of existing pattern of duty hours

Figure 12A below shows that 79.2% respondents among police station personnel asserted that the present regime of long and irregular working hours was not found convenient by them for attending to their personal / family needs and social commitments. More than 82% of SHOs (Figure 12B) also either found the current duty hours not convenient in facilitating personal and social needs of their staff, or preferred not to answer this question.

Figure 12A

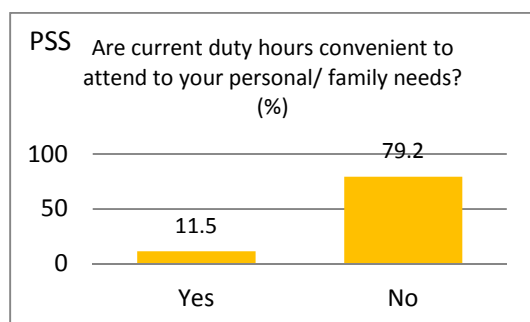
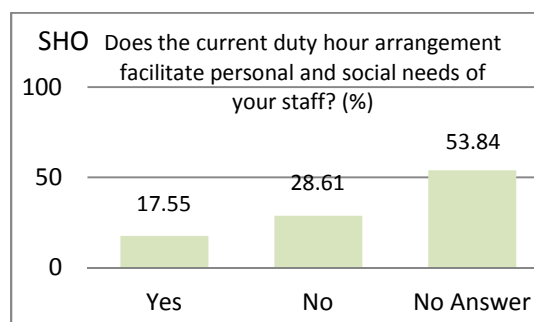


Figure 12B



Figures 12C, 12D & 12E below show that the perception of PS staff that the current duty hour arrangement is not convenient for them to attend to their personal and family needs cuts across their ranks, age-groups and education qualifications.

Figure 12C (PS staff rank-wise)

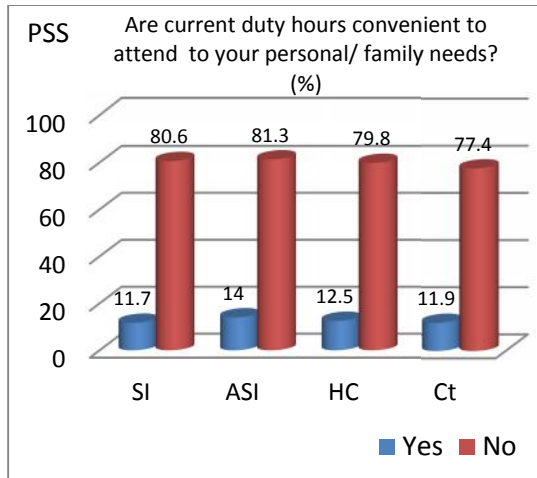


Figure 12D (PS staff age-wise)

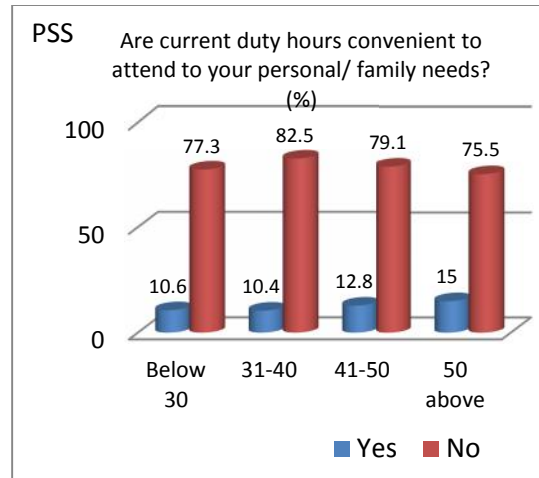
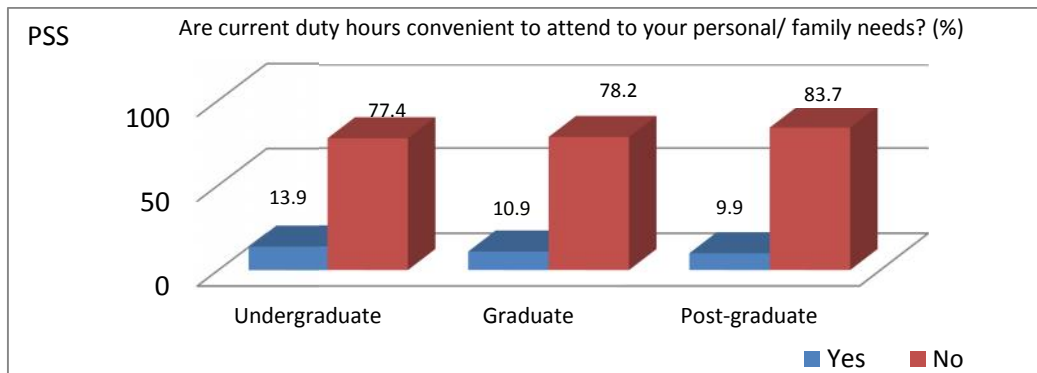


Figure 12E (PS staff educational background-wise)



The chi-square statistics ($\chi^2 = 2.682$, d. f. = 3, $p = 0.4432$) for rank-wise groupings and suitability of current duty hours for personal / family / social needs is not significant. This indicates that disenchantment with current duty hours is evenly distributed across different ranks among staff. Nearly 80% of the sample expressed their dissatisfaction on this count.

A significant chi-square value ($\chi^2 = 30.376$, d. f. = 3, $p < 0.01$) value in the analysis of responses of PS staff distribution on experience group-wise, suggests the possibility of generalizing the observed trend for the sample population. Among those who find the current duty hour arrangement convenient are the ones with less service experience. Perhaps due to 'initial enthusiasm' or being young, they do not feel the need for sufficient time to cater to family / social commitments. However, nearly 80%

respondents expressing that the present pattern of duty hours is not convenient vis-à-vis their personal / family needs and social commitments calls for immediate corrective steps.

The chi-square value ($\chi^2 = 67.098$, d. f. = 8, $p = < 0.01$) is also significant in PS type-wise analysis. Inconvenience of the existing working hour arrangement is very widely felt among all PS categories, though slightly more so in traffic, urban, women and tribal police stations. However, it is to be noted that the problem is compounded in the case of metropolitan PSs, on account of stress associated with police work as well as that of urban living in those areas.

Current duty hours leading to health problems

Figure 13A below shows that 74% of police station staff felt that the present working hour arrangement was leading to various kinds of health problem for them. Significantly, 76.25% of SHOs also answered this question in the affirmative (Figure 13B).

Figure 13A

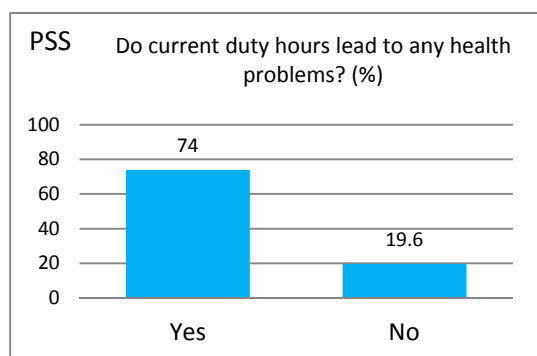
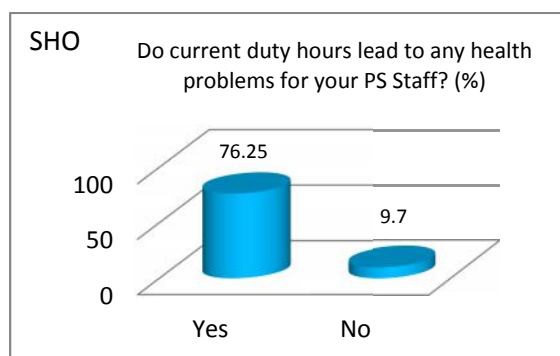


Figure 13B



It may be noted that a huge majority of police station staff - rank-wise (Figure 13C), as also from across all age groups (Figure 13D) and educational backgrounds (Figure 13E) - perceive the current duty hour arrangement as leading to various health problems for them.

Figure 13C (Rank-wise)

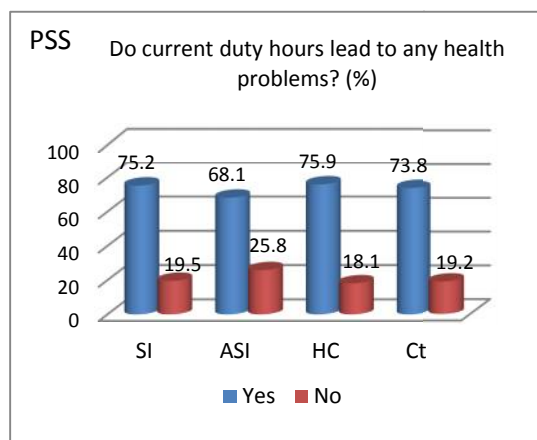


Figure 13 D (Age-wise)

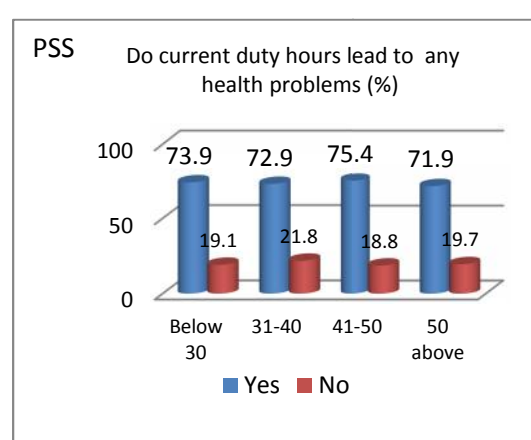
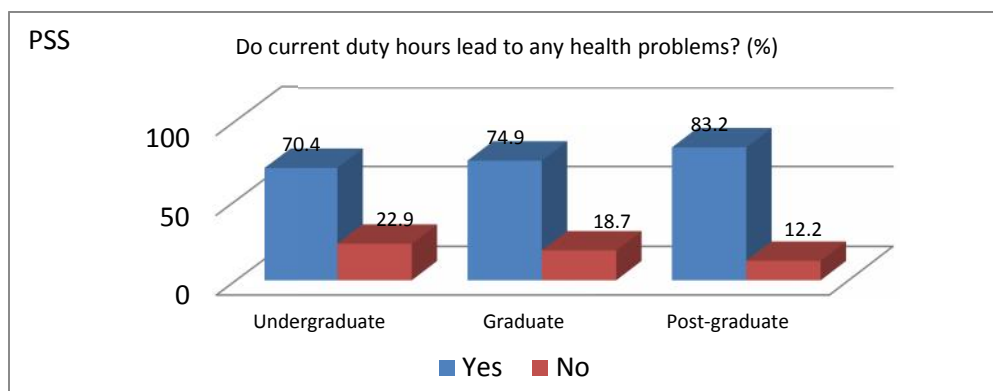


Figure 13E (Educational background-wise)



Chi-square analysis of the responses of PS staff also suggests that the adverse impact of current duty hour arrangement on health of staff is significant, with over 70% of the respondents expressing the same. This impact is felt across various rank-wise groupings ($\chi^2 = 37.276$, d. f. = 3, $p < 0.01$), age groups ($\chi^2 = 9.54$, d. f. = 3, $p < 0.05$) and service experience groups ($\chi^2 = 7.5999$, d. f. = 3, $p < 0.05$) among staff. However, as per the chi-square distribution, those who are more experienced express greater concern on this count. On the designation-wise distribution it is constables and head constables who have felt this problem relatively more than others. Whether imagined or real, this calls for immediate attention.

Cross-tabulation of responses, PS category-wise shows significant chi-square values ($\chi^2 = 150.414$, d. f. = 8, $p < 0.01$). Relatively less proportion of personnel in tribal and crime PS categories feel that the current working hours have an adverse impact on their health, than in metropolitan, urban, urban-rural mixed, rural, traffic and women PSs. This could be because of the longer duty hours in the latter categories of police stations or could also be due to greater awareness, particularly among those working in metropolitan and urban areas.

The kinds of health problems caused due to long and irregular working hours, as mentioned by the staff, included high BP/hypertension, mention tension/stress, restlessness, sleeplessness, tiredness, irritability and angriness, asthma, breathing problems, lungs problem, pollution problem, respiratory problem, acidity, gastric troubles, irritable bowel syndrome, obesity, ankle pain, back pain, joints pain, etc.

Would functioning on shift basis help?

To the question whether shift system of police station functioning would be more convenient for meeting their personal / family needs and social commitments, an overwhelming majority (95.7%) of PS staff respondents (Figure 14A) replied in the affirmative. Over 96% supervisory officers (Figure 14B) too felt that shift system would have a positive impact on the personal / family life of personnel as well as their ability to meet their social commitments. Further, an equally overwhelming majority

(96%) of supervisory officers stated that the shift system would also have a beneficial impact on personal health of personnel.

Figure 14A

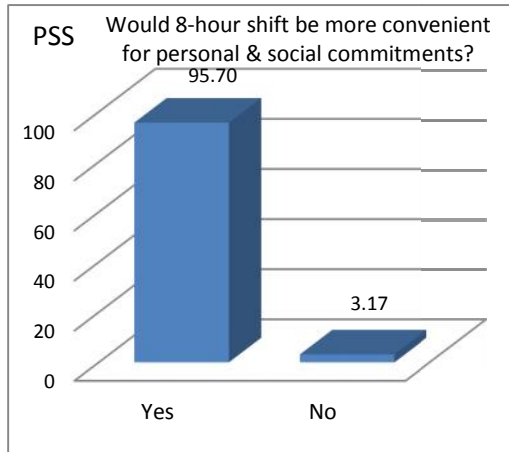
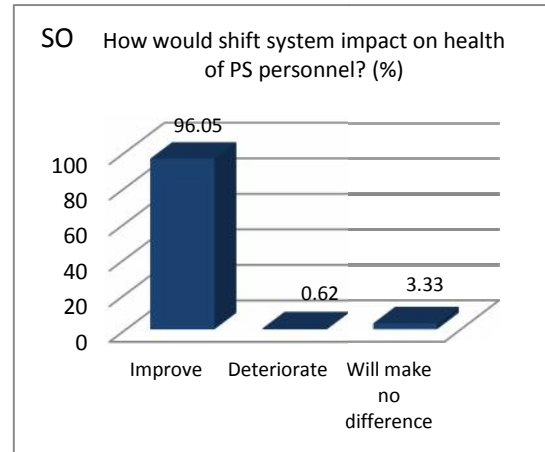


Figure 14B



Chi-square values on this count across the rank-wise groupings, ($\chi^2 = 2.517$, d. f. = 3, $p = 0.4722$), age-groups ($\chi^2 = 1.971$, d. f. = 3, $p = < 0.5784$), and service experience groupings ($\chi^2 = 6.273$, d. f. = 3, $p = 0.099$) of police station staff, are not significant. This shows that there is near unanimity across the board, in the perceptions regarding positive impact of the shift system on their personal, family and social life.

Supervisory officers too, across the ranks (from Circle Inspectors to IGPs), overwhelmingly and unanimously expressed that shift system of functioning would have a positive impact on the personal / family life and social commitments of police station staff. The same trend is seen in the responses of supervisory officers, across various ranks and from various geographical regions, with regard to likely impact of shift system on personal health of PS staff.

Likely impact of proper shift functioning on efficient policing

Answering the question - if shift system of working would impact efficiency in police functioning in any manner - 89.35% of SHOs (Figure 15A) and an overwhelming majority of supervisory officers from across all the regions (Figure 15B) averred that it would improve efficiency. 96.4% respondents among police station staff (Figure 15C) also felt that shift system of working will improve their performance in police work. To another question - if shift functioning was likely to cause any problem in their working - 84.6% of police station personnel (Figure 15D) replied in the negative, while very few (6.4%) of them expressed the opposite view. This small number of respondents could be the ones performing 'non-demanding duties' at present. The responses of SHOs, region-wise (Figure 15E)

and age group-wise (Figure 15F), also show an overwhelming sentiment in favour of shift pattern of police station functioning.

Figure 15A

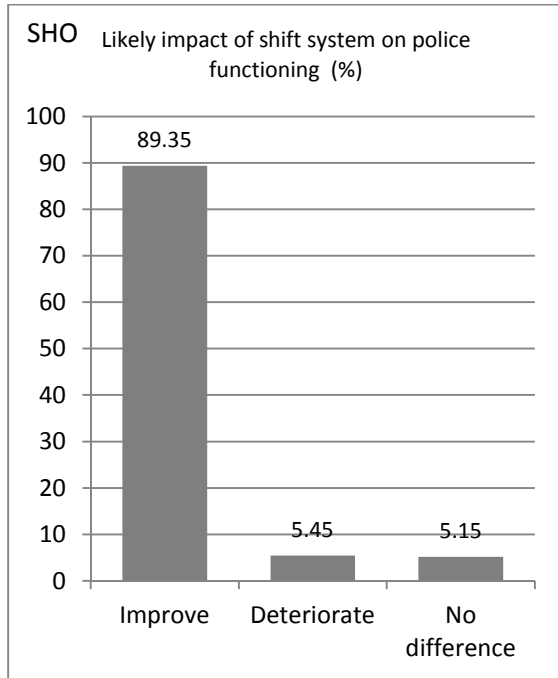


Figure 15B

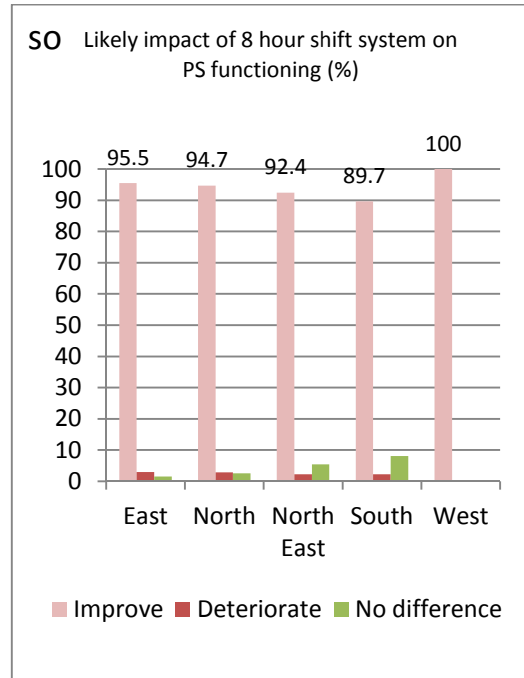


Figure 15C

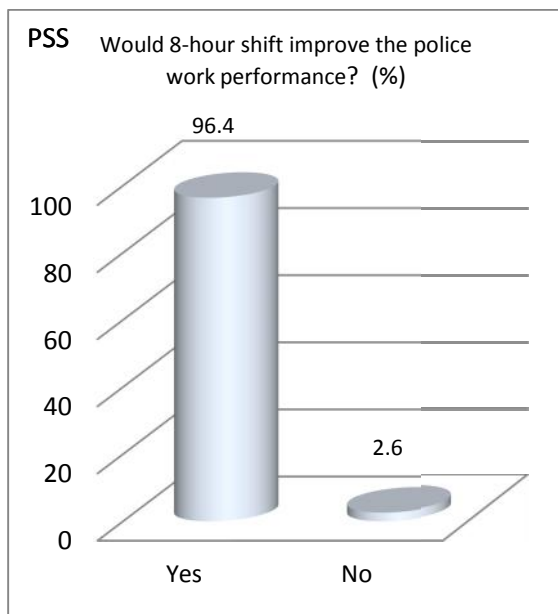


Figure 15D

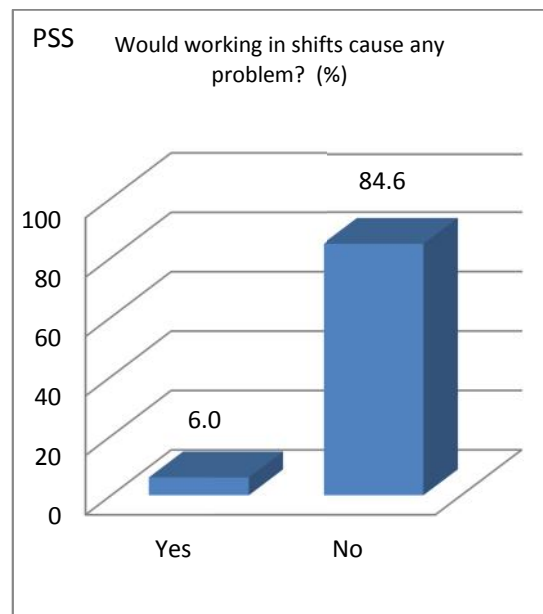


Figure 15E (Region-wise)

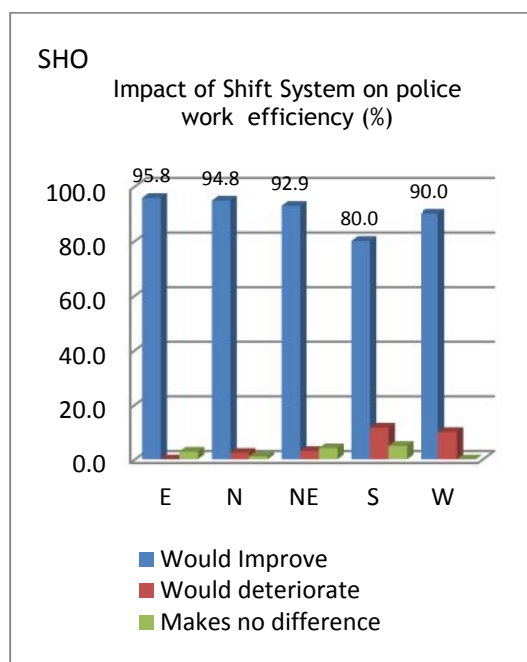
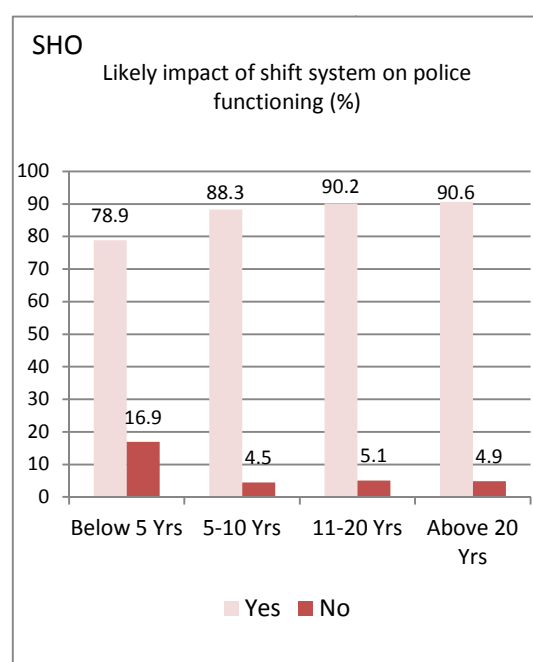


Figure 15F (Age-wise)



Present system of shift functioning

Though shift system of functioning of police stations is not formally envisaged in most of the police organizations in the country, and not practiced in letter and spirit even in those few states (e.g., Andhra Pradesh and Tamil Nadu), which prescribe the same in their Police Manuals, informal shift arrangements of different kinds have come to be introduced on ad hoc basis in different jurisdictions, particularly in police stations with heavy workload. SHOs and supervisory officers were, therefore, asked whether any shift system was in vogue in their police stations and, if so, of which pattern. 56% of SHOs (Figure 16A) responded to this question in the negative while more than 69% among supervisory officers (Figure 16B) indicated that shift system of functioning was in vogue in their police stations. This includes 20.6% of respondents, who stated that it was followed off and on. The variation in the percentages of response of the two groups could be explained by the fact of ad hoc nature of the arrangement on the ground. Whether or not, and when to have shifts is essentially left to the discretion of the SHO concerned, guided by the workload at the time. The situation, therefore, becomes a function of not just the workload but also the SHO's perception of the workload, and his/her general attitude towards the twin requirements of efficient policing and well being of his/her personnel.

Figure 16A

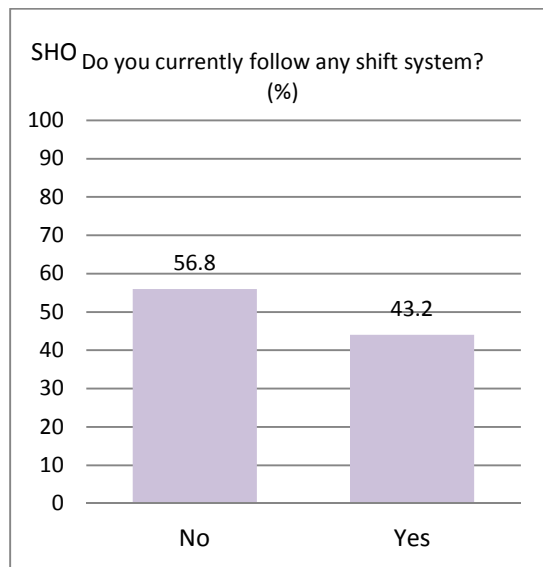
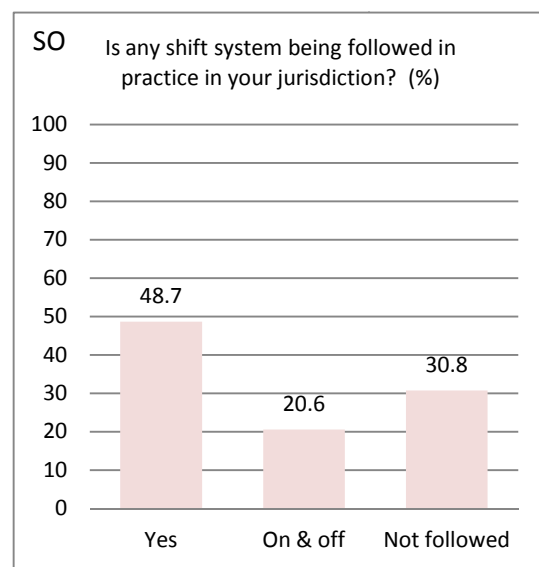
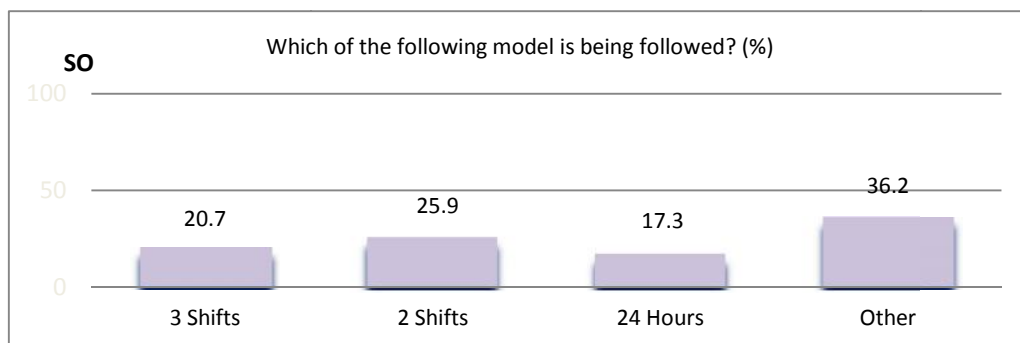


Figure 16B



As regards the model of shift pattern being followed, supervisory officers from different jurisdictions reported (Figure 17) it to be of different kinds, namely, (1) three shifts per day, (2) two shifts per day, (3) 24 hour shifts and (4) other kinds, which, as mentioned by respondents, include “as per the situation”, “different patterns depending on manpower availability”, “shifts for constabulary only”, “shifts only for limited number of duties”, “only for traffic duties”, etc. This clearly shows the ad hoc nature of the existing shifts arrangements, even where followed.

Figure 17



The statistical significance ($\chi^2 = 56.01$, d. f. = 21, $p = <0.001$) in the distribution of rank-wise responses of supervisory officers regarding their perception of the model of shift being followed also reinforces the conclusion that the shift system being followed is not a standard one and it is left to the discretion of the officers to adopt a shift pattern that would make the policing system in the jurisdiction work. And, the ground level officers adopt various strategies to fulfill this need. Though

this seems to be holding well, the practice has introduced systemic inconsistencies, which does not auger well for the police service.

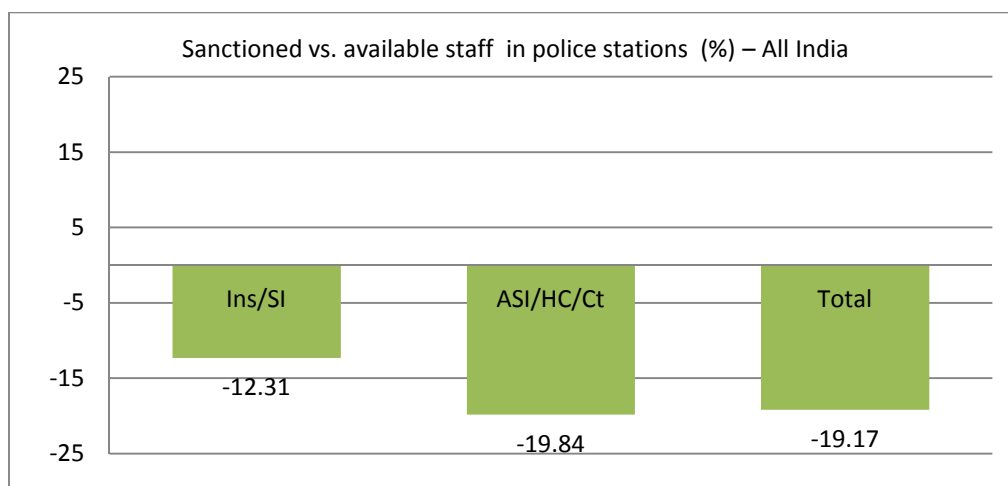
Police station functions that can be performed in shifts

The duties and functions of a police station that can be subjected to shifts, as enumerated by the SHO respondents included: (1) Reception desk , (2) Duty officer, (3) Station writer / Muharrier, (4) Malkhana in-charge, (5) Beat detachment, (6) General duty detachment, (7) Mobile patrolling, (8) Traffic detachment, (9) L&O & emergency duties,, (10) Protocol & other misc. duties, (11) SHO's Reader's duty, (12) Plain-clothes intelligence duty, (13) Computer operator duty, (14) CIPS / CCTNS duty, and (15) Drivers' duty.

Shortage of manpower in police stations

The survey also sought information from SHOs regarding the sanctioned manpower strength of their police stations and the currently available actual strength. Their responses indicated (Table 18) the existence of over 19% vacancies - 12.3% in the ranks of Inspectors and Sub-Inspectors, and 19.84% among Assistant Sub-Inspectors, Head Constables and Constables. That means that nearly one-fifth of staff against the sanctioned strength are not available in the police stations for police work.

Figure 18



An analysis of NCRB data on “Crime in India 2013” shows that, as of now, as against the sanctioned manpower strength of 22,09,027 for state police forces in India, the total manpower sanctioned for all police stations all over the country put together works out to be just about 6,75,115, which represents a mere 30.6%.⁵⁴ A further shortage of nearly 20% out of this meagre sanctioned

⁵⁴ As worked out on the basis of statistics in NCRB Data on Crime in India 2013, Table 17.10.

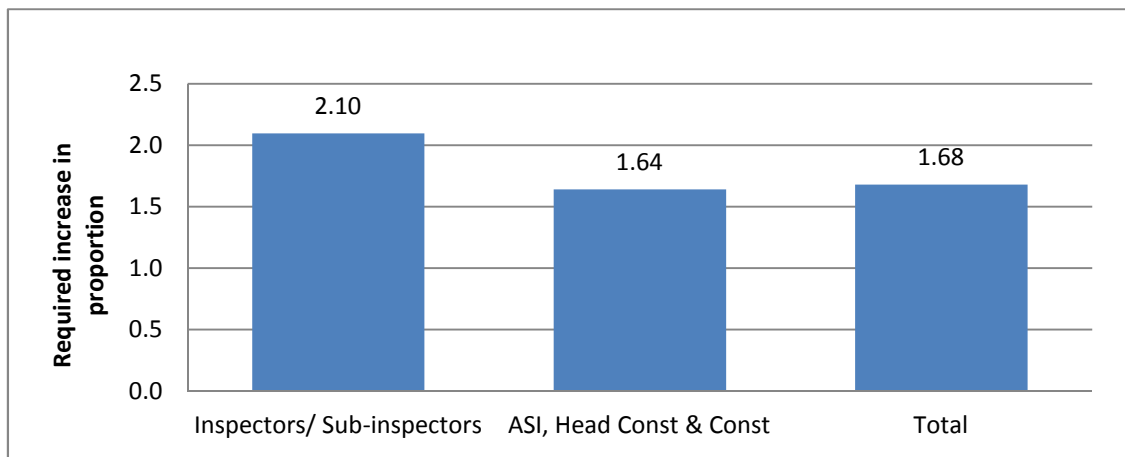
strength also should call for a serious re-look, considering that it is the police station that is the nodal unit of policing.

Requirement of extra manpower for shift functioning in police stations

Towards the main objective of the study, the SHOs, who are the key functionaries of the police stations, were asked to indicate, through the questionnaire administered to them, their carefully considered assessment of rank-wise extra manpower that would be required for shift operations in their respective police stations. An analysis of their responses of this requirement, in terms of strength needed for shift functioning in proportion of the current sanctioned strength, rank groupings-wise, is depicted in Figure 19 below:

Figure 19

SHO - Desirable Police strength for shifts as proportion of the present sanctioned Strength (for executive ranks only)



From the figure, it is clear that the strength of personnel in the ranks of Inspector/Sub-Inspector required for shift operations would be, on an average, 2.10 times of the current strength in those ranks. The requirement in the junior ranks (ASIs, head constables and constables) would be 1.64 times of their current sanctioned ranks. Overall, the requirement of all ranks of staff in police stations put together works out to the average of 1.68 times of the existing sanctioned strength. This means that the additional requirement for shift system of functioning would be 68% over and above the current sanctioned strength.

Measures to economise on manpower requirement in police stations

Effective implementation of shift system would inevitably throw up the requirement of extra hands which would have cost implications, manpower being a costly resource. Feasible ways and means, therefore, have to be thought of to economise on manpower, to the extent maximally possible. To this

end, stakeholders were asked to identify the duties and functions of a police station in which infusion of technology could reduce the burden of manpower requirement, as also the non-core policing functions, which could be outsourced to other appropriate agencies. Senior police officers were further asked to suggest any other useful force multiplier mechanisms to economize on manpower requirement in police station functioning. Their responses are incorporated in Chapter 9 of the report, specifically covering these aspects.

Frequency and percentage distribution pertaining to the Figures 1-17 are given in the following pages.

Tables corresponding to the figures in the text

Table 1
Region-wise number of States / UTs, districts and Police stations in the country covered in the survey

Region	States/UTs	Districts	Police Stations
North	9+1	135	423
North-East	5	38	102
East	3	47	127
South	4+1	74	351
West	2	25	40
All-India Total	23+2	319	1,043

Table 2
Distribution of responses on PS categories

Metro politan	Urban	Urban- rural	Rural	Traffic	Crime	Women	Tribal	Others	Total
60	157	253	468	37	13	11	23	21	1043

Table 3
Designation-wise distribution of respondents

PS staff	Frequency	Percent	SOs	Frequency	Percent
SI	1346	11.1	IG	9	0.9
ASI	1411	11.6	DIG	8	0.8
HC	2205	18.1	SP.SSP	143	14.9
Ct	7194	59.2	Additional SP	161	16.7
Total	12156	100	Dy SP/DSP	415	43.1
SHOs	Frequency	Percent	Asst. SP/ ASP	15	1.6
Sub-Inspector	606	60.4	Circle Inspector/CI	27	2.8
Inspector	397	39.6	Others	184	19.1
Total	1003	100	Total	962	100

Table 4
Age-wise distribution of respondents

	PSS		SHOs		SOs	
Age-group	Frequency	Percent	Frequency	Percent	Frequency	Percent
Below 30	2943	24.2	59	5.9	173	18.0
31-40	2916	24	266	26.5	159	16.5
41-50	3502	28.8	316	31.5	187	19.4
Above 50	2795	23	362	36.1	402	41.8

Table 5
Education-wise distribution of respondents

		Frequency	Percent
PSS	NA	467	3.9
	Undergraduate	6086	50.1
	Graduate	3960	32.6
	Post-Graduate	1643	13.5
	Total	12156	100
SHOs	Undergraduate	171	17
	Graduate	432	43.1
	Post-Graduate	400	39.9
	Total	1003	100

Table 6
Experience-wise distribution of respondents

		Frequency	Percent
PSS	NA	487	4.0
	<5 yrs	2146	17.7
	5-10 yrs	1826	15.0
	11-20 yrs	2677	22.0
	> 20 yrs	5020	41.3
	Total	12156	100.0
SHOs	NA	35	3.5
	Below 5 Yrs	71	7.1
	5-10 Yrs	111	11.1
	11-20 Yrs	295	29.4
	Above 20 Yrs	491	49.0
	Total	1003	100.0
SOs	NA	173	18.0
	< 5 yrs	159	16.5
	5-10 yrs	187	19.4
	11-20 yrs	402	41.8
	> 20 yrs	41	4.3
	Total	962	100.0

Table 7
PSS - How often do you work over 8 hours per day in a month?

	Frequency	Percent
Never	269	2.21
1-5 days	416	3.42
6-10 days	461	3.79
11-15days	645	5.31
More than 15 days	10081	82.93
Total	12156	100.0

Table 8A
PSS - How often do you work for over 8 hours per day in a month? (Region-wise)

	NA	Never	1-5 days	6-10 days	11-15 days	More than 15 days	
East	28	28	11	34	46	1105	1252
%	2.2	2.2	.9	2.7	3.7	88.3	100
North	119	58	92	144	250	5155	5818
%	2.0	1.0	1.6	2.5	4.3	88.6	100
North East	8	12	71	43	47	479	660
%	1.2	1.8	10.8	6.5	7.1	72.6	100
South	129	166	223	227	287	3177	4209
%	3.1	3.9	5.3	5.4	6.8	75.5	100
West	0	5	19	13	15	165	217
%	.0	2.3	8.8	6.0	6.9	76.0	100
Total	284	269	416	461	645	10081	12156
%	2.3	2.2	3.4	3.8	5.3	82.9	100

Table 8B
PSS - How often do you work for over 8 hours per day in a month? (PS category-wise)

	0	NIL	1-5 days	6-10 days	11-15 days	More than 15 days
Metropolitan					38	681
%	1.80	3.48	3.60	4.80	4.56	81.75
Urban	50	57	67	78	138	1608
%	2.50	2.85	3.35	3.90	6.91	80.48
Urban-rural (Mixed)	110	61	98	101	190	2911
%	3.17	1.76	2.82	2.91	5.47	83.87
Rural	79	71	104	137	178	3639
%	1.88	1.69	2.47	3.26	4.23	86.48
Traffic	7	23	88	51	49	377
%	1.18	3.87	14.79	8.57	8.24	63.36
Crime	9	10	17	16	11	208
%	3.32	3.69	6.27	5.90	4.06	76.75
Women	3	2	4	11	6	60
%	3.49	2.33	4.65	12.79	6.98	69.77
Tribal	3	8	7	12	20	175
%	1.33	3.56	3.11	5.33	8.89	77.78
Others	8	8	1	15	15	422
%	1.71	1.71	0.21	3.20	3.20	89.98
Total	284	269	416	461	645	10081
	2.34	2.21	3.42	3.79	5.31	82.93

Table 9A

SHOs - What are the approximate duty hours per day for your PS staff?

	8 hrs or less	8-10 hrs	11-14 hrs	> 14 hrs
Frequency	1134	2275 6	4575	3691
%	9.35	22.7	37.65	30.4

Table 9B

SOs - What approximately are the present work hours per day for your PS staff?

	Frequency	Percent
8 hours	108	11.2
9-10 hours	117	12.2
11-12 hours	288	30.0
13-14 hours	182	18.9
More than 14 hours	267	27.7
Total	962	100.0

Table 9C

SHOs - Approximate daily duty hours for PS staff (Region-wise)

	8 hrs or less	8-10 hrs	11-14 hrs	More than 14 hrs
East	4	24	18	25
%	5.63	33.80	25.35	35.21
North	28	78	199	144
%	6.24	17.37	44.32	32.07
North East	20	22	28	26
%	20.83	22.92	29.17	27.08
South	32	85	97	97
%	10.29	27.33	31.19	31.19
West	4	7	15	2
%	14.29	25.00	53.57	7.14

Table 9D
SHO - Approximate daily duty hours for PS staff (PS category-wise)

	8 hrs or less	8-10 hrs	11-14 hrs	More than 14 hrs	Total
Metropolitan	7	9	25	14	55
%	12.7	16.4	45.5	25.5	100
Urban	16	33	56	41	146
%	11.0	22.6	38.4	28.1	100
Urban-rural	17	43	106	80	246
%	6.9	17.5	43.1	32.5	100
Rural	33	91	151	141	416
%	7.9	21.9	36.3	33.9	100
Traffic	5	14	5	5	29
%	17.2	48.3	17.2	17.2	100
Crime	4	3	3	1	11
%	36.4	27.3	27.3	9.1	100
Women	3	1	3	3	10
%	30.0	10.0	30.0	30.0	100
Tribal	2	10	4	5	21
%	9.5	47.6	19.0	23.8	100
Others	1	12	4	4	21
%	4.8	57.1	19.0	19.0	100
Total	88	216	357	294	955
%	9.2	22.6	37.4	30.8	100

Table 10A
PSS - How often are you able to avail weekly off in a month?

	Frequency	Percent
NA	319	2.1
Not even once	8957	73.6
Once in a month	1147	9.5
2 times in a month	846	7.3
3 times in a month	441	4.0
4-5 times in a month	446	3.5
Total	12156	100

Table 10B
SHOs - How often do your PS staff avail weekly off?

NA	Not even once	Once/ twice a month	Three times in a month	Four /Five times in a month	Total
103	73	522	259	46	1003
10.3	7.3	52.05	25.8	4.55	100.0%

Table 10C
PSS - How often are you able to avail weekly off in a month? (PS category-wise)

	NA	Not even once	Once in a month	Two times in a month	Three times in a month	4 – 5 times in a month	Total
Metropolitan	30	465	125	93	58	62	833
%	3.6	55.8	15.0	11.2	7.0	7.4	100
Urban	40	1510	179	115	81	73	1998
%	2.0	75.6	9.0	5.8	4.1	3.7	100
Urban-rural	112	2696	292	204	78	89	3471
%	3.2	77.7	8.4	5.9	2.2	2.6	100
Rural	97	3174	370	250	153	164	4208
%	2.3	75.4	8.8	5.9	3.6	3.9	100
Traffic	9	406	78	55	23	24	595
%	1.5	68.2	13.1	9.2	3.9	4.0	100
Crime	11	130	34	42	36	18	271
%	4.1	48.0	12.5	15.5	13.3	6.6	100
Women	2	56	15	9	2	2	86
%	2.3	65.1	17.4	10.5	2.3	2.3	100
Tribal	6	178	12	22	4	3	225
%	2.7	79.1	5.3	9.8	1.8	1.3	100
Others	12	342	42	56	6	11	469
%	2.6	72.9	9.0	11.9	1.3	2.3	100

Table 10D
SHO – How often do your PS staff avail weekly off? (PS category-wise)

	NA	Not even once	Once or twice in a month	Three times in a month	4-5 times in a month	Total
Metropolitan	11	13	21	4	11	60
%	18.3	21.7	35.0	6.7	18.3	100
Urban	20	57	59	7	10	153
%	13.1	37.3	38.6	4.6	6.5	100
Urban-rural	7	168	58	6	13	252
%	2.8	66.7	23.0	2.4	5.2	100
Rural	22	240	98	24	50	434
%	5.1	55.3	22.6	5.5	11.5	100
Traffic	8	10	7	0	11	36
%	22.2	27.8	19.4	.0	30.6	100
Crime	4	2	2	2	3	13
%	30.8	15.4	15.4	15.4	23.1	100
Women	1	3	4	1	2	11
%	9.1	27.3	36.4	9.1	18.2%	100
Tribal	1	15	2	0	5	23
%	4.3	65.2	8.7	.0	21.7	100
Others	0	15	4	2	0	21
%	.0	71.4	19.0	9.5	.0	100
Total		523	255	46	105	1003
%	7.4	52.1	25.4	4.6	10.5	100

Table 11A
PSS - How frequently are you called for duty during off time in a month?

	Frequency	Percent
NA	474	3.9
Never	2297	18.9
1-2 times	1605	13.2
3-4 times	1155	9.5
5-7 times	948	7.8
8 or more times	5677	46.7

Table 11B
SHO - How frequently are PS staff called for duty on their off time in a month?

	NA	Nil	1-2 times	3-4 times	5-7 times	8 or more times	Total
Frequency	73	187	240	136	89	278	1003
%	7.30	18.60	23.95	13.60	8.85	27.7	100

Table 12A
PSS - Are current duty hours convenient to attend to your personal/family needs

	Frequency	Percent
NA	1131	9.3
Yes	1398	11.5
No	9628	79.2
Total	12156	100.0

Table 12B
SHO - Does the current duty hour arrangement facilitate personal and social needs of your PS staff?

	NA	Yes	No	Total
Sub Inspector	333	101	172	606
%	55.0	16.7	28.4	100
Inspector	207	75	115	397
%	52.1	18.9	29.0	100
Total	540	176	287	1003
%	53.84	17.55	28.61	100

Table 12C

PSS - Are current duty hours convenient to attend to your personal/family needs? (Rank-wise)

	NA	Yes	No	Total
SI	104	157	1085	1346
%	7.7	11.7	80.6	100
ASI	66	198	1147	1411
%	4.7	14.0	81.3	100
HC	170	275	1760	2205
%	7.7	12.5	79.8	100
Ct	770	855	5569	7194
%	10.7	11.9	77.4	100

Table 12D

PSS - Are current duty hours convenient to attend to your personal/family needs? (Age-wise)

	NA	Yes	No	Total
Below 30 years	358	311	2274	2943
%	12.1	10.6	77.3	100
31-40 years	205	304	2407	2916
%	7.0	10.4	82.5	100
41-50 years	282	450	2770	3502
%	8.1	12.8	79.1	100
50 above	265	420	2110	2795
%	9.5	15.0	75.5	100

Table 12E

PSS - Are current duty hours convenient to attend to your personal/family needs? (Education-wise)

	NA	Yes	No	Total
NA	40	39	306	385
%	10.4	10.1	79.5	100.0
Undergraduate	529	848	4709	6086
%	8.7	13.9	77.4	100.0
Graduate	429	433	3098	3960
%	10.8	10.9	78.2	100.0
Post-graduate	104	163	1376	1643
%	6.3	9.9	83.7	100.0
Total	8	2	72	82
%	9.8	2.4	87.8	100.0

Table 13A
PSS - Do current duty hours lead to any health problems?

	Frequency	Percent
NA	826	6.80
Yes	8947	73.60
No	2383	19.60
Total	12156	100

Table 13B
SHO - Do current duty hours lead to any health problems to PS staff?

	NA	Yes	No	Total
Total	139	765	99	1003
%	13.85	76.3	9.7	100

Table 13C
PSS - Do current duty hours lead to your health problems? (Rank-wise)

	NA	Yes	No	Total
SI	71	1012	263	1346
%	5.3	75.2	19.5	100
ASI	86	961	364	1411
%	6.1	68.1	25.8	100
HC	132	1673	400	2205
%	6.0	75.9	18.1	100
Ct	509	5306	1379	7194
%	7.1	73.8	19.2	100

Table 13D
PSS - Do current duty hours lead to your health problems? (Age-wise)

	NA	Yes	No	Total
Below 30	205	2175	563	2943
%	7.0	73.9	19.1	100
31-40	154	2126	636	2916
%	5.3	72.9	21.8	100
41-50	204	2641	657	3502
%	5.8	75.4	18.8	100
50 above	235	2010	550	2795
%	8.4	71.9	19.7	100

Table 13E
PSS - Do current duty hours lead to your health problems? (Education-wise)

	NA	Yes	No	Total
NA	51	268	66	385
%	13.2	69.6	17.1	100
Undergraduate	410	4282	1394	6086
%	6.7	70.4	22.9	100
Graduate	254	2966	740	3960
%	6.4	74.9	18.7	100
Post-graduate	75	1367	201	1643
%	4.6	83.2	12.2	100
Others	8	69	5	82
%	9.8	84.1	6.1	100

Table 14A
PSS - Would 8-hour shift be more convenient for personal & social commitments?

	Frequency	Percent
NA	138	1.1
Yes	11633	95.7
No	385	3.2
Total	12156	100

Table 14B
SO - How would shift system impact on health of PS personnel?

	Frequency	Percent
Will improve	924	96.0
Deteriorate	6	.6
Will make no difference	32	3.3
Total	962	100

Table 15A
SHO - Likely impact of shift system on police functioning

	Count	Percent
Improve	896	89.35
Deteriorate	55	5.45
No difference	52	5.15

Table 15B
SO - Likely impact of the 8 hour shift duty on PS functioning (Region-wise)

	Improve	Deteriorate	No difference	Total
East	64	2	1	67
%	95.5	3.0	1.5	100
North	377	11	10	398
%	94.7	2.8	2.5%	100
North-East	85	2	5	92
%	92.4	2.2	5.4	100
South	321	8	29	358
%	89.7	2.2	8.1	100
West	47	0	0	47
%	100.0	.0	.0	100
Total	894	23	45	962
%	92.9	2.4	4.7%	100

Table 15C
PSS - Would 8-hour shift improve the police work performance?

	Frequency	Percent
NA	146	1.2
Yes	11675	96.4
No	334	2.6
Total	12156	100

Table 15D
PSS - Would working in shifts cause any problem?

	Frequency	Percent
NA	1143	9.4
Yes	729	6.0
No	10284	84.6
Total	12156	100.0

Table 15E
SHO - Impact of Shift System on police work efficiency (Region-wise)

	Would Improve	Would deteriorate	Makes no difference
East		0	2
%	95.8	0.0	2.8
North	435	11	5
%	94.8	2.4	1.1
North East	91	3	4
%	92.9	3.1	4.1
South	276	40	17
%	80.0	11.6	4.9
West	27	3	0
%	90.0	10.0	100

Table 15F
SHO - Likely impact of shift system on police functioning (Age-wise)

	NA	Yes	No	
NA	2	32	1	35
%	5.7	91.4	2.9	100
Below 5 years	3	56	12	71
%	4.2	78.9	16.9	100
5-10 years	8	98	5	111
%	7.2	88.3	4.5	100
11-20 years	14	266	15	295
%	4.7	90.2	5.1	100
Above 20 years	22	445	24	491
%	4.5	90.6	4.9	100
Total	49	897	57	1003
	4.9	89.4	5.7	100

Table 16A
SHO - Do you currently follow any shift system?

	No	Yes	Total
Sub-Inspector	364	242	606
%	60.1	39.9	100
Inspector	206	191	397
%	51.9	48.1	100
Total	570	433	1003
%	56.8	43.2	100

Table 16B
SO - Is any shift system being followed in practice in your jurisdiction?

	Frequency	Percent
Yes	468	48.7
Off and on	198	20.6
Not followed	295	30.8
Total	962	100

Table 17
SO - Which of the following model is being followed?

	Frequency	Percent
3 shifts	199	20.7
2 shifts	249	25.9
24 hours	166	17.3
Other	347	36.2
Total	962	100

Chapter 8

National requirement of manpower for shift functioning in police stations

It is imperative that manpower availability in any organization has to be commensurate with its workload. The available manpower in police stations in India is inadequate. This is borne out by the inordinately long working hours for the staff. Most of the additional manpower requirement for introducing the shift system, in fact, manifests in the long duty hours being currently put in by the police station staff. The survey conducted for the study brings out the extent of this malaise. The study adopted two-fold approach for estimation of the manpower requirement for operating shift system in police stations.

The first approach was to calculate the additional requirement of man-hours and man-days from the extra hours of daily duty being put in by staff, along with the weekly offs foregone by them.

In the survey, SHOs, who are the key functionaries of the police stations, were asked to indicate their considered assessment of extra manpower requirement (rank-wise) for shift functioning in their respective police stations. The second approach was to use this information in estimation.

In addition to these two methods, assessment of manpower requirement could also be broadly made from the action research conducted in a few police stations in Madhya Pradesh.

Requirement based on current work overload shouldered by police station staff

Estimation of extra man-days required, based on average duty hours being put in by the existing staff, is presented in the Tables 1-4 below:

Table 1
Extra man-days required to make up for longer than 8-hours duty
in a day put in by staff

As per SHOs' responses

Length of duty hours	Average hours of duty	Extra hours put in	Percentage of responses	Extra man-hours put in	Equivalent no. of man-days @ 8 hours per man-day
Up to 8 hours	-	-	9.35%	-	-
8-10 hours	9 hrs.	1 hour	22.7%	1x22.7=22.7	2.8
11-14 hours	12.5 hrs.	4.5 hrs.	37.65%	4.5x37.65=169.4	21.2

Length of duty hours	Average hours of duty	Extra hours put in	Percentage of responses	Extra man-hours put in	Equivalent no. of man-days @ 8 hours per man-day
>14 hours	15 hrs.	7 hrs.	30.4%	7x30.4=212.8	26.6
Total				404.9	50.6

Additional requirement of manpower = **50.6%** of the existing strength

Table 2

As per Supervisory officers' responses

Length of duty hours	Average hours per day	Extra hours put in	Percentage of responses	Extra man-hours put in	Equivalent no. of man-days @ 8 hours per man-day
Up to 8 hours	-	-	11.85%	-	-
8-10 hours	9 hrs.	1 hour	12.2%	1x12.2=12.2	1.5
11-14 hours	12.5 hrs.	4.5 hrs.	52.3%	4.5x52.3=235.35	29.4
>14 hours	15 hrs.	7 hrs.	23.7%	7x23.7=165.9	20.7
Total				413.45	51.6

Additional requirement of manpower = **51.6%** of the existing strength

Average of 50.6% + 51.6% = 51.1%

Going by the SHOs' responses on extra man-hours put in by the existing staff, we would need additional 50.6% of the current staff strength to operate 8-hour shift. From the responses of supervisory officers, the requirement works out to 51.6% of the current strength. This is a remarkable overlap in the two response sets about the additional manpower need. SHOs and SOs are closely associated with police station functions though at different levels. To add to this, the responses coming from a widespread sample reflect an all India picture. Taking the average of the two, the extra manpower requirement for 8-hour duty per day can be reckoned as **51.1%** of the current strength.

Table 3
Requirement of extra man-days, based on foregone weekly offs

Responses of PS staff

Frequency of weekly offs	No. of days of extra work in a month	Percentage of responses	Average no. of extra man-days per month on account of foregone weekly offs
Not even once in a month	4.33 ⁵⁵	73.6%	4.33x73.6=318.7
Once a month	3.33	9.5%	3.33x9.5=31.63
Twice a month	2.33	7.3%	2.33x7.3=17.0
Thrice a month	1.33	4.0%	1.33x4.0=5.32
4-5 times in a month	Nil	3.5%	0
Total (average no. of man-days in a month, on account of foregone weekly offs)			372.65

Average no. of man-days calculated for a day = $372.65 / 30 = 12.42$
Thus, additional manpower requirement - **12.42%**

Table 4

Responses of SHOs

Frequency of weekly offs	No. of days of extra work in a month	Percentage of responses	Average no. of extra man-days per month on account of foregone weekly offs
Not even once in a month	4.33 ⁵⁶	7.3%	4.33x7.33 = 31.7
Once or twice a month	2.83	52.05%	2.83x52.05=147.3
Thrice a month	1.33	25.8%	1.33x25.8=34.3
4-5 times in a month	0	4.55%	0
Total (average no. of man-days in a month, on account of foregone weekly offs)			213.3

Average no. of man-days calculated for a day = $213.3 / 30 = 7.11$
Additional manpower requirement = **7.11%**
Average of 12.42% + 7.11% = **9.765 or say 9.8%**

⁵⁵ 52 Weekly offs in a year, divided by 12

⁵⁶ 52 weekly offs in a year, divided by 12.

The additional manpower requirement when we account for weekly offs foregone by the staff would be 12.42% of the current strength, going by the responses of police station staff themselves. SHO responses put this relatively low at 7.11% of the current strength. As was done in the earlier case, a compromise of the two estimates was arrived at by taking the average of the two. The extra manpower required to make up for the weekly offs foregone by the staff, thus, comes to **9.8%**.

Thus, the total requirement of additional manpower on these two counts (extra daily duty hours and foregone weekly offs) together would be 51.1% + 9.8%, i.e., 60.9%, which could be rounded off to 61%.

The above estimation still does not take into account the staff recalled to duty during their off time/off days, as reported by the police station staff. The estimation of this time (recalls to duty) would be difficult. Yet, we can infer that when the present unduly long and irregular duty hours are accounted for, the manpower requirement would be a little over 61%.

Requirement as per considered assessment of SHOs

SHOs' considered estimate of the required staff strength, as a response to a specific query, indicates that the total manpower requirement for shift operations in police stations to be 2.10 times of the existing sanctioned strength of Inspectors / Sub-Inspectors, and 1.64 times of the current sanctioned strength of ASIs, HCs and constables put together. The average overall requirement in real terms (of all ranks) works out to 1.68 times. This means 68% more than the present sanctioned strength. The figure, more or less, corresponds to the requirement as worked out on the basis of extra man-hours per day (over and above the normal 8 hours) now being put in by staff and the weekly offs foregone by them.

Additional manpower provided for action research experiment in police stations in Madhya Pradesh

In the action research in Madhya Pradesh, the weighted average of additional manpower strength provided to the five identified police stations works out to 51.6%. As has been presented in Chapter 11 this resulted in significant, though not maximal, improvement in efficiency of policing, as reflected in their performance indicators. In addition, it provided a better work-life balance for police station personnel.

To sum up

The police station staff is at present overworked. Rationalizing their work-hours would call for an additional over 61% of the currently sanctioned strength based on the extra hours put in by the staff. SHOs' estimate of manpower for 8-hour shift comes to 68% increase.

The requirement of extra manpower could become much less with measures like re-engineering of processes in police station functioning, greater infusion of technology, application of other force multiplier mechanisms, and outsourcing of the select non-core policing functions. Considering all this, extra manpower requirement for shift functioning could be in the range of 50% of the present sanctioned strength of police stations.

The manpower currently sanctioned for police stations is woefully small. The total manpower sanctioned for all police stations in India, put together, works out to the tune of 6,75,115⁵⁷. It represents a little over 30% of the total police strength⁵⁸. This ratio is anything but satisfactory, considering that police station is the basic and cutting edge unit of policing. Provision of additional staff, as proposed, to facilitate shift system, would take this ratio to about 45% of the total strength in the States. This would be a more satisfactory ratio for ensuring efficient policing.

⁵⁷ Calculated on the basis of averages of NCRB data on classification of police stations by sanctioned manpower strength. 'Crime in India 2013'. National Crime Records Bureau, Government of India. Table 17.10.

⁵⁸ Figure arrived at on the basis of the overall sanctioned manpower of State police as 22,09,027. ("Data of Police Organisations in India, as on January 1, 2013. Bureau of Police Research & Development, Gol. Table 1.1)

Chapter 9

Ways and means of economising on manpower requirement

Many of the existing systems and procedures of police station functioning in the country are not just archaic and outdated but also wasteful of manpower resources. Most of them were evolved over a century ago for the conditions prevailing in those times. With the increasing dimensions, magnitude and complexity of police work over the decades, these outmoded methods of work are now falling apart at the seams. Not only the systems and methods have not been adequately updated to suit the new and emerging conditions, but also for many of the newer tasks, systematic documentation of procedures has not even taken place. There is also significant gap in the application of science and technology. Many tasks, not directly related to policing, continue to be shouldered by the police station staff, even though the same can be performed ever better by other specialized agencies. All this inevitably results in over-burdening of the meagre staff available in police stations, adding to their work hours. In fact, there is a dire need to re-visit a whole lot of systems and methods of police station functioning afresh with a modern approach.

The subject came to be discussed in detail at the National Workshop on “Efficient Manpower Management in Police Stations” organized at ASCI on April 12-13, 2012, as part of the current study project. Several participants made interesting presentations on various innovative systems and practices aimed at improving the quality of police service while also economizing on manpower requirement in police stations, successfully tried out in their jurisdictions. A detailed report on the Workshop is placed at Annexure - 4.

Re-engineering of work processes

As mentioned above, police station functioning today is dogged by the absence of streamlined procedures. Many of the existing laid down procedures also assign the responsibility for every task only to the SHO of the police station. Subordinate staff, who constitute the bulk of the manpower, are mostly expected only to assist the SHO and carry out their job as per his instructions. In the absence of standardized procedures, cases and situations are often handled in an ad hoc manner, without due care and attention to detail and without proper planning. All this leads to avoidable wastage of man-hours of staff besides inconsistent service delivery. The dire need of the times, therefore, is to have a fresh look at all the existing work processes and re-orient them, through the means of process re-engineering, with an eye on improving the quality of police service delivered to the people on the one hand and maximally economizing the utilization of manpower on the other hand.

A few examples of useful endeavours of process re-engineering, made in some police jurisdictions are briefly discussed below.

Total Quality Management Approach: Successful initiative of Cyberabad Police⁵⁹

In a pioneering and highly successful initiative, the Cyberabad Police Commissionerate of Andhra Pradesh (now Telangana) obtained ISO 9001:2000 certification for all its police stations in 2005-06. In doing so, it identified over 150 different activities that the police are required to perform on day-to-day basis in their professional work, and grouped them into 40 key processes. All these processes were diligently streamlined, and standard operating procedures (SOP) formulated for each of them, laying down comprehensive instructions on step-by-step procedure to be followed, and prescribing time-limit for accomplishing each task. The SOPs take care that each task is performed in a specified sequence in order to avoid delays, redundant steps in the work-flow and other wasteful activities.

The SOPs so formulated included all the work processes for the various tasks usually performed by police stations, such as (i) receiving the complainants and their complaints at the police station, (ii) registration of FIR, (iii) interface with victims of crime / witnesses, (iv) criminal investigation, (v) arrests, search and seizures, (vi) court work, (vii) beat patrolling, (viii) intelligence and surveillance work (ix) issue of licences, no objection certificates, etc., etc.

Quality Management Systems, like the ISO 9001:2000, in the context of police work, are all about reorienting the processes of service delivery mechanism. QMS also provides a capacity building mechanism for the staff to enable them to think and act in a systematic way and a process-oriented manner. The roles and responsibilities of personnel at different levels are clearly outlined and they are made accountable for performance. Clearly laid down performance standards help the staff perform faster and better.

The initiative has since been replicated by the police organizations in Tamilnadu, Kerala and Rajasthan also, in respect of a few police stations each, and again, with commendable success and useful results. Making such quality certification mandatory for all police stations across the country should be our objective.

Courtwork Monitoring System (CMS) of Vijayawada Police⁶⁰

In 2005, in Vijayawada Police Commissionerate introduced an innovative concept of integrating the court-related work of all its police stations, which was hitherto managed by police stations

⁵⁹ Based on presentation on “Institutional Transformation through Culture Change Management – A Case Study of Cyberabad Police Commissionerate, Andhra Pradesh”, made by Shri M. Mahender Reddy, ADGP Andhra Pradesh, at the National Workshop on Efficient Manpower Management in Police Stations, held at ASCI in April 2012.

⁶⁰ A detailed case study of this initiative was taken up by the Team Leader of the current project. The case study was sponsored by the Centre for Innovations in Public Systems (CIPS) of ASCI. The report of the case study is placed at Annexure - 5.

individually, by setting up a Centralised Court Liaison Cell, supported by an ICT⁶¹-based system. The CMS led to considerable saving of police manpower engaged on courtwork, besides much speedier disposal of court cases and also a substantial increase in the conviction rate of criminals.

Under the CMS, all court-related work of police stations, which hitherto had been an entirely manual process, was computerized under a web-based system, equipped with a high configuration SQL server for storage and processing of data. The basic idea was to substitute the earlier system of police station-based management of courtwork by a court-oriented management. This by itself led to considerable saving of police manpower. In 2005, Vijayawada Commissionerate had, in all 18 police stations, falling under the jurisdiction of 14 different courts - some having territorial jurisdiction and the rest dealing exclusively with certain special categories of cases. Every police station had to earmark, on an average, 3 staff members each for multiple courts, making a total of 54 personnel. With the introduction of CMS, only 14 dedicated teams had to be constituted, one for each court. Each team comprised one court officer (ASI or HC) plus one constable. The requirement of manpower for courtwork relating to all the police stations put together, thus, came down to 28, besides one SI, who was kept in the overall charge of CMS. In effect, it resulted in saving of 25 police personnel. Even with the addition of 9 more police stations and 8 more courts in Vijayawada jurisdiction since then (2005), the CMS is effectively functioning now with only 36 police personnel, including an Inspector incharge and a Sub-Inspector to assist him.

After the implementation of CMS, there has been a significant rise in the rate of disposal of cases by the courts. The rate of conviction in criminal cases has shown nearly a two-fold increase. Noticeable improvement has also been evidenced in the number of summons served and the warrant executed.

A survey conducted as part of our case study, undertaken to evaluate the system, revealed that all categories of stakeholders - Station House Officers, supervisory police officers, the CMS staff as well as public prosecutors and judicial officers - were happy with the working of the system. SHOs of various police stations as well as CMS staff find the processes of the system smooth and easy to work with. The case study clearly established that CMS was far superior to the traditional system of police stations individually handling courtwork. This is so, both in terms of superior performance of the system in smoothening court related work of police stations as well as its potential for saving the scarce police manpower of police stations. This successful innovation of Vijayawada Police richly merits replication by all civil police units in the country.

Revised pattern of duty allocation: useful experience of Uttar Pradesh Police

The U.P. Police recently attempted to alleviate the problem of unduly long working hours of police station personnel, and denial of weekly offs to them, through introduction of a simple innovative

⁶¹ Information and Communication Technology

system of revising the pattern of duty allocation in police stations. The innovation was initially introduced in Gorakhpur Range with great success. In view of the positive results achieved there, the system was extended, with a few improvements, in the whole of U.P.⁶²

The new system involved changing the pattern of duty allocation of staff. In the traditional system of police station functioning, duties for staff are allocated on a day-to-day basis. The job is usually delegated to the Munshi of the PS (Station Writer) and, despite various orders and directions issued from time to time, the SHOs are not able to personally supervise this work. This leaves scope for complaints from staff, of partiality and carelessness in the allocation of duties. The system also often fails to efficaciously utilize the manpower's duty time.

In the revised system, duties are required to be allocated for all staff members at police stations, once in a week (instead of daily), on every Sunday, under close personal supervision of the SHO. Thereafter, every staff member would perform the same duty for the whole week. A copy of the duty chart for all staff members would be displayed on the notice board of the police station. Subsequent changes, if any, on account of leave etc., would be recorded in the duty chart as well as the General Diary of the police station. Staff members would be on duty in two shifts of 12 hours each (9 AM - 9 PM, 9 PM - 9 AM). Those whose assigned duty concludes in less than 12 hours would remain available in the barrack of the police station for deployment on any other emerging task.

Instructions were issued that effort should be made by the SHO to ensure, as far as possible, that no staff member is required to remain on duty for more than 12 hours in a day and everyone is allowed complete rest for the remaining 12 hours. All duties - be it patrolling, picket, escort, bank duty or any other - will be rotated on a weekly basis. In other words, no staff member will be assigned the same duty for more than a week in continuation. At the time of change of shift (at 9 PM), the SHO shall hold a roll call and interact with the staff members so as to resolve any problems being faced by them in performing any particular duty. In the absence of the SHO, this roll call would be held by the senior-most Sub-Inspector available.

In the units of U.P. Police where the revised system was sincerely implemented, the observations of senior supervisory police officers about the efficacy of the system are summarized below:

1. "It has led to enhancement in transparency of internal functioning of the police stations".
2. "There has been reduction in scriptory work in police stations on account of allocation of duties on a weekly basis instead of daily".
3. "Weekly allocation of duties enables the PS staff to gain better familiarity with the area and the nature of duty to be performed by him/her".

⁶² Vide DGP office notification No.ADG-LO-Circularar-1/2012 dated December 13, 2012.

4. "The system also makes it easier to fix responsibility for any lapses on the part of the staff in performing their duties".
5. "Staff are able to better organize their personal and family lives and social commitments."
6. There has been improvement in the overall 'feel good' factor for the staff.

This endeavour of U.P. Police shows how a very simple tweaking of business processes in police stations can lead to useful results in terms of improvement in quality of work as well as economy of manpower.

The cases described above are but a few examples of usefulness of process re-engineering in economizing manpower through streamlining of the procedures. There is tremendous scope for multiplying the endeavour in respect of most of the police station tasks.

Infusion of technology

Technology is a proven tool for economizing manpower and other resources as well as efficiency enhancement. It is of special significance to an organization like the police which is most of the time hard-pressed for resources including the human resource. Internationally, police have been among early users of technology in their functioning. Use of radio communication by the police, for instance, dates back to the early decades of 20th century. Lie detectors came in vogue almost at the same time, and so on. Since then, police practitioners in many countries have increasingly been relying on technology in efficient performance of their job, without having to deploy too much of other resources. Computer-aided dispatch system, on-line offence reporting, automated fingerprinting system etc., are but a few examples of pervasiveness of technology in police organizations. Indeed, the degree of the same varies from country to country.

In India, police functioning still suffers from a significant technology gap. Many technological devices are known to exist, which can help the police perform several of their tasks with greater efficiency, while also economizing the requirement of scarce manpower and other resources. But, for many reasons, even technologies readily available off the shelf in the market have, if anything, only slowly been adopted into police operations. Availability of sufficient funds, has no doubt been an impediment but that certainly is only one part of the problem. Another major problem is the absence of technology-savvy and trained personnel on the staff of most police units. For example, many units, including police stations, having computers seem reluctant to use them for even their routine tasks, let alone for higher end applications. Similar is the fate of CCTV camera systems in many police units equipped with the same.

Computerisation in public services was almost pioneered in India by the police organization, with the third generation TDC 316 computers having been provided to a large number of states. Since

then several initiatives have been introduced to leverage Information Technology in police functioning. These include the Crime-Criminal Information System (CCIS) and Computerized Integrated Police Applications (CIPA), both initiated by the NCRB, as also several state level applications like the e-COPS of Andhra Pradesh, Police I.T. of Karnataka, Thana Tracking System of West Bengal etc. In 2008, a comprehensive integrated application, the 'Crime-Criminal Tracking Network System' (CCTNS) was sponsored by the Government of India as a Mission-Mode project under the National e-Governance Plan. The concept envisages a nation-wide networked environment for sharing real time crime and criminal information across more than 15000 police stations and nearly 6000 higher police functionaries in the country. To establish connectivity between different police units, dispersed all over the country, another scheme of communication network, named POLNET, was launched quite sometime ago. Unfortunately, the progress of implementation in all these schemes has been rather slow. Police organizations have, thus, not yet been able to fully reap the benefits of these technological initiatives.

Technology in many fields has advanced by leaps and bounds. It can metamorphose the way policing is done and at the same time can enormously help the police economise their manpower. From micro computers to drones / UAVs in the sky, technology abounds with all its potential.

Tablets and smart phones can give instant access and ability to disseminate important information from anywhere any everywhere, thereby saving a lot of time of police officers. GPS technology can help in pinpointing the location of a distress call and determine the shortest, fastest and safest route to it, enabling the police to reach out for help more speedily. It can also be used in crime analysis to identify the trends in crime locations and help plan for preventive measures. Drones/UAVs are law enforcement's eyes-in-the-sky. They can perform surveillance and other tasks that police officers manually cannot. They can provide real-time information about crimes and dangerous situations as they unfold. This can help the police better plan and deploy their resources. Drones/UAVs can also capture video images of crimes and law and order situations to provide crucial evidence in future court proceedings. Biometrics is useful in multiple ways - from data security to suspect identification. Its use by police agencies abroad is rapidly increasing. DNA databases and software helps reduce the time and backlog in solving crime.⁶³

The above are but a few examples of how very useful technology is for efficient and manpower-economical policing. Indeed, technology is invaluable as a force multiplier that improves efficiency, effectiveness, as also help save time and manpower of the police.⁶⁴ It is, therefore, essential for police officers to stay current with various technological advances. For this, indeed, they

⁶³ Timothy Roufa. "Technologies that are changing the way Police do Business".
http://criminologycareers.about.com/od/Career_Trends/a/Technologies-That-Are-Changing-the-Way-Police-Do-Business.htm (Accessed through Google).

⁶⁴ www.policechiefmagazine.org (Accessed through Google)

need to have working knowledge of what such technologies can do for improving the efficiency and speed in police work.

Stakeholders views on police work amenable to infusion of technology

In the survey conducted in the course of the current study, SHOs and supervisory police officers were asked to indicate the various technological means that could be adopted in police functioning, particularly from the view point of economizing manpower. Salient among the numerous suggestions made by them in this regard are listed below:

- Early commissioning of CCTNS project
- Provision of CCTV cameras at traffic junctions, other public places and PS lock-ups
- Installation of automatic traffic signals
- Checking of traffic signal violation control through e-challans
- Use of videography in law and order situations
- Computerisation of all records of police stations and networking of police stations with higher offices and courts
- Digitisation of investigation process
- Greater use of internet and intranet for data management and exchange
- Computerisation of manpower deployment
- Provision of cell phones to all staff members down to police constables
- Use of SMSs for communicating briefings and allocating duties to staff
- Greater use of fax and e-mail for communication
- Video conferencing for intra-departmental meetings as also between jails and courts
- Greater availability of photocopiers, scanners, etc. at police stations

The list is not exhaustive. It may be mentioned here that many of the suggested technological interventions are already in vogue in many jurisdictions in India. The need of the hour is to promote the use of as many of these technological usages as possible in the police station functioning in all the States and Union Territories. Funding should not come in the way since allocations are already available under the police modernization scheme, the grants of which can be suitably enhanced, if necessary. In any case, most of the suggested technological tools are not cost-intensive.

Force multiplier mechanisms

Force multipliers are tools that help an organization produce more output by amplifying their resources and capabilities. For instance, technology is a widely acknowledged force multiplier, allowing organizations with limited manpower and / or other resources to potentially overcome these

shortfalls. Force multiplier help in optimizing resources in order to achieve the desired end-objectives of organizations.

In the context of police functioning, there can be a number of force multiplier mechanisms, other than technology, the application of which can enhance productivity and efficiency, while economizing on the scarce manpower and other resources of the organization. Training and regular re-training of personnel is a typical example of such force multipliers.

In the current study, supervisory police officers were asked, through the questionnaire administered to them, to identify the various force multiplier mechanisms that could gainfully be employed to economise the manpower requirement in police stations. Prominent among the mechanisms identified by them are enumerated below:

- Cutting off of unnecessary deployment and careful pruning of deployment scale
- Focused skill development among staff through regular training programmes
- Multi-tasking of staff, with training in multiple disciplines
- Deployment of armed police for guard duties in police stations and other premises
- Employment of part-time staff for record maintenance, dak duty, reception duty etc.
- Enlistment of retired police officers and ex-servicemen for patrolling etc.
- Enlistment of NCC/NSS & NGO volunteers for traffic management, festival etc. *bandobusts*
- Effective and efficacious operation of community policing schemes
- Larger induction of Home Guards in police activities
- Effective coordination with private security agencies
- Re-activating the old Village Police System
- Mobilisation of Rural / Urban Security Committees
- Utilization of Fire Service personnel for traffic control and other routine functions
- Levying of 'user charges' for police bandobust in social, cultural, political and religious gatherings, sports / entertainment events
- Replacement of orderly system with orderly allowance
- Regular system of manpower audit
- Strengthening of accountability mechanisms and measures for staff

Indeed, many of these mechanisms have been employed severally, from time to time, in various jurisdictions in the country at the instance of progressive-minded and enlightened police leaders. Such initiatives have also yielded the desired results in terms of economizing on manpower as well as efficiency of policing. Unfortunately, institutionalization of those good practices has remained

wanting. The need of the times is for the police organizations to formally integrate them into regular departmental practices by incorporating them in Police Manuals / Regulations.

Outsourcing of non-core policing functions

Outsourcing refers to transferring of certain activities identified as non-core functions of an organization to an outside entity. It is a dynamic management strategy,⁶⁵ now commonly adopted by organizations to conserve their manpower for their own core functions, by transferring some or all of their non-core functions to external entities. This enables them to put their own limited resources to use in better accomplishment of their core functions. The concept is particularly relevant for the police organizations in India, reeling as they are under tremendous manpower crunch. Many functions and duties performed by police stations in India, as elsewhere, do not require any specialized skills, knowledge or capabilities of trained police manpower. There are also tasks that are either far removed or only remotely connected with civil policing. For many such functions and duties, outsourcing can be an effective solution to ease the strain on the limited manpower available with police stations.

Outsourcing, as a management strategy, was initially conceptualized in the private sector. It has since become more or less a norm in private sector organizations and is increasingly being adopted by public sector enterprises as well.

Outsourcing police functions

In commercial enterprises, the option of outsourcing is considered primarily for reasons like cost saving or improvement in quality of goods or services to meet market requirements, etc. Policing cannot, however, be treated as a commercial good or service, whose performance is to be assessed on the basis of cost considerations alone. The following important factors, therefore, have to be kept in view while opting for outsourcing police functions.

Policing - a sovereign responsibility

Providing safety and security to the people is a sovereign responsibility. So, while individual non-core functions of the police can be considered for outsourcing, the overall responsibility for efficient policing cannot be outsourced.

Quality of service

When any task is outsourced, it has to be ensured that the quality of service provided does not take a hit. Apart from the quality of the service, the completion time of an outsourced task is also important.

⁶⁵ Umranikar J.Y. "Police Reforms in India". Ameya Prakashan, Pune. 2009. Page 325.

Legal aspects

Many of the non-core policing functions are mandated by law, or rules and regulations. Offloading of such police station functions would require appropriate amendment in the law or the rules, as the case may be.

Basic principles of Outsourcing

While considering the option of outsourcing in the police organization, the following basic principles have to be kept in mind:

- (1) Outsourcing is neither appropriate nor an advisable option for all functions. Only non-core and routine functions can be outsourced.
- (2) A key issue to be resolved in the process of adopting outsourcing is therefore, the determination of core and non-core functions of the police station.
- (3) Many functions performed by the police are sovereign or inherently government functions, which cannot be outsourced.
- (4) Once the decision about outsourcing any functions has been taken, the objective and scope of outsourcing has to be clearly defined in each case.
- (5) There has to be a mechanism in place for regular evaluation of the effectiveness of outsourcing. Identification of performance indicators is also necessary to assess the success or otherwise of outsourcing.
- (6) The organization must have adequate level of in-house expertise and trained staff to supervise outsourced services.

Methods of outsourcing for police organizations

Outsourcing of police functions can be achieved by using three alternative methods: (i) Civilianisation, (ii) Privatisation, and (iii) Public-private Partnership.⁶⁶

Civilianisation means direct replacement of police officers from certain jobs by civilians, who are neither recruited and trained as police officers nor legally empowered as such. Increasingly, the world over, the police organizations are experimenting with a diverse mix of volunteers, retired police officers, part-time officers, or even hiring full time civilian staff on time-specific, flexible contracts.⁶⁷

Privatisation means entrusting some police functions to private personnel or private security agencies against some remuneration or compensation.

⁶⁶ Umranikar J.Y. "Police Reforms in India". Ameya Prakashan, Pune. 2009. Page 329.

⁶⁷ Ibid

Public-Private Partnership is a contractual agreement between a public service organization and a private entity to share their skills and assets for delivering a service or facility for public use. The responsibility and rewards are also appropriately shared between them.⁶⁸

Experiences of police organizations abroad

Outsourcing as a means of economizing on sworn manpower, has been adopted by many police organizations in different parts of the world. Police functions chosen for outsourcing vary from jurisdiction to jurisdictions and include guarding of public premises and buildings, court security, prisoner custody, video surveillance, traffic and parking control, radio dispatching, maintenance of computer and communications equipment, training, etc. Some examples of the outsourcing experiences of a few countries are briefly mentioned below.

In the **United States of America**, in Miami Beach, Florida, the police hire private security officers to guard public buildings and thereby save 30 percent of the cost to hire and train additional police officers to secure those buildings.⁶⁹

The cities of Atlanta, Georgia, California, Hollywood, Maryland, Chelsea, Massachusetts, etc., have outsourced some aspects of parking enforcement.⁷⁰

In San Francisco, licences to patrol beats have been given to private security providers, who engage local residents as private police officers called ‘specials’. They make arrests, conduct investigations, and register traffic offences, etc. and are accountable to the regulatory authority of the police commission, as per contractual obligations.⁷¹

Williamston, Michigan has a volunteer reserve programme to supplement the police. These volunteers, many of whom have a plan for career in police work, work alongside a regular police officer. They undertake bike patrols, police special events and take crime prevention measures. They are vested with the authority to enforce law and make arrests. However, they do not enjoy legal protection normally available to police officers, like under sections 45 and 197 of our Cr.P.C.⁷²

In the **United Kingdom**, the Police Reform Act, 2002 has formalized various modern concepts of policing and the private sector has thus begun to make significant contributions to policing.⁷³ The Act of 2002 has also popularized the concept of ‘extended police family’, which enables participation by

⁶⁸ Ibid. Page 331

⁶⁹ Ibid. Page 330

⁷⁰ Public Safety and Homeland Security. 2009. Outsourcing Non-core Tasks Improving the Focus on Public Safety. Research Note 30. September 2009.

⁷¹ Umranikar J.Y. “Police Reforms in India”. Ameya Prakashan, Pune. 2009. Page 330.

⁷² Ibid. Page 331

⁷³ Ibid. Page 335.

retired or part-time police officers, special constables, local authority wardens, and private sector security patrols, in enforcing law and keeping order.⁷⁴ Special constables are volunteers with full police powers. They participate in patrolling and other crime reduction initiatives. They work for a minimum of four hours a week, normally in the evenings or weekends. They wear uniform, are suitably trained, and are compensated with locally funded allowances.⁷⁵

The Police Reform Act of 2002 also authorizes the police to employ Community Support Officers (CSOs) from among community volunteers on fixed-term contracts. The primary functions of CSOs, who are vested with limited police powers, are to provide visible reassurance patrol and deal with low-level disorder and anti-social behaviour. They also gather valuable evidence following major incidents due to their intimate knowledge of the local communities. They are used as Traffic Wardens as also maintaining order at public events and providing support to police officers in other situations.⁷⁶

The U.K Criminal Justice Act, 1991 provides⁷⁷ for private policing to take responsibility of the maintenance of order in court rooms. It also provides for privatization of police training.

The U.K. also has a Volunteer Cadet Scheme under which those interested in the police service in future are enlisted. These volunteers are deployed to monitor the CCTV system in police stations or used in crime analysis. They also man the front counters of police stations, besides rendering assistance to police station staff in administrative etc. functions.

Police in **Netherlands** use volunteer police officers for basic policing tasks. More than 2000 civilian volunteers active in Netherlands are said to have not only increased the police strength but also strengthened the bonds between the police and the communities.⁷⁸

In **Ireland**, the police use civilian detectives, who contribute more than 10 per cent of the total force. In addition, there are civilians employed by the Department of Justice for police duties.

In **New Zealand**, police chiefs are authorized to hire ‘temporary constables’ to fingerprint prisoners. Civilians have also been employed to operate the police dispatch system as well as to operate speed cameras.⁷⁹

The **South African Police Service (SAPS)**, which faced a situation of crime explosion after the first democratic election in 1994, resulting in mushrooming of private security agencies, decided on involving the private security sector in policing tasks, even through outright outsourcing of some police

⁷⁴ Ibid

⁷⁵ Ibid

⁷⁶ Ibid.. Page 335-36.

⁷⁷ Vide its Section 76(2)

⁷⁸ Umranikar J.Y. “Police Reforms in India”. Ameya Prakashan, Pune. 2009. Page 334

⁷⁹ Basu Sohini, “Outsourcing Police Functions”. Paper presented at the National Workshop on “Efficient Manpower Management in Police Stations”, organized as part of the present study in ASCI, Hyderabad. April 2012.

functions to such private entities. The police functions that were thus outsourced included forensic and specialized investigations, guarding of government buildings, transportation and guarding of prisoners, court orderly duties, VIP protection, impounding of vehicles, I.T. services and administrative functions like fleet management, maintenance of police buildings, catering, etc. Interestingly, sections of middle-level police officers opposed the move to outsource some of these functions on the ground that the police could lose control over such functions. This led to a controversy on outsourcing for some time. Finally, South African authorities concluded that outsourcing was to be seen as a means by which uniformed personnel could be released from their desk bound jobs and other non-core functions so that they could concentrate on the core police jobs.⁸⁰ After much debate and deliberations, the functions that were identified for outsourcing were: (i) guarding of government and police buildings, and managing access control to SAPS buildings, (ii) repairs and maintenance of police buildings, (ii) fleet management, including maintenance and repairs of police vehicles, (iv) guarding and maintenance of seized vehicles in vehicle pounds, (v) maintenance of I.T. hardware and support for software applications, (vi) cleaning, gardening and catering services in all police stations and other police units, and (vii) crew and maintenance personnel for police aircrafts.⁸¹

Outsourcing experience in police organisations in India

There are very few examples of outright outsourcing of non-core functions being adopted by police organizations in India. It is only of late that the concept of hiving off of some non-core functions through outsourcing has come to be accepted.

The States of **Maharashtra** and **Andhra Pradesh**, in view of the growing pressure on their police forces, have constituted specialized forces, christened as '**Maharashtra Suraksha Dal**' and '**Special Protection Force**' respectively, for providing security and protection to police undertakings of the State and Central governments, local authorities, banks and other vulnerable establishments or premises, located in the state. These special forces have been created on a model that makes them self-sustaining, since the entire cost of their maintenance is borne by the host establishments. Besides relieving the police forces of the extra burden, these forces also bring to bear on their job the advantage of professional specialization. Besides, their deployment remains uninterrupted and is not disturbed during the periods of heavy VIP *bandobusts*, crime waves and long drawn public disorder situations.

⁸⁰ Umranikar J.Y. "Police Reforms in India". Ameya Prakashan, Pune. 2009. Page 337-38

⁸¹ Ibid. Pages 339-40

In Hyderabad city of Andhra Pradesh, certain outsourcing experiments of Ramgopalpet P.S. during 2002-03, showed significant success in the area of outsourcing of certain non-core policing functions.⁸² These were:

Manning of reception desk at police station:

The job of manning the reception desk at the police on the round-the-clock basis, which required deployment of three constables, was outsourced to a contractor, who deployed three persons of his own to function in three shifts. They performed all the functions of the receptionist, including receiving visitors and complainants, recording their complaints, and so on, besides receiving all telephone calls and manning the EPABx of the police station. The contractor was paid one-third of the earlier expenditure per month in all, for the job, which earlier engaged three constables. The constables could be redeployed on more important core policing tasks.

Collection of dead bodies from Hussain Sagar Lake

Recovery of nearly 100 dead bodies found in the Hussain Sagar lake in a year involved deployment of one or more staff members each time, besides an expenditure of approximately Rs.1,000 - 1250 in each case towards wages to labourers, photography and transportation of the body to the mortuary, etc. This 'non-core police function' was outsourced at a total cost of Rs.750/- per dead body, thereby saving not only the expenses but also economizing on time spent by police station personnel on the job.

Typing of case diaries

The typewriting work relating to case diaries, which used to be attended to by 3 - 4 constables, was often suffering from undue delays, in spite of engagement of some private typists on payment of considerable amounts from time to time. To improve the situation, the work was outsourced to a contractor, who employed his own typists, used his own computer printer, and stationary, all at a cost of Rs.8,000/- per month. This resulted in prompt clearance of all scriptory work relating to cases under investigation, including preparation of crime reviews and notes, while also saving the police station manpower engaged in this work.

Funding of all these outsourcing endeavours was taken care of by utilizing 'user charges', collected for providing bandobust for private functions, at rates fixed by the Government of Andhra Pradesh, which are made available to the police department for being used for professional purposes.

⁸² Anand, C.V., Deputy Commissioner of Police, Hyderabad, A.P. "Hyderabad Lake Policing – Outsourcing some Non-Core Police Functions". [Source: <http://www.hyderabadlakepolice.com/outsourcing.html>]. Also a presentation made by this author in the ASCI Workshop on "Efficient Manpower Management in Police Stations" in April 2012.

Outsourcing recommended by various Commissions / Committees on Police Reform

Some of the high-level Committees and Commissions on Police Reforms, appointed by the Government from time to time, recognizing the value of outsourcing, have recommended the same for police organizations in India, which have too many responsibilities and far too much of workload, to be shouldered by grossly inadequate manpower. Padmanabhaiah Committee on Police Reforms (2000) recommended that a number of functions which do not require the special capability and knowledge of police functions, can be outsourced so that the police can concentrate on its core functions. The Committee specifically listed out duties such as summons service and antecedent verification in the context of passport applications etc. etc., that should be outsourced or redistributed to other government departments or private agencies”.⁸³

The Second Administrative Reforms Commission in its Fifth Report, devoted to Public Order, recommended setting up of a multi-disciplinary task force in each state to draw up a list of non-core police functions that could be outsourced in a phased manner.⁸⁴

The Model Police Act, 2006, elaborated by Soli Sorabjee Committee, contains, under its section 26(5), a specific provision for outsourcing of as many non-core police functions as possible, to enable police officers to concentrate on their core functions.

Current ground situation

These recommendations notwithstanding, the ground situation, as revealed by the response of State DGPs to our letter dated June 30, 2011 does not hold out a very rosy picture. The practice of outsourcing appears to be almost non-existent in most states except for peripheral housekeeping functions in a few places.

State DGPs' views regarding functions amenable to outsourcing

However, in responses to our query regarding the functions in respect of which outsourcing could be considered a feasible option, quite a long list of items were suggested by Directors General of Police of various states. Prominent among such functions were:

- (1) Summons service,
- (2) Traffic regulation,
- (3) Guarding non-sensitive public and private buildings / premises,
- (4) Driving of police vehicles,

⁸³ Padmanabhaiah Committee Report (2000), paras 5.32-5.39

⁸⁴ Second Administrative Reforms Commission Fifth Report – Public Order. June 2007. Government of India. Para 5.62.

- (5) Dak runner duty,
- (6) Ministerial work in police stations, including maintenance of police station records, and
- (7) Maintenance and upkeep of police station building and premises, including running of the canteens in PSs

Further, transfer of functions like escorting of prisoners and guard duty of jails to prison staff was suggested, except in high risk-prone cases.

Outsourcing suggestions brought out by field survey in the current study

Respondents to our questionnaires administered in the course of the field survey in the present study suggested the following non-policing functions that could be outsourced, for saving manpower in the police stations:

- Accounts, establishment and scriptory work in PSs
- Computer operator's work
- Anti-encroachment duties
- Address verification work
- *Bandobust* at examination centres, festival and fairs
- Cleaning & maintenance of PS premises
- Collection of FSL, medical and MV Accident reports
- Dak duty
- Disposal of unidentified dead bodies
- Service of summons
- Manning of traffic signals
- Escort of prisoners
- Family counseling desk
- Guard duties at Police stations and other establishments / installations
- Reception Desk in PSs
- Mess and canteen in PSs
- Maintenance of police transport

Some of these functions could be outsourced to other government or non-government agencies as appropriate and some of them could be entrusted to non-uniformed personnel (ministerial etc. staff). In items like *bandobust* at festivals and fairs, manning of family counseling desks at police stations, etc., volunteers from the civil society could be mobilized to substantially supplement the police manpower deployed on those tasks.

Chapter - 10

Examples of successful initiatives

8-hour duty system of Kerala police⁸⁵

In Kerala, the issue of rationalization of working hours of police personnel had, for long, been engaging serious attention of the police as well as political leadership. As far back as 1998, an 8-hour duty system was also introduced 'on an experimental basis' in 5 police stations. The system was further extended to 67 more police stations in two phases. Subsequently, a Committee, was appointed to review its functioning in 2002. The Committee concluded that the 8-hour duty system was adversely affecting the smooth functioning of those 72 police stations, adding that shortage of manpower was the main impediment. Thereupon, the 8-hour duty system was suspended in all those police stations.

In the wake of persistent beseeching of police personnel, the issue got revived in 2004, and the Kerala Government once again issued orders⁸⁶ to implement the 8-hour duty system in phases. This time, the DGP Kerala planned out several innovative enabling measures before issuing orders to introduce the 8-hour duty regime for personnel in the ranks of constables and head constables⁸⁷ in 17 police stations⁸⁸ to begin with, with effect from August 1, 2006. The system was subsequently extended to another 34 police stations in two phases⁸⁹. Thus, as many as 51 police stations in the State started formally having the 8-hour duty system.

Guidelines issued by DGP

For the implementation of the 8-hour duty system, the DGP issued detailed guidelines, clarifying that:

- (i) 8-hour duty was not a 'right' but only a facility.
- (ii) it had to be ensured that everyone in the police station worked for at least 8 hours a day;
- (iii) superior police officers would have the discretion to extend the period of duty beyond 8 hours, when the situation so demanded;

⁸⁵ A detailed case study of this initiative, sponsored by the Centre for Innovations in Public Systems of the ASCI was undertaken by the Project Leader of the current study. The report of the case study is placed at Annexure – 6.

⁸⁶ vide G.O. (MS) No.232/04/Home dated June 30, 2004

⁸⁷ The ranks of Constable and Head Constable have since been re-nomenclatured in Kerala as Civil Police Officers and Senior Civil Police Officers, respectively.

⁸⁸ One police station in each of the 17 police districts in the State

⁸⁹ 17 police stations each in June 2007 and June 2009 respectively

- (iv) no staff member would refuse to work beyond 8 hours duty schedule, if required, and any such refusal shall be deemed to be an act of indiscipline;
- (v) no staff member shall leave the place of duty without completing the assigned work until the arrival of his / her relief;
- (vi) in assigning duties to staff, different items of work would be combined, but in a manner that normally does not lead to extension of duty hours beyond 8;
- (vii) all staff members of the identified police stations posted on attachment duties elsewhere, will either be withdrawn or replaced by staff from elsewhere;
- (viii) the benefit of 8 hour duty system would be withdrawn temporarily for any staff member who regularly or frequently absented himself / herself from duty or habitually came late for duty.

The importance of advance planning and proper supervision by superior officers for the implementation of the new system was also highlighted in the DGP's circular.

Innovative measures taken to help practical realization of the system

Kerala Police devised several innovative mechanisms, to be able to successfully implement the system. The innovative measures included (i) some amount of tweaking with the organizational structure, (ii) re-engineering of the work processes in police stations, (iii) infusion of technology, etc. Multiple strategies were also adopted to augment the actual manpower availability. This included elimination of unnecessary and redundant work, better time management, capacity upgradation of police personnel. Prominent among the measures were:

1. Merging the cadre of Armed Reserves with that of the local police;
2. Revival of the institution of Home Guards with sanction of 3,000 of them (distributed between all the 450 police stations in the State, not just those where 8-hour duty system was not introduced);
3. Effectively discouraging all "attachments" and unofficial diversions of police station manpower;
4. Establishing close liaison between police station staff and private security agencies functioning in the area of police station jurisdiction;
5. Segregating duties that have fixed duty spans from the duties demanding shift deployment;
6. Modifying the rifle sentry system at police stations by introducing security duty by a police constable with a pistol / revolver;
7. Discouraging unnecessary arrests and custody of suspects in police stations;
8. Introducing lockup monitoring camera system in every police station;
9. Introducing centralized common lockup system for a group of police stations, as and where feasible;

10. Introducing computer-based salary disbursement system and crediting the amounts into the bank accounts of personnel, thereby economizing on manpower engaged in this work;
11. Providing CUG connectivity to all police station personnel to facilitate issuing common instructions through group SMSs as also prompt diversion of staff from one duty to another;
12. Providing computers with broad-based connectivity in every police station and encouraging e-mail for correspondence, to help curtail scriptory workload;
13. Providing photocopiers, computer printers in police stations;
14. Introducing camera and computer-based systems for traffic control, crime detection and urban surveillance;
15. Providing speed detection devices, alcometers, etc., for efficient law enforcement, avoidance of argument, and more efficient utilization of the time of police personnel;
16. Saving manpower on prisoner escort duty by introducing video linkage between courts and jails;
17. Imparting training in (a) driving, (b) swimming, (c) computer operation, and (d) handling of communication devices to all police station personnel, to enable multi-tasking.

Findings and conclusion of the case study of the system

The 8-hour duty system, as introduced in 51 police stations in Kerala, has been found to be not only workable but also useful from multiple angles.

Analysis of the documented information in police station records of the 10 sample police stations shows that after the introduction of this new working hour regime, there has been noticeable improvement on most of the parameters of performance in the functioning of police stations, when compared with the corresponding data for the three successive years prior to the implementation of 8-hour duty system. A majority of sample police stations showed an increase in the registration of IPC cases, as also increase in the number of cases in which investigation was finalized during a year. The average rate of conviction in IPC cases also showed improvement. In the registration of SLL cases, all the sample police stations (100%) have shown substantial increase, with the average number of SLL cases in which investigation was finalised during a year also going up. Registration of complaints of non-cognizable nature too, by the police stations, also showed noticeable increase.

There was similar improvement observed in the frequency of beat service performed by police station staff in police stations. Improvement was found in the frequency of night patrolling too. The number of village visits (other than beat service and night patrolling) also saw improvement in a majority of police stations.

Noticeable improvement was observed in respect of both service of summons and execution of warrants, in 8 out of 10 sample police stations.

In the survey among stakeholders, 85% of respondents of police stations staff reported that the frequency of their interaction with their SHOs on professional matters had improved. A vast majority

(86%) of staff stated that the frequency of their participation in the prescribed weekly routine of parades, catechism, maintenance and upkeep of arms, equipment, police station premises, etc., had improved.

More than two-thirds of SHO respondents indicated improvement in the pattern of attendance of their staff after the introduction of 8-hour duty system. Absenteeism due to health reasons of personnel is reported to have gone down. All the SHO respondents noticed improvement in the nature and quality of compliance by police personnel to their duties as also in their behaviour towards complainants and other members of the public. A large majority (89%) of them felt improvement in the quality of law and order work turned out by their station personnel.

An overwhelming majority (95%) of staff respondents felt that the overall impact of the new 8-hour system of working on their health and family life was for the better. More than half of them stated that they were now able to spend, on an average, 8 - 12 hours at home, with quite a few putting this figure even at 12 - 15 hours. A large majority were able to visit their friends / relatives and / or take their families for an outing etc., at least once or twice in a month. Many of them were able to do so for even 3 to 4 times in a month.

Most of the innovative measures introduced to facilitate smooth implementation of 8-hour duty system have also found favour with SHO respondents. For example, all of them, without exception, felt that the replacement of rifle sentry system with a pistol-holding sentry was found more convenient. Nearly 90% of them found that the system of assigning duties to staff a day in advance was helpful in organizing the police station work more efficiently. An equally large percentage of SHOs felt that the provision of a camera for lock up monitoring, CUG connectivity to constables / head constables, use of e-mail facility for communication with police station staff, use of SMS facility for communicating instructions had all proved to be of great help. 100% SHOs found the provision of computer printers and photocopiers in police stations to be highly useful. A large majority of them felt that liaison with private security guards in the PS areas had been found useful in enhancing police efficiency.

More than two-thirds of SHOs reported that after the introduction of 8-hour duty system and other innovative measures, their own working had become more organized.⁹⁰ A majority of them also felt that they found more time now for proactive policing rather than only reacting to the situations most of the time. Significantly, a majority of respondents also expressed that they would feel unhappy if the new 8-hour working arrangement was withdrawn.

Indeed, shortage of manpower was pointed out by most SHOs as still proving to be a constraint in the full realization of the 8-hour duty system. Responses of PS staff too indicated that shortage of manpower was proving to be an impediment in wholesale implementation of the 8-hour duty system. A

⁹⁰ It may be noted that the 8-hour duty system is not applicable to SHOs, being in force only for the subordinate ranks.

few respondents reported that they were still being called upon to perform more than 8 hours of duty on some days and they were not able to avail weekly off as regularly as due to them. Staff were also being occasionally called in for duty during their off time.

The responses of supervisory officers, by and large, corroborated the views expressed by SHOs and the junior staff. Nearly 60% of supervisory officer respondents indicated that the pattern of attendance of police station personnel had now improved, and the incidence of absenteeism for health reasons had gone down. Some supervisory officers (38%) indicated that the claims of reimbursement of medical expenses had also got reduced. Most of them also confirmed that the quality of crime investigation, as well as that of law and order work had improved, and so had the frequency and quality of beat service. Behaviour pattern of police personnel towards the public had also shown perceptible improvement. Supervisory officers too, however, pointed out that some amount of augmentation of manpower was necessary for the 8-hour duty system to be fully successful.

The responses to the questionnaire administered to the citizen consumers of police services also revealed a happy picture about the quality of police work turned out by police personnel working under the 8-hour duty system, as also their behaviour pattern vis-à-vis victims of crime, complainants, and the public in general.

Conclusion

To sum up, the case study found the Kerala experiment of introducing the 8-hour duty system for junior staff in 51 police stations, to be a great success. So much so that by now practically all the remaining police stations in Kerala also have started following the 8-hour work regime for subordinate ranks of staff. The experiment clearly establishes that a regime of regulated working hours for police station personnel is not only feasible but is also highly useful in enhancing the efficiency and the quality of delivery of police services delivered to the people.

Discontinued attempt of Pune police to introduce 8-hour shifts

Shift working for police stations is not formally prescribed in Maharashtra Police Regulations. However, informally, a 12-hour shift system is generally sought to be followed in many police stations, particularly those with heavier workload in various police commissionerates. The system, informal in nature, is worked on an ad hoc basis, with shift timings often getting extended well beyond 12 hours. This, despite the fact that the sanctioned manpower of many such police stations is augmented from time to time by providing additional strength from out of the 'Reserve' at the police headquarters. In this background, in 2011, enterprising senior leadership of Pune police decided to try out the 8-hour shift system on an experimental basis in one of the police stations of the commissionerate, with a little bit of tweaking of the work processes of police station functioning. Accordingly, 8-hour shift system

was introduced in Bhosari P.S., located in Pimpri Chinchwad area of Pune city, with effect from November 1, 2011. The effectiveness of the new system was analysed after a month of its implementation, in terms of its impact on service delivery by the police station as well as the morale and motivation of police personnel.⁹¹ In view of the positive outcome of this assessment, the system was extended to all the 13 police stations of the North Region of Pune Police.⁹² The experiment was subsequently implemented in all the police stations of Pune Police Commissionerate.⁹³ The Pune Mirror newspaper also reported that the new shift system “was yielding positive results for many reasons - cops are applauding health benefits and extra time available to them to spend with their family” and “visitors to the police stations have been receiving good treatment round-the-clock”.⁹⁴

The experiment, however, was given up in the wake of the civic elections *bandobust*, in February 2012, not to be revived thereafter.

Salient features of the system

Salient features of the implementation of shift system in Bhosari Police Station⁹⁵ were as follows:

- (1) Police station functions which required round-the-clock functioning were segregated from those for which shift functioning was not required.
- (2) The day was divided into three shifts, namely (i) Morning shift: 0700-1500 hrs., (ii) Evening shift: 1500-2300 hrs., and (iii) Night shift 2300-0700 hrs.
- (3) Shifts were rotated among personnel once in every 10 days, with 32 hours built in rest on the day of shift change.
- (4) For non-shift duties, the daily schedule was fixed as 1000-1800 hrs. (called ‘Office shift’).
- (5) Women police personnel were not deployed during night shifts.
- (6) Multi-tasking of staff was resorted to, as and where feasible.
- (7) Shifts duty system was made applicable only to the ranks of constables, head constables, assistant police sub-inspectors and assistant police inspectors.
- (8) The system provided for weekly offs, twice a month. In addition, on the day of shift change (once every 10 days), personnel were allowed a 32-hour break, which also amounted to a day off.

⁹¹ As reported by Additional Commissioner of Police, North Region, Pune City, vide his d.o. letter No.Addl.CO/NR/Rdr/03/2013 dated January 21, 2013.

⁹² Ibid.

⁹³ As reported in ‘Pune Mirror’ – e-paper dated December 19, 2011, Accessed through Google at www.PuneMirror.in

⁹⁴ Ibid.

⁹⁵ As reported by Dr. M. Suresh Kumar, IPS, vide his e-mail dated 06, December 2013.

Performance assessment

Admittedly, a period of three months is too short for any meaningful impact assessment of the system. However, our brief case study shows that the experiment seems to have worked well on several parameters of professional performance of the police station, as well as employee satisfaction. The percentage of crime detection went up, during the period of experiment. Service of summons and execution of warrants witnessed increase. There was improvement in visible policing and effective patrolling, as evidenced in decline in the cases of chain snatching, thefts, house-breaking, robbery etc., in the police station limits. On the employee satisfaction front, they were happy for having got more time for personal, family and social life. Staff attendance and punctuality improved remarkably with nil cases of absenteeism. Senior officers of Pune police reported that the system enhanced the level of employees productivity and as they were found to be more energetic, attentive and responsive in the performance of duties.

Why was the experiment given up?

The main reason for the initiative being given up in Bhosari police station was a shortfall in staff strength in the post-civic election period. In the period prior to the election, the manpower strength posted in the police station was 156 (12 in the ranks of PSI, API and PI plus 144 in the junior ranks of constable to ASI). This included the additional staff strength posted to the police station from out of the 'headquarters reserve' of Pune Commissionerate. In the post-election period, this additional strength was reduced, leaving the police station with only 130 personnel (13 in the ranks of PSI and above and 117 in junior ranks). Bhosari police station, thus, found it difficult to continue with 8-hour shift system, and reverted to the old 12-hour shift regime.

Elsewhere, the factor of staff shortages was compounded by resistance to the new system, nurtured by the Police Inspectors incharge of police stations. Meanwhile, the thrust to the experiment had also been diluted, if not lost altogether, because of the change of incumbency in the Commissioner's post. Gradually, supervisory officers at the levels of ACPs and DCPs, too, started losing interest, and the initiative slowly died down.

Conclusion

The success on all fronts of the short-lived attempt, however, proves that implementation of 8-hour shift functioning in police stations is very much doable. And, it is very much desirable too from the point of view of efficient policing.

Chapter - 11

Action research in Madhya Pradesh police stations

The project envisaged an experimental research component to empirically test the hypothesis that 8-hour shift system of functioning in police stations will enhance police efficiency as well as positively impact on the behaviour of police station staff vis-à-vis the public. The research also aimed to estimate the additional manpower requirement for shift system of functioning.

Towards accomplishing this objective, action research method was adopted.⁹⁶ Action research involves the study of a system while concurrently collaborating with members of the system in changing it in a desirable direction. It requires systematic observations and data collection, which can be used in reflection, decision making and development of more effective solutions to problems.

DGP Madhya Pradesh agreed to such an action research being taken up in 10 - 12 police stations in his State. After detailed discussion with senior officers of MP Police, it was decided that the duration of this research would be fixed as three months - 1st March - 31st May, 2013.

Additional requirement of manpower was carefully worked out for each of the 11 police stations identified for the purpose, after holding detailed discussions with the SHO, the Station Writer, the SDPO, and the District SP concerned. Staff requirement for shift as well as for non-shift duties was calculated item by item. An additional 25% of the estimate, rank-wise, was added to provide for weekly offs, leave and contingency reserve.

However, the experiment could eventually be conducted only in five Police Stations,⁹⁷ viz., (1) Ashoka Garden PS (Bhopal City), (2) Padav PS (Gwalior City), (3) Chachoda PS (Guna District), (4) Gorakhpur PS (Jabalpur City), and (5) Bhedaghat PS (Jabalpur District).

⁹⁶ The experiment was originally proposed to be taken up in about 30 selected police stations, representing a cross-section of different types / categories (metropolitan, urban, semi-urban, rural, etc.). The results were to be compared with duly identified 'control' police stations in the respective corresponding categories. However, that kind of experimental research could not be taken up due to reluctance of police organisations despite persuasive efforts with several States, even with the intervention of the then DG, BPR&D. Their reluctance can be traced to the acute crunch of manpower in civil police, practically all the States are suffering from. As per BPR&D publication "Data on Police Organisations in India (as on 01.01.2013), as against the sanctioned strength of 17,65,404 in civil police (including district armed reserve), only 12,99,965 was in position with as many as 26.4% posts lying vacant.

⁹⁷ It could not be taken up in the remaining six police stations because of the inability of the senior officers to mobilize additional force, which had to be done essentially by diverting the available manpower from other police stations in the respective zones / ranges. Even in the five police stations in which the experiment was taken up, the additional staff strength that could be mobilized was far less than what had been worked out at the police station-wise meetings, as the minimum requirement for effectively implementing shift system. Madhya Pradesh also suffers from acute shortage of police strength. As per BPR&D data (as on 01.01.2013), as against the sanctioned strength

An overview of methodology

As a first step, detailed guidelines were issued to SHOs⁹⁸ of all the identified police stations on various 'Dos' and 'Don'ts' for the conduct of police station functions during the period of experiment. The salient points of guidelines were as follows:

- *The police station shall perform, during the entire period of three months, all its functions and duties strictly in accordance with the State Police Regulations and other relevant standing orders of the State Government / DGP, without any deviation whatsoever.*
- *No manpower from those police stations shall be diverted to any 'attachment' duties in the offices of SP/SDPO or elsewhere, for any purpose.*
- *All physical resources, such as vehicles, computers, typewriters etc., officially authorized to the police station, shall be made available to the police station and shall not be diverted for any work elsewhere.*
- *All the functions and duties performed by a police station shall be listed out, duly segregating the duties required to be performed in shifts from those which needed to be performed in fixed duty hours or without shifts (illustrative lists arrived at during earlier meetings with jurisdictional officers were also circulated).*
- *Duties which need to be performed only in two shifts and those which require three-shift functioning should also be clearly segregated and performed as such.*
- *In assigning duties to PS staff, whether on shift duty or fixed hours duty, the scope of multi-tasking shall be invariably considered and adopted, wherever found feasible without compromising efficiency in the performance of those tasks.*
- *As far as possible, no staff member either on shift or fixed hour duties should be required to work for more than 8 hours in a day.*
- *At the same time, care should be taken to avoid under-utilisation of duty hours of staff.*
- *In allocation of duties to PS staff, equitable rotation of shifts shall be ensured, except in respect of duties that require specialized knowledge or experience (such as crime investigation, scriptory work of the PS, court liaison work etc.)*
- *Every staff member of the PS must be allowed a weekly off. Leave applied for by the staff shall also normally be granted, as admissible, except in a grave emergency.*
- *The shift system of working will require careful and advance planning of the management of the entire workload of the police station by the SHO.*
- *The SHO shall also closely monitor the work performed by each staff member, on a daily basis.*
- *For this purpose, each staff member shall be required to maintain a Daily Diary in which he / she will record every item of work performed on each day along with the time spent on each item of work.*

For assessing the impact of the shift system of functioning, two-fold method was adopted. Firstly, comparing the performance of police stations in respect of certain identified parameters for the period of experiment with corresponding period of the two previous years, based on recorded data of police stations; and secondly, obtaining the views and opinions of various stakeholders in respect of their satisfaction level with the shift pattern of police station functioning, by administering structured

of 67,335 for the civil police including district armed reserve, only 55,656 personnel were available, representing over 17% vacancies.

⁹⁸ With copies marked to their supervisory SDPOs and District SPs

questionnaires to them. Though the experiment was conducted for a period of three months, for the purpose of comparison and impact assessment, data pertaining to only two months (from 1st April to 31st May) was considered. Initial period of one month was allowed for stabilization of the new environment in police station functioning. The data was accordingly collected for April-May 2013, and for the corresponding period in the preceding two years - 2011 and 2012.

Data on identified performance parameters was collected from the records of the police stations through independent channels, either by mobilizing the services of retired police officers or with the help of the District Superintendents of Police concerned.

Views and opinions were obtained through different questionnaires⁹⁹ administered to stakeholders, namely (1) the SHOs, (2) police station staff, (3) supervisory officers (SDPOs / SPs), and (4) citizens, once immediately prior to the commencement of experiment, and again after the conclusion of the experiment. Citizen samples were randomly selected from among (i) the list of complainants in FIR cases, and (ii) the list of some responsible persons like school / college teachers / principals / gram panchayat members / retired government servants, including retired military personnel, NGO activists, etc., residing in the police station area. For conducting surveys to obtain the responses of various categories of stakeholders, including the citizens, services of research scholars of the Indian Institute of Information Technology & Management, Gwalior, were commissioned. Views of the citizens, police station staff, SHOs and supervisory officers are presented in percentage terms only for the sake of brevity and easy comparison. These are based on figures relating to actual observations during different phases of the action research.

Action research also involved observation of the change intermittently during the three months. Observations and notes that were made during this period are not presented here, as they are essentially descriptive in nature.

Impact analysis

Table 1 shows the staff strength available before and during the period of experiment in the five identified police stations.

Table 1 - Staff strength during the research

Sl. No.	Name of Police Station	Category	Total strength of staff available		Addl. Strength provided
			Before the experiment	During the period of experiment	
1	Ashoka Garden PS (Bhopal City)	Urban	51	81	59%

⁹⁹ Copies of questionnaires may be seen at Annexure – 7.

Sl. No.	Name of Police Station	Category	Total strength of staff available		Addl. Strength provided
			Before the experiment	During the period of experiment	
2	Padav PS (Gwalior City)	Urban	59	90	53%
3	Chachoda PS (Guna District)	Semi-Urban	39	57	46%
4	Gorakhpur PS* (Jabalpur City)	Urban	86	130*	51%
5	Bhedaghat PS (Jabalpur District)	Rural	25	36	44%

* Additional manpower withdrawn for long periods in between, due to *Holi bandobust* and other law and order commitments in other parts of Jabalpur City.

Comparison of data on identified performance indicators

A comparison of data on some of the prominent performance indicators, collected from the records of all the five police stations for the research period (1st April to 31st May, 2013), as well as the corresponding period of two previous years (from 1st April to 31st May in 2011 & 2012), show the following trends:

Table 2 - Investigation of IPC Cases

Police Station	No. of cases dealt with (newly reported + pending from before)			Cases in which investigation finalized (%)			Average time taken in finalization of investigation (days)		
	2011	2012	2013	2011	2012	2013	2011	2012	2013
Ashoka Garden	134	166	163	44.8	37.3	49.1	23.9%*	19.3%*	27.6%*
Padav	235	232	158	55.1	46.6	55.7	85.5	97.9	29.7
Chachoda	64	97	77	NA	NA	NA	21	27	15
Gorakhpur	285	257	242	35.1	42.8	44.6	29.7	33.3	26.5
Bhedaghat	55	71	45	18.2	32.4	71.1	NA	NA	NA

* Percentage of cases disposed of within the initial 30 days

Table 2 clearly shows an improvement in the percentage of cases in which investigation was finalized during the period of experiment as compared to the corresponding period of the two previous years, in three police stations - Ashoka Garden, Gorakhpur, and Bhedaghat - and with marginal improvement in the case of Padav PS also.

Clear-cut improvement is also evident in the average time taken in completion of investigation, in four police stations namely, Ashoka Garden, Padav, Chachoda and Gorakhpur.

Table 3 - Cases under special & local laws

Police Station	No. of cases dealt with (newly reported + pending from before)			Cases in which investigation finalized (%)			Average time taken in finalization of investigation (days)		
	2011	2012	2013	2011	2012	2013	2011	2012	2013
Ashoka Garden	31	22	31	100	63.6	80.6	96.8%*	100% *	96.8%*
Padav	19	07	14	94.7	57.1	71.4	136	33	15.8
Chachoda	34	13	27	100	100	100	10	13	6
Gorakhpur	74	47	36	90.5	61.7	52.8	8.5	5.8	5.8
Bhedaghat	19	05	07	68.4	100	100	107	87	64

* Percentage of cases disposed of within the initial 30 days

Table 3 presents observations relating to cases under special and local laws. While no consistent improvement was in evidence in the percentage of cases in which investigation was finalized during the period of observation as compared to the corresponding period during previous years in any of the five police stations, there was significant improvement noticed in the average time taken in finalization of investigation of cases in three police stations, namely, Padav, Chachoda and Bhedaghat.

Table 4 - Other FIR cases (Unnatural / Suspicious deaths)

Police Station	No. of cases dealt with (newly reported + pending from before)			Cases in which investigation finalized (%)			Average time taken in finalization of investigation (days)		
	2011	2012	2013	2011	2012	2013	2011	2012	2013
Ashoka Garden	30	54	10	0	18.5	60	NA	9.3%*	30%*
Padav	24	35	38	45.8	5.7	10.5	NA.	75	2.75
Chachoda	15	23	13	93.3	100	92.3	24	27	19
Gorakhpur	12	17	15	100	100	100	112	147	13

Police Station	No. of cases dealt with (newly reported + pending from before)			Cases in which investigation finalized (%)			Average time taken in finalization of investigation (days)		
	2011	2012	2013	2011	2012	2013	2011	2012	2013
Bhedaghat**	73	98	94	31.5	14.3	41.5	NA.	NA	NA

* Percentage of cases disposed of within the initial 30 days

** Data for Bhedaghat PS includes cases relating to missing persons in addition to those of suspicious / unnatural deaths.

In 'Other FIR' cases (Table 4), there was improvement in two police stations in terms of percentage of cases in which investigation was finalized, while in another two, it remained almost the same. In respect of average time taken in finalization of investigation, considerable improvement was noticed in four of the five police stations.

Table 5 - Petitions / Complaints enquiry

Police Station	No. of cases dealt with (new cases + pending from before)			Cases in which enquiry completed during the period (%)			Average time taken in completing the enquiry (days)		
	2011	2012	2013	2011	2012	2013	2011	2012	2013
Ashoka Garden	82	102	122	81.7	74.5	82	76.1%	77.6%	76.0%
Padav	82	110	145	84.1	90	80.7	21	19	13
Chachoda	81	73	88	NA	NA	NA	28	21	17
Gorakhpur	252	114	87	13.9	25.4	72.4	45	40	25
Bhedaghat	18	12	18	NA	NA	NA	24	32	18

* Percentage of cases disposed of within the initial 20 days

It may be seen from Table 5 that there has been significant improvement in the average time taken in completing the enquiry per case in four police stations (Padav, Chachoda, Gorakhpur and Bhedaghat), while in Ashoka Garden police station, it remained almost the same. The improvement is particularly striking in Gorakhpur PS, both in terms of the percentage of cases in which enquiry was completed as well as the average time taken in completion of enquiry per case.

Table 6 - Service of summons

Police Station	No. of summons received (new + those pending from before)			Summons served during the period (%)		
	2011	2012	2013	2011	2012	2013
Ashoka Garden	138	146	253	70.3	78.1	83.4
Padav	NA	839	585	NA	48.0	74.5
Chachoda	273	464	389	94	98	92
Gorakhpur	NA	NA	NA	NA	NA	NA
Bhedaghat	NA	NA	NA	85	83	92

Table 6 shows improvement in the percentage of summons served to the total received in Ashoka Garden, Padav and Bhedaghat police stations.

Table 7 - Execution of Warrants

Police Station	No. of Warrants received from the courts (new + those pending from before)			Warrants executed during the period (%)		
	2011	2012	2013	2011	2012	2013
Ashoka Garden	267	306	486	71.9	73.9	77.4
Padav	1201	1145	655	27.8	22.0	47.0
Chachoda	214	351	379	84	86	93
Gorakhpur	NA	NA	NA	NA	NA	NA
Bhedaghat	NA	NA	NA	65	68	78

Table 7 presents a clear-cut improvement in the rate of execution of warrants in all the four police stations from which data was available.

Table 8 - Beat service and night patrolling

Police Station	Number of times Beat Service performed during the period			Number of times night patrols marched		
	2011	2012	2013	2011	2012	2013
Ashoka Garden	NA	NA	NA	NA	NA	NA
Padav	NA	NA	NA	NA	NA	NA
Chachoda	38	71	122	54	57	61

Police Station	Number of times Beat Service performed during the period			Number of times night patrols marched		
	2011	2012	2013	2011	2012	2013
Gorakhpur	NA	NA	NA	NA	NA	NA
Bhedaghat	133	129	225	40	42	60

Significant improvement can be noticed in the frequency of both beat service performed as well as night patrolling, during the period of shift experiment in 2013 (Table 8) in both the police stations from which data could be collected, namely, Chachoda and Bhedaghat. Information, however, is not available for the rest of the PSs.

For parameters like rate of disposal of petty cases and non-cognizable cases, disposal of seized property etc., no significance difference was noticeable between the period of 8-hour shift experiment and the corresponding periods of the previous two years.

Analysis of responses of stakeholders

To obtain the views and opinions of various stakeholders, questionnaires were administered to (1) Station House Officers, (2) police station staff (other than SHOs), and (3) supervisory police officers (SDPO / SP) of the five selected police stations, as also (4) citizen consumers of police services, in respect of all the five experimental police stations. The number of responses received from different stakeholders during pre- and post-experimental surveys, are shown below.

Table 9 - Sample size and distribution of respondents

Sl. No.	Name of Police Station	Station House Officer		Police Station Staff		Supervisory Officers		Citizens	
		Pre	Post	Pre	Post	Pre	Post	Pre	Post
1	Ashoka Garden PS	1	1	43	23	2	2	18	36
2	Padav PS	1	1	42	35	1	2	12	32
3	Chachoda PS	1	1	23	17	1	1	17	29
4	Gorakhpur PS	1	1	46	24	1	1	20	30
5	Bhedghat PS	1	1	16	16	-	-	15	36
	Total	5	5	170	115	5	6	82	163

An analysis of responses of various stakeholders is summarized below:

Daily duty hours

Police station staff was asked to indicate as to how many days (on an average taken over, a month), they had to perform duty for more than 8 hours in a day. The following statement represents their responses:

Table 10 - Monthly average of working days in excess of 8-hours

Police Stations	Nil		1-5 days		6-10 days		11-15 days		More than 15 days	
	Pre-Expt. %	During Expt. %	Pre-Expt. %	During Expt. %	Pre-Expt. %	During Expt. %	Pre-Expt. %	During Expt. %	Pre-Expt. %	During Expt. %
Ashoka Garden	4.7	39.1	9.3	4.3	0	8.7	7.0	17.4	79.1	30.4
Padav	2.4	54.3	2.4	31.4	0	8.6	16.7	5.7	78.6	0
Chachoda	0	41.2	8.7	47.1	17.4	11.8	8.7	0	65.2	0
Gorakhpur	13.0	58.3	2.2	25.0	0	8.3	13.0	4.2	71.7	4.2
Bhedaghat	0	6.2	0	6.2	12.5	12.5	6.2	43.8	81.2	31.2

The data (Table 10) clearly indicates that the number of days when the staff had to perform more than 8 hours' duty in a day came down substantially during the period of research in these police stations, as compared to the pre-experiment period. While number of days with 8-hour duty went up noticeably, proportion in three categories with more than 8-hour duty reduced considerably. The decrease is particularly significant in the last column (more than 15 days of 8-hour duty).

Table 11 - Average number of duty hours per day

Police Stations	Respondent category	More than 12 hours		11 - 12 hours		9 - 10 hours		Up to 8 hours	
		Pre-Expt. %	During Expt. %	Pre-Expt. %	During Expt. %	Pre-Expt. %	During Expt. %	Pre-Expt. %	During Expt. %
Ashoka Garden	PS Staff	65.1	17.4	18.6	13.0	7.0	43.5	9.3	26.1
	SHO	-	-	100	0	0	100	-	-
	SOs	100	0	-	-	0	100	-	-
Padav	PS Staff	78.6	0	7.1	28.6	11.9	28.6	2.4	42.9
	SHO	-	-	-	-	-	-	-	-
	SOs	-	-	100	0	0	100	-	-

Police Stations	Respondent category	More than 12 hours		11 - 12 hours		9 - 10 hours		Up to 8 hours	
		Pre-Expt. %	During Expt. %	Pre-Expt. %	During Expt. %	Pre-Expt. %	During Expt. %	Pre-Expt. %	During Expt. %
Chachoda	PS Staff	60.9	0	13.0	23.5	8.7	41.2	17.4	35.3
	SHO	28.6	16.7	71.4	0	0	55.5	0	38.5
	SOs	100	0	-	-	-	-	0	100
Gorakhpur	PS Staff	67.4	8.3	21.7	16.7	10.9	8.3	0	66.7
	SHO	-	-	-	-	-	-	-	-
	SOs	-	-	-	-	100	0	0	100
Bhedaghat	PS Staff	50.0	12.5	31.2	50.0	12.5	37.5	6.2	0
	SHO	-	-	-	-	12.5	30.0	87.5	70.0
	SOs	-	-	-	-	-	-	-	-

Table 11 shows the average number of duty hours per day for police station staff, as reported by staff themselves as also the SHOs and supervisory officers, prior to and during the three-month action research period. A close look at the data shows that majority of responses in all the three respondent categories indicate noticeable reduction in daily working hours during the period of experiment. Extent of staff reporting more than 12 hours of duty per day came down significantly, while those performing duty within 8 hours in a day went up. Only exception to this was Bhedaghat PS, which is located in a busy tourist station. The responses of SHOs and supervisory officers also show a clear drop in the length of working day for their police station staff.

Status of weekly offs for police station staff

Police station staff as well as the SHOs and supervisory officers were asked as to how often the staff were able to avail weekly off (on an average) in a month. Their responses are presented in Table 12.

Table 12 - Weekly off availed by police station staff

Police Stations	Respondent category	Not even once a month		Once or twice a month		3 times in a month		More than 3 times a month	
		Pre-Expt. %	During Expt. %	Pre-Expt. %	During Expt. %	Pre-Expt. %	During Expt. %	Pre-Expt. %	During Expt. %
Ashoka Garden	PS Staff	95.3	43.5	4.7	47.8	0	8.7	0	0
	SHO	100	0	0	100	-	-	-	-
	SOs	100	0	0	50	0	50	-	-

Police Stations	Respondent category	Not even once a month		Once or twice a month		3 times in a month		More than 3 times a month	
		Pre-Expt. %	During Expt. %	Pre-Expt. %	During Expt. %	Pre-Expt. %	During Expt. %	Pre-Expt. %	During Expt. %
Padav	PS Staff	95.2	40.0	4.8	51.4	0	8.6	0	0
	SHO	100	0	0	100	-	-	-	-
	SOs	-	-	100	100	-	-	-	-
Chachoda	PS Staff	87.0	52.9	13.0	35.3	0	11.8	0	0
	SHO	100	0	0	100	-	-	-	-
	SOs	100	0	-	-	0	100	-	-
Gorakhpur	PS Staff	100	58.3	0	37.5	0	4.2	0	0
	SHO	100	0	0	100	-	-	-	-
	SOs	-	-	100	0	0	100	-	-
Bhedaghat	PS Staff	100	93.8	0	6.2	-	-	-	-
	SHO	100	0	0	100	-	-	-	-
	SOs	-	-	-	-	-	-	-	-

It is clear from the above distribution that a large majority of police station staff were not able to avail weekly off even once a month in the period preceding the shift experiment. The situation improved during the period of experiment to the extent that a good percentage of them were allowed offs at least once or twice a month. Some of them availed offs even thrice in a month.

Average number of days in a month when staff called in for duty during their off time / days

The following Table 13 represents the responses of police station staff as well as SHO to the question relating to how often in a month staff were called in for duty during their off time / days:

Table 13 - Staff called for duty during off time

Police Station	Respon- dent category	More than 10 days		8 - 10 days		5 - 7 days		3 - 4 days		1 - 2 days		Not even once a month	
		Pre-Expt. %	During Expt. %	Pre-Expt. %	During Expt. %	Pre-Expt. %	During Expt. %	Pre-Expt. %	During Expt. %	Pre-Expt. %	During Expt. %	Pre-Expt. %	During Expt. %
Ashoka Garden	PS Staff	25.6	0	14.0	0	16.3	4.3	25.6	26.1	11.6	26.1	7.0	43.5
	SHO	-	-	-	-	-	-	-	-	100	100	-	-
Padav	PS Staff	26.2	0	31.0	0	11.9	2.9	9.5	11.4	21.4	34.3	0	51.4
	SHO	-	-	-	-	-	-	-	-	100	100	-	-
Chachoda	PS Staff	56.5	0	21.7	0	4.3	5.9	8.7	17.6	4.3	23.5	4.3	52.9
	SHO	-	-	-	-	100	-	-	-	-	100	-	-
Gorakhpur	PS Staff	15.2	0	13.0	4.2	17.4	16.7	30.4	4.2	21.7	8.3	2.2	66.7
	SHO	-	-	-	-	-	-	-	-	100	100	-	-
Bhedaghat	PS Staff	25.0	6.2	12.5	0	37.5	37.5	18.8	25.0	6.2	18.8	0	12.5
	SHO	-	-	-	-	-	-	-	-	-	-	100	100

Going by the responses of police station staff one can clearly see the reduction in the frequency of days when they had to be called in for duty while on their off time / days, during the period of experiment as compared to the preceding period. The responses of SHOs are vastly different than those of their staff, which perhaps indicate SHOs' defensiveness on this count.

Personal interaction between staff and SHOs

Table 14 - SHO and staff interactions
(Responses of PS staff)

Police Stations	Not even once a week		1 - 2 times in a week		3 - 4 times in a week		5 times or more in a week	
	Pre-Expt. %	During Expt. %	Pre-Expt. %	During Expt. %	Pre-Expt. %	During Expt. %	Pre-Expt. %	During Expt. %
Ashoka Garden	2.3	0	9.3	39.1	48.9	30.4	37.2	30.4
Padav	11.9	2.9	16.7	20.0	19.0	31.4	52.4	45.7
Chachoda	4.3	0	8.7	35.3	30.4	35.3	56.5	29.4

Police Stations	Not even once a week		1 - 2 times in a week		3 - 4 times in a week		5 times or more in a week	
	Pre-Expt. %	During Expt. %	Pre-Expt. %	During Expt. %	Pre-Expt. %	During Expt. %	Pre-Expt. %	During Expt. %
Gorakhpur	4.3	4.2	21.7	12.5	17.4	20.8	56.5	62.5
Bhedaghat	0	0	0	25.0	25.0	50.0	75.0	25.0

Table 14 shows an overall improvement in personal interaction between the SHO and his / her staff. On the whole, nearly 60% PS staff indicates 1-4 interactions a week during the period of research as against less than 40% in the preceding period. Interactions for five times or more in a week would obviously come down in shift pattern of working, since the SHO may not be physically present at the police station all the time. Such high frequency of personal interaction between the SHO and every member of staff may not even be required necessarily, since for many of them there are supervisory officers at the intermediary level also. Perhaps it is the more frequent interaction which has brought in the efficiency shown in the performance of police stations as seen from the comparative data on identified performance indicators.

Efficacy of working hour arrangement for efficient policing

The SHOs of four (out of five) experimental police stations opined that the earlier arrangement of working hours was not conducive for efficient policing and that shift system was more suitable for that purpose. The efficacy of shift functioning for efficient policing was also affirmed by SHO Bhedaghat PS also though he was unsure whether or not the earlier arrangement was conducive for that purpose.

Whether working hours arrangement suitable for efficient beat service

The responses of all the five SHOs indicate that shift system of functioning was more conducive for efficient beat service. All of them, except SHO Bhedaghat PS, categorically felt that the earlier working hour arrangement was not suitable for efficient performance of beat service.

Man-days lost due to staff absenteeism on account of refusal of leave

Table 15 - Man-days lost
(Responses of Supervisory Officers)

Respondent	Pre-experiment (man-days in a month)	During experiment (man-days in a month)
1	6 - 10	< 5

Respondent	Pre-experiment (man-days in a month)	During experiment (man-days in a month)
2	6 - 10	< 5
3	16 - 20	6 - 10
4	-	6 - 10
5	6 - 10	6 - 10
6	6 - 10	< 5

It is clear from the above tabulated responses of supervisory officers (Table 15) that the number of man-days lost due to staff absenteeism due to leave refusal generally came down during the period of experiment.

Number of cases of indiscipline of staff & complaints against PS staff from public

Table 16 - Indiscipline among and public complaints against PS staff
(Responses of Supervisory Officers)

Respondent	Indiscipline of staff		Complaints against PS staff from Public	
	Pre-Expt.	During Expt.	Pre-Expt.	During Expt.
1	3-4 cases	1-2 cases	5-6	1-2
2	7-8 cases	1-2 cases	3-4	None
3	1-2 cases	1-2 cases	5-6	3-4
4		1-2 cases		1-2
5	3-4 cases	1-2 cases	5-6	3-4
6	1-2 cases	1-2 cases	3-4	3-4

Table 16 clearly shows that instances of indiscipline by staff as well as number of public complaints against them had come down during the period of experiment, as reported by a majority of supervisory officers.

Further, the supervisory officers unanimously felt (in respect of both the pre- as well as post-experiment period) that the cases of public complaints against police station staff as well as those of indiscipline by them were attributable to their long and irregular working hours.

Behaviour of police station staff towards the public, victims of crime & witnesses

Table 17 - Behaviour of PS staff
(As rated by supervisory officers on a scale of 1 - 5*)

Respondent	Behaviour of PS staff towards the public		Behaviour of PS staff towards victims of crime & witnesses	
	Pre-Expt.	During Expt.	Pre-Expt.	During Expt.
1	2	4	2	4
2	1	4	3	5
3	2	3	2	4
4		4		4
5	1	3	3	4
6	1	3	4	4

* 1 denotes very rude and indifferent behavior, and 5 indicates extremely courteous and correct behavior.

Improvement in the behaviour of police station staff towards the victims of crime and witnesses as well as the public in general is clearly reflected in the responses of supervisory officers.

PS staff health problems

Table 18 - Staff suffering from health problems
(Responses of Police Station Staff)

Police Station	Pre-Experiment (%)	For the period of experiment (%)
Ashoka Garden	27.9	26.1
Padav	59.5	40.0
Chachoda	56.5	35.3
Gorakhpur	56.5	29.2
Bhedaghat	75.0	75.0

The responses (Table 18) indicate decline in the incidence of health problems among staff, in all the police stations except Bhedaghat, during the period of shift experiment. On further probing, the respondents suffering from health problems claimed that the problems were related to their irregular working hours.

Whether duty hours convenient to staff for their personal, family and social needs

SHOs unanimously opined that the earlier working hours were not convenient for their staff from the point of view of their personal, family and social needs. A large majority of police station staff also averred the same.

The respondents also indicated improvement in the quantum of time spent by police station staff with their families or otherwise at home during the period of experiment as compared to the preceding period. So also they expressed a considerable improvement in the frequency of occasions availed of by them for socialization. This is perhaps to be expected.

Responses of citizen consumers to police service

The following is an analysis of responses of the citizen samples to questions relating to quality of police service during the experimental period and the period preceding that. The responses are of immense importance because, unlike the SHOs, PSs and SOs, the citizen survey consisted of two independent samples. It was not an individual evaluation of the change, before and after, but evaluation of two independent groups which varied in composition and sample size. It is also to be noted that the citizen sample did not know the changes that were brought in PS staffing during the experimentation period.

Table 19 - Ease in registering complaints

Police Stations	Registration of complaints / FIR by the police station				Quality of police action on complaints	
	Had no difficulty		Faced problems		Excellent / Good / Satisfactory	
	Pre-Expt. %	During Expt. %	Pre-Expt. %	During Expt. %	Pre-Expt. %	During Expt. %
Ashoka Garden	33.3	58.3	11.1	5.6	61.1	94.4
Padav	58.3	53.1	25.0	6.2	83.4	93.3
Chachoda	52.9	51.7	17.6	6.9	64.7	89.6
Gorakhpur	50.0	70.0	35.0	6.7	80.0	93.3
Bhedaghat	66.7	61.1	6.7	12.6	86.7	88.8

The responses of citizens (Table 19) vividly indicate that the police were found to be more responsive to public during the period of shift experiment, in the matter of registering the complaints / FIR lodged by citizens. It is also to be noticed that far fewer 'faced problems' during the period when shift system was in vogue.

Table 19 also clearly indicates that citizens were satisfied with the quality of action taken by the police on their complaints in much greater measure during the period of experiment than before, in all five police stations.

Quality of police response / action when approached with a problem

Citizen representatives were asked in both the pre and post-experiment phase, if they themselves or any of their close relative / friend / acquaintance had any occasion to directly approach the police station with any problem / work in the previous 2- 3 months. And, if so, how was the quality of police response / action. Their responses (in percentages) are indicated below:

Table 20 - Quality of police response

Police Station	Excellent/Good/ Satisfactory		Poor		No response	
	Pre-Expt. %	During Expt. %	Pre-Expt. %	During Expt. %	Pre-Expt. %	During Expt. %
Ashoka Garden	44.4	94.5	11.1	5.6	44.4	0
Padav	100	90.6	0	9.4	0	0
Chachoda	100	93.1	0	6.9	0	0
Gorakhpur	70	93.4	30	6.7	0	0
Bhedaghat	66.7	91.6	6.7	8.3	26.6	0

Table 20 indicates improvement in the quality of police response during the post-experiment period in comparison with the prior period, in 3 out of 5 police stations, namely, Ashoka Garden, Gorakhpur and Bhedaghat, while in the remaining two PSs (Padav and Chachoda), there is a marginal decline.

Frequency of police patrolling

Citizens were also asked if they found the police parties coming to their localities for patrolling duty.

Table 21 - Police patrolling

Police Station	Citizens who found police parties patrolling in their locality		Frequency of patrolling (daily or once in two days)	
	Pre-expt. %	During expt. %	Pre-expt. %	During expt. %
Ashoka Garden	5.6	100	94.4	88.9
Padav	100	100	83.3	90.6

Police Station	Citizens who found police parties patrolling in their locality		Frequency of patrolling (daily or once in two days)	
	Pre-expt. %	During expt. %	Pre-expt. %	During expt. %
Chachoda	94.1	100	94.1	100
Gorakhpur	75.0	100	80.0	100
Bhedaghat	0	100	80.0	83.3

Significantly all respondents from the post-experiment phase had found the police patrolling in their locality during April - May 2013, while fewer respondents had seen that earlier. The frequency of patrolling either daily or at least once in two days also seems to have gone up at least in 4 (out of 5) police stations during the period of experiment.

Police behavior with complainants, victims of crime and general public

Citizens were asked to comment on the police behavior with complainants, victims of crime and the public at large. Their responses indicating courteous and helpful behavior are tabulated below:

Table 22 - Police behavior with complainants, victims of crime and general public (courteous / helpful)

Police Station	Police behaviour with complainants		Behaviour with victims of crime		Behavior with general public	
	Pre-Expt. %	During Expt. %	Pre-Expt. %	During Expt. %	Pre-Expt. %	During Expt. %
Ashoka Garden	44.4	69.4	27.8	50	33.3	58.3
Padav	91.7	75	83.3	28.1	83.3	53.1
Chachoda	82.4	65.5	41.2	44.8	53	65.5
Gorakhpur	55	80.1	40	40	30	56.7
Bhedaghat	93.4	75	80	44.4	80	41.6

Occasions of complaints against police personnel for inaction or inadequate action

Citizens' responses to the question relating to occasions of complaints, if any, against police personnel for inaction or inadequate action on complaints lodged by members of the public are tabulated below:

Table 23 - Occasion of complaints against police personnel

Police Station	Yes		No		Can't say	
	Pre-Expt. %	During Expt. %	Pre-Expt. %	During Expt. %	Pre-Expt. %	During Expt. %
Ashoka Garden	5.6	5.6	77.8	94.4	16.6	0.0
Padav	8.3	3.1	75.0	87.5	0.0	0.0
Chachoda	5.9	0.0	82.4	89.7	5.9	0.0
Gorakhpur	30.0	6.7	55.0	83.3	15.0	10.0
Bhedaghat	13.3	8.3	86.7	91.7	0.0	0.0

Table 23 shows noticeable decline in the number of occasions of complaints against police personnel on this count.

Overall satisfaction with the service provided by the police stations

Invariably everyone representing the citizen samples felt satisfied with the service provided by their police stations, across all the five experimental police stations, during the period of 8-hour shift functioning. This percentage was much lower in the pre-experiment survey.

Findings and conclusions

The action research clearly establishes the efficacy of shift system of functioning of police stations, in terms of both efficiency of policing as assessed on various important parameters of performance, as also better work-life balance for police station personnel. It is to be noted that in the context of action research it was an observed phenomena, as opposed to the wider survey undertaken as part of the ex–post facto research component of the study project, where it is a feeling or at best intended behavior.

Among parameters of efficient policing, the period of experiment witnessed improvement in the speed of investigation of crimes under the IPC as well as Special & Local Laws, besides cases of suspicious / unnatural deaths. Similarly, there was improvement in the speed of action on petitions and complaints lodged by the public with the police stations. There was improvement also in the rate of service of summons and execution of warrants in most of the experimental police stations.

Responses of various stakeholders to the questionnaires indicated a rather dismal picture in terms of the average number of days when staff had to perform duty for more than eight hours in a day as also the average number of duty hours per day, in the pre-experiment period. The situation got

ameliorated considerably (though not fully) during the period of experiment. The awful state of a majority of staff members not being able to avail weekly off even once in a month in the pre-experiment period also saw improvement to the extent that a good proportion of them were allowed offs at least once or twice a month. It may be noted in this context that in none of the five experimental police stations, the additional staff strength that was worked out for the smooth conduct of the experiment could be provided, due to the difficulty in mobilizing additional manpower from other police stations. Yet, it was gratifying to note these improvements and also that the number of occasions when staff was called to duty during their off time / off days came down considerably.

Police station staff felt that the pattern of their duty hours during the shift experiment was more convenient from the point of view of their personal, family and social needs, and that the earlier duty hour arrangement was not conducive for that purpose. SHOs also concurred with this view. Responses of PS staff further showed improvement in the quantum of time they were able to spend with their families or otherwise at home, during the period of experiment as compared to the preceding period. Similar improvement was also reported by them in the frequency of occasions for socialization, family outings and attending to social obligations, for them. Significantly, some decline was also noticeable in the incidence of health problems suffered from by staff, as reported by them, during the period of shift experiment.

The period of shift experiment also seems to have witnessed a decline in the loss of man-days due to staff absenteeism caused by refusal of leave, as reported by supervisory officers. Most of them also noted decrease in the number of cases of staff indiscipline as well as the number of complaints against personnel from the public. Further, supervisory officers rated the behaviour of staff towards the public, victims of crime and witnesses at a much higher level during the period of experiment than before.

Notably, the responses of citizens also bring out a happy picture about the police performance during the experiment period. Greater percentages of respondents in the post-experiment period reported that they had no difficulty in getting their complaints / FIRs registered by the police station and correspondingly less number of them had any problems in that regard. Similarly, higher number of them found the quality of police action on their complaints to be excellent / good / satisfactory. The occasions for complaints on their part for police inaction or lack of adequate action were also fewer. The number of days of patrolling had also gone up in most of the police stations.

Finally, it was gratifying to find all the citizen respondents in the post experiment survey replying in the affirmative to the question whether they were satisfied with the quality of service provided by their police station. Needless to mention that, the number of affirmative responses to this question was much lower in the pre-experiment survey.

The efficacy of shift system for improvement in police efficiency as well as for better work-life balance for police station personnel was, thus, clearly confirmed by the experiment, even though the additional staff strength put in place for the purpose in the experimental police stations fell short of the quantum of manpower worked out in consultation with cutting-edge level officers of the police stations and their supervisory officers. The situation could lead to better results if full requirement of extra manpower for an efficient shift system of police station functioning could be provided.

Chapter 12

Findings, conclusions and recommendations

Findings and conclusions

Police station staff in India have very long and irregular work hours. And, its possible impact is not often appreciated. This study enquired into the extent of the problem, consequences of the long hours on police station staff, and practices prevalent across the country in circumventing this malady. The study also made an assessment of the manpower requirement to operate police stations on an 8-hour shift.

Field level survey data on police functioning in the country is sparse. For instance, the conventions followed across the states to circumvent the extended hours of work in police stations differ but there is no data available on the patterns. The current research involved extensive field survey including 12,156 police station staff, 1,003 SHOs and 962 supervisory officers. In all 319 police districts spanning 23 states and 2 Union Territories were covered. These personnel represented the ranks ranging from Constables to IGPs. The samples were drawn from nine police station types, namely, metropolitan, urban, urban-rural mixed, rural, crime, traffic, women, tribal and others. Distribution of responses was proportionate to total police station staff in different ranks in the country and also the police station types currently existing. The following are some of the salient findings of the study.

Length of duty hours

Field survey conducted among the large samples of SHOs and supervisory police officers indicates that nearly 90% of police station staff work for more than 8 hours a day. More than 68% of SHOs and over 76% of supervisory officers stated that staff members of their police stations were on duty for 11 hours or more per day. 27.7% of SHOs and 30.4% supervisory officers reported that their PS staff worked for more than 14 hours a day.

Absence of weekly offs

Extended duty hours, coupled with wide prevalence of non-availability of weekly offs to police station staff, renders the situation quite deplorable. A large number (73.6%) of staff reported that they were not able to avail weekly off even once in a month. This is also largely confirmed by the SHOs in their response, though SHOs were guarded in accepting the extent of its prevalence. Nearly 60% of SHOs have confirmed that their staff were either not able to avail weekly offs even once in a month or could avail it at the most once or twice.

Recalls to duty during off times

What is even worse is that even during their off time/off day, most of the staff (over 80%) are recalled to duty, off and on, to deal with emergencies of law and order or other works. A good majority of SHOs (81.9%) have also confirmed this trend. Nearly a half (46.7%) of police station staff reported that they were called in for duty during their off time/days, for as many as about 8-10 times in a month. Only staff members who are usually engaged in specialized tasks, such as crime investigation, liaison with courts, station guard duty, etc., seemed to be exempted from this grueling tedium.

The situation of inordinately long and irregular working hours for police station staff, coupled with denial of weekly offs and also frequent recalls to duty, is, thus, quite alarming. It is not in consonance with Indian labour laws nor complies with the provisions of Article 42 of the Indian Constitution. This is also not in tune with international norms and practices of duty hours for working classes including the police station staff.

Police Manuals and recognition of shifts

Policing, by its very nature, is a relentless activity, demanding 24x7 availability of personnel. To meet the requirement of efficient policing on a round-the-clock basis, shift system of working is an unavoidable imperative. World over, the modern police forces have their police station personnel working in shifts. In India, shift system of functioning is not recognized in the Police Manuals / Regulations of most of the States,¹⁰⁰ though informally in many areas, shifts of various kinds are in operation. However, in effect, shifts, as contemplated, are not strictly adhered to, due to heavy workload and manpower shortage. This is the case even in the states where the Police Manuals specifically prescribe shift functioning. This trend is confirmed by the study.

Practice of shift system

Case studies of the shift operations in a few jurisdictions (Hyderabad Police, Delhi Police, Kolkata Police), undertaken as part of this study, reveal that shift system is not followed by them on regular basis.

Impact of long hours of duty

Long and irregular work hours have multiple negative impacts on efficient policing. This study establishes the resultant negative impact of this undue physical strain leading to cumulative physical as well as mental fatigue for personnel. The survey has brought out scores of physical health problems,

¹⁰⁰ The honourable exceptions mainly are the southern states of Andhra Pradesh, Karnataka and Tamilnadu.

which fall in the domain of occupational hazards and can be directly attributed to long hours on job. Nearly two-thirds (74%) of respondents among police station staff have reported that the current working hours lead to health problems of different kinds for them. A large majority (more than 76%) of SHOs also felt that the current duty hour arrangement was deleterious to health of staff. Conditions like joint pain due to long hours of standing, stress, sleeplessness, acidity, etc., seem to occur early in life of police personnel. It could as well be true that Government expenses to treat these health consequences, along with the quality man-hours lost due to their adverse effects, would cost the police organization more than operating in shifts.

The study brings out that the current regime of duty hours is also not found conducive by police station staff for attending to their personal / family needs and social life and commitments. That a very large proportion (nearly 80%) of police station staff has averred so needs to be taken a serious note of. An equally large number (82%) of SHOs too either specifically agreed that the prevalent duty hours did not facilitate personal, family and social needs of their staff members, or preferred to evade the question. These responses of staff, cutting across ranks, all age groups and educational qualifications groups, clearly bring out their disenchantment with the current working hour regime and should ring alarm bells.

All this, in turn, takes a toll on their morale, motivation and self esteem. The overall frustration manifests itself in their offensive conduct and behavior with the public, which leads to erosion of societal image of the police as an institution and alienation of the public. Considering that public cooperation is an essential ingredient of effective policing, all this causes an enormous adverse impact on the quality of police service.

Hierarchy of needs

Good professional policing, as articulated in the cries for police reform, demands police personnel, particularly the staff of police stations, which are the primary and cutting edge units of policing, to possess personal attributes like morality, lack of prejudice, problem solving capacity, creativity, spontaneity, etc. These attributes fall in the category of 'self-actualisation' needs in the Maslow's hierarchy of needs. The fulfillment of these needs cannot fructify unless the needs lower down in the hierarchy are fulfilled, the relevant ones of which in the context of police personnel are physical rest and sleep (physiological needs), security of health and of the family (safety needs), friendship and family (needs for love and belonging), and self esteem, achievement, respect by others (esteem needs). As it is, the 'hygiene factors' of Herzberg in the case of police station personnel are very adversely placed. It needs to be realized that the malaise of inordinately long working hours of police personnel perhaps is the root cause of many of the ills dogging good and efficient policing. The problem needs to be taken care of on an urgent footing.

Would shift work improve policing?

An overwhelming majority (96.4%) of police staff feel that 8-hour shift system would improve police work performance. A similarly large number (over 84%) of them also stated that it would not cause problems of any kind. As they understand the daily police station chores well, perhaps they were hinting at the possibility of duty segregation over the shifts in the police station.

Almost 90% of SHOs and more than 90% of senior supervisory officers also expressed that shift system of police functioning would improve the quality of policing.

Such positive perceptions in favour of shift system pervade all regions of the country, all police station types (metropolitan, urban, rural, urban-rural mixed, tribal, women, traffic, crime, etc.), as well as all ranks, educational qualifications, age groups, length of service of respondents, as brought out in the study.

A huge majority (95.7%) of police station staff as also most (96.3%) of senior supervisory officer respondents also felt that shift pattern of working would be more conducive for personal / family life of staff as well as their social commitments. Similarly, 96% senior supervisory officers also stated that shift system would have a positive impact on the health of personnel of their police stations.

Such a large majority of responses in favour of shift system of functioning, coupled with negative perceptions of not just the police station staff but also their SHOs and senior supervisory officers against the current duty hour regime, should leave us in no doubt that the present arrangement needs to be urgently replaced with an efficacious system of shift functioning having regulated hours.

Consequences of continuing with the present system

Continuance of the rather chaotic working hour arrangement, as of now, holds ugly portents in the short, medium as well as long terms. In the short term, it adversely impacts the quality of policing since weary and tired personnel cannot be expected to give in their best to the tasks performed by them, be it crime investigation, law and order related duties, information gathering, patrolling, or any other job. Their personal life is also vitiated as they are not able to maintain a healthy work-life balance. This affects their morale and motivation, impacting their performance further. The overall frustration results in their aggressive conduct and behavior with the public. In the medium and long terms, it can have an adverse impact on staff discipline and other more dangerous portents resulting from their pent up frustration. It also would mean that quality of the manpower available for recruitment can fall, since inordinately long hours could deter even those who have an aptitude for police work. All these points have been reinforced in the focus group discussions and in the personal interviews carried out as part of this study.

Manpower requirement for implementing shift system

Introduction of shift system would indeed require some extra manpower, with attendant cost implications. However, the improvement in the quality of policing that shift functioning brings about, as clearly established by our action research experiment in five police stations of Madhya Pradesh as also by the case study of the discontinued attempt of Pune Police, would more than compensate the extra expenditure involved in augmentation of manpower.

As regards the requirement of manpower for shift system, in fact, most of the additional man-hours requirement for introducing the shift system is manifested in the long hours put in by the police station staff currently. Calculations for additional requirement of manpower to make up for extra hours of daily duty now being put in by police station staff as well as for weekly offs foregone by them (both based on responses of stakeholders) arrived at in the study, work out to a requirement of 61% of the present sanctioned strength. Indeed, this does not take into account the time relating to staff being recalled to duty during their off time/days.

SHOs estimated the manpower requirement for shift system to be 1.68 times of the present sanctioned strength. This means an addition of 68% to the current sanctioned strength. This estimate of SHOs more or less tallies with the calculation based on extra man-hours currently being put in by the existing staff.

Thus, introduction of shift system, in a way, would only mean rationalizing the work hour norms for police station staff to more acceptable limits.

However, the requirement of extra manpower would be much less once measures like re-engineering of some of the processes in police station functioning, greater infusion of technology in police station work, as feasible, adoption of other force multiplier mechanisms, and outsourcing of some of the non-core policing functions, some of which measures have been prominently suggested by respondents in the survey conducted as part of this study.

A few good examples of business processes that beckon re-engineering, as also of infusion of technology in police station work, have also come out in the case studies, undertaken as part of this project, such as of the Court work Monitoring System of Vijayawada Police and of the 8-hour duty system in police stations of Kerala Police. A number of force multiplier mechanisms (other than technology) and the duties that could be outsourced have also been identified by the respondents in the survey conducted by us. Force multiplier mechanisms like multi-tasking of staff, establishing effective coordination with private security agencies, levying 'user charges' for police *bandobust* at social, cultural, entertainment, sports etc. events, and regular audit of manpower in police stations, can prove highly useful in economizing on manpower requirement.

With all this, the requirement of extra manpower is estimated to remain well within 50% of the present sanctioned strength of police stations.

Current police station staff strength

As it is, the manpower sanctioned for police stations in the country is woefully small. If calculated on the basis of averages of NCRB data on classification of police stations by sanctioned manpower strength during 2013,¹⁰¹ the total manpower strength sanctioned for all police stations in India put together works out to the tune of 6,75,115. Given that the total manpower strength of state police forces as on 01.01.2013 was 22,09,027,¹⁰² the manpower sanctioned for police stations would represent only about 30% of the total police strength. This ratio is highly unsatisfactory, considering that police station is the cutting edge unit of policing.

Provision of the earlier mentioned additional requirement of 50% for shift functioning to the current sanctioned police stations strength would take the ratio of police station manpower to a little over 45% of the total police strength in the states. This would be a more satisfactory state of affairs for ensuring efficient policing.

Need for operations research to work out manpower

The additional manpower strength so added will have to be distributed among different police stations on the basis of their individual requirements, following carefully worked out norms / yardsticks for manpower. Operations research, alongside desirable interventions like greater infusion of technology, business process re-engineering and outsourcing of some of the non-core policing functions, will be useful and necessary to arrive at such norms.

Conclusion

To conclude, shift system of functioning in police stations is absolutely imperative for efficient and people-friendly policing, as also for conducive work-life balance for police personnel. Implementation of shift system in police station work is a functionally achievable objective, as established by our case studies of the 8-hour duty system of Kerala Police and of the discontinued attempt of Pune Police, undertaken as part of this project, as also by action research undertaken by us in five police stations of Madhya Pradesh.

With all the measures recommended in this report being implemented, the extra requirement of manpower for introducing an efficacious shift system would be well within 50% of the current sanctioned strength of police stations, which is just about 6,75,000. Thus, for the introduction of shift

¹⁰¹ 'Crime in India 2013'. National Crime Records Bureau, Government of India. Table 17.10.

¹⁰² 'Data on Police Organisations in India, as on January 1, 2013'. Bureau of Police Research & Development, Government of India . Table 1.1.

functioning in police stations, the national requirement of extra manpower strength will be approximately 3,37,500 only, which by no means is too excessive.

Recommendations: Way forward towards shift system

General

1. Shift system should be introduced in the functioning of police stations, as early as possible. For this purpose, duties and functions that can be performed in a fixed time schedule of 8 hours, such as court-related work, accounts and establishment related and other office work, etc., would need to be segregated from duties that require availability of staff for longer time durations.
2. Duties, which need to be performed in only two shifts, and those requiring three-shift functioning should be identified separately, and scheduled as such.
3. Each staff member in every police station should be allowed a weekly off regularly. Leave applied for by the staff should also be freely granted, as admissible, except in a grave emergency.
4. The generally prevalent, current system of compensation in the form of one month's extra salary for working beyond duty hours may have to continue. This is needed since despite introduction of shift system, staff would need to be recalled to duty during their off time/day, in emergencies of law and order and other kinds. It becomes unavoidable often, in the context of policing in India.
5. Implementation of these recommendations will require certain executive, policy, and research initiatives. The same are mentioned below.

Required policy initiatives

- (i) Shift system of functioning in police stations needs to be adopted as a policy to be notified as such, and also duly incorporated in State Police Manuals.
- (ii) A policy option could be to introduce shift system, to begin with, in only certain police station types, for example, metropolitan, urban, urban-rural mixed, traffic and women police stations.
- (iii) The level of infusion of technology in police station work is also an issue to be decided at policy level by the government and the department.

- (iv) Many possible measures to be adopted to economise on manpower, such as outsourcing of non-core policing tasks, too need to be decided at the policy level. A multi-disciplinary Task Force may be constituted to finalise the list of specific tasks to be outsourced, as recommended also by the Second Administrative Reforms Commission. The Task Force may also identify the agency to which each such task would be outsourced.
- (v) Manpower strength sanctioned for the police stations is abysmally low at present. This is adversely affecting quality policing in more ways than one. Enhancement of this strength is a long neglected need. This should be taken up as a policy measure, on an urgent footing.
- (vi) In considering the issue of augmentation of manpower, it has to be kept in view that the country at present has a very adverse police : population ratio of just 145 police personnel for 1,00,000 of population.¹⁰³ With the addition of 3,37,500 personnel (as worked out in this study to be the approximate requirement for implementation of shift working in police stations), the police : population ratio would rise up to 173 personnel per 1,00,000 population. It may be noted in this context that the norm prescribed by the United Nations for this ratio is 222 personnel per 1,00,000 of population
- (vii) Another important point to be considered in this regard is that the current strength of women in police in the country is a mere 97,518,¹⁰⁴ which works out to only 4.4% of total police strength in the states. There is dire need to enhance this ratio in view of the requirement of greater number of women police personnel for better policing in general and to deal with crime against and committed by women as well as children in particular. In response to this requirement, many states have already contemplated 30% reservation for women in police recruitments. In fact, states like Tamil Nadu, Uttarakhand and Gujarat and the Union Territories have already made public announcements in this regard. Thus, it is recommended that against the requirement of 3,37,500 of additional strength in police stations for introducing shift functioning, all recruitments should be done from among women only.
- (viii) This would take the ratio of women police to a more desirable level of nearly 20%. This step would, thus, serve twin purposes of introduction of shift system in police stations as well as enhancing women's presence in the police for better policing.
- (ix) A regular system of periodical manpower audit also needs to be put in place for police stations as indeed also for other units of police organization.

¹⁰³ 'Data on Police Organisation in India, as on January 1, 2013'. Bureau of Police Research & Development, Government of India. Table 1.1.

¹⁰⁴ Ibid.

Required initiatives at the level of police leadership

- (i) Most of the work processes in police station are archaic, repetitive and mechanical. This calls for a major exercise in business process re-engineering. This should be taken up on an urgent footing, including by learning from the several successful initiatives taken by police organizations in various parts of the country.

For instance, innovative initiatives, such as Courtwork Monitoring System of Vijayawada Police and multiple strategies adopted by the Kerala Police for introducing 8-hour duty system, are worth replication by all civil police agencies in the country.

- (ii) Technology, a proven force multiplier as well as efficiency enhancer, should be harnessed fully in police station functioning, including but not limited to the items identified during the study. Here as well, there are lessons to be learnt from successful experimentation in different police jurisdictions in our own country, as well as elsewhere.
- (iii) Several other force multiplier mechanisms, identified during the study, also should be adopted to effect economy of manpower requirement.
- (iv) Multi-tasking by police personnel is to be fully harnessed. This should be enforced through guidance to SHOs and regular monitoring and supervision by supervisory officers.
- (v) A lot of wastage of man-hours of police station staff takes place on account of a sense of insecurity of SHOs and senior supervisory officers in the absence of availability of unnecessarily large staff strength to meet 'unforeseen emergencies', or even otherwise. This needs to be addressed through instruction, monitoring and regular counseling.

Required research initiatives

There is a need to undertake operations research to arrive at scientifically determined norms for different tasks in the police stations. This could also be coupled with ergonomic studies to obviate certain health problems resulting from the need for police presence in public places and other policing tasks. Some research effort would also be useful in determining the efficacy of various feasible technologies for induction in different aspects of police station working. Research initiatives could also help in finalizing the items of non-core policing functions to be outsourced, including the agency to whom to entrust each one those functions and the methodology of outsourcing. The results of such studies, among other things, would help economise on manpower requirement, besides indeed improving the overall quality of policing.

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Shift System of Functioning in Hyderabad Police: A Case Study^â

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Introduction

The process of policing is complex and sensitive as also continuous, literally without respite. Policing in a democracy has to satisfy the requirements of efficient police performance, on the one hand, and human dignity and welfare of police personnel, on the other. In fact, the latter aspect is also closely linked with the morale and motivation of police personnel, which have a direct bearing on police performance.

Empirical studies¹⁰⁵ have shown that, on an average, police personnel in India spend around 10 to 16 hours a day on work, round the year, without availing a weekly off or even public holidays; and that too, with hardly any facilities in the police stations. This situation is obviously not conducive to efficient policing, apart from being detrimental to the well-being and morale of police personnel themselves. It is often held that a suitable shift system of police functioning alleviates the problem to quite some extent. Several advanced countries have, therefore, evolved different patterns of shift working for their police forces. Indeed, some police jurisdictions in India too have tried to adopt different shift systems of working, from time to time, though no scientific appraisal appears to have been undertaken to evaluate the efficacy of Indian models of shift patterns. This case study is a modest effort in that direction.

Hyderabad Police, in spite of facing multifarious challenges, is known for its fairly efficient policing. Among the prominent reasons for the successful functioning of the police has been the commitment of police personnel to their duties and the high performance standards set for them by senior officers. The *Andhra Pradesh Police Manual*, which is also the guiding document for Hyderabad

* The authors are grateful to Shri A. K. Khan, Commissioner of Police, Hyderabad, for his valuable support, and to Shri Amit Garg, Additional Commissioner of Police, for his unstinting help. Thanks are also due to Shri T.V. Rajgopal, Addl. SP (Retd.), AP, for providing assistance with field work and Shri P. Venugopal, Research Associate, ASCI, for his involved support throughout.

¹⁰⁵ Like the one conducted by National Productivity Council and cited by the National Police Commission in their *First Report* (1979).

Police, prescribes a three-shift system of police personnel for city police stations. However, due to the eternal problems of heavy workload and interminable commitments on the law and order front, Hyderabad Police is not able to adhere to the prescribed three-shift system most of the time. Instead, a modified shift system (24 hours duty-24 hours off) was informally devised as an alternative. However, this also, more often than not, is followed in the breach. Indeed, some personnel (like station writers) do not work in shifts, but they too invariably have to perform duties far in excess of eight hours a day. This case study documents various issues related to the shift system of functioning in Hyderabad Police.

Background of Hyderabad Police

Hyderabad City¹⁰⁶ is policed by a police commissionerate¹⁰⁷. The jurisdiction of the commissionerate is divided into five zones—North, South, East, West and Central (as depicted in Exhibit 1)—for day-to-day policing. In addition, it has a Traffic Branch, a Special Branch (SB), a Detective Department (DD) and a VIP Security Wing, besides its own Armed Reserve.

According to the Commissioner of Police, Hyderabad¹⁰⁸, the number of crimes reported in the city during 2011 was 14,718, including murder (119), dowry deaths (30), rape cases (56), sexual harassment (1,314), drug peddling (11) and cyber crimes (68). On the traffic policing side, during 2011, the number of accidents reported was 2,621 and the number of motor vehicle fatalities 430. The number of drunken-driving cases booked in November-December 2011 alone was 1,356.

Major law and order challenges faced by Hyderabad Police prominently include recurrent agitational activities—major as well as minor—launched by a myriad political and other pressure groups, far too many religious congregations and processions, communal violence and tensions, and occasional

¹⁰⁶ Hyderabad is the fourth most populous city in India, with an area of about 217 sq km. As per the Directorate of Census Operations in Andhra Pradesh, in 2011, Hyderabad had a population of 40,10,238, of which male and female were 20,64,359 and 19,45,879, respectively, with a sex ratio of 943 females per 1000 males. The average literacy rate of Hyderabad city in 2011 was 80.96.

¹⁰⁷ As per the Data on Police Organisations in India as on 1 January 2011, published by the Bureau of Police Research & Development (BPR&D), the Hyderabad City Police had 88 police stations with a sanctioned strength of 9,121 (civil police), including one commissioner of police (CP) in the rank of Additional Director General of Police (ADGP), three additional commissioners of police in the rank of Inspector General of Police (IGP), three joint commissioners of police of the rank of Deputy Inspector General of Police (DIGP), 11 deputy commissioners of police (DCP) of Superintendent of Police (SP) rank, 16 additional deputy commissioners of police of Additional Superintendent of Police rank, 45 assistant commissioners of police (ACP) of the rank of Assistant Superintendent of Police (ASP)/Deputy Superintendent of Police (DSP), 250 inspectors, 769 sub-inspectors, 500 assistant sub-inspectors, 1,431 head constables, and the rest 6,092 constables.

¹⁰⁸ Figures released to the media by the Commissioner of Police, Hyderabad, on 30 December 2011. Available through Google at: <http://www.fullhyderabad.com/hyderabad-news/hyderabad-crime-news-update>.

terrorist violence. All of these together keep the city police personnel always on their toes, leaving them with hardly any breathing space.

Brief Overview of Methodology

In order to understand the functioning of the prevalent shift system, the study team held a meeting on 29 October 2011 with senior officials of Hyderabad Police, viz., the Commissioner of Police, the Additional Commissioner of Police (Coordination), and deputy commissioners of police of various zones¹⁰⁹.

To obtain inputs from cutting edge-level police personnel¹¹⁰, it was decided to have focused group discussions (FGDs) with randomly selected personnel (including women members) of different age groups and educational qualifications, vocal and non-vocal individuals, residing far away from, as well as in closer vicinity of, their police stations. FGDs, covering different aspects of shift functioning and allied matters, were held for different groups of personnel, as shown below:

Category of Police Personnel	Date of FGD
Station writers of different police stations	08.11.2011
Other junior staff (PCs/HCs/ASIs) of various law & order police stations	09.11.2011 & 12.11.2011
PCs/HCs/ASIs of Traffic Branch, Special Branch, Detective Department and City Security Wing	10.11.2011
Sub-Inspectors of different police stations of all the five zones of Hyderabad City Police	21, 22 & 23.11.2011
Sub-inspectors of traffic, DD and special branches	23.11.2011

In addition, structured questionnaires were also administered to cutting edge-level police personnel, to elicit their individual responses.

For eliciting the views and opinions of the station house officers (SHOs)¹¹¹ of various police stations and inspectors of the Detective Department, Traffic, Special Branch and City Security Wing (which deals with VIP security work), as well as the views of the supervisory police officers (ACPs, DCPs

¹⁰⁹ The draft instruments prepared for eliciting the required information for the case study from the police personnel of different ranks in Hyderabad City Police, as also other stakeholders, were validated at this meeting.

¹¹⁰ Constables (PCs), head constables (HCs), assistant sub-inspectors (ASIs), and sub-inspectors of police (SIs).

¹¹¹ All SHOs in Hyderabad City are of the rank of Inspector of Police.

and higher levels) of Hyderabad Police, different questionnaires were administered to them. The opinions and views of judicial functionaries were obtained through another questionnaire, sent to all the 34 judicial officers posted in the unit of the Metropolitan Sessions Judge, Hyderabad. Citizen samples for administering questionnaires were randomly selected from among: (i) complainants in the cases reported in different police stations in the previous one year, and (ii) responsible individuals expected to be genuinely interested in quality policing.

In all, responses to the questionnaires were received from 136 junior police personnel (PCs to ASIs), 112 SIs, 25 SHOs (inspectors), 13 supervisory officers (ACP and above), 7 judicial functionaries, and 87 citizen consumers of police service.

In addition, the study team was also apprised of the overall views and comments on the subject of senior police officers of Hyderabad Police, through a detailed communication received from the Additional Commissioner of Police, (L&O), Hyderabad City¹¹².

Existing System of Shift Operations

Though the *AP Police Manual* prescribes a three-shift system “[First shift - 0800-1400 hours, Second shift - 1400-2200 hours, Third shift - 2200-0600 hrs. and General shift - 0800 - 1600 hours]”¹¹³ for police stations in Hyderabad city, the same is not being implemented most of the time. With a busy festival calendar, interspersed by frequent law and order requirements thrown up by events such as the Telangana and other agitations keeping the city police on the tenterhooks, the occasions on which police stations are able to follow the prescribed schedule of three shifts are only few and far between (not more than 50-60 days in a year). For the rest of the year, the modified shift schedule of 24 hours duty-24 hours off is sought to be followed. But even in this shift system, personnel are very often called during their off-days, to be either on active or ‘stand-to’ duties. For SHOs, no shift system is applicable.

In traffic police stations, two section shifts—0800 to 1400 hrs and 1400 to 2200 hrs—for the staff, and a general shift (0800-1600 hrs) for officers are followed. However, no shift system is in operation insofar as the staff working in the Special Branch, Central Crime Station and Detective Department are concerned.

By way of ‘compensation’ for performing duty for long hours, including on public holidays, police personnel of and below the rank of inspector are allowed (i) ‘additional earned leave’ of 15 days in a year for working overtime and (ii) another 15 days of additional earned leave for working on

¹¹² Letter No.Addl.CP/L&O/Camp/407/2012 dated 30 April 2012 of Shri Amit Garg, IPS, Additional Commissioner of Police, Law & Order, Hyderabad.

¹¹³ A detailed description of the shift system is available in *AP Police Manual*, Pt. I, Vol. 2, Ch. 24, “Police Station: Functioning & Management”, pp. 672–76.

public holidays. Both these components of additional earned leave are encashable. Thus, overall they can encash their additional earned leave up to a limit of 30 days in a year. This is over and above the facility of encashment of up to 15 days of normal earned leave admissible to all the employees of the AP government. An amount of Rs. 60 per day towards food expenses is paid to each police personnel when deployed on stand-to duty during extraordinary law and order situations.

Analysis of Responses of Stakeholders

Views of Cutting Edge Police Personnel

From an analysis of the responses of stakeholders, it is clear that, most of the time, the shift system, as prescribed in the *AP Police Manual*, is not functioning in any of the police stations. Generally, the modified two-shift system (24 hours duty and 24 hours off) is sought to be followed in respect of staff members (constables to sub-inspectors) in almost all the police stations.

Disaggregating the responses, 62.5 per cent of station writers, 66 per cent of junior staff (PCs/HC/ASIs), and 60 per cent of sub-inspectors indicated that they had to be generally on duty for 10-12 hours or more per day (based on daily averages taken over a month). Most of the SHOs also reported that police station personnel under them had to perform duty far in excess of 8 hours a day. Almost all the staff members posted in Traffic, SB and DD too necessarily performed far more than 48 hours' of duty in a week.

According to SHO respondents, they themselves were generally on active duty for about 12-14 hours in a day. Out of this, on an average, about two hours are spent on personal investigation of crime, one hour on liaison and interaction with prosecutors and judicial functionaries, one hour on detailing staff on different duties and briefing them, one hour on debriefing subordinate staff on crime investigation work, one hour on debriefing staff on community interaction and on intelligence matters, and about 2 hours on scriptory work relating to investigation and other policing activities including station house management. In addition, they had to spend a lot of time on law and order work in the field, which was becoming increasingly heavy and defied precise calculation.

The respondent personnel of most police stations, including SHOs, indicated that beat service was not being regularly performed in all the beats under their police stations because of the shortage of staff and pressures of law and order duties¹¹⁴. Police personnel at the cutting edge level expressed that the existing shift system in the Hyderabad Police was not conducive to efficient beat service, and that the beat service could become regular and efficient only if the three-shift system, as prescribed in the *AP Police Manual* was strictly implemented.

¹¹⁴ According to the respondents, for beat patrolling duty, on an average, 6 to 8 hours have to be spent in the beat area by the beat duty personnel. Generally, two persons (in most cases either two PCs or one PC and one home guard) are deputed at a time for patrolling duty in each beat.

An overwhelming majority of the respondents reported that regular weekly offs were not provided to staff members of police stations, except during very brief periods when the three-shift system, as prescribed in the *AP Police Manual*, was in operation. Moreover, staff members, even when allowed a weekly off, were often called in for either active or 'stand-to' duties during festivals, when the AP Assembly was in session, at the time of VIP movements, and in law and order situations like the Telangana agitation.

On the issue of the allowance for food expenses given to personnel called in for stand-to duty, most of the respondents suggested that this amount should be increased suitably to either Rs. 180-200 per day, or a minimum of two months of extra salary per year. Indeed, there are some variations in their opinions—treating the hour-based compensation as overtime allowance, or counting extra duty days and adding these to the annual leave, or allowing compensatory offs if police personnel are called in for active or 'stand-to' duties during their off duty time.

A large majority of the respondents reported that the present system was not conducive to fulfilling the personal and family needs and social commitments of police personnel. Some respondents also claimed that because of the pressures of law and order problems and irregular working hours, many police personnel were suffering from irregular life style-related health problems. Some of them also claimed that they often faced domestic discord due to not spending enough time with the family. They felt that following the shift system prescribed in the *AP Police Manual* would allow them to attend to their personal, family and social needs and was important from the point of view of their overall well-being.

On the suitability of different types of shift systems from the point of view of efficient delivery of police service to the public as well as police personnel's own convenience, a majority of the junior staff (PCs, HCs/ASIs), most sub-inspectors and SHOs (inspectors) as well as supervisory officers of higher ranks suggested a 8-hour rotating shift system¹¹⁵. Albeit, small numbers in different respondent groups also suggested 8-hour fixed shift system¹¹⁶. A small majority of the respondents, however, suggested a three-shift pattern of 6 hours-6 hours-12 hours. A large majority of the respondents felt that the quality of performance would improve if the working hours were regulated.

Senior Police Officers

The responses of senior police officers to the question relating to average hours of duty performed by police station personnel varied from 56 hours to 96 hours per week.

¹¹⁵ Under this system, shifts are rotated between all the staff members on a roster basis.

¹¹⁶ Under this system, different shifts are assigned to different staff members without rotating them. That is to say, a staff member will continue to be on duty in the same shift, either permanently or for a considerably long period of time.

Almost all the senior police officer respondents also indicated that there is no police station in Hyderabad that at present has more manpower sanctioned than what it needs. One senior officer suggested a continuous system of manpower audit, and provision for need-based additional recruitment and training of constables on an emergency basis, to create an impact on the quality of policing. According to senior police officers, extent of physical jurisdiction, population, past law and order problems, crime rate, importance of the place (viz., industrially, commercially, politically, from the point of view of crime) should be the norms to be followed for fixing the geographical boundaries, place of location and sanctioning manpower strength to police stations.

Commenting on the shift system of police station functioning, senior officers with the Hyderabad Police pointed to the daily deployment pattern of manpower, illustrating it with the example of one police station in Hyderabad city, namely, Punjagutta. The deployment of constabulary on a single day in Punjagutta PS, as reported, is shown in Exhibit 2. It indicates that only six heads are left behind in the police station after accounting for all the fixed deployment requirements. “Now the question is whether we devise an 8-hour shift system for these 6 heads”, wondered senior police officers of Hyderabad¹¹⁷.

They also felt¹¹⁸ that personnel are, in a way, happy with the 24-hour shift system as they get every alternate day off, which they can utilize for their personal needs. Senior police officers further observed that since most personnel of junior ranks were commuting long distances to their workplace, which is very time-consuming, they were comfortable with the present system.

In the opinion of senior officers of Hyderabad Police¹¹⁹, the 8-hour shift system can be effectively implemented only after filling the existing vacancies. They point out that at present, there are 1,146 vacancies in the post of civil PCs and 311 vacancies for civil HCs. And that once the vacancies are filled up, a pilot study could be undertaken in respect of a few police stations to assess the comparative efficacy of the existing two-shift system and the 8-hour shift system, which would give a clear picture of the advantages and disadvantages of each system.

Judicial Functionaries

Of the seven judicial functionaries from whom responses were received, six were not satisfied with the quality of investigation and other services rendered by police personnel in the context of judicial work. Among the reasons mentioned for their dissatisfaction are: inadequate attention on the part of the police to the disposal of pending cases and timely execution of non-bailable warrants (NBWs); direct evidence is often not produced; charge sheets prepared are not foolproof; material part

¹¹⁷ Letter No.Addl.CP/L&O/Camp/407/2012 dated 30 April 2012 of Shri Amit Garg, IPS, Additional Commissioner of Police, Law & Order, Hyderabad.

¹¹⁸ Ibid.

¹¹⁹ Ibid.

of the investigations is often not correctly put on record; some investigating officers (IOs) do not use scientific methods in their investigations; most IOs entrust presentation of cases to their juniors; inadequate follow-up of the trial of cases in the court till their conclusion; and lack of co-ordination between the police and the prosecution.

Judicial functionaries suggested limiting the working hours, fixing duty timings and weekly offs, ensuring provision of sufficient number of police personnel, among the solutions to the problem of inordinately long hours of duty without a holiday or a weekly off, which adversely affects the work efficiency of the police. In their view, the following measures will enhance police efficiency: introducing a proper shift system of working in police stations; provision of more staff and adequate training; separating the investigating staff from those attending to law and order duties/*bandobust*; provision of medical facilities for police personnel and their families; providing them proper uniforms, two wheelers, sophisticated weapons, and suitable compensation for extra hours of duty, besides good salaries and proper amenities. *Almost all the judicial officers suggested that a 8-hour daily rotating shift would be the best way to promote professional efficiency as well as boost the health and morale of police personnel.*

Citizen Consumers of Police Service

Of the 87 citizens who responded to the questionnaire, 69 per cent were satisfied with the quality of services that the police are able to provide, while 25 per cent were not satisfied and felt that the services needed to be improved.

Citizens favoured a work schedule for the police with limited hours and were aware that this would require an increase in manpower strength. Such a schedule would reduce the workload of the police, give them sufficient rest, ultimately reduce their stress and thereby improve the quality of policing as well as their behaviour pattern. Citizens also felt that the continuous duties of police personnel lead to health and other problems for them; and that an appropriate shift system of working in police stations will enhance their efficiency, besides being more conducive to meeting their own health, family and social needs.

Among citizen respondents, 59 per cent felt that a 8-hour daily rotating shift would be the most appropriate solution to meet round-the-clock policing requirements, while 26 per cent of the respondents preferred a 8-hour daily fixed shift for the purpose.

On the issue of compensating police personnel for working inordinately long hours, or on holidays/festivals, 92 per cent of the respondents felt that an overtime allowance should be given for the extra hours of duty performed by the personnel.

Manpower Saving Mechanisms in Police Station Functioning

Among the police station personnel, most of the respondents felt that duties like reception in the police station, maintenance and computerization of data and records, FIR generation, accounts and other paper work, dak (local distribution of mail) duties, assistance in traffic regulation, collection of medical certificates, collection of FSL (forensic science laboratory) reports and post-mortem/wound certificates, passport verification, etc., could be outsourced to external agencies without adversely impacting the core policing functions.

Respondents pointed out that enhanced use of on-line communication through the Internet can also lead to saving of manpower deputed for tappal (dak) delivery, collection of medical reports and FSL reports, etc. Video linkage between courts and prisons would save on manpower deployed on prisoner escort duties. Placing closed circuit (CC) cameras in important places, with effective monitoring for spotting robberies and other crimes, could also save on manpower besides enhancing police efficiency. Enhanced use of computer technology in various other aspects of police functioning was also widely suggested.

A majority of the respondents from among senior police officers also felt that outsourcing of certain non-statutory police functions would not adversely affect the core policing functions. Serving of summons, tappal (dak) delivery, collection of medical certificates, shifting of dead/injured to hospitals and routine office work (like data entry, maintenance of accounts and other records) were mentioned by them as the tasks amenable to outsourcing. On the enhanced use of technology as a means of saving manpower, senior police officers' responses were akin to those of police station personnel as mentioned above.

According to judicial functionaries, outsourcing some of the non-core policing activities, as also infusion of appropriate technology to aid in the discharge of day-to-day police functions, could reduce the workload and thereby help in the implementation of an appropriate shift system of working. Some of the prominent activities mentioned that could be outsourced were service of summons/notices, clerical work in police stations and traffic duties.

According to a large number of the citizen respondents, reception, registration of cases, recording FIRs, data entry, legal work, bandobust for VIPs, tappal, process service duties, and collection of medical certificates were some of the police functions that could be outsourced. However, others opined that none of the police duties should be outsourced, as it would erode the authority of the police.

Conclusion and Discussion

Although a three-shift system has been prescribed for Hyderabad city police in the *AP Police Manual*, it is mostly not followed due to pressures of work, except for occasional brief interregnums of

‘lean time’, which are few and far between. For the rest of the period, a modified shift system (24 hours duty and 24 hours off) is followed in almost all the police stations; that too, as and when found feasible amidst continuous pressure of law and order duties. Most of the junior staff as also sub-inspectors and inspectors, end up working far in excess of 8 hours per day, without getting regular weekly offs. The present shift system is obviously not suitable from the point of view of fulfilling the personal and family needs and social commitments of police personnel. Long working hours also lead to various health problems for them.

The major factors impeding the implementation of the shift system in Hyderabad city are: (i) shortage of manpower in police stations; (ii) the very nature of many police duties, which require continuous, undivided attention; (iii) incessant public order problems due to frequent agitational activity in the city, copious stream of congregations and processions of religious/ political nature, communal tensions during festivals and, of late, the Telangana agitation; (iv) the absence of a system for accurately determining the manpower requirements for the growing police work; (v) inadequate training and re-training of police personnel, which constitutes both a cause and the effect of the work overload; and (vi) lack of a system of outsourcing of police functions that fall in the realm of non-core policing.

All these factors lead to the personnel of Hyderabad Police being overworked; so much so, even the implementation of the 24 hours duty-24 hours off shift system of working becomes a problem. This affects the quality of policing on the one hand, while also impacting the personal health, well-being, family and social life of police personnel, on the other.

Most of the respondents have suggested that the 8-hour shift system prescribed by the *AP Police Manual* would be more conducive to efficient policing as also meeting the personal, family and social needs of police personnel besides being better for their health. However, implementation of this shift system on a regular basis would require suitable augmentation of manpower, based on realistic yardsticks.

Indeed, in working out the quantum of the required manpower augmentation, various feasible ways and means to economize on manpower—by way of business processes re-engineering, infusion of technology as a substitute for manpower, and the possibility of outsourcing some of the non-core policing functions—would need to be explored. In this regard, some of the earlier experiments of the Hyderabad Police itself (like outsourcing the tasks of reception at police stations, writing of case diaries and transportation of dead bodies), as also the successful experiences of other police jurisdictions in the country, could be reviewed for their merits and demerits. Those found to be suitable (even with some tweaking, if necessary) could be considered for institutionalized implementation.

To sum up, the case study clearly brings out the urgent need to augment manpower for the effective implementation of the shift system of functioning in the police stations of Hyderabad city. The augmentation should be based on a scientific assessment of the workload of police personnel. The exercise should duly take into consideration the optimal utilization of manpower resources, besides institutionalizing outsourcing of identified non-core policing activities to appropriate external agencies, and enhancing the use of technology as a means of economizing on the manpower requirement, as and where feasible. A comprehensive exercise needs to be undertaken

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Exhibit 1

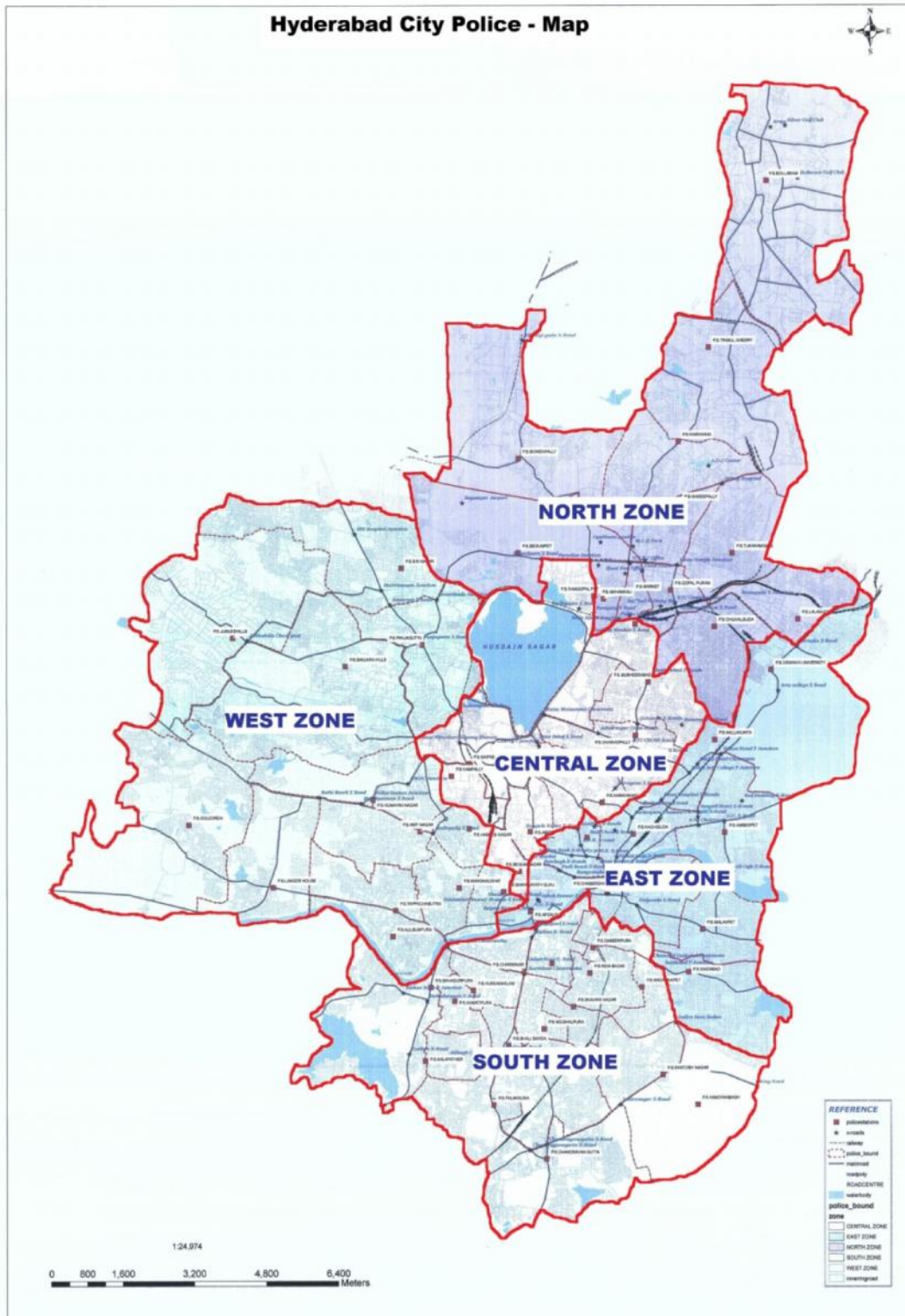


Exhibit 2

Sample pattern of deployment of constabulary on a single typical day
in Punjagutta police station¹²⁰

Total sanctioned strength	104
Total actual strength (HCs + PCs)	95
1. Sick/EL/CL/Deserter/Maternity leave/Paternity leave	15
2. Attachments/Static Duty:	13
DCP/ACP Office .. 4	
CM Camp Office outpost .. 2	
Raj Bhavan outpost .. 1	
NIMS Hospital outpost .. 3	
City Armed Reserve HQrs. (due to shortage of armed police for prisoner escorts) 3	

13	
3. Rakashaks/Blue Colts/ <i>Tappal</i> (Dak) duty/MC driver	21
4. Process service (summons/warrants)	4
5. Training (pre-promotion training course)	7
6. Writer/Assistant Writer/Accountant/General Diary In-charge	7
7. Crime detachment	10
8. Court duty	3
9. Women police constables	5
10. PS guard duties	4
Total	89

¹²⁰ As illustrated in letter No.Addl.CP/L&O/Camp/407/2012 dated 30 April 2012 of Shri Amit Garg, IPS, Additional Commissioner of Police, Law & Order, Hyderabad.

Case Study of Shift System of Police Station Functioning in Delhi Police

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Introduction

Delhi police, today, is perhaps the largest metropolitan police organization in the world, larger than the police forces of London, Paris, New York or Tokyo. As per the latest BPR&D data, the Delhi Police has sanctioned manpower strength of 81,468, though with as many as 7046 vacancies, the actual strength is reduced to only 74,422¹. The sanctioned manpower strength of all the police stations put together is only 29,835², to serve a population of over 19,047,000, spread over an area of 1,483 square kilometers³, reflecting a very adverse police to population ratio.

Delhi Police is guided in its day-to-day functioning by the provisions of the Delhi Police Act 1978. The detailed guiding philosophy of police station working is traditionally derived from “Punjab Police Rules”. These Rules do not prescribe any shift system of functioning for police stations. The Delhi Police Act also states that “Police officers shall, for all purposes of this Act, be deemed to be always on duty”. However, since that proposition is not humanly feasible, some ad hoc arrangements of shift operations in police stations have come to be adopted for such of the duties which require round-the-clock police presence or inordinately long hours of functioning, the number of shifts and their timings varying from category to category of different such functions. This case study is an attempt to examine the efficacy of the shift system of functioning, as it currently operates in Delhi Police.

A Brief Overview of Methodology

In order to understand the functioning of the prevalent shift system in Delhi Police in detail, relevant information was obtained, in the first instance, by addressing a letter to the Commissioner of Police, followed by meetings with senior officials of Delhi Police, including the Commissioner of Police, Joint Commissioner of Police (Headquarters), and a few Deputy Commissioners of Police and other

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¹ Source: Data on Police Organizations in India (As on 01.01.2012), BPR&D, Government of India

² As per information obtained from Additional Commissioner of Police (Hqrs.), Delhi Police

³ Data on Police Organizations in India (As on 01.01.2012), BPR&D, Government of India

officers. Apart from this, different questionnaires were administered to various stakeholders, namely, (1) police station personnel (constables, head constables, assistant sub-inspectors & sub-inspectors), (2) Station House Officers (SHOs), and (3) supervisory officers (ACP / DCP and above), for eliciting their views and opinions on the functioning of the existing shift system in the police stations. In addition, a focus group discussion (FGD) covering different aspects of shift functioning and allied matters, was held at Delhi in which 38 staff members of cutting edge levels from different police stations of Delhi participated. The opinions and views of judicial functionaries were obtained through a separate questionnaire, sent to various criminal courts in Delhi.

Organizational set-up of Delhi Police

The police set up of Delhi is headed by a Commissioner of Police in the rank of Director General of Police, who is assisted by 10 Special Commissioners of Police in the rank of Additional Director General of Police, 20 Joint Commissioners of Police in the rank of Inspector General of Police, and 19 Additional Commissioners of Police in the rank of Deputy Inspector General of Police, besides other supervisory officers in the ranks of DCP/ Addl. DCP / ACP, in addition to Inspectors and other cutting edge level staff.

The jurisdiction of Delhi Police is divided into 4 Police Ranges, 11 Police Districts, 54 Police Sub-Divisions and 182 Police Stations with 23 Police Outposts. Out of 182 Police Stations, only 161 are territorial police stations, covering the entire geographical area of Delhi. The remaining 21 police stations belong to specialized units like the Crime Branch, Special Cell, Vigilance, Economic Offences Wing, etc.

A map of Delhi Police jurisdiction, showing the various police districts, is placed at Exhibit-I.

Existing System of Shift Operations in Delhi Police

As per information received from Additional Commissioner of Police (Hqrs.), Delhi Police, police stations in Delhi follow shift pattern of working only for certain identified duties. Thus, personnel posted as Duty Officers and DD Writers work in 3 shifts (0800 - 1600 hrs., 1600 - 2400 hrs., and 0000 - 0800 hrs.). Picketing duty is performed in two shifts, usually of 8 hours each, and its timings are kept flexible, to be determined by the SHO concerned as per the changing requirements. Duties relating to (a) reception at the police stations, (b) manning of Women Help Desks, (c) handling of emergency tasks, (d) CIPA* (information technology project) work, and (e) vehicle drivers and motor cycle riders, are also performed in two shifts, usually of 8 hours duration each. Sentry duty to guard the police station premises is performed in 4 shifts, which work out to 6 hours' duration each. Indeed, the duration of all these duties often gets extended beyond the envisaged hours, during the periods of

* Common Integrated Police Application

major law and order problems, festival *bandobust*, major agitations, terrorist / communal violence, VIP *bandobust* etc. And, such occasions are not only fairly common and frequent in Delhi, but also often extend over long-drawn periods.

In addition to above duties, there are a few other functions in a police station for which shift duties are not in vogue. These duties included:

- (a) 5-B shift (service of summons)
- (b) Malkhana Muharrir
- (c) Record Muharrir
- (d) Reader
- (e) Collators to assist the Muharrirs

Personnel deployed on duties of Naib Court (to liaise with the magistrates' courts) and Pairvi Officer (to liaise with the High Court) also do not have to function in shifts, since their duty hours are co-terminus with court timings. Albeit, during emergencies of law and order, they are assigned additional duties as well.

Weekly offs

Rules generally provide for the admissibility of a weekly off to all police personnel, in the normal circumstances, but quite frequently that is not found feasible due to heavy law and order commitments and overload of other works. To compensate for working on weekly off days as well as for extra long hours of duty performed on normal working days, police personnel are granted one month's extra pay in a year, this facility being restricted to non-gazetted personnel only.

Non-policing functions performed by police personnel

There are a good number of functions in police stations, which are of non-policing nature, but are performed by trained police personnel. Prominent among these functions are:

- (i) Typists / Computer operation
- (ii) CIPA-related work
- (iii) Readers
- (iv) Record Moharrir
- (v) Malkhana Moharrir
- (vi) Mess staff
- (vii) Drivers

In addition, personnel from police stations are also required to be deputed to the offices of District DCPs and other higher formations, for manning the RTI Cell, Legal Cells and the Parliament Question Cells, as also to supplement the ministerial staff in those offices.⁴

Use of ICT (Information & Communication Technology)

Under the rubric of CIPA (Common Integrated Police Application), much of the functional work of police stations has been computerized. Thus, all the work relating to registration of FIRs, complaints of non-cognizable nature, reports about missing persons, medico-legal cases, 'Kalandra' cases and 'Zero FIRs', is required to be done through this IT-enabled system. Recording of case diaries and monitoring the progress of investigation are also to be done through this very system. All calls received in the Delhi Police Control Room too are to be entered in CIPA. All information pertaining to such activities is to be maintained and updated, besides all the routine correspondence, through this application. An on-line Dossier system with a record of past activities, photographs and fingerprints, of known criminals is also available to police stations through CIPA network or normal Internet.

A number of useful applications are available on ZIPNET having different modules relating to (i) missing persons, (ii) unidentified dead bodies, (iii) missing mobile phones, (iv) stolen vehicles, and (v) dossiers of known criminals, etc., besides court judgments in important cases. ZIPNET also provides a link to Motor Vehicles Act website.

However, there are many other items of police station functions, in which information technology could be gainfully utilized to economise on manual effort involved in the traditional processes. For example, computerization of Malkhana registers would help in avoiding the repetitive work involved in bringing forward a large number of entries from previous years, year after year, thereby saving a lot of time of the staff on Malkhana Moharrir duties. Similarly, provision of Personal Computers / Laptops to Investigating officers can help them have instant access to all the information available on ZIPNET, thereby saving a lot of their valuable time and speeding up the investigation of their cases, besides helping them in generating status reports etc. of the cases at short notice.

Analysis of responses to Questionnaires

In all, responses to the questionnaires were received from 84 SHOs, 131 police station personnel (other than SHOs), 50 supervisory officers (ACP & above), and 50 judicial functionaries.

⁴ There are huge vacancies of ministerial staff in Delhi Police as a whole, with only 615 hands being currently available against the sanctioned strength of 886. Thus, on an average, as many as 110 SIs, 150 ASIs, 440 HCs and 715 Constables are used in the offices of ACPs / DCPs.

The 84 SHO respondents represented all the 11 Police districts of Delhi, as well as different types of police stations, namely, law and order police stations, crime police stations, as also police stations covering semi-urban, and rural areas. 131 police station personnel who responded to the questionnaire, included Sub-Inspectors, Assistant Sub-Inspectors, Head Constables and Constables, from different police stations of Delhi.

Of the 50 supervisory officers, who responded to the questionnaire, 43 officers were of the rank of Assistant Commissioners of Police (ACP), 3 Additional Deputy Commissioners of Police (Addl. DCP), 3 Deputy Commissioner of Police (DCP), and 1 Additional Commissioner of Police (Addl. CP).

Among the judicial functionaries of Delhi Criminal Courts, who responded to the questionnaires, 17 were from Tis Hazari Court, and 33 from Saket Court, making it a total of 50. As regards their status, 2 were District & Sessions Judges, 7 Additional Sessions Judges, 39 were Metropolitan Magistrates I & II, while two of them did not mention their designation.

Analysis of the responses to the questionnaires received from these stakeholders is covered in the following paras.

Shortage of manpower in Police Stations

The responses of SHOs and other police station staff to the questionnaires indicate that vacancies exist in different ranks in varying degrees, in practically every police station. In addition, between 15 to 20% police station staff usually remains unavailable on account of being on different kinds of leave (casual leave, earned leave, medical leave, etc.), or on deputation for training, or other reasons.

Out of the available strength also, from very many police stations, some personnel are diverted to the offices of DCPs to man RTI Cells, Legal Cells, Parliament Question Cells, and the District Police Lines to handle the motor transport section, clothing stores, general stores and line officer's job, for none of which separate sanction of posts exists. Every District DCP's office has a Prosecution Branch, which has to be manned by 4 - 6 personnel, depending on the workload. The limited sanctioned manpower of ministerial staff in the offices of DCPs and ACPs is also required to be supplemented by drawing the required manpower from various police stations in their respective jurisdictions.

Within the police stations, 1 to 4 staff members remain engaged with Moharrir (case property) duty, and 1 to 2 on Moharrir (government property) duty, depending on the workload in different police stations. At least one staff member is engaged on Writer duty in every police station though in a good number of police stations with heavier workload, this duty engages more (2 to 4) personnel. One or two staff members are deployed permanently in most of the police stations for typewriting / computer operator duties, and at least two for CIPA project. In addition to all these, at least one staff member is

deployed on mess duty in each police station; in some of the police stations mess duty engages even two staff members.

Responses to questionnaires, thus, make it clear that a considerable strength of trained police manpower is not available for core policing duties, in police stations. The focus group discussion with a representative group of staff from different police stations also brought out that considerable strength of police station manpower is always deployed on duties which do not fall in the realm of core policing work.

Shift duty operations

Responses to questionnaires by SHOs, other police station personnel, as well as supervisory officers indicated that shift schedule of working is being followed in police stations only for Duty officers, DD Writers, Emergency staff, Station sentries, Quick Response Teams (QRT), Motor Cycle Riders, Picket personnel, Computer operators, besides Women Help Desk. Many of these duties are performed in 12-hourly shifts and a few in shifts of 8 hours. However, the shift schedule is often not adhered to due to pressure of work and / or shortage of staff.

Duty hours of staff

According to SHO respondents, the average number of hours their staff members have to usually spend on different types of duties per day, in actual practice, was 8 - 14 hours for those on beat patrolling duty; 12 - 14 hours for crime investigation staff; about 10 hours for staff deployed on petty case work; 10 - 12 hours, depending on the situation, for those on law and order *bandobust* duty; 10 - 12 hours for 5-B (summons service) duty; 8 - 10 hours for Naib court duty; 8 - 10 hours for station writer duty; 8 - 10 hours for Station Writer duty; 10 - 12 hours for Reader duty; about 15 hours for Malkhana Moharrir and Record Moharrir duties; 8 - 12 hours for CIPA duty; 8 - 12 hours for typist / computer operator duty; and 8 - 12 hours for petition enquiry work.

Most of the police station staff respondents (83%) indicated that almost all the staff members of their police station, especially those deployed on emergency, law and order, beat service, picket duty, crime investigation, Naib court, Malkhana Moharrir, etc., duties had to necessarily perform much more than 48 hours duty in a week (on an average). A majority of them (70%) stated that they had to perform duty for much more than 8 hours in a day for more than 15 days in a month (on an average), while a few also mentioned that they had to perform duty for much more than 8 hours almost daily for months together.

Further, police station personnel have to be often called in for duty during their off time/ off days. While 23% of the police station staff respondents indicated that they were called in for duty during their off time / off days for more than 10 times in a month (on an average), 7.5% mentioned

that it was 8 - 10 times, 4% indicated that it was 5 - 7 times, 20% indicated that it was 3 - 4 times and 23% indicated that it was 1 - 2 times in a month (on an average). The rest of the respondents could not give a proper answer to this question.

Responses of supervisory police officers also indicated that the present status of approximate number of hours of duties actually performed by police station personnel varied from station to station but it was much more, practically in every police station, than the normative standard of working hours for employees elsewhere. On an average, the approximate number of hours of duty performed by them in a week on various duties were reported to be around 98 hours for beat patrolling duty; 84 hours for crime investigation; around 63 hours for petty case work; 63 hours or more for law and order *bandobust* duty, about 70 hours for 5-B (summons service) duty; about 63 hours for Naib court duty; 56 hours for station writer duty; about 77 hours for reader duty; about 105 hours for malkhana moharrir duty; about 91 hours for record moharrir duty, about 70 hours for CIPA duty; and about 63 hours for typist / computer operator duty. Personnel assigned petition enquiry work spent on an average about 56 hours. For other duties like emergency staff, motorcycle patrolling, collection of intelligence, dak duty, PSO, driver, various types of investigation, execution of outstation summons, etc., police station personnel also spent about 56 - 84 hours in a week.

Weekly offs

There are discrepancies between the responses of SHOs and police station staff on the point of weekly offs. While 41% of staff respondents to questionnaires and 43% of participants in FGD stated that they were *not* able to avail weekly off *even once in a month*, only 4% of SHO respondents mentioned that weekly off was not allowed to staff even once in a month. 46% of SHO respondents, however, claimed that weekly off was provided to staff at least once or twice in a month. 38% SHO respondents stated that it was at least 3 times in a month; only 11% mentioned that it was allowed 4 to 5 times in a month. Some supervisory police officers (ACPs, DCPs and above) stated in their responses that the existing shift system was almost devoid of providing regular weekly offs to police station personnel. Most of these officers were in favour of 'guaranteed' weekly rest day for each police personnel, on a rotational basis.

Existing Shift arrangement - whether convenient for staff?

63 (75%) out of the 84 SHO respondents indicated that they did not find the present shift arrangement of working in their police stations convenient for their staff to attend to their personal / family needs and social commitments. Expectedly, a large majority (70%) of police station staff respondents also did not find it convenient. Some of them, however, did not answer this question.

64% of the police station staff respondents reported that they were able to visit their friends / relatives, or take their family members out for entertainment or social obligations, etc., not even once in a month. 83% of them felt that the present pattern of duty hours led to sleep, digestive and other health problems for them. This was corroborated by 73% of SHO respondents also in respect of the staff of their police stations.

Suggestions relating to duty hours

Many among police station staff respondents suggested that the duration of a daily shift should be 8 hours instead of 12 hours and that the total working hours in a week should be limited to 48, with a mandatory weekly off. Some SHO respondents also opined that the working arrangement should be so devised that no one is normally required to work for more than 8 hours per day and everyone is allowed to avail a weekly off. If someone, for any reason, has to work for longer in a day or on a weekly off day, it should be compensated. They also favoured the working system to be evolved in such a way that the maximum items of duties in a police station should be put into shift system of 8-hour duration. Such a system would decrease the stress level among personnel, improve the quality of work output and provide time to staff for rest, recreation and family / social needs, leading to improvement in their behaviour pattern.

Other useful suggestions

Responses of stakeholders brought out the following other useful suggestions:

- Static duties like record keeping in police stations, typewriting work, CIPA-related work, Malkhana Muharrir work, etc., take away a considerable strength from core policing duties. For all such jobs, there should be separate staff recruited with necessary skills.
- Law and order duties should be separated from crime investigation function.
- A Public Prosecutor or other qualified legal professional should be made available to police stations, to provide guidance in investigation and on other legal matters.
- All police officers should have knowledge and training in handling computers. At least 4 to 5 personnel should be posted in each police station, who can work on computers.

Views of Judicial Officers

Practically all (96%) of the judicial officer respondents (except two, who did not answer the relevant question) agreed that inordinately long hours of duty, often without a weekly off, led to police personnel being overworked, weary and irritable, which adversely affected their work efficiency as well as their conduct and behaviour with members of the public. Many of them added that reasonable working hours and adequate rest for police personnel was very necessary for their efficient functioning. Some of their specific observations in this regard were: “police are overburdened”,

“police officials work under unfavourable conditions”, “policemen too are humans and entitled to a balanced treatment”, “long hours of their daily duties play havoc with their physique and mind and badly affect their efficiency”, “they deserve some time to spend with their families”, “body and mind need periodic rest it adversely affects their body-mind harmony, leading to behavioural and psychological disorders and starts reflecting in the discharge of duties”, “what about human rights of police personnel?”, “they too deserve peace of mind”, “fatigue due to long working hours definitely leads to loss of efficiency”, “standard of investigation depletes on account of long working hours”, “working hours should be such, which would ensure alertness and efficiency”, etc.

Most of the judicial officer respondents expressed themselves in favour of conducive working conditions, including appropriate infrastructural facilities, for police personnel. They suggested suitable augmentation of police manpower and implementation of an efficacious shift system of working, in proper rotation, so that police efficiency goes up.

Some of the respondents, however, cautioned that in implementing an efficacious shift system of functioning, care should be taken to ensure that investigation of a crime initiated by one police officer is not switched over to another officer due to change of shift, and also that the complainants and victims are not tossed around from one shift to another. One respondent also mentioned that the conduct and behaviour of police personnel is adversely affected not only due to long working hours but also because of lack of sensitization.

To a question seeking their views on the various aspects of the current shift pattern of working in Delhi Police that they did not like, many respondents mentioned such aspects as ‘long duty hours’, ‘inadequate manpower’, ‘overburdened police officers’, ‘lack of periodic training for police officials’, ‘lack of motivation’, ‘inadequate proficiency in conducting investigation in complicated cases’, ‘disproportionate number of cases assigned for investigation to some officers’, ‘inadequate knowledge of law and legal provisions’, ‘police officers sometimes coming to the court for giving evidence after their night shift’, ‘lack of coordination amongst police’, ‘absence of accountability’, etc. .

On the subject of a large number of new enactments having been added on the statute book, without commensurate augmentation of police manpower, many judicial officer respondents again suggested enhancement of manpower strength, coupled with provision of training to enhance their skill-sets. Rigorous training in law and appropriate training courses every six months or annually to update their knowledge about new laws and enactments, skills in scientific methods of investigation, and regular training in behavioural sciences were among other suggestions made by them. Some respondents advocated separate specialized investigation staff for special enactments, while some of them favoured separation of crime investigation from law and order and VIP security functions. Some of the respondents suggested a strong system of incentives and due recognition for good work.

In reply to a question as to what should be the most appropriate shift schedule for police station personnel, to effectively meet the requirement of efficient crime prevention and detection, and public order maintenance, most of the respondents suggested a duty schedule of not more than 8 hours in a span of 24 hours. One of them mentioned the analogy of shift system followed for Doctors in Emergency Wards and Nurses in the hospitals. Some respondents stated that while law and order duties should be performed in shifts, crime investigation should not be subjected to shift duty, as it may require, at times, even round-the-clock working without a break. Instead, reducing the number of cases assigned to each officer was suggested to mitigate the problem of workload. Some respondents stated that 8-hour shift system should be introduced with the stipulation that personnel should be available for any emergency calls, if and when required. One sole respondent, however, suggested a 24 hour duty - 24 hour rest system of shift functioning.

Offering general comments on the subject of shift working in police stations, one respondent suggested a realistic assessment of workload of police stations by a team of experts. Another respondent stated that at times, strict implementation of shift system may come in the way of efficient handling of a job on hand. So, an exception should be made in such situations where a particular job requires its completion by the same official who initiated it, but provision should be made for due compensation in such cases. Yet another respondent opined that for chalking out a shift schedule, the views of police officials concerned should also be ascertained and taken into consideration.

Discussion and Conclusion

Policing is a round-the-clock activity. Much more so in a sprawling metropolis like Delhi, which is also the national capital. Effective round-the-clock policing demands an efficient shift pattern of working of police stations - the cutting edge level units of policing - the kind of which are in operation in metropolitan cities in many other parts of the world. Strangely, the statute and the rules governing the functioning of Delhi Police do not envisage any shift system of police functioning. However, in view of its dire need for effective policing on 24x7 basis, the Delhi Police have devised some ad hoc arrangement of shift operations in respect of some limited functions of police stations, which require round-the-clock or inordinately long hours of alert police presence.

Under this arrangement, some of the police functions are supposed to be performed in shift patterns of different durations. The case study, however, clearly brings out that the duration of these shifts, most of the time, gets extended well beyond the scheduled hours, because of major law and order problems, frequent agitations activity, terrorist violence, communal violence, festival *bandobust*, VIP *bandobust*, etc., and such occasions are not only frequent but also very often extend over long periods. Thus, police personnel on 'shift duty' as well as those on 'non-shift duties'

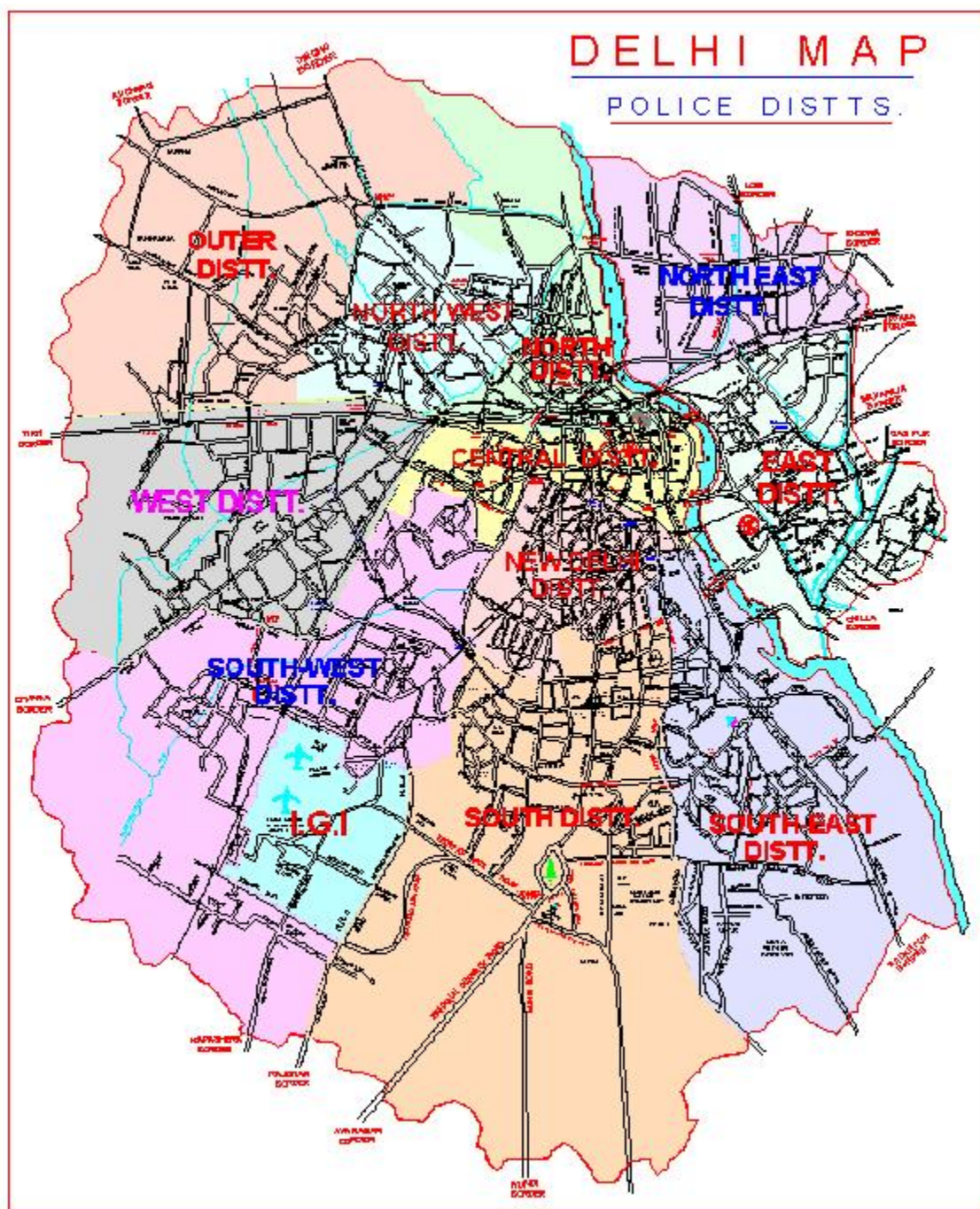
commonly end up performing unreasonably long hours of duty, that too quite often without even a weekly off for months together.

Shortage of manpower in police stations has been a major impediment in the effective functioning of shift operations, despite ad hoc and piecemeal augmentations of the force from time to time. The overall sanctioned strength of a little more than 80,000 may appear, on the face of it, to be large enough for Delhi Police, but out of this total strength, the sanctioned manpower for all the 184 police stations and 23 police outposts is less than 30,000, to serve the policing needs of a population of more than 19 million spread over about 1500 square kilometers.

The ad hoc shift pattern of functioning in respect of limited items of police station functions, as now in vogue, is, thus, grossly inadequate for efficient policing in the national capital, and needs a fresh and comprehensive look from the twin standpoints of quantitative as well as qualitative requirements of efficient policing. The requirement of augmentation of manpower in police stations, in particular, which are the cutting-edge units of policing and police-public interface, is indeed obvious. The manpower in the police stations of Delhi is currently overstretched and has to be working for inordinately long hours, day in and day out, often without a weekly off. This adversely affects the quality of policing on the one hand, while also impacting the health, family and social life, and the sense of well being of police personnel, on the other. The situation needs to be remedied urgently.

A comprehensive exercise is, therefore, needed to realistically work out the quantum of additional manpower required for the police stations of Delhi, keeping in view the actual workload of public order maintenance, crime investigation, crime prevention and control and various other policing functions. Indeed, this exercise will also have to take into account the various feasible ways and means to economize on manpower, by way of (a) greater infusion of technology in police functioning and (b) outsourcing of some of the non-core policing functions to other more relevant agencies, in addition to (c) some effort at the re-engineering of old and archaic business processes in police working, which can all lead to saving of manpower and its utilization in more productive ways. Sooner such an exercise is undertaken, the better.

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Ex-post Facto Research - Survey Questionnaires

Questionnaire for Station House Personnel (other than SHO)

Note: - Please be as candid and accurate in your responses, as possible. Your frank and honest response will help in realizing the objectives of the study better.

Section - I

Name of your Police Station	District	State

- (1) Name (optional) : (2) Rank :
- (3) Age : (4) Educational qualifications:
- (5) Year and rank of initial appointment in Police:
- (6). For how long working in this police station?
(Please mention in number of years and months)
- (7) Category of your police station (Please tick mark the relevant item):
- (1) Metropolitan (2) Urban (3) Urban-Rural (Mixed) (4) Rural (5) Crime
(6) Traffic (7) Women (8) Tribal (9) Any other (specify)

Section - II

1. For how many days in a month (on an average), you have to perform duty for more than 8 hours in a day? (Please tick-mark one of the following items):
- (a) Nil (b) 1 - 5 days (c) 6 - 10 days (d) 11 - 15 days (e) More than 15 days
2. How many times in a month (on an average) you are able to avail weekly off?
- (a) Not even once in a month (b) Once in a month (c) 2 times in a month
(d) 3 times in a month (e) 4 or 5 times in a month

3. For how many times in a month (on an average) you are being called in for duty during your off time / off days?
(a) Nil (b) 1 - 2 times (c) 3 - 4 times (d) 5 - 7 times
(e) 8 - 10- times (f) More than 10 times
4. Do you find the present pattern of working hours in your police station convenient for you to attend to your personal / family needs and social commitments?
Yes / No
5. Is the present pattern of duty hours leading to any kind of health problems for you?
Yes / No
6. If yes, please briefly describe the health problem(s):
7. Do you think 8-hour shift system of functioning of police stations would be more convenient from the point of view of your personal / family needs and social commitments?
Yes / No
8. Do you think 8-hour shift system of working will improve your performance in police work?
Yes / No
9. Do you think shift system of functioning would cause any problem in your working?
Yes / No
10. If yes, what kind of problems?
11. Any other comments regarding the existing pattern of working hours for police station staff, or about shift system of working in police stations?

Signature (optional)

Questionnaire for Station House Officer (SHO)

Note: - Please be as candid and accurate in your responses, as possible. Your frank and honest response will help in realizing the objectives of the study better.

Section - I

Name of your Police Station	District	State

- (1) Name (optional) : (2) Rank :
 (3) Age : (4) Educational qualifications:
 (5) Year and rank of initial appointment in Police:
 (6). For how long working in this police station?
 (Please mention in number of years and months)
 (7) Category of your police station (Please tick mark the relevant item):
 (1) Metropolitan (2) Urban (3) Urban-Rural (Mixed) (4) Rural (5) Crime
 (6) Traffic (7) Women (8) Tribal (9) Any other (specify)

Section - II

- 1 What is the present strength of staff (sanctioned and actually available) in your police station? Please indicate rank wise:

Rank	Sanctioned strength	Presently available
Inspector		
Sub-Inspector		
Assistant Sub-Inspector		
Head Constable		
Constable		
Home Guards		
Group 'D' staff		

2. How many staff members per day (on an average taken over a period of one month) usually remain unavailable on account of Casual Leave (C.L.) / Earned Leave (E.L.) / Medical Leave (M.L.) / training / desertion etc., in your police station?

3. Is any shift system of working being followed for any duties in your police station? (Please tick mark the relevant item):

(a) Yes / (b) No

4. For how many hours members of your police station staff have generally to be on duty per day (on an average taken over one month)?

(a) 8 hours or less (b) 8 - 10 hours (c) 11 - 14 hours (d) More than 14 hours

5. How often are staff members able to avail weekly off (on an average) in your police station? Please tickmark one of the following:

(a) Not even once (b) Once / twice a month
(c) Three times in a month (d) Four/five times in a month

6. For how many times in a month (on an average) staff members in your police station have to be called in for duty during their off days / off time?

(a) Nil (b) 1 - 2 times (c) 3 - 4 times (d) 5 - 7 times
(e) 8 - 10 days (f) More than 10 times

7. Do you find the existing pattern of working hours in your police station convenient for your staff to attend to their personal / family needs and social commitments?

(i) Yes (ii) No

8. Does the existing working hour arrangement in your police station lead to any health problems for your staff?

(i) Yes (ii) No

9. If shift system of working is introduced in your police station, what would be its impact on efficiency of police functioning, in your opinion?

Would improve efficiency / Would deteriorate efficiency / Would make no difference.

10. Please tick-mark appropriately in the following columns, your answers relating to different duties, as relevant to your police station:

S.No	Duties	Whether performed in shifts currently?	If not, can it be performed in shifts?	Would the use of computer, internet or other technologies help in economising on manpower	Can it be outsourced to other agencies?
1	Reception Desk	Yes / No	Yes / No	..	Yes / No
2	Duty Officer	Yes / No	Yes / No	..	..
3	GD Head Constable / PCs	Yes / No	Yes / No	..	..
4	Station Writer / Muharrir (HC / PC)	Yes / No	Yes / No	Yes / No	..
5	Malkhana incharge	Yes / No	Yes / No	Yes / No	..
6	CIPA / CCTNS	Yes / No	Yes / No	Yes / No	Yes / No
7	Beat detachment	Yes / No	Yes / No	..	..
8	General duty detachment	Yes / No	Yes / No	..	..
9	Mobile patrolling	Yes / No	Yes / No	..	..
10	Traffic detachment	Yes / No	Yes / No	Yes / No	..
11	Law and order and emergency duties	Yes / No	Yes / No	..	..
12	Protocol and other miscellaneous duties	Yes / No	Yes / No	..	Yes / No
13	Police Station Guard duty	Yes / No	Yes / No	..	Yes / No
14	SHO's Reader	Yes / No	Yes / No	Yes / No	..
15	P.S.O. duty with S.H.O.	Yes / No	Yes / No	..	Yes / No
16	Wireless Operator with SHO	Yes / No	Yes / No	..	Yes / No
17	Court duty	Yes / No	Yes / No	Yes / No	Yes / No
18	Process (summons/ warrants) duty	Yes / No	Yes / No	..	Yes / No
19	Prisoner escort duty	Yes / No	Yes / No	..	Yes / No
20	Crime investigation for property offences	Yes / No	Yes / No	Yes / No	..
21	Investigation of other types of offences	Yes / No	Yes / No	Yes / No	..
22	Plain-clothes Intelligence duty	Yes / No	Yes / No	..	..

23	Petition / complaints enquiry	Yes / No	Yes / No	..	..
24	Police verification work	Yes / No	Yes / No	..	..
25	FSL related duty / Medical certificate collection	Yes / No	Yes / No	Yes / No	Yes / No
26	Accountant / Typist / Scriptory work in police station	Yes / No	Yes / No	Yes / No	Yes / No
27	Computer operation (other than CIPA / CCTNS)	Yes / No	Yes / No	..	Yes / No
28	Jeep / 4-wheeler Driver	Yes / No	Yes / No	..	Yes / No
29	Tappal (Dak) duty	Yes / No	Yes / No	..	Yes / No
30	Any other duty (specify)	Yes / No	Yes / No	Yes / No	Yes / No

11. If 8-hour shift system (with provision for a weekly off) is introduced in your police station, what would be, in your considered opinion, the desirable optimum requirement of manpower in each rank?

Rank	Desirable optimum requirement
Inspector	
Sub-Inspector	
Assistant Sub-Inspector	
Head Constable	
Constable	
Home Guards	
Group 'D' staff	

12. Any other aspect relating to working hours in police stations, or shift system of police station functioning that you would like to highlight?

Signature (optional)

Questionnaire for Supervisory Officers

Section - I

1. Name (optional) :
2. Rank :
3. Present posting and date from which working :
4. District & State of posting :
5. Year and rank of appointment :

Section - II

1. Is any shift system being followed in practice, in your jurisdiction? (Please tick-mark the appropriate answer):

Yes followed regularly / Followed off and on / Not followed

2. If yes, which of the following models?

(a) 3 Shifts per day (b) 2 shifts per day (3) 24 hour shift (4) Any other (specify)

3. What is the present status of approximate number of duty hours per day (on an average, taken over a month), usually put in by police station personnel in your jurisdiction? (Please limit your answer to police station staff).

(a) 8 hours or less (b) 9 - 10 hours (c) 11 - 12 hours (d) 13 - 14 hours (e) More than 14 hours

4. What is your opinion regarding the likely impact of 8-hour shift system (if introduced) on police station functioning in the following aspects?

(a) Impact on quality of police performance:

Will improve / Deteriorate / Will make no difference

(b) Impact on personal / family life and social commitments of police personnel:

Will improve / Deteriorate / Will make no difference

(c) Impact on personal health of police station personnel:

Will improve / Deteriorate / Will make no difference

5. Police station functioning includes a number of activities / duties, which do not fall in the realm of core policing functions. Do you agree with this?

Yes / No

6. Which all of such non-core policing functions can be outsourced to external agencies (government or private) without causing any problem to core police functioning?

S.No.	Non-core police functioning which can be outsourced	Agency for outsourcing
1		
2		
3		
4		
5		
6		
7		
...		
....		

7. In which all functions of the police station, in your opinion, infusion of technology can lead to economizing on manpower?

S.No.	Police station functions in which infusion of technology can lead to economizing manpower
1	
2	
3	
4	
5	
6	
7	
...	

8. Can you suggest any other force multiplier system / device for economizing manpower requirement in police station working? Please also mention the approximate extent of manpower saving each of those will be able to effect.

9. Any other comments or suggestions on the issue of shift system of police station functioning?

Signature (optional)

Report on National Workshop on “Efficient Manpower Management in Police Stations”

(Held at Administrative Staff College of India, Hyderabad on April 12 - 13, 2012)

Introduction

This 2-day Workshop on “Efficient Manpower Management in Police Stations” was organized with focus on innovative practices on economizing the manpower requirement in police station functioning. Held at Administrative Staff College of India (ASCI), Hyderabad on April 12 - 13, 2012, it was a collaborative effort between the research team of the BPR&D¹²¹-sponsored research study on “National Requirement of Manpower for Police for 8-hour Shift”, being conducted under the aegis of ASCI, and ASCI’s Centre for Innovations in Public Systems (CIPS).

A background note on the Workshop, circulated to the participants beforehand, is placed at Annexure - I. A copy of the programme schedule of the workshop is at Annexure - II. In all, 43 participants - senior serving and retired IPS officers, IAS officers, academics, and faculty members from ASCI - attended the Workshop. A list of participants is at Annexure - III.

Inaugural Session

Shri V. Dinesh Reddy, IPS, Director General of Police, Andhra Pradesh, Hyderabad, inaugurated the Workshop. Shri D. Chakrapani, Director, CIPS, welcomed the participants. Briefly explaining the structure and the mandate of CIPS, he stated that the Centre was set up with funding from the Government of India, in terms of the recommendations of the Thirteenth Finance Commission, in 2010, its focus areas being health, education, urban governance and e-governance. The mandate of CIPS, as explained by him, is to spread innovative practices in public institutions for improvement in service delivery. The Centre is collaborating with various state governments / government institutions for disseminating good practices through workshops and preparing project profiles, including formats for implementation, for replication in public systems. So far 11 workshops had been organized by CIPS.

Shri Kamal Kumar, IPS (Retd.), Hony. Advisor, ASCI, while presenting an overview of the Workshop schedule, explained that inordinately long hours of work for police personnel, without even respite of a weekly off or public holidays, had for long been a matter of grave concern and serious debate, and added that it was very thoughtful of BPR&D to have included it in their research agenda. He stated that any meaningful assessment of manpower needs must take into consideration various means and measures to economise the requirement, such as (i) re-engineering of work processes, (ii)

¹²¹ Bureau of Police Research and Development, Government of India

infusion of technology, and (iii) outsourcing of non-core functions. He added that several enterprising police officers had experimented with various innovative initiatives to economise manpower requirements, in their jurisdictions, from time to time. Some of those initiatives were successful over a long enough period of time but came to be given up due to a variety of reasons, notable among them being the predecessor-successor syndrome. There was an acute need to identify various innovative good practices, validate them through due processes and devise ways and means for their institutionalization. In view of the commonality of objectives of CIPS and the research project, it was decided to collaborate with each other to hold a workshop of this kind, he stated.

Shri V. Dinesh Reddy, in his inaugural address, highlighted the importance of research in the ongoing evolution of the police role and efficient manpower management in police stations.

Presentations on Innovative Initiatives

Shri M. Mahender Reddy, ADGP, Andhra Pradesh, made a presentation on the Culture Change Management Programme (CCMP) of Cyberabad Police in Andhra Pradesh, covering a set of vital aspects of police station functioning. CCMP was a comprehensive initiative, which essentially sought to change the internal culture of the organization to one, which is more service oriented, responsive and accountable to the public. The initiative included interventions of sensitizing the police personnel in the entire Cyberabad Police Commissionerate towards people friendly approaches, competency building for effective service delivery, developing a long term, focused Strategic Policing Plan, inculcating a set of work values among all levels of personnel, reorienting and standardizing the service processes through business process re-engineering, and empowering the constabulary for deeper involvement in frontline policing activities. . Under this initiative, constabulary empowerment was a hallmark process and the following ground level actions were initiated towards that objective:

- Training workshops, aimed at capacity building, to cover all constables, on skills of investigation, democratic policing, oral and written communication, computer and information processing, behavioural change and personal development, etc.
- Decentralisation of work processes, with constabulary being made responsible for many items of police work directly.
- Measures to enhance self-esteem of constables, such as provision of work stations to them.

The training initiative targeted not only upgradation of knowledge and skills but also sensitivity of police constables. The empowerment of constables was to motivate them better, to make more effective use of them as a vital resource and an important link between the people and the police organization.

Shri Mahender Reddy stated that the CCMP initiative had eventually brought about considerable improvement in (a) the quality of police service delivery, (b) emergency response management, (c)

citizen satisfaction, and (d) internal work environment of Cyberabad Police, as established by facts and figures.

Shri C.V. Anand, Additional Commissioner of Police, Traffic, Hyderabad City, presented his experience of *outsourcing some of the non-core policing functions* in Ramgopalpet police station of Hyderabad city in 2002-03. They were as follows:

- *Reception management at the police station:* The consultant, to whom this work was outsourced, employed 3 persons to run the reception counter on a 24-hour basis including Sundays. They received the complaints, recorded the same in the relevant register and directed the complainant to the concerned sub-inspector or inspector. An EPABX was provided to the police station, with all calls landing up at the Reception, which would divert them to the officer concerned. The initiative led to three constables being released for core policing duties every day. In monetary terms too, it led to saving as the cost involved in outsourcing was for less than the salaries payable to these constables.
- *Typewriting of case diaries:* The consultant employed his own typist, computer and printer and used his own stationary, cartridges etc. This experiment was carried out in the months of October, November and December in 2002, and the near clearance of all pending CD files, final reports, charge sheets and also the up-to-date typing of crime reviews and notes proved its success. The cost saving was to the tune of Rs.22,000/- per month, for all these works which used to engage three constables earlier.
- *Collection of bodies from Hussain Sagar Lake:* To shift each body, which is usually in a highly decomposed state, it would cost Rs.1,000/- in employing the labour etc. If the body 'disposal van' of the police department was not available, then another Rs.250/- was spent for each body. This police function was outsourced as an experiment, for Rs. 750/- per body.

Shri Anand concluded his presentation by stating that as a result of outsourcing of these non-core functions, in all at least 8-10 constables were released for core policing duties, that too at nominal financial expense. The police station was able to serve three extra beats for patrolling in addition to augmenting the strength of personnel in the Lake Police Beat.

Shri Ravi Gupta, IGP, Police Computer Services & Standardization, Andhra Pradesh, made a presentation on the *initiatives on infusion of technology in police working in Andhra Pradesh*. He outlined the details of eCOPS - the first-ever computerized networking of police stations in the State. eCOPS provides total information support for police work. While its primary purpose is to provide comprehensive information needed for crime investigation as well as crime prevention and control, to cutting-edge level officers, it also provides divisional heads and other senior officers with management information about crime control, as also about administration and support services such as accounting and personnel management. The system also provides access to information from external systems in hospitals, jails, passport offices, etc., to help in gathering data on criminals, victims and witnesses. The system encompasses all the prescribed investigation processes and also maintenance of all the databases hitherto maintained through registers.

With the eCOPS system, a victim can go to any police station and the duty officer can register the crime direct onto the system. eCOPS also contributes to transparency since once a case has been registered on the system, the related information cannot be altered. Complainants can also get access to permissible information and get to know the progress in their cases, at any point of time, either by going to any police station or by accessing their case details online via the AP Police website using an FIR code number that is issued at the time of registration. Finally, supervisory police officers can use eCOPS to monitor case details and progress in each case. All of this promotes transparency in case handling, and accountability of police officers, besides saving a lot of man-hours of police personnel.

Shri Ravi Gupta also spoke of the e-Criminal Intelligence System (eCIS), launched by the AP Police, which has significant advantages over the age-old, manual, CIS. Information pertaining to missing persons, unidentified dead bodies, active criminals, wanted persons in heinous crimes, persons arrested who may be wanted elsewhere, property lost, stolen and recovered, etc., is an integral part of this system. eCIS ensures transparency and greater efficiency in police functioning. It fosters public participation in tracking down wanted criminals, tracing missing persons, kidnapped children, identification of unidentified dead bodies and crime prevention in general.

He touched upon several other Information Technology (IT)-enabled applications in AP Police like the 3rd Eye, AP Police Messaging System, e-Polis, which have several tangible benefits:

- ❖ Information availability (anytime, anywhere) which enables quicker / better decision making and action plans;
- ❖ Sharing of information and collaboration, helping achieve faster success;
- ❖ Speedier analysis of past data / information to take effective preventive measures.

In conclusion, he remarked that there is a need to stay ahead of crime and criminals, transcending barriers of districts and states, and this is possible only when cutting edge information technology is harnessed in collection, collation and dissemination of criminal intelligence.

Shri Jacob Punnoose, DGP Kerala, shared his experience in *implementing 8-hour duty system in police stations in Kerala*. He stated that the 8-hour duty system had to be implemented without compromising the 24-hour policing responsibility of police stations. Hence, multiple strategies like increase in actual manpower availability, elimination of unnecessary work, capacity upgradation of police personnel, etc., had to be adopted.

Elaborating these strategies, Shri Punnoose stated that manpower availability in the police stations had been systematically increased over the years. Initially, the state had relatively large strength in armed reserves and comparatively lower strengths in police stations. In the country too, as a whole, nearly 17 lakh police personnel are available but only about 30% of them are in police stations. In Kerala, now nearly 55% of the total strength is posted in police stations. As a priority,

shortages are not allowed to build up in police stations either on account of lack of recruitment or on account of “unofficial diversions” or “miscellaneous attachments”. Diversion of police station manpower for attachments with senior officers or for other duties elsewhere has been strongly discouraged. The system of having separate cadres for armed reserve and police stations has been modified and this has enhanced institutional elasticity in deployment and allocation of duties. The rifle sentry system for police station guard duty has been replaced by a station security duty constable with a revolver / pistol. An average of five Home Guards has been allotted to every police station. Dedicated investigation teams have been constituted in urban and other heavy police stations. Kerala Police is trying to fix lengths of duty for all duties. It has also started assigning duties to personnel the previous day, thus avoiding wastage of working time each morning. Lockup monitoring camera system has been installed in every police station. Overnight custody of suspects is being strongly discouraged. The police is also now experimenting with a centralised common lock-up system.

A computer based salary disbursal system, crediting eligible amounts to bank accounts of police personnel and withdrawal by debit cards has been put in place. This simple step has saved at least one man-day per police station.

Computers and broadband connectivity has been provided in every police station. Use of e-mail for correspondence has been institutionalized. Mobile connectivity for all police personnel has also enabled sending group SMSs, enabling greater freedom in manpower deployment. The Kerala Police is progressively going in for camera and computer based systems for traffic control, offence detection and for urban area surveillance. Introduction of speed detection devices, alcometers etc. in large numbers have led to better enforcement, avoidance of argument, greater and more efficient time utilization, less physical work and more efficiency. There is round the clock availability of Control Room and highway patrol vehicles for emergency response. All jails and courts have been connected with video conferencing systems. This has reduced the deployment needs for prisoner escort duties. The newly introduced system of close coordination with private security guards deployed in the police station jurisdiction has considerably extended the reach of the police without burdening the station staff unnecessarily.

All these measures have led to economizing the manpower requirement considerably while also to more efficient policing. Shri Punnoose substantiated this with comparative statistics of incidence of crime, detection rate, number of road accidents per thousand vehicles, etc., over the last 10 years. Concluding, he asserted that now police station personnel in Kerala were, by and large, not required to be on duty for more than 8 hours per day.

Apart from these presentations, another innovative initiative prominently discussed at the Workshop, related to the *use of mobile phones in various aspects of police work for speed and efficiency*, by several police organizations in the country. Several participants narrated their happy experiences with this innovative practice.

Resolutions

The deliberations in the Workshop resulted in a better understanding by all participants of the specificities, objectives and constraints of the processes of innovation in the matter of economizing the manpower requirement without compromising the quality of police work. A set of recommendations and shared views stemmed from discussions, which could set the base for future actions. These included:

1. Mechanism to harness innovation and the potential of technology to tackle important policing challenges of the present and the future.
2. A shift towards e-governance in policing to make it easier to measure the time required to respond to critical incidents and complaints, monitor citizen satisfaction with police response, and to obtain inputs from citizens when citizens are dissatisfied with the response.
3. Urgent need for an electronic system to efficiently harvest, disseminate, and monitor implementation of good practices.
4. Use of e-mail and short messaging service for transmitting messages across departments.

The Workshop adopted a resolution, recommending to undertake a scientific 'Impact Assessment Study' of two innovative practices, namely, (i) e-COP project of Andhra Pradesh, and (ii) Use of mobile phones for speed and efficiency in police work, and constituting two separate groups for the purpose. The impact assessment studies should be done under the joint aegis of BPR&D and CIPS.

The Workshop also specially commended the presentation on "Infusion of Technology as Substitute to Manpower in Police Functioning", made by Shri R. Srikumar, former DGP, Karnataka and now Vigilance Commissioner, Government of India, and resolved to recommend to DG, BPR&D, to initiate a Pilot Study on Application of Cloud Computing in police station functioning, with the assistance of a willing State DGP.

Concluding Session

Speaking at the concluding session, Shri Chakrapani talked about the Common Service Centres - which is an integral part of National eGovernance Plan (NeGP) - aimed at making government services accessible to common citizens in their locality through a one-stop shop, ensuring efficiency, transparency and reliability at affordable cost. He drew the participants' attention to the newly introduced National Data Sharing and Accessibility Policy, which will make data sharing mandatory for every department of the government. The data sharing will be in consonance with the policies, acts and rules of the government, and would lead to wider accessibility and use of public data and information. Finally, he offered his help in showcasing innovative practices in policing and organizing workshops for disseminating the same.

Shri Kamal Kumar, in his remarks, attributed the success of the Workshop to the enthusiastic involvement and the cooperative spirit displayed by all participants. He assured the participants that recommendations from the Workshop will be used to enrich the research report and as a roadmap for the development of relevant benchmarks in police functioning.

Shri K.N. Sharma, DG, BPR&D, emphasized the importance of research in police work and the need for research in areas that would help arrive at better operational decisions. He also highlighted BPR&D's priority areas for research, which are, capacity building in naxal-affected areas, community policing and missing children with a special emphasis on girl child.

The Workshop ended with the concluding address delivered by Dr. Jayaprakash Narayan. He pointed out that India was facing a grave crisis of governance today. In this crisis, police had a vital role to play in enforcing the rule of law, maintaining public order, and controlling crime. Police functioning has become increasingly complicated and highly specialized. Each function requires a degree of training, knowledge base, skills, and sophistication. In the absence of specialization, the police forces have to deploy more resources and time, to achieve the same results in any given area of work. Hence, the need for specialized functioning. It is incumbent that we undertake police and governance reforms in right earnest to ensure that our democracy is real, our liberty is meaningful, and our society is peaceful and orderly, he said.

Workshop on Efficient Manpower Management in Police Stations

Background Paper

Policing has always been a demanding profession but, over the years, the ever growing magnitude and complexities of its tasks have rendered the police job as unparalleled in arduousness, hardships and hazards. Manpower is the prime, yet a costly, resource of the police organization. Ever-increasing workload has, thus, not been able to meet a commensurate augmentation of manpower in the organization. Resultantly, the sanctioned manpower has had to increasingly bear the entire burden. An empirical study undertaken by the National Productivity Council, way back in 1977, had concluded that police personnel worked on an average of 10-16 hours a day, without a weekly off and without being able to avail public holidays. A computerized survey undertaken by Tamil Nadu Police also showed that a Constable worked for an average of 14 hours per day, without respite. This is so when the service conditions of employees of all other civil services, governed by regulations framed under the overriding provision of Article 309 of the Constitution of India, require them to work for an average of 8 hours per day with a weekly off, besides availing public holidays. Even police personnel in countries like the US, the UK, and many others, usually work for only 8 hours per day with regular weekly offs.

In India, for too long, the statutory provision of the Police Act of 1861 (and its mirror image adaptations in vogue in different States of the country) that “police officers shall be considered to be always on duty” has been allowed to mean that police personnel are expected to be on duty for any length of time, however inordinate, day in and day out, without a break and without availing a weekly off or even public holidays.

Given the nature and magnitude of the problems of policing in India, it may not be feasible to introduce a regime of 8-hour duty for policemen, unless the police manpower is substantially augmented from its current strength level. But, as mentioned earlier, it is a prohibitively costly proposition.

At the same time, the current problem of inordinate working hours for police personnel needs to be addressed. After all, long hours of work have a negative impact not just on the health, family needs, and social life of individuals but also on their motivation, attitude and behaviour. Police personnel are expected to deal with all kinds of situations with great amount of patience and forbearance. Sympathetic attitude and empathy with those in distress are important requisites for success in police work. All this calls for an enlightened service culture and healthy working conditions, including rationalization of working hours for police personnel.

Innovative ways and means, therefore, need to be explored to economize the manpower requirement for police work. Much of it is possible through a re-engineering of business processes by means, such as (1) rationalization of duties, (2) infusion of technology in work methodology, (3) outsourcing the non-core policing activities to other agencies - public or private, etc.

In fact, a lot many enterprising senior police executives in the country have tried out several innovative mechanisms of economizing manpower, in different jurisdictions, from time to time. Many of these initiatives have successfully worked for long enough in those jurisdictions to be accepted as feasible universally. However, their sustainability, more often than not, has been a problem for various reasons, even though institutionalization of such successful practices is an acute need of the hour. It is, thus, important to examine the successful innovative practices, with a view to ascertaining the causes of their non-sustainability and figuring out ways and means to institutionalizing them in the organizational practices of the police agencies.

This Workshop is being organized with that objective. Participants would be encouraged to present actual cases of innovative practices in economizing manpower in different police jurisdictions of the country, particularly highlighting the essential details of methodologies adopted, problems faced, and the possible solutions to institutionalization of such good practices.

The Workshop is being conducted as part of the BPR&D Research Project on “National Requirement of power for Police for 8-hour Shift”, on April 12-13, 2012 at the Administrative Staff College of India (ASCI), Bella Vista, Raj Bhavan Road, Hyderabad, in collaboration with the Centre for Innovations in Public Systems (CIPS) of the ASCI.

**Workshop on “Efficient Manpower Management in Police Stations”
(April 12 - 13, 2012)**

PROGRAMME SCHEDULE

Thursday, April 12, 2012

Time	Topic
0930 hrs	Registration of Participants
1000 - 1100 hrs	Inaugural Session: ❖ Welcome Remarks by Shri D. Chakrapani, Director, Centre for Innovations in Public Systems ❖ About the Workshop & the Project by Shri Kamal Kumar, IPS (Retd.) ❖ Inaugural Address by Shri V. Dinesh Reddy, Director General of Police, Andhra Pradesh ❖ Vote of Thanks by Dr. Nirmalya Bagchi, Associate Professor, ASCI
1100 - 1130 hrs	Coffee / Tea
1130 - 1300 hrs	<u>Business Session - I</u> Challenges of Manpower Planning for the Police ❖ Moderator : Dr. Trinath Mishra, IPS (Retd.), former DG, CRPF, CISF, Manipur Police ❖ Speakers : 1. Shri Anvesh Mangalam, IGP, Madhya Pradesh 2. Shri Sudhanshu Sarangi, IGP, Orissa 3. Dr. Harsh Sharma, Associate Professor, ASCI 4. Dr. Ajay K. Mehra, Professor, Delhi University & Hony. Director, Centre for Public Affairs, New Delhi
1300 - 1400 hrs	Lunch
1400 - 1530 hrs	<u>Business Session - II</u> Economizing Manpower Requirement through Business Process Re-engineering ❖ Moderator : Shri C. Anjaneya Reddy, IPS (Retd.) ❖ Speakers : 1. Dr. G. Mohan, Professor, ASCI 2. Shri M. Mahender Reddy, ADGP, Andhra Pradesh 3. Dr. Nirmalya Bagchi, Associate Professor, ASCI
1530 - 1545 hrs	Tea / Coffee

1545 - 1715 hrs	<u>Business Session - III</u> Outsourcing of Non-core Policing Activities ❖ Moderator : Shri M.V.Krishna Rao, IPS (Retd) ❖ Speakers : 1. Dr. Ajai Kumar Singh, IPS (Retd.) 2. Ms. Sohini Basu, Assistant Professor, ASCI 3. Shri H.J. Dora, IPS (Retd.)
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Friday, April 13, 2012

Time	Topic
1000 - 1130 hrs	<u>Business Session - IV</u> Infusion of Technology as Substitute to Manpower ❖ Moderator : Shri Jacob Punnoose, DGP Kerala ❖ Speakers : 1. Shri Ravi Gupta, IGP, Andhra Pradesh 2. Dr. Deepali P. Singh, Professor, IIITM, Gwalior 3. Shri R.Srikumar, Vigilance Commissioner, Govt of India
1130 - 1145 hrs	Coffee / Tea
1145 - 1300 hrs	<u>Business Session - V</u> Existing Patterns of Time Schedules of Working in Police Stations ❖ Moderator : Shri R.Srikumar, Vigilance Commissioner, Govt.of India ❖ Speakers : 1. Shri Jacob Punnoose, DGP, Kerala 2. Shri A.Venkat Rao, IGP (Retd.), Andhra Pradesh
1300 - 1400 hrs	Lunch
1400 - 1500 hrs	Formulation of Recommendations
1500 - 1530 hrs	Tea / Coffee
1530 - 1630 hrs	Concluding Session ❖ Presentation of Workshop Recommendations by Dr. Nirmalya Bagchi, Associate Professor, ASCI ❖ Remarks by Shri D. Chakrapani, Director, CIPS ❖ Remarks by Shri Kamal Kumar, Hony. Advisor, ASCI ❖ Address by Shri K.N. Sharma, DG, BPR&D ❖ Concluding Address by Dr. Jayapakash Narayan, IAS (Retd.) ❖ Vote of Thanks by Ms Sohini Basu, Asst Prof, ASCI

**List of participants National Workshop on
“Efficient Manpower Management in Police Stations”
(April 12 - 13, 2012)**

1. Shri R. Sri Kumar, IPS (Retd.)
Vigilance Commissioner,
Central Vigilance Commission
2. Shri Jacob Punnoose, IPS
Director General of Police, Kerala
3. Shri K.N. Sharma, IPS
Director General, BPR&D
4. Shri Ranjan Dwivedi, IPS
Addl. DGP, Police Recruitment Board,
Uttar Pradesh
5. Shri Kamalendra Prasad, IPS
Director, LNJJN NICFS, New Delhi
6. Shri Radhakrishna Kini A, IPS
Director (Research), BPR&D
7. Shri V.S.K. Kaumudi, IPS,
Addl. DGP Railways, Andhra Pradesh
8. Shri M. Mahendar Reddy, IPS
Addl. DGP, Intelligence, Andhra Pradesh,
9. Shri Santosh Mehra, IPS
IG of Police, Andhra Pradesh
10. Shri Umesh Sharraf, IPS
IGP, (EOW), CID, Andhra Pradesh,
11. Shri A.B. Venkateswara Rao, IPS
IGP, APSP, Andhra Pradesh,
12. Shri Milind Kanaskar, IPS,
Joint Director, SVP NPA Hyderabad
13. Shri M.V. Rao, IPS
ADGP, Jharkhand,
14. Shri Vivek Sahay, IPS
IG, CRPF, Kolkata
15. Shri Anvesh Mangalam, IPS
IGP, Madhya Pradesh,
16. Shri Sudhanshu Sarangi, IPS
Joint Secretary, ARC, Cabinet Secretariat.
17. Shri Ravi Gupta,
IGP (PCS) & CEO eCOPS, Andhra Pradesh
18. Shri C.V. Anand, IPS
Addl. CP, Traffic, Hyderabad
19. Shri Tripurari, IPS
DCP, Kolkata
20. Shri E. Damodar, IPS
SP, CID, Andhra Pradesh,
21. Shri N. Nagaraj,
SP, Internal Security, Karnataka,
22. Shri Sujith Kumar, IPS
SP, Saran, Bihar
23. Shri K.Ganga Reddy,
DySP, A.P. Police Academy, Hyderabad
24. Shri Y.R. Kedge,
Police Inspector, Junarajwada PS,
Maharashtra
Retired IPS officers
25. Shri Trinath Mishra, IPS Retd.)
Former Director, CBI
26. Shri H.J. Dora, IPS (Retd.)
Former DGP, Andhra Pradesh
27. Shri C. Anjaneya Reddy, IPS (Retd.)
Former DGP, Andhra Pradesh
28. Shri M.V. Krishna Rao, IPS (Retd.)
Former DG, SSB.
29. Dr. Ajai Kumar Singh, IPS (Retd.)
Former DGP, Karnataka
30. Shri A. Venkat Rao, IPS (Retd.)
Former IGP, Andhra Pradesh

- 31. Shri C. Ratna Reddy, IPS (Retd.),
Former IGP, Andhra Pradesh.
- 32. Dr. K.P.C. Gandhi,
Former Director, Andhra Pradesh FSL
- 33. Shri Jayaprakash Narayan, IAS (Retd.)
President, Lok Satta, Hyderabad
- 34. Shri M. Veerabhadraiah, IAS (Retd.)
Hyderabad
- 35. Prof. Ajay K. Mehra,
Director, Centre for Public Affairs,
NOIDA
- 36. Prof. M. Chandrasekhar,
Dean, MS Ramaiah Institute of
Management, Bangalore

- 37. Prof. (Dr.) Deepali Singh,
ABV Indian Institute of Information
Technology & Management, Gwalior

ASCI Faculty

- 38. Shri D. Chakrapani, IAS (Retd.)
Director, CIPS.
- 39. Prof. G. Mohan,
Professor
- 40. Dr. Nirmalya Bagchi,
Associate Professor
- 41. Dr. Harsh Sharma,
Associate Professor
- 42. Ms. Sohini Basu,
Assistant Professor

Courtwork Monitoring System of Vijayawada Police Commissionerate - A Case Study

Kamal Kumar, IPS (Retd.)
Hony. Advisor, ASCI

Introduction

The Police Commissionerate, Vijayawada has introduced an innovative concept of centralizing the court-related work of all its police stations by setting up of a centralized Court Liaison Cell, supported by a computerized Courtwork Monitoring System (CMS), in January 2005. The idea was to integrate the court-related work pertaining to all the police stations of the Commissionerate. This measure is reported to have led not only to considerable saving of police manpower deployed on courtwork, but also to speedier disposal of cases in courts and reduction in pendency of cases under trial, besides effecting a substantial increase in the conviction rate of criminals. Thus, the new system is said to have brought about remarkable overall improvement in courtwork relating to criminal cases of Vijayawada Police Commissionerate.

In view of its potential for replication in other police jurisdictions, it was decided to undertake a systematic case study of the Courtwork Monitoring System of Vijayawada Police with a view to documenting the necessary details for dissemination to police jurisdictions across the country. The case study was sponsored by the Centre for Innovations in Public Systems (CIPS) at the Administrative Staff College of India, Hyderabad, whose mandate is to actively promote and disseminate innovative practices which have enhanced service delivery and increased efficiency in a cost-effective manner, to states for replication by them.

Overview of Case Study Methodology

In order to understand the functioning of the CMS, to begin with, a meeting was held with Shri Umesh Sharraf, IG of Police, who had, while working as Commissioner of Police Vijayawada in 2005, originally conceived the idea and actually put it in place. Another meeting was held with Shri B. Srinivasulu, the present Commissioner of Police and Shri A.S. Khan, DCP (Admn.), Vijayawada. A focus group discussion (FGD) was held with the Inspector incharge of CMS and all the staff members of CMS on the nitty gritty of CMS functioning. A discussion meeting was also held with Shri R. Murali, Metropolitan Sessions Judge, who is the head of the judicial set up at Vijayawada.

For eliciting the views and opinions of various stakeholders, different structured questionnaires were administered to (i) the Station House Officers (SHOs) of all police stations of Vijayawada Police

Commissionerate, (ii) all supervisory police officers of Vijayawada Police, (iii) all Public Prosecutors and Assistant Public Prosecutors attached to Vijayawada courts, and (iv) all the judicial officers dealing with criminal cases of Vijayawada Police jurisdiction, besides (v) all staff members working in CMS.

To assess the performance of CMS on various measurable parameters, relevant data was obtained from the available records of Vijayawada Police. For the purpose of comparative analysis, such data was collected for (i) two years prior to the introduction of CMS (2003 & 2004), (ii) the year of implementation of CMS (2005), and (iii) the past three years (2010, 2011 & 2012).

An overview of Vijayawada Police

The Vijayawada Urban Police District was formed vide G.O.s.No.226 Home (Police) Department, Government of Andhra Pradesh, dated 18.5.1983, separating Vijayawada City from Krishna District for policing purposes.¹ It was notified as a Police Commissionerate in May 1989. As on 1st January, 2012, Vijayawada Police Commissionerate had a population of 20.44 lakhs in its jurisdiction, for the policing needs of which it had 23 police stations.¹²² However, as of now, the Commissionerate has 27 police stations, the cases of which are dealt with by 22 different courts.¹²³

The Commissionerate is functioning with one Commissioner of Police in the rank of Deputy Inspector General of Police, two Deputy Commissioners of Police in the rank of Superintendent of Police, three Additional Deputy Commissioners of Police (one each for Law and Order, Crime, and Traffic), and four Assistant Commissioners of Police. The Commissionerate has sanctioned manpower strength of 2768 (Civil Police & Armed Reserve), currently. Out of this, the sanctioned strength of the Civil Police is 1925. However, with the existence of 278 vacancies, the available strength of civil police gets reduced to 1647.¹²⁴

The number of cognizable crimes registered by Vijayawada Police during 2012 was 7,351, which included murders (34), murders for gain (8), dowry-deaths (15), dowry harassment (911), dacoity (1), robberies (59), rape cases (47), other gender offences (1244), cheatings (376) and criminal breach of trust (108).¹²⁵

Background of CMS

The court-related work of the criminal cases in police stations has conventionally been an entirely manual process. After completion of investigation, the police are required, under the

1 Source: Official Website of Vijayawada Police: <http://vijayawadapolice.org>

¹²² Source: Crime in Andhra Pradesh – 2012 published by State Crime Records Bureau, A.P.

¹²³ As per information obtained from Commissioner of Police, Vijayawada, during the course of Case Study.

¹²⁴ Information obtained from Commissioner of Police, Vijayawada.

¹²⁵ “Crime in Andhra Pradesh – 2012” published by State Crime Records Bureau, Andhra Pradesh

provisions of section 173 Cr.P.C., to submit in the court concerned either a charge-sheet against the accused, or a final report if the charges cannot be established on the basis of evidence collected in the process of investigation. On submission of a final report, the court, if satisfied, passes orders for the case to be closed on the basis of the final report, or otherwise directs the police to re-investigate the case. In the cases of charge-sheets, the court assigns a case number (CC/PRC/SC No.¹²⁶, as the case may be) to each case and fixes the date of trial proceedings to commence. The court also issues summons / warrants to ensure attendance of the witnesses on the date of trial proceedings. These summons / warrants are collected by the staff of the police station concerned from the court for service / execution of the same. On the specified date(s) of trial, the witnesses, the investigating officer and the prosecutor are required to attend the court proceedings. The summaries of court proceedings are recorded manually by the police station staff in the case diary of the case concerned, till the case is disposed of. The process is repeated in the case of appeals.

In every police station, all the court-related work is traditionally assigned to one or more personnel (depending on the workload), designated as Court Constable(s) / Court Head Constable(s). The work consists largely of constant liaison with court personnel and is, therefore, assigned on permanent or long-term basis to specific individuals amongst the police station staff. This leads to some kind of monopolistic control of those individual staff members over court related work. The SHO being already hard pressed for time due to other never-ending preoccupations is not able to exercise proper control over smooth proceeding of the courtwork relating to his police station. Instances have not been wanting in which the efficiency and efficacy of courtwork has suffered on account of whims and fancies of those personnel, if not sheer lethargy in say, collecting the summons / warrants from the court in good time, or ensuring attendance of witnesses or the investigating or prosecuting officer. The system has also been prone to abuse for extraneous considerations on the part of courtwork staff of the police stations.

The dissipated system of record maintenance of court proceedings also renders the monitoring and supervision of courtwork of their police stations by senior police officers cumbersome and difficult, even as the dwindling rate of conviction in criminal cases as well as the disposal of pending trial cases has increasingly become a matter of concern.

Further, the traditional system also involves deployment of considerable quantum of manpower from police stations. Since the jurisdiction of police stations is divided on territorial basis and the jurisdiction of courts is divided on the basis of territorial as well as functional distribution of work, each police station is required to earmark dedicated staff for multiple number of courts.

¹²⁶ CC No. – Calendar Case No., PRC No. – Preliminary Register Case No., SC No. – Sessions Case No.

In this background, CMS was conceived as an Information and Communication Technology (ICT)-based solution to streamline the business processes of court-related work of police stations and to provide various operational and management outputs for smooth transaction of courtwork by police stations, on the one hand, and its effective monitoring by senior police officers, on the other.

Objectives of CMS

The overall objective of CMS was to develop a centralized, web-based system to keep track of court proceedings in all the criminal cases and make the relevant information readily available to police officers concerned at different levels for due and required action at their respective levels, while also economizing on the scarce manpower of police stations, which could then be better utilized for core policing and internal security tasks.

The specific objectives of CMS are:

- To promptly record all relevant information (case-wise), at different stages of court proceedings
- To alert the SHOs on filing charge sheets and all other matters requiring their attention
- To ensure smooth execution of summons and warrants
- To ensure prompt attendance of witnesses
- To ensure speedy liquidation of pending trial cases
- To enable tracking of case information online, and finally but importantly,
- To economise on manpower deployed on courtwork in police stations.

Features of CMS

The hub of CMS is the Court Liaison Cell, a centralized facility from where the CMS staff operates. It has been strategically located in the premises of Suryaraopet police station, situated in the vicinity of the Court Complex of Vijayawada. It is provided with all the logistics needed for its smooth functioning - dedicated lockers for each court for storage of CD files relating to criminal cases under trial in that court, seating facility for all the CMS staff, the officer in charge of CMS, and the computer personnel including the technical staff of the service provider, etc.

CMS is equipped with a high configuration SQL Server for storage and processing of information database of all PT (pending trial) cases and desktop computers for data entry operators. It uses Windows 2000 as the System Platform. The web-based and GUI-based software for CMS was developed a local software firm at Vijayawada. The software package has more than 100 formats for easy accessing and retrieval of data. It also facilitates extensive report generation and analysis.

In effect, the System records into its database all the relevant details of each case starting with Crime Number (FIR Number), date and time of occurrence, name of the police station concerned, date of FIR, sections of law, name and address of the complainant, name(s) and address(es) of the accused, names and addresses of witnesses, name and posting particulars of the investigating officer, name and particulars of the prosecutor as well as the court concerned, CC No./PRC No./SC No. of the case. It thereafter goes on recording the relevant details about various hearings, adjournments, petitions filed, summons and warrants issued, depositions etc. From all this data, the System is able to track all the necessary details including the dates of various due actions, the kind of action taken date-wise, lists of persons involved in the action, such as witnesses who attended the court and were examined or who were absent, and so on. In short, the System provides a searchable database of information relating to all criminal cases - present as well as past - registered by different police stations of the Commissionerate, along with the latest status of the court trial process in each case. The scriptory work hitherto done by court constables is, thus, done away with and all court CDs (case diaries) are generated by the System itself.

The System also generates, *inter alia*, the following statements:

- (1) List of cases coming up for trial proceedings, sorted by courts / prosecutors / police stations / dates of trial,
- (2) Details of summons / warrants issued,
- (3) Information relating to all petitions filed in the court, and
- (4) Summary reports for senior officers, useful for supervision purposes (jurisdiction of officer-wise)

The System also enables case-wise tracking of criminal cases registered in a police station, at different stages, beginning from registration of FIR, investigation of the case, filing of charge-sheet, trial proceedings, issue of summons / warrants by the court and their service / execution by the police, attendance of witnesses / investigating officer / prosecutor during trial, till the final judgment in the case, as also appeal proceedings, where relevant.

The CMS is connected to the office of the Commissioner of Police through extended LAN that facilitates continuous monitoring and supervision. The application includes a full-featured documents management system, which helps in organizing case related documents by document type, sub-type and version. The software allows for a one-button access to the information regardless of where it resides in the file.

Significantly, it also integrates itself with CCTNS¹²⁷ and other applications in use by the Andhra Pradesh Police, for data exchange through integrated “BRIDGE SOFTWARE” provided in CMS. This enables it to function in an integrated environment as a Core Application Software (CAS) in CCTNS.

Functioning of CMS

CMS is based on two basic principles. The first is the fundamental concept in e-governance of distancing the case worker from the point of contact. The second is to substitute the police station-based management of court work by a court-oriented management of the same. Thus, with the advent of CMS, all the cases of several police stations being dealt with by a single court are pooled together and dealt with by a court officer (of the rank of ASI or HC), assisted by a PC. This change has brought about considerable saving of police manpower. At the time of introduction of CMS in 2005, Vijayawada Commissionerate had 18 police stations, falling under the jurisdiction of 14 different courts. Each police station had to earmark an average of 3 staff members (Constable / Head Constable / ASI) for court work in multiple courts having jurisdiction over different types of cases, making a total of 54 personnel. With the introduction of CMS in 2005, only 14 dedicated teams had to be constituted, one for each court. Each team comprised one court officer (ASI or HC) assisted by one PC. The requirement of manpower for courtwork relating to all the police stations of the Commissionerate put together, thus, came down to 29 (including one SI, who was made overall incharge of CMS), effecting a saving of 25 police station personnel. Even with the addition of 9 more police stations and 8 more courts in Vijayawada jurisdiction in the recent past, the CMS is effectively functioning now with only 36 police personnel¹²⁸ attached to it (including an Inspector incharge of CMS and a Sub-Inspector to assist him).

The role of CMS starts after a case charge-sheeted by the police is taken on file by the court concerned and a CC/PRC/SC Number is allotted to it. Upon this, the SHO is required to immediately send the Case Diary (CD) of the case to CMS. The staff of CMS, thereafter, pursues the case in the court till it is finally disposed of. They attend the court on the dates of hearing, collect summons / warrants and other orders issued by the court and pass them on the SHO concerned for the required action. The CMS staff interacts with the witnesses before their appearance in the court for refreshing their memory and also enables their meeting with the public prosecutor concerned for necessary interaction.

As and when any bail petition is filed in the court by an arrested accused, CMS sends intimation to the SHO concerned for making submission to oppose the bail, if considered necessary; CMS also ensures timely submission of the same to the court. CMS maintains up-to-date information about the remand periods of arrested accused and alerts the SHO concerned about the expiry of the same to

¹²⁷ CCTNS – Crime Criminal Tracking Network System, now under implementation in all police stations across the country, under the aegis of National Crime Record Bureau (NCRB), Government of India.

¹²⁸ As per information furnished by Commissioner of Police, Vijayawada.

enable timely submission of prayers for remand extension, where necessary. CMS staff also track cases for requirement of submission of prayers for reopening of cases under section 311 CrPC as well as issue of proclamation and attachment orders in respect of absconding accused under sections 82/83 CrPC, and notices to sureties, where required. In short, CMS takes care of each and every action that is required for efficient and effective handling of courtwork related to each criminal case filed in the courts by Vijayawada Police.

CMS records all the relevant data pertaining to various court cases from time to time, issues timely alerts (including SMS alerts) to all SHOs concerned for filing of charge-sheets, dates of hearing fixed by the court, bail petitions filed by the arrested accused, filing of petitions for remand extension, etc., case-wise.

All SHOs have been mandated to periodically visit CMS Cell to get an updated review of status of their respective PT cases, reconcile the data and information of their own police station records with CMS data and cross-check the work done by CMS staff. The system also generates periodical reports (some of them even on a daily basis) for the supervisory officers on aspects, such as overall status of PT cases in different courts at a glance; status of individual PT cases; attendance of IOs, witnesses and the accused in court proceedings; service of summons; execution of warrants, etc. etc., to facilitate close and meaningful monitoring of court-related work by them.

Impact Assessment

Assessment of performance of CMS from recorded data

For making an assessment of performance of CMS on the basis of recorded data, year-wise information based on recorded data was obtained¹²⁹ from the Commissioner of Police, Vijayawada on (i) the number of criminal cases disposed of by the courts during the year and the number of cases pending in the courts at the end of the same year, (ii) annual conviction percentage, (iii) total number of summons served and that of warrants executed, (iv) number of cases in which petitions were filed in the courts by the police for reopening of cases under the provisions of Section 311 Cr.P.C., (v) number of cases in which bail petitions filed by the accused were followed up by the police, (vi) total number of police personnel deployed on court-related duty in all the courts of Vijayawada jurisdiction put together during the year, etc. The information was collected for two years prior to implementation of CMS (2003 & 2004), the year of implementation (2005), and three years in the immediate past (2010, 2011 and 2012). The comparative analysis of the same may be seen in the following tables and charts.

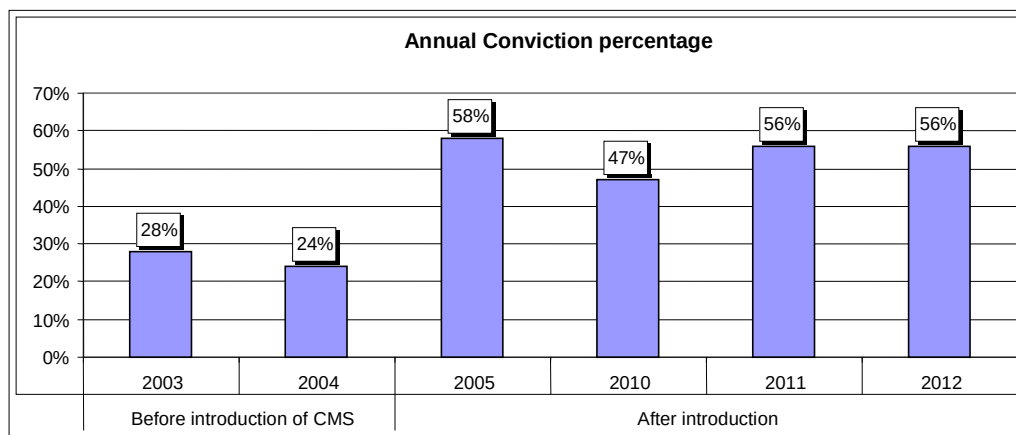
¹²⁹ Received vide Commissioner of Police, Vijayawada letter C.No.12/CCRB/VC/2013 dated 17.09.2013

Disposal of cases by Courts

Year	Total number of cases disposed of by the courts during the year	Total number of cases still pending trial in the courts at the end of the year	Total number of cases dealt with by the courts during the year	Percentage of disposal of cases by the courts during the year
	(A)	(B)	(A+B)	$\frac{A}{A+B} \times 100\%$
2003	1254	6210	7464	16.8%
2004	1663	6978	8641	19.2%
2005	4068	7786	11854	34.3%
2010	3482	10750	14232	24.5%
2011	5128	10720	15848	32.4%
2012	4691	11972	16663	28.2%

The above table clearly shows significant rise in the rate of disposal of criminal cases by the courts after the implementation of CMS. The annual rate of disposal in the years prior to CMS has gone up from an average of 18% to almost 30% after its implementation.

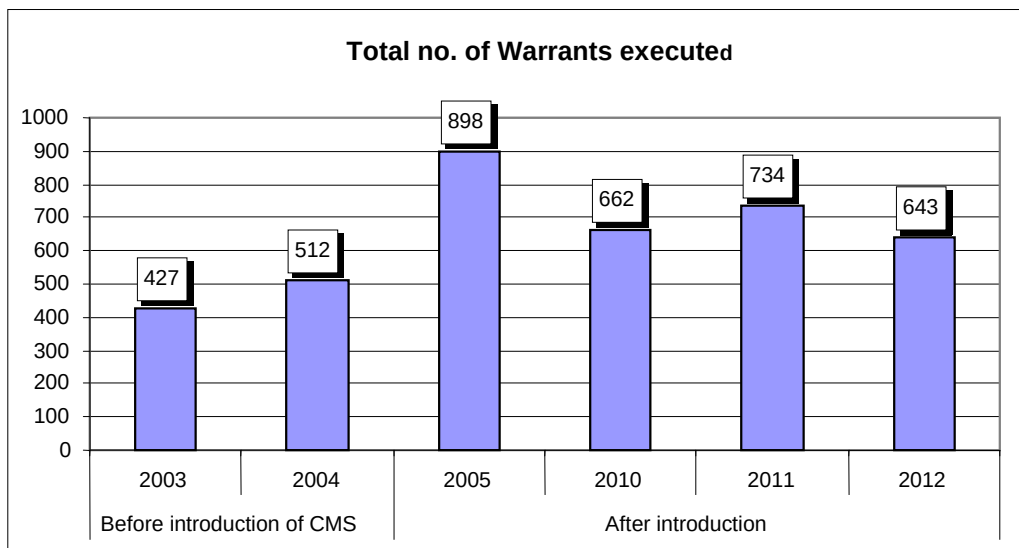
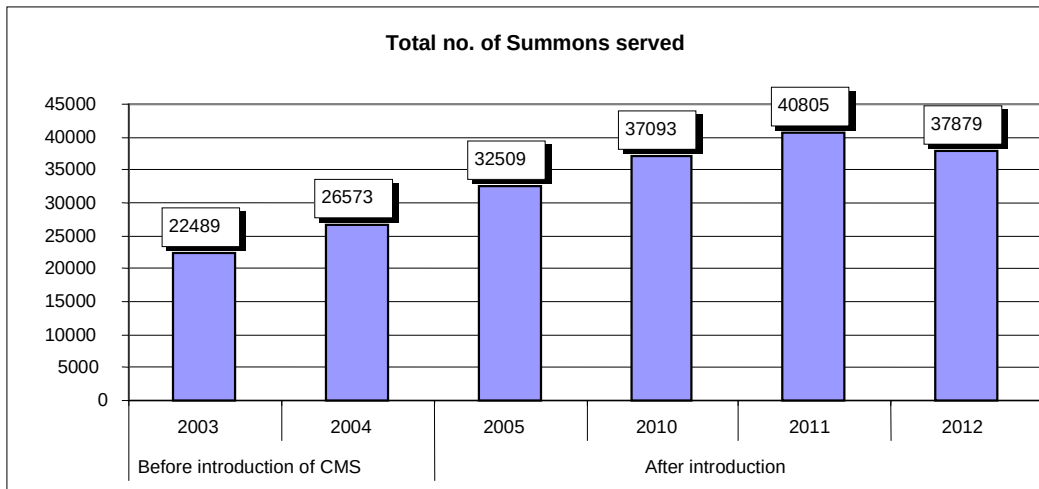
Annual rate of conviction in criminal cases



As seen from the bar diagram above, the rate of conviction has shown an average of nearly a two-fold increase after the implementation of CMS.

Number of summons served / warrants executed

Recorded data also indicates a notable rise in the number of summons served and warrants executed by the police, as seen in the following bar charts:



Number of Section 311 Cr.P.C. petitions filed in the courts for reopening of cases

Year	No. of Section 311 Cr.P.C. petitions filed for reopening of cases
2003	Record not maintained
2004	Record not maintained
2005	811
2010	1411
2011	1518
2012	1728

While recorded data is not available for the years prior to the implementation of CMS on the number of petitions filed by the police for reopening of the cases, the figures (see the above table) since the implementation of CMS do show that the police filed petitions in the courts for reopening of cases, when called for, in a significant number of cases, year after year, since the implementation of CMS.

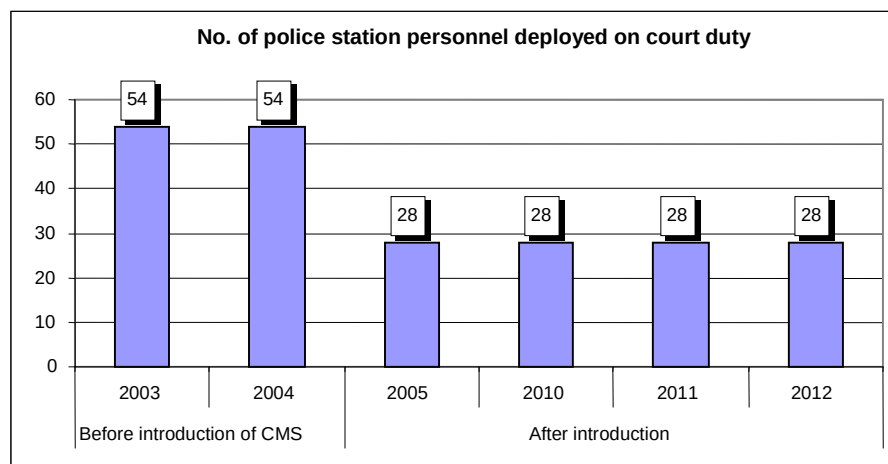
Number of cases in which bail petitions were opposed

Similar is the position with regard to the cases of bail petitions of accused persons being opposed by the police, as seen from the table below:

Year	No. of bail petitions opposed
2003	Record not maintained
2004	Record not maintained
2005	Record not maintained
2010	491
2011	523
2012	600

Total number of police personnel deployed on court-related work

Besides contributing to noticeable improvement in the quality of court-related work by the police, it has also resulted in significantly economising on the manpower deployed on the same, as seen from the bar diagram below:



From the diagram, it will be seen that as against 54 police personnel earlier deployed on courtwork from different police stations, upon implementation of CMS in 2005, this number got reduced to just 28 (besides one Sub-Inspector in the overall charge of CMS). The number has only marginally increased now to 36 (including one Inspector incharge of CMS and one Sub-Inspector as his Deputy) due to increase in the number of courts as well as the number of police stations in the recent past.¹³⁰

Views of Stakeholders

As part of assessment of the performance of CMS, views and opinions of various stakeholders were obtained through different structured questionnaires administered to them. The responses to questionnaires were received from (i) 19 SHOs representing different police stations (out of a total of 27 police stations in Vijayawada Commissionerate), (ii) 5 Supervisory officers (CP, DCP, ACPs), (iii) 30 members of CMS staff, (iv) 8 Public Prosecutors, and (v) 10 Judicial officers representing different courts (out of a total number of 22 courts in Vijayawada).

All the 19 **SHO respondents** unanimously expressed that in respect of the overall functionality in the management of PT cases of their police stations, they had found CMS to be better than the traditional system. 18 out of 19 respondents also reported that CMS was found better in terms of prompt service of summons and execution of warrants as also production of under trial prisoners during court trials. 17 of them found the performance of CMS to be better insofar as attendance of witnesses during court trials was concerned, as well as in terms of cases of seeking extension of remand. 16 respondents felt that CMS had proved to be better with regard to submission of counters by police to bail petitions filed by the arrested accused in the courts.

An overwhelming majority (18 out of 19) of SHO respondents stated that they had not encountered any difficulty in working with CMS. The remaining sole respondent, however, identified lack of coordination between SHO on the one hand, and CMS and the courts on the other hand, as a problem in the smooth handling of courtwork. He also pointed to the need for improvement in infrastructure and hardware provided to CMS as well as better motivation and encouragement to CMS staff.

While 7 out of 19 respondents felt that no further improvement was required in the functioning of CMS, 7 respondents did not answer this question. Some of the suggestions offered variously by the remaining 5 respondents included (i) need for constitution of special teams in police stations for service of summons on the lines of teams for execution of warrants, (ii) need for better concentration

¹³⁰ The number of courts in Vijayawada now has gone up to 22, as against 14 courts existing in 2005, and the number of police stations from 18 to 27.

on work relating to summons and warrants in private cases as also those received from other States (as of now, these cases do not fall under the purview of CMS), and (iii) implementation of CMS in all the other police jurisdictions in Andhra Pradesh and the rest of the country, to enable mutual sharing of information online, whenever needed.

Five **supervisory police officers**, who responded to the questionnaire, included the Commissioner of Police, Vijayawada, one Additional Deputy Commissioner of Police and three Assistant Commissioners of Police representing West, Central and East Zones. All five of them unanimously expressed that they found the CMS to be better than the traditional system in which court constables had a predominant role in courtwork of police stations, in terms of (i) the overall management of work relating to PT cases, (ii) promptness in service of summons and execution of warrants, (iii) attendance of witnesses in court proceedings, (iv) presentation of counters to bail petitions filed by the arrested accused, and (v) cases of seeking extension of remand of arrested accused. In terms of effectiveness of CMS in production of under trial prisoners during court proceedings, four out of five respondents found CMS to be better while one sole respondent felt that there was no difference between CMS and the traditional system.

All the five respondents expressed that they found CMS to be very helpful in the discharge of their supervisory functions. They variously stated that information on different aspects of court-related work was now instantly available for review, which helped them in more effective monitoring of court cases relating to their police stations.

Three out of 5 respondents stated that they had not noticed any particular problem or difficulty in the functioning of CMS. One of them, however, felt the need for better coordination between SHOs, CMS, and the courts, besides the need for upgradation of technical hardware and software of CMS. Another respondent stated that there were problems in service of summons and execution of NBWs, by police station staff. He felt that this work could also be attended to by CMS with some additional manpower provided to it.

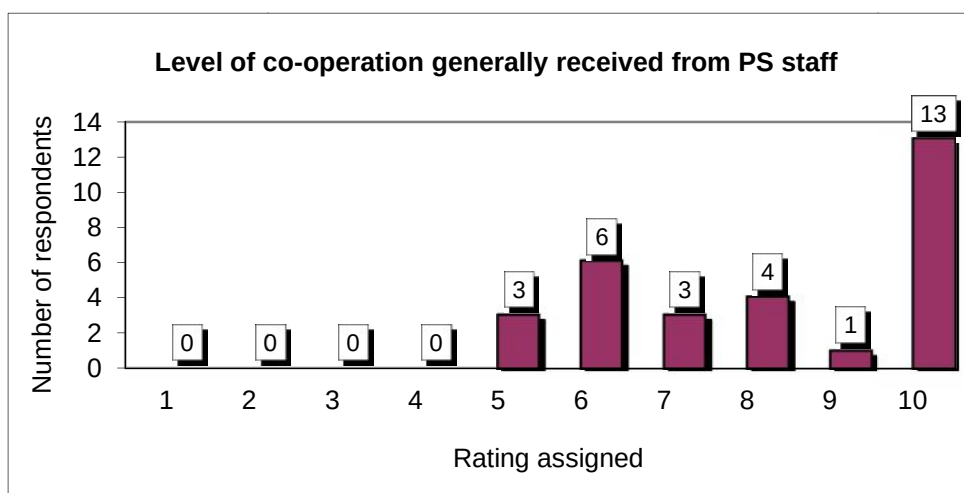
To the question relating to suggestions for further improvement in the functioning of CMS, the various responses included: (i) posting of sincere and hardworking staff in CMS, (ii) payment of additional 20% salary to CMS staff as ‘special pay’, (iii) posting of additional staff in CMS to undertake the work of service of summons and execution of warrants, (iv) integration of CMS with ‘e-courts’ software, and (v) on-line availability of CMS data to other police wings.

Thirty members of **CMS staff**, who responded to the questionnaire, included one Sub-Inspector, 8 Assistant Sub-Inspectors, 9 Head Constables and 12 Constables.

Fifteen out of 30 respondents rated the functioning of CMS, on the basis of their personal experience, as smooth and easy to work, while 12 of them found it to be somewhat complex and cumbersome, and 3 of them felt that it was too technical. 25 out of 30 respondents reported that they had experienced no difficulty in working with CMS; 5 of them, however, mentioned shortage of staff in CMS as creating some difficulty. An overwhelming majority - 24 out of 30 staff members mentioned that, in their experience, there had been no instance of failure in the functioning of CMS, while one of them reported that investigating officers were not properly attending the courts to depose their evidence. Another respondent pointed out that some prosecuting staff did not know how to conduct prosecution.

21 staff members felt that some improvement is required in the functioning of CMS. Important suggestions made by them in this regard were: (i) that sufficient furniture, computer systems and well-trained as also experienced English knowing staff should be provided to CMS as all correspondence in the courts was in that language; (ii) that the staff posted in the CMS should know the processes of court work, the process of serving summons and execution of NBWs, and they should be paid T.A.; (iii) that there should be better coordination between SHOs and CMS staff; and (iv) that basic furniture as provided for Bench Clerks, should also be provided to the CMS staff in the courts.

Of the 30 respondents, 13 rated the level of cooperation they generally received from the police station staff concerned in the discharge of their functions in the CMS as 10 on a scale of 1-10 (1 being very poor and 10 being very good). The bar diagram below shows the ratings assigned by other respondent at a glance:-



Of the 30 respondents, 18 felt that they had been adequately trained for the CMS work. The remaining 12 responded negatively to this question. Particular areas for additional training suggested

variously by them were training in English language, handling of cases in court, and basic knowledge in handling of computers.

Among the 8 **Prosecuting officers** who responded to the questionnaire, 5 were working as Assistant Public Prosecutors, 2 as Additional Public Prosecutors and one as Deputy Director of Prosecution.

The respondents overwhelmingly rated CMS to be better than the traditional system of court constables representing their police stations in the courts. All the 8 of them found CMS to be better in respect of (i) overall management of PT cases, (ii) promptness in the service of summons and execution of warrants, (iii) attendance of witnesses and investigating officers in court proceedings, and (iv) filing of requests for remand extensions. 7 out of 8 respondents found the performance of CMS to be better in terms of timely production of under trial prisoners in courts and 6 of them rated CMS as better in the aspect of filing of counters against bail petitions of the arrested accused. 7 out of 8 respondents also reported that performance in CMS was better in matters of filing of petitions for extension of remand and counters in matters other than bail petitions.

4 out of 8 Public Prosecutor respondents had not encountered any difficulty in their own functioning on account of any aspect of CMS. The rest of them variously reported certain difficulties encountered in their functioning, such as (i) the CMS personnel are unable to identify the witnesses, (ii) there is no coordination between CMS and the police stations, (iii) witnesses are not produced in time for briefing before the case is taken up in the court, (iv) lack of interaction between the investigating officers and PPs after filing the charge-sheet, and (v) SHOs not evincing adequate interest during trials.

Suggestions made by some of PP respondents for improvement of the working of CMS were that (i) there should be better coordination between the CMS and the concerned police stations; (ii) there should be an exclusive HC or PC earmarked in every police station for the service of summons and execution of warrants; (iii) monitoring of work of CMS staff should be done by an ACP rather than an Inspector; and (iv) it is necessary to enhance the manpower of CMS.

The 10 **Judicial officers**, who responded to the questionnaire, included 2 Metropolitan Magistrates (MMs), 4 Additional Chief Metropolitan Magistrates (Addl. CMMs), 1 Chief Metropolitan Magistrate (CMM), 1 Junior Chief Judge-cum-Metropolitan Magistrate, 1 Mahila Sessions Judge, besides the Metropolitan Sessions Judge of Vijayawada himself.

Compared to their experience with the system of Court Constables prevalent in other police districts and Commissionerates, they rated their experience with CMS now in vogue in Vijayawada on different aspects as below:

- (a) On the overall effectiveness of CMS in the transaction of court proceedings in criminal cases, 6 out of 10 respondents rated it as more effective, 3 as less effective, and 1 indicated that there was no difference.
- (b) In terms of performance in service of summons and execution of warrants, 7 out of 10 respondents felt that it was better in CMS, while 2 rated it as poor in CMS and 1 felt that there was no difference.
- (c) About attendance of witnesses / police officers during court proceedings, 7 found it to be better in CMS, 2 as poor in CMS and 1 felt that there was no difference.
- (d) Regarding production of under trial prisoners, 8 rated it as better in CMS and 2 felt that there was no difference.

To the question whether they noticed any difficulties in the working of CMS, 6 out of 10 respondents expressed that they had noticed no difficulty. The Metropolitan Sessions Judge (MSJ), Vijayawada, who heads the judicial set up in Vijayawada, even remarked that he had been working as MSJ for the past 2 ½ years and so far he had not received any complaint from CMMs and MMs regarding delay in service of summons and execution of warrants, except in N.I. Act cases.¹³¹ The difficulties expressed by the remaining respondents are, however, summarized below:

- (a) Non-production of witnesses caused delay in completing trial and in some cases leads to acquittal.
- (b) Contact between the police staff attending the courts and the respective police stations had decreased. Coordination between them was lacking.
- (c) In spite of service of summons, often witnesses failed to attend the court when the case was called, due to lack of identification by CMS staff.
- (d) Court constables nominated from CMS were not having any knowledge about the case files. They were discharging their duties as postmen.

Suggestions made by the judicial officers for further improvement in the system briefly were as follows:

- (a) Need for more initiative for timely production of witnesses.
- (b) Need to step up effort in the execution of NBWs in cases instituted by the police and BWs in N.I. Act cases. Steps also need to be taken for withdrawal of cases u/s 321 CrPC having long pending NBWs.
- (c) Need to depute more experienced police personnel to discharge duties in CMS.
- (d) It would be better to depute police personnel in the rank of ASI to be assisted by two Constables in each court.

¹³¹ N.I. Act – Negotiable Instruments Act. The cases under this Act do not fall in the realm of the charter of work of CMS.

- (e) There was communication gap between SHOs of police stations, APPs and CMS. It needs improvement.
- (f) There was need to depute one PC from each police station to CMS for identification of witnesses and accused persons.
- (g) There should be a monthly review of cases with CMS staff by Metropolitan Sessions Judge on any Saturday for directions to be issued wherever necessary. It would also facilitate the judicial officers to know the difficulties, if any, faced by CMS personnel.

As for the overall views of the judicial officers on the functioning of CMS, most of the judicial officers felt that it was a good system, which had helped in reducing delays in disposal of cases considerably. Only one respondent, however, felt that there was no difference between the CMS and the traditional system of court constables handling the court work of their police stations. Another respondent suggested that the name of the system should be changed to 'Court Cases Monitoring System' (CCMS).

Problems encountered in smooth functioning of CMS and their solutions

FGD held with CMS staff and discussions with senior police officers brought out a few problems that were being encountered in the smooth functioning of CMS, as well as their possible solutions. The same are enumerated below:

- (1) *Dilution in the sense of involvement of SHOs, in some cases, in the courtwork relating to their police stations.*

It was suggested that a weekly / fortnightly roster could be drawn up for SHOs' visits to CMS for detailed discussion with CMS staff on all PT cases of their respective police stations. Any default on the part of SHOs in this regard should be reported through a prescribed proforma to senior police officers, who should deal with the same seriously. Also, provisions relating to CMS functioning should be incorporated in the State Police Manual, *inter alia*, including how to deal with the neglect of courtwork and its coordination with CMS, by the SHOs.

- (2) *With the advent of CMS, CD files of all PT cases are now stored in CMS. This raised concern about the safety of these files against risks of fire etc., as also security against theft etc.*

It was suggested that duplicate copies of CDs should be maintained in the police station, besides taking all possible safety and security measures during their custody in CMS.

- (3) *Custody of CDs in all PT cases by CMS also creates the problem of their non-availability for review by senior police officers during their inspections of police stations, which is a serious flaw of the new system.*

Maintenance of duplicate CD files at the police station along with their regular updation from time to time could take care of this problem too.

- (4) *Since the work relating to service of summons and execution of warrants has necessarily to be done by police station staff, CMS is unable to ensure expeditious action in the same.*

CMS provides periodical reports on pendency of un-served summons and unexecuted warrants to supervisory police officers, who need to follow up these reports with the SHOs concerned.

- (5) *Summons and warrants related to cases of other states and to N.I. Act cases do not fall within the scope of CMS work.*

This could perhaps be added to the charter of CMS and appropriate proformas for the purpose could be developed for incorporation in the CMS software.

- (6) *No separate staff or budget is sanctioned for CMS*

Staff strength could be restructured between police stations and CMS to provide duly sanctioned manpower to the latter. Separate budget could also be provided to CMS through internal budgetary restructuring within the Commissionerate.

FGD and interaction with supervisory police officers also brought out that some public prosecutors and judicial officers were unhappy with CMS, since it had snapped direct link between them and the police stations. This is, however, a problem of personal whims and does not need too much attention.

Conclusion and recommendations

A comparative assessment of recorded data on the performance of court-related work of police stations, vividly indicates noticeable improvement in terms of the rate of disposal of criminal cases by the courts as well as the annual rate of conviction in criminal cases. A notable increase is also noticed in the number of summons served and warrants executed, leading to better timely attendance of accused persons and witnesses during trials. The number of cases in which petitions were filed by the police for reopening of cases under the provisions of section 311 CrPC has also been substantial and shows a rising trend, year after year. So is the case with the number of cases in which the police submitted petitions opposing bail applications of the accused, when called for. The recorded data, thus, clearly proves the efficacy of CMS in improving the quality of courtwork relating to police stations overwhelmingly and beyond doubt.

Besides this, a major advantage accruing due to CMS has been in terms of its contribution in considerably economizing the trained police manpower, which is a scarce resource, given the highly adverse civil police : population ratio in India. The reduction in the quantum of manpower deployed by Vijayawada Police on courtwork has been substantial.

The survey conducted among the various stakeholders to ascertain their perceptions and views about the efficacy of CMS from their own respective standpoints has also yielded very positive results. The respondents from all the categories of stakeholders have overwhelmingly expressed their satisfaction with the functioning of CMS in the conduct of courtwork in its different aspects.

The case study, thus, clearly establishes that CMS is far superior than the traditional system of the police being represented in the courts by the staff of individual police stations. This successful innovation of Vijayawada Police, therefore, richly merits replication by all the police jurisdictions in the country.

It is, however, unfortunate that the System, though it has been successfully in operation in Vijayawada for the past 9 years, has not yet been implemented in other police units of even Andhra Pradesh, let alone the rest of the country. Its success in Vijayawada leaves no doubt about its immediate replicability in all metropolitan cities where Police Commissionerate system is in vogue, as also in all the urban police districts. Insofar as the other police districts are concerned, perhaps a pilot project could be taken up in one or two of the typical such districts, to identify any need for modification or customization of the System, as per their requirements. Krishna district of Andhra Pradesh, located in the vicinity of Vijayawada, could perhaps be considered for such a pilot project.

The usefulness of CMS is also to be viewed in the context of the recent (7th January, 2014) judgment of the Supreme Court in the case of State of Gujarat v. Kishanbhai and others (Criminal Appeal No.1485 of 2008),¹³² mandating the Home Department of every State Government to constitute a Standing Committee of senior police and prosecution officers to examine all orders of acquittal in various court cases, record reasons for the failure of prosecution in each case, identify lapses in investigation / prosecution, and proceed with departmental action against the erring investigating / prosecuting officers. This order of the Apex Court makes it imperative for police officers to closely monitor the conduct of prosecution besides the investigation process. Such monitoring of courtwork by senior police officers is not easily possible with the traditional system of leaving the entire prosecution and court-related work to individual police stations. It requires handling by a specialized unit within the district police unit / commissionerate, concentrating on courtwork, backed by an ERP solution. CMS provides exactly that kind of facility.

¹³² Source: www.judis.nic.in/supremecourt/imgs1.aspx?filename=41139 – Available on line at Google

Some of the measures that could further enhance the usefulness and effectiveness of CMS in improving the quality of prosecution and court trial-related work in criminal cases, are recommended below:

1. Integration of CMS software with the software of 'e-Court' project, currently under implementation in different courts all over the country, under a scheme of Ministry of Justice, Government of India.
2. Provision of laptop computers to CMS staff attending courts for ready access to databases for any information needed during the court proceedings.
3. Introduction of a system of monthly review of cases (preferably on a Saturday) by the officer incharge of the judicial set up, with the CMS staff, to issue necessary directions for smooth conduct of court trials and to know the difficulties, if any, faced by CMS personnel in their functioning, as suggested by the Metropolitan Sessions Judge, Vijayawada in his response to the questionnaire.
4. Provision of some basic seating facility for CMS staff in the courts, for their smooth functioning.
5. Introduction of a similar centralized system (on the lines of CMS) of summons service and warrants execution by the police, which would lead to improvement in the speed and output of that item of work, besides saving of manpower, by avoiding duplication of effort by different police units in respect of summons / warrants pertaining to different police stations, to be served / executed in the same locations. The work could be centralized at the district police unit in respect of summons / warrants to be served / executed within the State, and at the level of State Police Headquarters for those pertaining to other States.

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Case Study of 8-Hour Duty System in Police Stations of Kerala^G

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Introduction

Inordinately long working hours for police personnel in India has, for long, been a matter of concern. Prolonged working hours (averaging 10 - 16 hours per day, as brought out by some empirical studies) of police personnel, without even availing weekly off or public holidays, cause detriment to efficient policing besides adversely affecting the health, social and family life, and overall sense of well-being of police personnel, taking a toll on their morale and motivation, which too, in turn, has a direct bearing on police performance. Indeed, this problem has been faced by police forces, in different measures, the world over. To tackle the same, many police jurisdictions in advanced countries have tried out various new working hour arrangements. The driving force behind the adoption of such arrangements has generally been not just a desire to address the personal needs of the police personnel, but also the consideration of harnessing more hours of productivity per day from them, while providing round-the-clock policing service. The initiatives have been driven also by the belief that a conducive working schedule will motivate effective organizational behavior and promote job satisfaction.

In India, the Government of Kerala, acceding to persistent beseechings of police personnel, and after an unsuccessful attempt made once earlier, issued orders vide G.O. (MS) No.232/04/Home dated June 30, 2004 to implement the 8-hour duty system. Accordingly, the Kerala Police introduced an 8-hour duty system for personnel of the rank of head constables and constables from August 1, 2006 in 17 police stations in the State (one in each police district), on an 'experimental basis'. The initiative was extended to 17 more police stations from June 1, 2007, and to yet another 17 police stations in June

* Sponsored by the Centre for Innovations in Public Systems (CIPS) of the Administrative Staff College of India (ASCI), Hyderabad.

The study team is highly grateful to Shri Jacob Punnoose, IPS, former Director General of Police, Kerala for his valuable support; as also to Shri A. Hemachandran, IPS, Additional Director General of Police, Training, and Shri Manoj Abraham, IPS, Inspector General of Police, Headquarters, Kerala, for their unstinting help in the conduct of this case study.

2009. Thus, as many as 51 police stations in the State came to be formally having the 8-hour duty system. Kerala Police, this time, devised several innovative mechanisms, to be able to successfully implement this measure. The innovative measures included (i) some amount of tweaking with their organizational structure, (ii) re-engineering the business processes in police stations, and (iii) infusion of technology, etc. Multiple strategies were also adopted to augment the actual manpower availability like better time management, elimination of redundant work, and capacity upgradation of police personnel. These measures were not limited to the above-mentioned 51 police stations, but implemented in all the 450 police stations in the State. On account of introduction of these innovative steps, the 8-hour duty system is claimed to be not only functioning effectively in those 51 police stations, but considerable improvement is said to have been achieved in the matter of reduction of daily average of duty hours of police personnel in the remaining police stations also, where the 8-hour duty system has not been formally introduced.

Rationale and Objective of the Study

There is plenty of anecdotal evidence cited by the proponents of 8-hour work schedule for police station personnel about the success of the Kerala experiment but the same lacks the support of any empirical investigation. The various critical dimensions of implementation of the new regime of limited working hours and its impact on police performance and employee morale, etc., have not been conceptually examined or articulated. In this background, the focus of this case study has been to scientifically examine the various aspects of implementation of the 8-hour duty system in Kerala police, and its efficacy in simultaneously accommodating the police department's need to provide 24-hour public service alongside the employees' need for a friendlier working hour arrangement.

The objective of the case study is to carry out a scientific analysis of the Kerala experiment of 8-hour duty system, and the various innovative initiatives introduced to accomplish its implementation, with focus on its impact on police efficiency on the one hand and the level of employee satisfaction on the other.

Background of Kerala Police

The Kerala Police¹, with approximately 42,149 strong police force, serves a population of over 31.8 million residing in five cities, 53 municipal towns, and 1452 villages spread over an area of 38,863

¹ The Kerala Police Department is headed by a Director General of Police (DGP). The jurisdiction of the State Police is divided into two Zones – the North Zone and South Zone – each headed by an Additional Director General of Police (ADGP). Each Zone is divided into two Ranges, each headed by an Inspector General of Police (IGP) – Kannur Range and Thrissur Range comes under North Zone, whereas Ernakulam (Central) Range and Trivandrum Range comes under South Zone. There are five Police Commissionerates in Kerala – Thiruvananthapuram City Police, Kochi City Police, Kozhikode City Police, Kollam City Police and Thrissur City Police – each headed by a Police Commissioner of the rank of either Deputy Inspector General of Police or Superintendent of Police. The State has

square kilometers with an average population density of 819 per square kilometer. Of this, about 8.2 million people live in urban areas and 23.6 million live in rural areas. Kerala Police investigates about 175,000 cases per year. [A map of Kerala Police is appended at Exhibit - 1.](#)

Background of implementation of 8-hour Duty System

In Kerala, in the backdrop of repeated pleas of police personnel for reasonable working hours for them, a Commission under the chairmanship of Shri M.K. Joseph, Retd. DGP, was appointed as far back as 1991, vide G.O. RT No.4855/91/Home dated 10.10.1991. The report of M.K. Joseph Commission submitted in 1992, recommended the introduction of 8-hours duty system in the police stations, in phases, after taking the following measures:

- (a) filling up of all existing vacancies, in such police stations,
- (b) discontinuation of 'attachments' of personnel from police stations to the offices of Circle Inspectors, Sub-Divisional Police Officers and other units,
- (c) creation of necessary posts in all those offices to meet their requirements of manpower,
- (d) enhancement of the overall manpower strength of Kerala Police by around 3316 personnel,
- (e) provision of photocopiers to police stations to relieve the police staff engaged on 'copying' duties, and
- (f) filling up of all the existing vacancies in the District Armed Reserves (DARs), and entrusting duties of escort of prisoners etc. to DARs, so that police station staff could be spared for normal police station tasks.

In the follow up of the main recommendation of M.K. Joseph Commission, directions were issued to introduce the 8-hour duty system in 5 police stations to begin with, on an experimental basis, for a period of 3 months, vide Circular No.6/98 dated 04.04.1998. No action was, however, taken to implement the whole lot of other measures mentioned above, prior to the introduction of 8-hour duty system. The system was extended to another 17 police stations (in addition to the earlier 5), at the rate of 1 police station in each of the 17 police districts, in June-July 1998. It was extended to yet another 50 police stations in November 1998, thus taking the total number of police stations put under the 8-hour duty system to 72, without any enhancement of strength of these police stations, or taking any other measure to conserve the manpower.

The 'experiment' seemed to have been creating problems in the smooth functioning of those police stations. A Committee headed by Shri M.K. Singla, IGP was, therefore, constituted in 2002 to review the system, vide Police Headquarters Order No.S(a) 48970/95 dated 20.02.2002. The Committee, in its report submitted in June 2002, concluded that the 8-hour duty system introduced in

17 Police districts, 49 Police Sub-Divisions, 192 Police Circles, 449 Police Stations and 23 Police Out-Posts. [Official website of Kerala Police: <http://www.keralapolice.org>]

those 72 police stations was adversely affecting their smooth functioning, and identified the shortage of manpower as the main impediment. The Committee observed that though personnel, in those police stations, were able to get more time for rest, recuperation, and their personal, family and social needs, it was at the cost of efficiency in the functioning of the police stations. The Committee recommended appropriate enhancement in the manpower strengths of police stations, where the system was to be implemented, and chalking out a shift system of functioning. On submission of this report, the 8-hour duty system was suspended in all those 72 police stations.

In the wake of persistent demands of police personnel, the issue was again revived, with the Kerala Government issuing G.O. Ms. No.232/04/Home dated 30.06.2004, notifying its decision to implement the 8-hour duty system in 57 police stations in the first phase, and advising the Director General of Police (DGP) to work out the details including additional manpower required for the purpose. Accordingly, after planning out the details, including several innovative measures that would be needed to be put in place, the DGP issued orders² to introduce the system of 8-hours' duty for police personnel of the ranks of constable and head constable³, with effect from 01.08.2006, 'on an experimental basis', in 17 police stations, to begin with.

The DGP also laid down detailed guidelines for the implementation of the system, which, inter alia, clarified that (i) the system would be applicable only to head constables and constables; (ii) duties would be fairly rotated so that everyone would get to perform every duty with reasonable frequency; (iii) it had to be ensured that everyone in the police station worked for at least 8 hours a day except when engaged on certain specified items of work like crime investigation, which were listed out in the circular itself; (iv) superior officers would have the discretion to extend the period of duty beyond 8 hours, if and when the situation so demanded; (v) no staff member would refuse to work beyond 8 hours duty schedule, when required, and any such refusal shall be deemed to be an act of indiscipline; (vi) no staff member shall leave the place of duty without completing the assigned work on the ground till his / her relief had arrived; (vii) in assigning duties to staff, different items of work would be combined in a manner that normally does not lead to extension of duty hours beyond eight; (viii) all the 'working arrangements' of staff members of the identified police stations posted on attachment duties elsewhere, will either be withdrawn or replaced by other staff; (ix) the benefit of 8 hour duty system would be withdrawn temporarily for any staff member who regularly or frequently absents himself / herself from duty or habitually comes late for duty, causing inconvenience to other staff members. It was also made clear in the circular that 8-hour duty system was not a 'right' but only a facility. The importance of advance planning and proper supervision by superior officers, and appropriate coordination among police personnel, in the implementation of this system, while ensuring

² Vide COB Message No.S1-53688/2006 dated 28.07.2006

³ The ranks of Constable and Head Constable were subsequently re-nomenclatured in Kerala as Civil Police Officers and Senior Civil Police Officers, respectively.

that no part of any duty of the police station remained unattended, was also highlighted in the DGP's circular.

Innovative measures taken to help practical realization of the system

To implement the 8-hour duty system without compromising the 24x7 policing responsibility of police stations, Kerala Police adopted, during 2008-2011, multiple strategies aimed at (i) augmentation of actual manpower availability in police stations, (ii) elimination of unnecessary and redundant work, and (iii) capacity upgradation of police personnel, et al. Prominent among them were:

1. Merging of Armed Reserve cadre with the cadre of local police personnel.
2. Revival of the institution of Home Guards and sanction of 3,000 of them (to be distributed between all the police stations in the State, not just those where 8-hour duty system was being introduced)
3. Effectively discouraging all "attachments" and unofficial diversions of police station manpower on 'orderly' etc. miscellaneous duties.
4. Establishing close liaison between police station staff and private security guards functioning in the area of police station jurisdiction, so as to enhance the reach of the police.
5. Segregating duties that have fixed duty spans, such as court duty, station security duty, beat patrol duty, process service duty, traffic control duty, scriptory work, station writer duty, from the duties demanding shift deployment.
6. Modifying the Rifle Sentry System at police stations by introducing security duty by a police constable with a pistol / revolver
7. Discouraging unnecessary arrests and custody of suspects in police stations, particularly their overnight custody.
8. Introducing lockup monitoring camera system in every police station
9. Introducing computer-based salary disbursal system, crediting amounts due to the bank accounts of personnel, thereby economizing on manpower engaged in this work at police stations.
10. Providing CUG connectivity to all head constables / constables, through their personal mobile phones, to facilitate issuing common instructions to them through group SMSs as also prompt diversion of staff from one duty to another as per exigencies. This was accomplished in a manner found attractive by police personnel while costing nothing extra to the government.
11. Providing a computer with broad-based connectivity in every police station and encouraging e-mail for correspondence, which helps in reducing scriptory workload.
12. Ensuring greater availability of photocopiers, computer printers - in police stations
13. Progressively going in for camera and computer based systems for traffic control, crime detection and urban surveillance
14. Speed detection devices, alcometers, etc., for efficient law enforcement, avoidance of argument, and more efficient utilization of the time of police personnel

15. Saving manpower on prisoner escort duty by introducing video linkage between courts and jails.
16. Imparting training in (a) driving, (b) swimming, (c) computer operation, and (d) handling of communication devices, etc., to all police station personnel across the board, to enable multi-tasking.

Methodology adopted for the Case Study

For the purpose of documenting the case study, with particular reference to the efficacy of the set of innovative initiatives taken by Kerala Police to help the implementation of the 8-hour duty system, including their impact on police performance as well as employee satisfaction levels, all the documented information, including all the relevant government orders, departmental instructions, etc., were obtained and studied. The team leader also held meetings with the DGP and other senior officers, to be able to understand the details of the measures taken. In addition, focus group discussions were held with the Station House Officers and Station Writers of the 17 police stations, where the 8-hour duty system was introduced with effect from August 1, 2006.

To obtain the views and opinions of the various stakeholders, structured questionnaires were administered to (1) subordinate staff (PCs, HCs & ASIs), (2) Station House Officers, (3) supervisory police officers, and (4) citizen consumers of police services, of 10 sample police stations from among the above-mentioned 17 police stations. For administering the questionnaires to citizens, samples were picked up (i) from among the list of complainants in FIR cases registered in the last one year, from the FIR Register, and (ii) some responsible persons like school / college teachers / principals / gram panchayat members / retired government servants, including retired military personnel, NGO activists, etc. In all, responses to the questionnaires were received from 162 junior police personnel (PCs, HCs & ASIs), 9 out of 10 SHOs of sample police stations, 26 supervisory police officers of the sample police stations and 147 citizens.

Secondary data from the 10 sample police stations was collected relating to different performance indicators of police station functioning. Though the performance of a police station in various aspects of its work is not a function of only reasonable hours of work for the staff but also depends on a wide variety of numerous other factors, yet it was considered necessary for the purpose of this case study to analyse the impact, if any, of the 8-hour duty experiment of Kerala Police on the performance of those police stations. For this purpose, data on various items of police performance was obtained for 3 successive years prior to the implementation of 8-hour duty system (2003, 2004 and 2005) and 3 years after its implementation (2009, 2010, 2011), for comparison of their averages under each item.

Analysis of secondary data pertaining to 10 sample police stations

On different performance indicators of police station functioning, the secondary data obtained from the 10 sample police stations indicated the following trends:

- | | |
|--|--|
| (1) Annual average of Indian Penal Code (IPC) cases registered | Showed increase in 6 police stations, no change in 1 PS, somewhat less (1 to 31%) in the remaining 3 PSs |
| (2) Average number of IPC cases in which investigation was finalized during a year | Went up in 6 police stations, showed some decrease in the remaining 4 PSs |
| (3) Annual average of rate of conviction in IPC cases | Showed improvement in 3 police stations, decline in the remaining 7 PSs |
| (4) Average time taken in disposal of IPC cases | Decrease in 1 police station, increase in 1 PS, the same in the remaining 8 PSs |
| (5) Annual average of cases registered under Special & Local Laws (SLL) | Substantial increase in all the 10 police stations |
| (6) Average number of SLL cases in which investigation was finalized during a year | Went up in 6 police stations, came down marginally in 4 PSs |
| (7) Annual average of rate of conviction in SLL cases | Decrease in 7 police stations, increase in the remaining 3 PSs |
| (8) Average time taken in disposal of SLL cases | Decrease in 1 police station, increase in 1 PS, no difference in respect of the remaining 8 PSs |
| (9) Annual average of complaints of non-cognizable nature registered in police stations | Showed increase in 7 police stations, decline in 1 PS, and remained the same in 1 P.S. Comparative figures not available in respect of 1 PS. |
| (10) Average time taken in disposal of non-cognizable complaints | Declined in 2 police stations, went up in 1 PS, and no change in 5 PS. Comparative data not available for 3 PSs |
| (11) Frequency of beat service performed by police station staff | Improved in 7 police stations, declined in 1 PS, and no change in the remaining 2 PSs |
| (12) Frequency of night patrolling organised | Showed improvement in 4 police stations, decline in 1 PS, and no change in 5 PSs |
| (13) Annual average of number of village (other than for beat service) performed by police station staff | Improvement in 6 police stations, no change in 3 PS, and data not available in respect of 1 PS |
| (14) Percentage of total number of summons served to total number received from Courts | Improvement in 8 police stations, decline in 1 PS, and comparative data not available in respect of 1 PS |

(15) Percentage of total number of warrants executed to total number received from the Courts	Improvement in 8 police stations, reduced in 1 PS, and comparative data not available in respect of 1 PS
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Views of the Stakeholders

Junior Staff in Police Stations

Responses of a large majority of junior staff (PCs / HCs / ASIs) in police stations to the questionnaire administered to them are found to be substantially positive in terms of efficacy of the 8-hour duty system. An overwhelming majority (96%) of them held that this system was conducive to efficient beat service. 86% respondents expressed that the frequency of their participation in the prescribed weekly routine of parades, catechism, maintenance and upkeep of police station premises, arms and equipment, etc., had improved after the introduction of the new system. Even more importantly, over 83% of them stated that the frequency of their interaction with the SHO on professional matters had increased. While 65% of the respondents mentioned the frequency of such interaction as 5 times or more in a week, 26% of them put it as 2 to 4 times per week.

Responses also clearly bring out that shortage of manpower is proving to be an impediment in the full realization of the 8-hour duty system. A majority of respondents reported that they still had to perform duty often beyond 8 hours in a day. 50% of them had to do so for up to 5 days in a month, on an average; 30% for 6 to 10 days per month; 5% for 11 - 15 days; and 10 - 11% for more than 15 days.

98% of respondents claimed that they had often been called in for duty during their off time: 43% of them for once or twice in a month, on an average; 40% for 3 to 4 times, 12% for 5 - 10 times, and 3% for more than 10 times in a month.

Grant of weekly offs to police station staff was also very irregular. 79% of the respondents reported that they were allowed to avail weekly off just once or at the most twice in a month, on an average; 4% did not get to avail weekly off even once a month. A small percentage of them (14%) were, however, able to avail it for 3 to 4-5 times in a month.

To a question on how much time, police personnel were now able to spend at their homes, 55% of respondents indicated that they were able to do so for 8 - 12 hours in a day, on an average, while 9% got to spend between 12 and 16 hours in a day at home. The remaining claimed that they were able to be at home for less than 8 hours.

51% of respondents stated that they were able to now visit their friends / relatives or take their families for an outing etc. once or twice in a month, and 31% of them were able to do so for 3 to 4 times per month.

An overwhelming majority (95%) of the respondents felt that the overall impact of the 8-hour duty system on their health was for the better. The remaining of them were not sure in the matter.

In the opinion of 86% of the respondents, the *present 8-hour duty system* was quite good from the point of view of efficient policing as well as their own personal convenience, while 11% indicated their preference for *8-hour shift system* of police station functioning. No respondent chose to suggest any other arrangement of regulating working hours for police station staff, in response to the related question.

Station House Officers (SHOs)

Of the 10 Station House Officers to whom questionnaires were administered, 9 responded. Their responses to questions regarding the impact of 8 hours duty system on various aspects of police station functioning, are summarized below:

(1)	Change, if any noticed in the pattern of attendance of personnel in their police stations, after the introduction of 8-hour shift system.	67% of respondents indicated improvement in that regard. The remaining found no change.
(2)	Change, if any, in the incidence of absenteeism due to health reasons .	56% respondents felt that such absenteeism had gone down, while the remaining did not notice any change.
(3)	Frequency of beat service	78% stated that it had improved, while the rest found no particular change in that regard.
(4)	Quality of beat service work	44% reported improvement, the remaining 56% noticed no change
(5)	Registration of FIRs in the police station	33% indicated improvement while the remaining 67% stated that there was no noticeable change in that aspect.
(6)	Average time taken by the police in visiting the scene of crime after registration of FIR	44% respondents claimed that the police were generally reaching faster now. The remaining (56%) felt no change in that regard.
(7)	Average time taken in finalizing investigation in criminal cases	78% respondents reported improvement, while the remaining 22% found no change.
(8)	Level of satisfaction of victims / complainants with the police response to their FIRs / complaints.	67% felt improvement in that regard, while some reported no change. One solitary respondent, however, noticed deterioration in that aspect.
(9)	Service of summons and execution of warrants	78% indicated improvement, the rest found no change.

(10)	Quality of law and order work by police station staff	89% reported improvement, the remaining noticed no change
(11)	Overall difference, if any, noticed in the compliance to their duties by police station personnel	100% respondents stated that it had improved.
(12)	Overall difference, if any, in the behaviour of police station personnel vis-à-vis complainants and other members of the public	100% respondents claimed that there was improvement.

All the respondents, without exception, reported that they found the new system of working more convenient for police station personnel to attend to their personal / family needs and social commitments, as compared to the times when the 8-hour duty system was not in vogue. 78% respondent found the personnel of their police station more happy with their work now, while 22% did not offer any comments in that regard.

While 44% respondents felt that the new 8-hour duty system had led to better flow of information from the public to the police, the other respondents (56%) indicated that they could not say anything in the matter.

56% respondents felt that their police station was now able to serve the citizens better. The major areas of improvement mentioned were: functioning of reception desk, women desk, and senior citizen desk, implementation of “Jana Maithri” scheme,⁴ student police cadet system, police public relations, petition disposal, and beat service. They also mentioned that police personnel were now found to be more active and responsive while on duty. Indeed, some respondent did express that for the 8-hour duty system to be implemented effectively, sufficient manpower is needed and the shortage of manpower is proving to be a handicap in providing better police services to the people.

Experience with the various innovative measures

On the various innovative measures introduced to enable smooth implementation of the 8-hour duty system, SHOs were specifically asked for their experience on the workability and efficacy of those measures. The responses are summarized hereinunder:

S.No	Item	Responses
(a)	Replacement of Rifle Sentry at police station by Pistol Sentry	All the respondents (100%) felt that this system is workable and even found more convenient. However, one of them added that police personnel needed training in the use of pistols.

⁴ “Jana Maithri” is a scheme of community policing of Kerala Police

(b)	Augmentation of manpower strength with Home Guards for enhancing efficiency in police work	89% respondents found it to be helpful. However, one respondent expressed that Home Guards cannot be effectively deployed on certain occasions where the presence of policemen is required.
(c)	Segregating duties with fixed span, like court work, scriptory work, traffic control, etc. from the duties demanding shift deployment.	While 33% of respondents found it feasible, 22% felt it was not feasible. The rest could not say anything about it.
(d)	System of assigning duties to staff on the previous day for organizing police station work more efficiently.	89% respondents found the system helpful. One sole respondent found it to be not helpful
(e)	Merging the Armed Reserve cadre with local police strength	78% respondents felt the system was useful. One SHO, however, thought that the system created problems in police work, and the remaining of them could not say anything in the matter.
(f)	Provision of Lock-up monitoring camera system	While 89% respondents found the system workable, the remaining felt that that it was not workable.
(g)	Provision of CUG connectivity to constables / head constables	89% respondents found this to be useful. One of them, however, could not say anything about it.
(h)	Facility of issuing group SMSs for communicating instructions	89% respondents found the facility helpful
(i)	Use of e-mail facility for communication with police station staff	While 89% respondent found the facility useful, the remaining could not say anything about it.
(j)	Provision of photocopiers & computer printers in police stations	All the respondents (100%) found this to be helpful.
(k)	Provision of camera and computer based system for crime detection, urban surveillance and traffic control	All the respondents (100%) found the facility useful to enhance police efficiency
(l)	Introduction of video linkage between Jails and Courts	89% respondents found it helpful in saving manpower on sending prisoner escorts.
(m)	Maintaining close liaison with private security guards	67% respondents found this to be useful in enhancing police efficiency, while two of them could not say anything in the matter, and one sole respondent stated that it was not workable.

(n)	Training of police personnel in driving, computer operation and handling of communication devices	All the respondents (100%) found it helpful in police station work
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Diversion of manpower from police stations to other units, to make up for shortage of staff in the later, has, indeed, been a perennial problem. The scheme of 8-hour duty had envisaged withdrawal of all such ‘attachments’, but apparently this could not be accomplished in full. To the questions relating to this aspect, 78% SHO respondents indicated that staff from their police station was still attached on permanent / semi-permanent basis to offices of CI⁵ / SDPOs⁶ or diverted to other similar jobs. The rest of them did not give a specific answer.

56% respondents felt that their police stations were now able to follow the weekly routine of catechism / parade / cleaning and upkeep of police station premises, arms, equipment, etc., as prescribed in the Police Manual, regularly, while the remaining 44% indicated that they could do so off and on.

67% of the respondents reported that after introduction of the 8-hour duty system for their personnel, their own working had become more organized, while the remaining found no change in that regard.

56% respondents stated that they found more time now for proactive policing rather than only reacting to the situations most of the time. 56% of the respondents would feel unhappy if the new 8-hour duty system was withdrawn, while 22% would feel happy and it would make no difference to 22% respondents.

89% of the respondents indicated that the *present 8-hour duty system* is a better system of duty hours, from the point of view of being conducive to efficient policing on the one hand and personal health, family and social needs of police personnel on the other, while a lone respondent felt that *8-hour shift system* (with the total number of duty hours being limited to 48 in a week) would be better.

Supervisory Officers

The 26 supervisory officers of the 10 sample police stations, who responded to the questionnaire, included 1 Inspector General, 1 Commissioner of Police, 6 District Police Chiefs (SPs), 1 Deputy Commissioner of Police, 2 Assistant Commissioners of Police, 5 Deputy Superintendents of Police, and 10 Circle Inspectors. A summary of their responses is as follows:

⁵ CI – Circle Inspector

⁶ SDPO – Sub-Divisional Police Officer

S.No.	Item	Responses
1	Change, if any, in the pattern of attendance of police personnel, after introduction of 8-hour duty system	58% of respondents indicated that staff attendance had improved, 27% reported no change, while 15% felt it had deteriorated.
2	Incidence of absenteeism of police personnel from duty for health reasons	58% respondents indicated that it had come down, and 42% felt no change
3	Pattern in the claim of reimbursement of medical expenses by police personnel for self	While 38% indicated that the claims had reduced, 62% felt no particular change in this regard
4	Registration of FIRs / other public complaints, by the police stations	35% supervisory officers felt that it had improved, whereas 65% felt no change.
5	Change, if any, in the time taken in finalising investigation of cases	28% respondents stated that it takes less time now, 61.5% found no change, 11.5% expressed that it takes more time
6	Rate of detection of criminal cases	27% reported that the detection rate had improved, 61.5% felt no change, while 11.5% stated that it had come down.
7	Frequency and quality of beat service	65.4% found that it had improved; 19.2% could not say anything in the matter; and the remaining 15.4% felt no improvement.
8	Quality of law and order work	46% felt that it had improved; 19% could not say anything in the matter; 35% felt no change.
9	Behaviour of police personnel towards public	69% indicated perceptible improvement in the behaviour of police station personnel towards the public, while 31% found no change in that regard.
10	Compliance to the duties allocated to the police personnel	62% felt that there was better compliance now; 19% could not say anything in the matter, while the remaining found no change.
11	Is the new working hour arrangement found more convenient by the police personnel for attending to their personal / family needs and social commitments	96% found it to be more convenient, the remaining could not say anything in the matter.
12	Happiness of police personnel now in general	81% felt that personnel were happy.

To a question whether the 8-hour duty system had led to more proactive responses to their duties on the part of police station personnel, 50% respondents answered clearly in the positive. While

some felt that there is no considerable change noticed in that regard, the others felt that now the police personnel were very much happy and satisfied with the system

92% of supervisory officer respondents felt that managing manpower shortages was proving to be a major difficulty in implementing the new 8-hour duty system,

In general also, the supervisory officers felt that enhancement of manpower was necessary for the success of the 8-hour duty system.

Citizen consumers of police service

A total of 147 citizen consumers of police service responded to the questionnaire, out of whom, 130 (88%) were male, and 17 (12%) were female. 18 (12%) were of below the age group of 30 years, 60 (41%) between 31 - 45 years, 50 (34%) between 46 - 60 years, and 18 (12%) were 61 years and above in age. As regards their educational qualifications, 18 (12%) were below 10th standard, 62 (42%) undergraduates, 44 (30%) graduates, and 22 (15%) of them were post-graduates. Occupation-wise, 5 (3%) were students, 54 (37%) self-employed, 33 (232%) were in business, 28 (19%) were advocates, teachers, social workers, etc., while 8 (5%) were government employees, 11 (7%) retired employees, and 7 (5%) house-wives.

The respondents were specifically requested to answer the questions only on the basis of their own personal knowledge / experience or direct experience / knowledge of a close relative, friend or acquaintance, on police station functioning in the recent years. While 121 (82.31%) of the 147 respondents, reported that they had occasions in the previous 2 - 3 years, to personally interact with police personnel, 24 (16.33%) did not have such experience. Those who had an earlier experience of interacting with police personnel, reported that it was in connection with either lodging petitions / complaints, or in connection with reporting petty cases, interacting during Jana Maithri programmes, etc.

The analysis of their responses is as follows:

129 (91%) out of 142 respondents, who answered, indicated that they were satisfied with the quality of service the police were able to provide to citizens. The 8 (5.44%) respondents who were unsatisfied with the quality of police service, listed out the reasons for their dissatisfaction as: biased and 'cruel' behaviour on the part of police personnel, treating all the persons coming to police stations as criminals, abusing people, non-adoption of modern techniques in their work, political interference in police work etc.

On the basis of specific experiences of their own or those of any of their close relatives / friends / acquaintances, in the last three years or so, with regard to the following, their responses were as follows:

S.No.	Item	Responses
1	Registration of complaints / FIR by the Police	70% had no difficulty, 6% faced problems, 24% offered no comments.
2	Quality of police action on complaints	27% found it to be excellent, 52% found it good, 18% found it just satisfactory, while 3% did not answer.
3	Willingness of the police to help those needing police help	89% always found the police willing to help. Only 2 out of 147 respondents responded in the negative. The remaining chose to give no response.
4	Police behaviour with complainants	28% found them to be very courteous and helpful, and 66% found them as courteous and helpful. Only the remaining 6% respondents either stated that they were rude and unhelpful or found them to be indifferent.
5	Police behaviour with victims of crime	25% felt that the police were very courteous and helpful, 60% found them courteous and helpful, 7% found them indifferent. The remaining 8% did not answer the question.
6	Police behaviour with general public	32% found it to be very courteous and helpful, 62% found it as courteous and helpful. Only 4% found it to be indifferent while 2% did not answer the question.
7	Occasions for the respondents or any of their close relatives / friends / acquaintances to complain against the police for inaction or lack of adequate action	Only 10% stated that there were such occasions, while 65% had no occasion. The remaining 25% did not answer the question.

95% of the respondents found police parties visiting their locality frequently for patrolling duty - 58% of them found them daily, 13% found them once in two days, 20% once in 3 - 4 days, and 4% found the parties coming to their area once in a week or 10 days. 86% respondents found such police patrolling highly useful in providing a sense of security to the people, while 10% found it to be somewhat useful.

The citizen respondents, in response to a question seeking their general views on the subject, overwhelmingly appreciated the 8-hour duty system for police personnel.

Conclusion

The 8-hour duty system, as introduced in the police stations of Kerala, along with the various innovative measures aimed at augmentation of manpower availability, elimination of unnecessary and

redundant work, and capacity upgradation of the available manpower, has been found to be not only workable but also useful from multiple angles.

Analysis of the documented information in police station records shows that after the introduction of this new working hour regime, there has been noticeable improvement on most of the parameters of performance indicators in the functioning of a majority of sample police stations. 60% of sample police stations showed an increase in the registration of IPC cases, as also increase in the number of cases in which investigation was finalized during a year. The average rate of conviction in IPC cases also showed improvement in at least 30% sample police stations. In the registration of SLL cases, all the sample police stations (100%) have shown substantial increase, with the average number of SLL cases in which investigation was finalised during a year also going up in 60% cases. Registration of complaints of non-cognizable nature too, by the police stations, showed increase in 70% cases.

There was improvement similarly in the frequency of beat service performed by police station staff in 70% police stations. Improvement was observed in the frequency of night patrolling too in 4 out of 10 of the sample police stations. The number of village visits (other than beat service and night patrolling) also saw improvement in 6 sample police stations.

Noticeable improvement was observed in respect of both service of summons and execution of warrants, in 8 out of 10 sample police stations.

The responses to the questionnaire administered to junior police station staff also reveal a very happy picture. Over 83% of respondents reported that the frequency of their interaction with their SHOs had increased, with 65% of them stating that it was now 5 times or more in a week. 86% of junior staff have stated that the frequency of their participation in the prescribed weekly routine of parades, catechism, maintenance and upkeep of arms, equipment, police station premises, etc., had improved.

95% respondents felt that the overall impact of the new 8-hour system of working on their health and family life was for the better. 55% of them stated that they were now able to spend, on an average, 8 - 12 hours at home, with 9% putting this figure at 12 - 15 hours. 51% were able to visit their friends / relatives and / or take their families for an outing etc., at least once or twice in a month. 31% were able to do so for even 3 to 4 times in a month.

Responses, however, indicate that shortage of manpower was proving to be an impediment in full realization of the 8-hour duty system. A large majority of respondents reported that they were still being called upon to perform more than 8 hours of duty on many days. 50% of them reported that such occasions occurred from 1 to 5 days in a month, while for 30% respondents, it would be 6 to 10 days in a month. 43% had also been called in for duty during their off time once or twice a month, 40% for 3 - 4 times in a month, and the rest more frequently.

It seems Kerala Police are also not able to provide the facility of weekly off to police personnel as regularly as they would like to. 79% of the respondents stated that they were allowed weekly off just once or twice a month though 14% of them could avail the same up to 3 times or more in a month.

67% of the respondents among SHOs of sample police stations indicated improvement in the pattern of attendance of police station personnel after the introduction of 8-hour duty system. Absenteeism due to health reasons of personnel is also reported to have gone down. 100% of SHO respondents noticed improvement in the nature and quality of compliance by police personnel to their duties as also in their behaviour towards complainants and other members of the public. 89% of them felt improvement in the quality of law and order work turned out by their station personnel.

Most of the innovative measures introduced to facilitate smooth implementation of 8-hour duty system have also found favour with SHO respondents. All of them, without exception, felt that the replacement of rifle sentry system with a pistol-holding sentry was workable and even found more convenient. 89% of them found the system of assigning duties to staff a day in advance helpful in organizing the police station work more efficiently. The same percentage (89%) of SHOs felt that the provision of a camera for lock up monitoring was useful, and that providing CUG connectivity to constables / head constables, use of e-mail facility for communication with police station staff, facility of issuing group SMSs for communicating instructions, had all proved to be of great help. 100% SHOs found the provision of computer printers and photocopiers in police stations to be useful. 67% of them felt that maintaining liaison with private security guards in the police station area had been found useful in enhancing police efficiency.

67% of SHO respondents reported that after the introduction of 8-hour duty system and other innovative measures, their own working had become more organized. 56% of them felt that they found more time now for proactive policing rather than only reacting to the situations most of the time. 56% of the respondents also expressed that they would feel unhappy if the new 8-hour working arrangement was withdrawn.

Indeed, shortage of manpower was pointed out as a constraint by most SHO respondents too, in the full realization of the 8-hour duty system.

The responses of supervisory officers also, by and large, corroborate the views expressed by SHOs and the junior staff. 58% of supervisory officer respondents indicated that the pattern of attendance of police station personnel had now improved, and the incidence of absenteeism for their health reasons had gone down. 38% of them indicated that the claims of reimbursement of medical expenses had also got reduced. Many of them also confirmed that the quality of crime investigation, as well as that of law and order work had improved, and so had the frequency and quality of beat service. Improvement in the behaviour pattern of police personnel towards the public had also shown

perceptible improvement. Supervisory officers too pointed out though that some amount of augmentation of manpower was necessary for the 8-hour duty system to be fully successful.

The responses to the questionnaire administered to the citizen consumers of police services also reveal a satisfactory picture about the quality of police work turned out by police personnel working under the 8-hour duty system, and their behaviour pattern vis-à-vis victims of crime, complainants, and the public in general.

To sum up, the case study finds the Kerala experiment of introducing the 8-hour duty system for junior staff in police stations, to be a great success. The experiment clearly establishes that a regime of regulated working hours for police station personnel is not only feasible and implementable but is also highly useful in enhancing the efficiency and quality of police services delivered to the people. Indeed, for full realization of its efficacy, the 8-hour duty system requires suitable augmentation of manpower in police stations, which, unfortunately has not kept pace with their growing workload and responsibilities over the years. The augmentation has to be based on a scientific assessment of the workload vis-à-vis the commensurate manpower requirement to deal with the same, keeping in view the twin needs of efficient policing on the one hand and the health, morale and well-being of police personnel on the other.

Exhibit - 1

Police Jurisdictions in Kerala



Action Research in Madhya Pradesh Police Stations - Questionnaires

Questionnaire for PCs / HCs / ASIs

Note: - Please be as frank and accurate in your responses, as possible. Your candid response will help in realizing the objectives of the study better.

Part - I

1. Name (optional) :
2. Rank :
3. Age :
4. Educational qualifications :
5. Year of appointment in Police :
6. Name of police station where working :
7. Since when working in this police station :

Part - II

- (1) For how many days in a month (on an average) you have to be on duty for more than 8 hours in a day?
(a) Nil (b) 1 - 5 days (c) 6 - 10 days (d) 11 - 15 days (e) More than 15 days
- (2) For how many hours you have generally to remain on duty per day (on an average taken over one month)?
(a) Less than 8 hours (b) 8 hours or so (c) 9 - 10 hours (d) 11-12 hours
(e) More than 12 hours
- (3) For how many days in a month (on an average) you are called in for duty during your off time / off days?
(a) Not even once a month (b) 1 - 2 days (c) 3 - 4 days (d) 5 - 7 days
(e) 8 - 10 days (f) More than 10 days
- (4) How many times in a month (on an average) you are able to avail weekly off?
(a) Not even once (b) Once or twice (c) Three times (d) Four/five times

- (5) There is a daily routine of morning roll call, parade and instruction etc., prescribed in the MP Police Regulations (Order 625) for police stations. For how many days in a week this routine is being followed in your police station?

(a) Not followed at all (b) 1-2 days in a week (c) 3-4 days in a week (d) 5-6 days in a week

- (6) How many times (on an average) in a week do you get to interact in person with your SHO for briefing/ debriefing on police work?

(a) Not even once (b) 1-2 times (c) 3- 4 times (d) 5 or more times

- (7) How much time in a day (on an average taken over a month) you are able to spend with your family or otherwise at home?

(a) 0 - 4 hours (b) 5 - 6 hours (c) 7 - 8 hours (d) 9 - 12 hours (e) More than 12 hours

- (8) How many times in a month (on an average) you are able to visit your friends / relatives etc., or take your family members for an outing / cinema / exhibition / social events like marriage / other social obligations etc.?

(a) Nil (b) 1 - 2 times (c) 3 - 4 times (d) 5 times or more

- (9) Do you find the present system of your duty hours convenient from the point of view of your personal / family needs, and social commitments?

Yes / No / Can't say

- (10) Are you suffering from any health problem, such as digestive disorder / sleep disorder / obesity / any other health problem?

Yes / No / Can't say

- (11) If yes, do you feel it has anything to do with the present arrangement of your duty hours?

Yes / No / Can't say

Signature (optional)

Questionnaire for Station House Officers (SHOs)

Note: - Please be as frank and accurate in your responses, as possible. Your candid response will help in realizing the objectives of the study better.

Part - I

1. Name & rank :
2. Age :
3. Educational qualifications :
4. Year and rank of initial appointment in Police :
5. Name of police station where working :
6. Since when working in this police station :
7. Category of police station : Urban / Urban-Rural (Mixed) / Rural

Part - II

- 1 What is the staff strength (sanctioned and presently available) of your police station? Please indicate rank wise:-

Sanctioned strength		Actual strength		Vacancies	
Rank	No.	Rank	No.	Rank	No
Inspector		Inspector		Inspector	
Sub-Inspector		Sub-Inspector		Sub-Inspector	
Asstt. Sub-Inspector		Asstt. Sub-Inspector		Asstt. Sub-Inspector	
Head Constable		Head Constable		Head Constable	
Constable		Constable		Constable	
Home Guards		Home Guards		Home Guards	
Others (specify)		Others (specify)		Others (specify)	

2. How many staff members (on an average taken over a period of one month) remain away being on C.L. / E.L./ M.L. / training / deserter etc.?

3. For how many hours members of your police station staff have to generally remain on duty per day (say on an average, taken over one month)? Please indicate the total number of staff members against each of the following categories:

Those on shift duty		Those not working on shift duty	
Duration of duty	No. of staff members	Duration of duty	No. of staff members
(a) 8 hours		(a) 8 hours	
(b) 9 to 10 hours		(b) 9 to 10 hours	
(c) 11 - 12 hours		(c) 11 - 12 hours	
(d) 13 - 14 hours		(d) 13 - 14 hours	
(e) More than 14 hours		(e) More than 14 hours	

4. Is weekly off provided to staff members in your police station, regularly every week? Please tick mark one of the following:

Yes / No / Off and on / Once in a while

5. How many times in a month (on an average), you are able to allow weekly offs to your staff?

(a) Not even once (b) Once/twice a month (c) 3 times in a month
(d) 4/5 times in a month

6. For how many days in a month (on an average) staff members of your police station are required to be called in for duty during their off days / off time?

(a) Nil (b) 1 - 2 times (c) 3 - 4 times (d) 5 - 7 times
(e) 8 - 10 days (f) More than 10 days

7. Do you think the present arrangement of working hours suitable for efficient policing generally?

Yes / No / Can't say

8. Is the present working hour arrangement of police station staff conducive for efficient Beat Service, in your opinion?

Yes / No / Can't say

9. Do you find the present shift system of working in your police station convenient for your staff to attend to their personal / family needs and social commitments?

Yes / No / Can't say

10. Does the existing shift system lead to any sleep disorder / digestive disorder / any other health problem for your staff?

Yes / No / Can't say

11. Any other comments regarding the working hours of police station staff?

Signature (optional)

Questionnaire for Supervisory Officers

Note: - (1) Your response in the following questions should be limited to
police station, selected for the 8-Hour Shift Experiment.

(2) Please be as frank and accurate in your responses, as possible. Your candid response will help in realizing the objectives of the study better.

Part - I

1. Name :
2. Rank :
3. Post being held and date from which working :
4. Year and rank of initial appointment and :
and year(s) of promotion(s)

Part - II

- 1 For how many hours staff members in the police station identified for action research in your jurisdiction have had to remain on duty per day (on an average, say taken over a month), in your assessment?

(a) 8 hours or less (b) 9-10 hours (c) 11-12 hours
(d) 13-14 hours (e) More than 14 hours

2. In your assessment, how frequently staff members of the police station are not able to avail weekly offs, generally, because of pressure of work?

(a) Once in a month (b) Twice a month (c) 3 times in a month (d) More than 3 times in a month

3. How frequently are staff members of the police station not able to avail casual leave / earned leave applied for by them, due to pressure of work? Please rate your assessment on a scale of 1 - 5, where 1 denotes least frequency and 5 indicates extremely high frequency.

1	2	3	4	5
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4. In your assessment, in all how many man-days are lost in a month in the police station, due to absenteeism of staff members on account of refusal of leave to them?

(a) Less than 5 man-days in a month (b) 6-10 man-days in a month
(c) 11-15 man-days in a month (d) 16-20 man-days in a month
(e) More than 20 man-days in a month

5. In your view, what is the level of satisfaction of staff members of the police station with the present working hour arrangement, from the point of view of their personal convenience, family life and social commitments? Please rate your assessment on a scale of 1-5 where 1 denotes least happiness and 5 indicates least unhappiness.

1	2	3	4	5
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6. In your assessment, what is the present level of job satisfaction among staff members? Please rate your response on a scale of 1-5 where 1 denotes extreme lack of job satisfaction and 5 indicates highest level of satisfaction.

1	2	3	4	5
---	---	---	---	---

7. How do you rate the behaviour of staff members of the police station towards the general public on a scale of 1-5 (where 1 denotes very very rude and indifferent behaviour, and 5 indicates extremely courteous and correct behaviour?

1	2	3	4	5
---	---	---	---	---

8. How do you rate the behaviour of staff members of the police station towards the victims of crime and witnesses, on a scale of 1-5 (where 1 denotes very very rude and indifferent behaviour, and 5 indicates extremely courteous and correct behaviour?

1	2	3	4	5
---	---	---	---	---

9. How many cases of indiscipline indulged in by police station staff were reported or otherwise came to your notice, in a month, on an average?

(a) None (b) 1 - 2 (c) 3 - 4 (d) 5 - 6 (e) 7 - 8 (f) 9 - 10 (g) More than 10

10. How many complaints against the police station staff were usually received (either in writing or orally), in a month, on an average?

(a) None (b) 1 - 2 (c) 3 - 4 (d) 5 - 6 (e) 7 - 8 (f) 9 - 10 (g) More than 10

11. (a) Do you attribute the cause for staff indiscipline, or complaints against them, to their long and irregular duty hours without a weekly off?

Yes / No

(b) If no, to what other reasons?

12. Any other comments on the police station functioning with regard to the present working hour arrangement for the staff.

Signature (optional)

Questionnaire for Citizen Consumers of Police Service

Note: - Please be as frank, specific and accurate in your responses, as possible. Your candid response will help in realizing the objectives of the study better.

Part - I

1. Name & address (optional) :
2. Age :
3. Educational qualifications :
4. Occupation :
5. Have you ever had a chance to personally interact with police personnel : Yes / No
6. If so, when? Please mention the approximate date/month with year :
7. In what connection? :

Part - II

(Please answer the following questions only on the basis of your own personal knowledge / experience or direct experience / knowledge of a close relative, friend or acquaintance. Your answers should be based on the experience relevant to police station only, not on experience with any other police station or the police in general)

- (1) Do you feel satisfied with the quality of service your police station is able to provide to citizens?
Yes / No / Can't say

- (2) If unsatisfied, can you please list out the reasons for your dissatisfaction?

1.

2.

3.

...

...

- (3) What has been the experience of your own or that of any of your close relative / friend / acquaintance, in the last 2 - 3 years, with regard to the following? (Please tick-mark the correct answer. Your answer should pertain to the experience with police station only).

(a) Registration of complaints / FIR by the Police Station?

Had no difficulty / Faced problems / No comments

(b) Quality of police action on complaints?

Excellent / Good / Just satisfactory / Indifferent and poor

(c) Police behaviour with complainants:

Very courteous and helpful / Courteous and helpful / Indifferent /
Rude and unhelpful

(d) Police behaviour with victims of crime:

Very courteous and helpful / Courteous and helpful / Indifferent /
Rude and unhelpful

(e) Police behaviour with general public:

Very courteous and helpful / Courteous and helpful / Indifferent /
Rude and unhelpful

(4) Was there any occasion for you or any of your close relative / friend / acquaintance to complain against the officers and staff of police station, for inaction or lack of adequate action, in any case / situation?

Yes / No / No comments

(5) Did you or any of your close relative / friend / acquaintance have any occasion to directly approach the police station with any problem / work in the last 2 - 3 months?

Yes / No

(6) If yes, was your problem solved or attended to?

Yes / No / Partially

(7) How was the quality of police action?

Excellent / Good / Just satisfactory / Poor

(8) Did you have to pay any amount to any police station personnel for getting your problem solved / work done?

Yes / No

(9) If yes, what was the problem / work and how much amount was paid?

(10) Was any receipt for the amount given to you?

Yes / No

(11) Have you or any of your relative / friend / acquaintance experienced any situation in which you were assaulted by any police personnel?

Yes / No

(12) If yes, was it a :

Physical assault / Verbal assault

(13) Please describe the case briefly:

(14) Have you known / heard of a case of beating up / other forms of custodial violence by the police in your area, in the last 2-3 months or so?

Yes / No

(15) If yes, please briefly describe the incident, also specifying the approximate date.

(16) Do you find the police parties coming to your locality for patrolling duty?

Yes / No

(17) If yes, how frequently?

Daily / Once in two days / Once in 3-4 days / Once in a week or 10 days

(18) Do you find such police patrolling of any use in providing a sense of security to citizens?

Highly useful / Somewhat useful / Not at all useful

(19) Do you know any of the staff members of police station, who is a relative, friend or personal acquaintance of yours?

Yes / No

(20) If your answer to the above question is yes, do you find him/her spending enough time with his / her family, visiting his friends / relatives, attending family functions, etc.?

Yes / No / Can't say

(21) What are your views, in general, on the issue of daily duty hours for police personnel, with due regard to efficient policing on the one hand, and the family / social needs / personal health of police personnel themselves, on the other hand?

Signature (optional)

**List of participants in Focus Group Discussion held at
Hyderabad (08.11.2011)**

- | | |
|--|---|
| 1. Shri T. Ratna Sagar,
Constable, Chaderghat PS | 9. Shri J. Ravinder,
Constable, Dabeerpura PS |
| 2. Shri N. Venu Gopal,
Constable, Begum Bazaar PS | 10. Shri M. Rammurthy,
Constable, Chandrayangutta PS |
| 3. Shri D. Venkata Ramana,
HC, Gandhinagar PS | 11. Ms. Ch. Mahara, Const.
Begumpet WPS |
| 4. Shri M. Srinivasa Reddy,
HC, Malakpet PS | 12. Ms. V. Prameela.
Constable, Begumpet WPS |
| 5. Shri M.A. Basha,
HC, Chilkalguda PS. | 13. Shri M.A. Sayeed,
HC, Shainayathgunj PS |
| 6. Shri K. Naresh,
Constable, Kachiguda PS | 14. Shri V. Chalamanda,
HC, Tukaramgate PS |
| 7. Shri G. Santosh Kumar,
Constable, Banjara Hills PS | 15. Shri T. Purohith Singh,
Constable, S.R. Nagar PS |
| 8. Shri Ch. Governdhan Reddy,
Constable, Marredpally PS | 16. Shri S. Ramakrishna Reddy,
HC, Charminar PS |

Hyderabad - 09.11.2011

- | | |
|---|--|
| 1. Shri A.V. Chennaiah,
Constable, Sultan Bazaar PS. | 9. Shri L. Narender Reddy,
Constable, Saidabad PS |
| 2. Shri Mohd. Ismail,
HC, Abids PS | 10. Shri P. Venkat Reddy,
HC, Malakpet PS |
| 3. Shri E. Venkataiah,
ASI, Chikkadpally PS | 11. Shri Y.P. Malla Reddy,
Constable, Bowenpally PS |
| 4. Shri N. Ganesh Kumar,
Constable, Ramgopalpet PS | 12. Shri S.D. Tiwari,
HC, S.R. Nagar PS |
| 5. Shri P. Lakshmi Raju,
Constable, Gandhinagar PS | 13. Shri Thipanna,
Constable, S.R. Nagar PS |
| 6. Shri Mohd. Mustaq Ali,
ASI, Rein Bazaar PS | 14. Shri N.V.S.S. Prakash Rao,
HC, Nallakunta PS |
| 7. Shri E. Rakesh,
Constable, Osmania University PS | 15. Shri P. Naresh Kumar,
Constable, Saifabad PS |
| 8. Shri P. Krishna Murthy,
Constable, Narayanguda PS | 16. Shri K. Sudhakar,
Constable, Begum Bazaar PS |

- | | |
|---|--|
| 17. Shri M. Ramanjaneyulu,
Constable, Kalapather PS | 36. Shri D. Raju,
Constable, Shalibanda PS |
| 18. Shri Y. Ram Reddy,
Constable, Bahadurpura PS | 37. Shri D.P. Saradhi,
HC, S.R. Nagar PS |
| 19. Shri P. Srinivas,
Constable, Mirchowk PS | 38. Shri C. Rama Swamy,
ASI, Banjara Hills PS |
| 20. Shri Md. Masthan,
ASI, Nampally PS | 39. Shri J. Gopi Krishna,
HC, Musheerabad PS |
| 21. Shri K. Ravi Prasad,
Constable, S.R.Nagar PS | 40. Shri D. Edukondalu,
HC, S.R. Nagar PS |
| 22. Shri P. Raja Sekhar,
Constable, Gopalpuram PS | 41. Shri Akbar Khan,
HC, Hussaini Alam PS |
| 23. Shri M.S. Gurumurthy,
Constable, Banjara Hills PS | 42. Shri K. Burhanuddin,
Constable, Kanchanbagh PS |
| 24. Shri G. Naresh,
HC, Banjara Hills PS | 43. Shri G. Ramakrishna,
Constable, Shahinayath Gunj PS |
| 25. Shri Syed Saleem,
HC, Banjara Hills PS | 44. Shri S. Narayan Rao,
Constable, Amberpet PS |
| 26. Ms. S. Shantha,
WHC, Begumpet WPS | 45. Shri B. Yadaiah,
Constable, Banjara Hills PS |
| 27. Ms. V. Prameela,
WPC, Begumpet WPS | 46. Shri S. Koteswar Rao,
HC, Moghalpura PS |
| 28. Shri T. Hari Prasad,
ASI, Kachiguda PS | 47. Shri Ch. Dhananjayi,
HC, Shahinayathgunj PS |
| 29. Shri G. Satyanarayana,
Constable, Banjara Hills PS | 48. Shri N. Yedukondalu,
Constable, Shahinayathgunj PS |
| 30. Shri Syed Zamin,
Constable, Banjara Hills PS | 49. Shri Mohd Shafi,
HC, Shahinayathgunj PS |
| 31. Shri M. Ramesh,
ASI, Shainayathgunj PS | 50. Shri J. Bikshapathi,
Constable, Shahinayathgunj PS |
| 32. Shri D. Nageswar Rao,
ASI, Tirmulgherry PS | 51. Shri S. Kishore,
HC, S.R.Nagar PS |
| 33. Shri A. Prithvi Raj,
ASI, Sultan Bazaar PS | 52. Shri T. Ajeet Singh,
HC, Shahinayathgunj PS |
| 34. Shri Dilin,
HC, Banjara Hills PS | 53. Shri P. Prashanth,
Constable, CCS D. D PS |
| 35. Shri K. Shyam Sunder,
HC, Afzalgunj PS | 54. Shri Ch. Sri Hari,
PC, Shahinayathgunj PS |

Hyderabad - 21.11.2011

- | | |
|---|--|
| 1. Shri K. Bhanu,
S.I, Gopalpuram PS | 2. Shri Omarkhan,
SI, Karkhana PS, Secunderabad |
|---|--|

3. Shri B.R. Devadanam,
SI, Begumpet PS
4. Shri Md. Ejajoddin,
SI, Bowenpally PS
5. Shri K. Swamy,
SI, Bollaram PS
6. Shri Ch. Srinivasulu,
SI, Mahankali PS Secunderabad
7. Shri K. Kondanna,
SI, Market PS

8. Shri B. Nagulu,
SI, Chilkalguda PS
9. Shri Izurababu,
SI, Trimulghury PS
10. Shri V. Ravi Kumar,
SI, Lallaguda PS
11. Shri K.S. Ravi,
SI, Marredpally PS
12. Ms. N. Shreya,
WPC, Begumpet PS

Hyderabad - 22.11.2011

1. Shri Raghavender,
SI, Kanchanbagh PS
2. Shri G. Veeraswamy,
SI, Bhavani Nagar PS
3. Shri N. Anan,
SI, Humayun Nagar PS
4. Shri Ch. Jahender Reddy,
SI, Mirchowk PS
5. Shri Brahmam.K,
SI, Falaknuma PS
6. Shri G.S. Danial,
SI, Moghalpura PS
7. Shri B. Ravikiran,
SI, Kamatipura PS
8. Shri K. Kiran Kumar,
SI, Hussaini Alam PS
9. Ms. P. Janakamma,
SI, WPS S/Z
10. Shri G. Jagannadh,
SI, Bahadurpura PS
11. Shri B. Ananthan,
SI, Kalapatthar PS
12. Shri J. Ravinder,
SI, Chatrinaka PS
13. Shri J Rajashekar,
SI, Reinbazar PS
14. Shri A. Ravi Kumar,
SI, Dabeerpura PS
15. Shri Shaik Lal Ahamad,
SI, Madannapet PS
16. Shri Sudheer Kumar,

- SI, Kulsumpura PS
17. Shri Rama Swamy,
SI, Asifnagar PS
18. Shri P. Yada Giri,
SI, Tappachaputra PS
19. Shri K. Gopal,
SI, Langarhouse PS
20. Shri M.W. Baig,
SI, Panjagutta PS
21. Shri N. Venkatesham,
SI, Shalibanda PS
22. Shri Md. Yousuf,
SI, Golconda PS
23. Shri D. Venkat Reddy,
SI, Chandrayangutta PS
24. Shri K. Prasada Rao,
SI, Santoshnagar PS
25. Shri P. Umashankar,
SI, Charminar PS
26. Shri G. Koteswar Rao,
SI, Mongalheat PS
27. Shri E.E. Vijaya Prasad,
SI, SR Nagar PS
28. Shri B.S. Chowhan
SI, Shahinayathgunj PS
29. Shri K. Srinivas,
SI, Jubilee Hills PS
30. Shri V. Venkateshwar Rao,
SI, Habeebnagar PS
31. Shri N. Anand ,
SI, Humayun Nagar PS

Hyderabad - 23.11.2011

1. Shri T. Venu Gopal,
SI, Abids Road PS
2. Shri Ch Sadanagaraju,
SI, Saifabad PS
3. Shri A. Prashanth,
SI, Ramgopalpet PS
4. Shri P. Shiva Prasad,
SI, Gandhinagar PS
5. Shri B. Rajesh,
SI, Chikkadpally PS
6. Shri A. Surya Nayak,
SI, Musheerabad PS
7. Shri Mohd. Maqdoom Ali,
SI, Begumbazar PS
8. Shri A. Emmanuel,
SI, Goshamahall Traffic PS
9. Shri B. Saieashwal Goud,
SI, Panjagutta Traffic PS
10. Shri Y. Rahamathulla,
SI, Nampally Traffic PS
11. Shri K. Ravinder Reddy,
SI, Chikkadpally Traffic PS
12. Shri G. Harish,
SI, Nallakunta Traffic PS
13. Shri V. Anjireddy,
SI, Trimulgherry Traffic PS
14. Shri Md. Aziz Ahamad Gheri,
SI, Charminar Traffic PS
15. Shri Mohd Habeeb Uddin,
SI, Falaknuma Traffic PS
16. Shri Ashanna,
SI, Saifabad Traffic PS
17. Shri Syed Sardar Ali,
SI, Begumpet Traffic PS
18. Shri Ramaiah,
SI, Kachiguda Traffic PS
19. Shri P. Manikyam,
SI, Gopalapuram Traffic PS
20. Ms. Laxmi Madhavi Gullapally,
SI, Special Branch City
21. Shri M. Janardhan Rao,
SI, Special Branch City
22. Shri M.A. Jabbar,
SI, Special Branch City
23. Shri Nalla Satyanarayana,
SI, Special Branch City
24. Shri J. Manjula,
SI, Special Branch City
25. Shri Mohd. Muzaffer Ali,
SI, Special Branch City
26. Shri Faiz Mohd. Khan,
SI, Special Branch City
27. Shri J. Parvathalu,
SI, Special Branch City
28. Ms. Gurazada Sesha Kumari,
SI, Special Branch City
29. Shri Syed Mazhar Ul Haq,
SI, CCS (DD) Hyderabad
30. Shri R. Narasa Raju,
SI, CCS (DD) Hyderabad
31. Shri Shaik Mahmood,
SI, CCS (DD) Hyderabad
32. Shri B. Venkaiah,
SI, CCS (DD) Hyderabad
33. Shri Mohd. Azeemuddin,
SI, CCS (DD) Hyderabad
34. Shri K. Sudarshana Chary,
SI, CCS (DD) Hyderabad
35. Shri Syed Masood Pasha,
SI, CCS (DD) Hyderabad
36. Ms. Vijaya Kumari,
SI, Women PS, CCS Hyderabad
37. Ms. P. Mary,
SI, Women PS, CCS Hyderabad

**List of participants in Focus Group Discussion held at Thrussur
18.12.2011**

1. Shri A. Premjith, SI
Malapuram PS
2. Shri K. Balakrishnan, SI
Malapuram PS - SW
3. Shri Anandalal, SI
Kochi City Central PS
4. Shri Rajeev,
SASW, Kochi City Central PS
5. Shri G. Santhosh Kundal,
SI, Tihrolacla
6. Shri M.R. Radhakrishna,
Station writer
7. Shri Nishad Ibrahim,
SI, Aluva East
8. Shri Benoy PP
SCPO, Aluva East
9. Shri Clectus K. Joseph,
SI, Thodupuzha PS
10. Shri Johny Augustine,
ASI, Thodupuzha PS
11. Shri Unnikrishnan.V,
SI, Hosdurg PS
12. Shri Suresh Manyam,
ASW
13. Shri Yaliya. N,
SI, Venjaramood PS
14. Shri Radhakrishnan, J.,
SCPO
15. Shri Manoj, D,
CPO, Venjaramood PS
16. Shri Anish Joy,
SI, Kozhikode city PS
17. Shri Mohanan. T,
CPO, Town PS Kozhikode city
18. Shri Deepak,
SI, Twon PS, Thiruvananthapuram
19. Shri Vijayan T
CPO, Fort PS, Thiruvananthapuram
20. Shri Azad M.P,
SI, Kannur Town PS
21. Shri Balakrishnan P.,
SCPO, Kannur PS
22. Shri Manoj,
SI, Vatakara PS
23. Shri Appukuttan P.,
SCPO, Vatakara PS
24. Shri Benny Jacob,
SI, Town East PS Thrissur
25. Shri C.S. Ramesh Kumar,
SCPO, Thrissure East PS
26. Shri Tomy Sebastin.,
SI, Kottayam West PS
27. Shri Lukose. K,
CPO, Kottayam West PS
28. Shri K. Vijayan,
SI, Alappuzha South PS
29. Shri Prakash Babu,
SCPO, Aluwaye South PS
30. Shri A. Venugopalan,
SI, Town South Palakkad PS
31. Shri M. Supriya,
WCPO, Town South PS
32. Shri C. Rajan,
SI, Meenangado PS, Wayand
33. Shri C. Antony,
SW, Meenangado PS, Wayand
34. Shri Anil Kumar, V.B,
CPO, Town South, Palakkad
35. Shri Mansoor, P.I
CPO, Thrissur East
36. Shri Vinod K. K,
CPO, Kunnamkulam PS

- 37. Shri Vinod Sankar,
CPO, Kunnamkulam PS
- 38. Shri Krishnakumar P.
CPO, Kunnamkulam PS
- 39. Shri V.V. Thomas,
SCPO, Irinjalakuda PS
- 40. Shri C.A. Shaju,
CPO, Irinjalakuda PS
- 41. Shri Maja Jacob,
CPO, Thrissur East PS
- 42. Shri Sheby,
CPO, Thrissur East PS
- 43. Shri Sandhya,
WCPO, Thrissur East PS

- 44. Shri Syam,
CPO. Irinjalakuda PS
- 45. Shri Kumaran.P,
SCPO, Alathur PS
- 46. Shri Sajo George,
CPO, Alathur PS
- 47. Shri A. Mohan,
GSI, Alathur PS
- 48. Shri Prakasen V,
CPO, Town South PS, Palakkad
- 49. Shri Kumar. P,
CPO, Town South PS, Palakkad
- 50. Shri Snehalatha,
CPO, Town South PS, Palakkad

**List of participants in Focus Group Discussion held at Delhi
on 14 & 15.05.2012**

- | | |
|---|---|
| 1. Shri Mohd. Javed,
Constable, New Ashok Nagar PS | 20. Shri Rampal Singh,
ASI, Nihelvihar PS |
| 2. Shri Vikas,
Constable, Anand Parvath PS | 21. Shri Premchand,
Constable, Tilak Nagar PS |
| 3. Shri Satyanarain,
Constable, Rajouri Garden PS | 22. Shri Sachin,
Constable, Mukhergar Nagar PS |
| 4. Shri Mukund Kumar,
Constable, Saroop Nagar PS | 23. Shri Naveen,
Constable, GTB Enclave PS |
| 5. Shri Mahesh Chand,
ASI, Nupuri PS | 24. Ms. Meenakshi,
WPC, Amer Colony PS |
| 6. Shri Om Parkash,
ASI, Anand Parbat PS | 25. Shri Anupam Goutam,
HC, Neb Sarai PS |
| 7. Shri Rajesh Dangwal,
SI, Jagatpuri PS, | 26. Shri Ranvir Singh,
HC, Sarojini Nagar PS |
| 8. Shri Raj Kumar,
SI, Kalyan Puri PS | 27. Shri Om Singh,
Constable, KNK Marg PS |
| 9. Shri Arun Kumar,
SI, DBHP PS | 28. Shri Dhirender singh,
Constable, North Rohini PS |
| 10. Shri Vikas Singh,
Constable, Jagatpuri PS | 29. Shri Ram Singh,
HC, PW Prahladpur, PS |
| 11. Ms. Stella,
WASI, M. Nagar PS. | 30. Shri Ravishankar,
ASI, Saket PS |
| 12. Shri Kishanlal,
SI, B.K. Road PS | 31. Shri Charan Singh,
ASI, Bhalephu Dairy PS |
| 13. Shri Jai Prakash,
HC, B.K. Road PS. | 32. Shri Satya Pal,
Constable, Bhalephu Dairy PS |
| 14. Shri Sumit Thakran,
SI, Defence Colony PS | 33. Shri Prem Prakash Singh,
SI, Nand Nagri PS. |
| 15. Shri Nitu Singh,
SI, Hazrat Nizamuddin PS | 34. Ms. Meena,
SI, Inderpuri PS |
| 16. Shri Rajneesh Kumar,
ASI, Outer District BDC | 35. Ms. Renu,
Constable, Serlampur PS |
| 17. Shri Jasbir Singh,
SI, Uttam Nagar PS. | 36. Shri Hira Lal,
SI, Model Town PS. |
| 18. Shri Sandeep Kumar,
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HC, Inderpuri, PS |
| 19. Shri Sombir,
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List of participants in Focus Group Discussion held at CDTs, Hyderabad
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| 1. Shri Sakharam Satwaji Mole,
SI, Maharashtra | 17. Shri V. Sampath,
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| 2. Shri Sudhakar C. Suradkar,
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| 3. Shri Manoj Baghel,
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| 4. Shri Sachin C. Kamble,\
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| 5. Smt. i R. Thulasi Mani,
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SI, Delhi |
| 6. Shri G. Dalibabu,
SI, Andhra Pradesh | 22. Shri Arvind Kumar,
SI, Delhi |
| 7. Shri Lalit Chauhan,
SI, Delhi | 23. Shri Yogendra Kumar,
SI, Delhi |
| 8. Shri sAtish Kumar,
SI, Delhi | 24. Shri Anil Mumar,
SI, Delhi |
| 9. Shri Pankaj Kumar,
SI, Delhi | |
| 10. Shri Vasant J. Sapre,
API, Maharashtra | |
| 11. Shri A. Sundrapandi,
SI, Tamilnadu | |
| 12. S. Raj Sheker Reddy,
SI, Andhra Pradesh | |
| 13. Shri Sunil S. Churan,
API, Maharashtra | |
| 14. Shri Smit Kumar Sharma,
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| 15. Shri G. Sreenivasa Yadav,
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| 16. Shri J. Murali,
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**List of participants in Focus Group Discussion held at Lucknow
(Gomati Nagar PS)
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| 1. Constable Narendra Kumar Dwivedi, | 25. Shri Virendra Singh,
Head Constable |
| 2. Constable Dinesh Mishra | |
| 3. Constable Sunil Kumar | 26. Ms. Anuradha Singh
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| 4. Constable Gourav Srivastava | |
| 5. Constable Shailendra Singh | 27. Shri Virendra Kumar Rai
Sub-Inspector |
| 6. Constable Maqsood Khan | 28. Shri Satyendra Prakash Singh
Sub-Inspector |
| 7. Constable Mahipal Singh | 29. Shri Anil Kumar
Sub-Inspector |
| 8. Constablei Vidya Sagar | |
| 9. Constable Suresh Kumar Verma | 30. Shri Dinesh Kumar Sharma
Sub-Inspector |
| 10. Constable Anand Kumar Singh | |
| 11. Constablei Lalith Dikshit | |
| 12. Constable Dhirendra Kumar Maurya | |
| 13. Constable Arun Kumar Singh | |
| 14. Constable Hriday Ram Yadav | |
| 15. Constable Abdul | |
| 16. Constable Ram Nawal Badal | |
| 17. Constable Raj Kishore Yadav | |
| 18. Constabeil Nasseem Ullah Qureshii | |
| 19. Constable Santosh Kumar Singh | |
| 20. Constable Prakash Chaudhary | |
| 21. Constable Mithilesh Kumar Tiwari | |
| 22. Constable Gopal Krishna | |
| 23. Constable Alam Khan | |
| 24. Constable Ramesh Kumar | |

**List of participants in workshops to validate the findings
BPR&D Conference Hall, Delhi (14.07.2014)**

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| 1. Shri Y.C. Modi
ADGP (L&O), Meghalaya | 17. Shri Dharmendra Kumar,
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| 2. Shri Deepak J. Ghildiyal
IG (Trg.) / H.R, Uttarakhand. | 18. Shri Dipendra Pathak,
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| 3. Dr. Nirmalya Bagchi
Professor, ASCI | 19. Shri Ajay K. Mehra,
Director, CPA, Noida. |
| 4. Dr. N.G Satish
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| 5. Shri Pavan Jain
ADGP(Planning), PHQ, Bhopal | 21. Shri Pramod Asthana,
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| 6. Shri Devendra Singh Chauhan,
ADG, Telecom, Uttar Pradesh | 22. Shri Binay Kumar Jha,
DD (Research), BPR&D |
| 7. Shri K.K. Sharma,
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| 8. Shri Rajesh Mishra,
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| 11. Shri Ranjan Dwivedi,
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| 13. Shri Rina Mitra,
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Coordinator, Police Reforms, CHRI |
| 14. Prof. M.Z. Khan,
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| 15. Shri Anshuman Yadav,
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| 16. Shri Neeraj Kumar, IPS (Retd.)
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**List of participants in workshops to validate the findings
ASCI, Hyderabad (19.07.2014)**

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| 1. Shri Nandan Dube, IPS
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| 3. Shri M.V. Krishna Rao, IPS (Retd.)
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| 4. Shri R. Srikumar, IPS (Retd.)
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| 5. Dr. Gandhi P.C. Kaza,
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| 6. Shri C. Anjaneya Reddy, IPS
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| 7. Shri A. Venkat Rao, IPS (Retd.)
IGP (Retd.), Andhra Pradesh | 20. Shri S. Umapathi, IPS (Retd.)
IGP, Hyderabad |
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| 9. Shri H.K. Kusumakar, IPS
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| 10. Shri Rajesh Kumar, IPS
Commandant 3 rd Bn. APSP | 23. Shri M. Mahender Reddy, IPS
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| 11. Shri V.S.K. Kaumudi, IPS
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| 12. Shri Umesh Sharraf, IPS
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| 13. Shri K. Sampath Kumar,
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