



गृह मंत्रालय
MINISTRY OF
HOME AFFAIRS



Project Report

On

Restructuring of Civil Police Organizations

(Project No.02/MM:01)

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'Promoting Good Practices and Standards'



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1. Introduction/Background

It has been pointed out by various Commissions and Committees that civil police in India has been heavily manned by constabulary. As per 2013 Data on Police Organization, 85% (1507542/1765404) of total civil police India is constabulary. There are many important reasons for which it has been pointed out that civil police in India needs to be more officer-oriented. At the same time, it has been observed that because of the above structure of police hierarchy combined with the system of direct recruitment at different levels there is large scale frustration among constabulary, and even in higher ranks of police, due to lack of timely promotion. Co-incidentally both the hierarchal structure and lack of promotional avenues can be addressed through a single approach.



2. Overview

2.1. Project Title

Restructuring of Civil Police Organization

2.2. Vision

The present bottom heavy civil police organization structure can be made narrower by restructuring relative strength at different levels, without increasing the total strength of police. It is possible to achieve this without compromising any of the functional requirements of the civil police.

2.3. Organisational Objective

- To make the structure of civil police more officer-oriented.
- To ensure that the frustration on account of lack of promotion is minimized at all levels.
- To improve the quality of services delivered by civil police.



3. The Business Case

3.1. Purpose of the Business Case

Motivation of the constabulary, which constitutes the main bulk of the civil police, can be drastically increased; and the quality of the service delivery by civil police can be improved by restructuring civil police organization by changing the relative size of different ranks. The proposal is independent of any increase in strength. However, whenever such increase in strength is envisaged, in order to make police population ratio more effective and comparable to other well governing countries, it will be necessary to keep the distribution of ranks and promotion policy etc. suggested here through a simple model. Though the number of officers in a police station will increase at the cost of constables, this will require no additional expenditure as the higher salaries in any case are paid as per Assured Career Progression scheme.



3.2. Sponsor

Ministry Home Affairs, Government of India
and state governments.

4. Situational Assessment and Problem Statement

More than 68% i.e. (1193428) out of the total civil police (1765404)¹ in India are constables. According to CrPC the constables are not authorized to do investigation. Therefore, the constabulary is of little use for the investigative work of civil police.

On an average in a police station we generally encounter the following structure:

	Inspector	SI	ASI	HC	Constable	Total
Urban PS	1	10	7	17	70	105
Percentage	0.95	9.52	6.67	16.19	66.67	100.00
Rural PS		1	2	5	18	26
Percentage		3.9	7.7	19.2	69.2	100

Above structure of police hierarchy combined with the system of direct recruitment at different levels there is large scale frustration among constabulary, and even in higher ranks of police, due to lack of timely promotion. Coincidentally both the hierarchal structure and lack of promotional avenues can be addressed through single approach.

¹ According Data on Police Organization 2013.



5. Critical Assumptions and Constraints

It is assumed that the state governments will like to bring about the desired changes. There will not be any additional expenditure involved, which will prevent objections from certain sections of the concerned state governments. Police being a very conservative organization, there may be reluctance to adopt any drastic change in organizational structure.

6. Implementation Strategy

Functional Requirements of an Urban Police Station

It has been observed that around 80 to 100 Constables/Head Constables are generally posted in urban police stations having annual IPC crime registration about 800. The following functional requirements are fulfilled by the personnel of different ranks in such a police station.

Duty	Inspector	Sub-Inspector	ASI	HC	Constable	Total
SHO	1					1
Junior Officers		8	4			12
Detective detachment		2	3	4	8	17
Day beats				4	12	16
Night beats				5	5	10
General					20	20



duty						
Leave training reserve				2	8	10
Guard				1	4	5
Station House Writer				1		1
Assistant Writer					2	2
Computer					3	3
Motor cycle detachment					8	8
Total :	1	10	7	17	70	105

Proposed Changes in Urban PS Structure

It is generally accepted that except for Sentry duty and Assistant Writer's work, most of the duties performed by the Constables can be performed by Head Constables. Therefore, the ratio of the Constables to Head Constables which is nearly 4:1 can be easily changed to 1:1. It is also suggested that Station Writer, Assistant Station Writer and Computer and



some of the general duty work can be outsourced and these personnel could be redeployed in other functions of the police station. This way about 8 positions of Constables and Head Constables can be reduced and 8 additional Sub-Inspectors/ASIs positions can be created in detective detachment.

In addition, the guard duty can be performed by district armed police who should be part of the District Armed Police Constabulary. The reduction will have no impact on the core functions of a police station since the guard does not perform any core function of civil police. Since the guard duty will remain part of the district police, the reduction in number has **not** been adjusted by increasing number in other ranks of the police station.

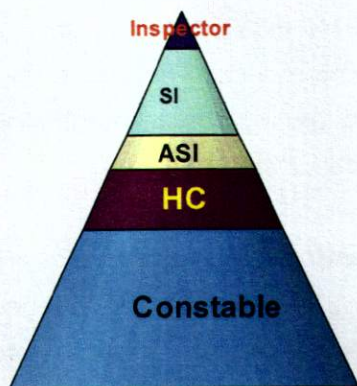
At present, leave and training reserve etc. are generally about 10% of the sanctioned strength which is generally merged into Constables/Head Constables strength. Since a Constable or Head Constable cannot do many



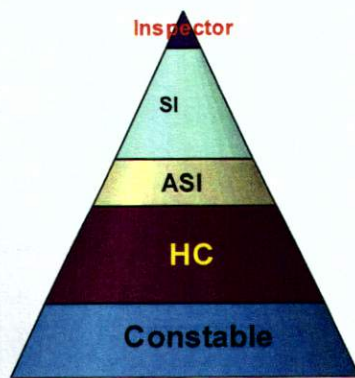
of the duties of higher ranks, it is proposed that the leave reserve is counted against each rank separately.

The present and the proposed structure with respect to urban police stations are given below both in tabular forms as well as graphically.

	Inspector	SI	ASI	HC	Constable	Total
Existing	1	10	7	17	70	105
Percentage	0.95	9.52	6.67	16.19	66.67	100.00
Proposed	1	15	12	36	36	100
Percentage	1.00	15.00	12.00	36.00	36.00	100.00



Existing



Proposed

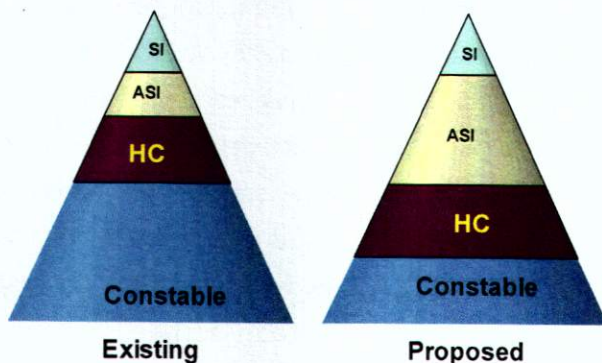


Other PS Structure and Proposed Changes

Out of the above distribution, the SHO, the Station Writer, at least one Assistant Writer, one Computer operator and the Guard are common features of all the police stations irrespective of their size and type. (However, in some police stations, where arms are not kept, even the guard duty has been reduced and substituted by unarmed watch by one Constable at night). In smaller police stations, the SHO is generally a Sub-Inspector, though rank of the officer in-charge of Police Stations varies slightly from state to state.

Rural police stations have similar but a little more bottom heavy structure with fewer officers. A typical rural police station will have 3 SI/ASI, 4-6 HCs and 16-20 Constables. Applying the arguments given in case of urban police station, the relative distribution of different ranks in rural police station can also be changed. The following change is proposed in case of rural police station.

	Constable	HC	ASI	SI	Total
Existing	18	5	2	1	26
Proposed	10	8	7	1	26



It may be worth mentioning that no increase in the overall strength has been implied in the above discussion except for a few functions, engaging about 5% of the police station strength, have been proposed to be outsourced. (This being a small percentage can be postponed for a later time after initial restructuring has been started). Thus, the proposal has been independent of any increase in strength. However, whenever any increase in strength is envisaged, in order to make police population ratio more effective and comparable to other well governing countries, it will be necessary to keep the distribution of ranks and promotion policy etc. as suggested above. Thus, it will not suffice to simply



increase the number of constabulary in civil police in order to increase the overall police population ratio in favour of police. If anything, such an expansion will only increase the command and control as well as career frustration problems in the police and may prove to be counterproductive in the long run.

The overall structure of the entire civil police will also depend on other branches like Crime Branch, Special Branch, Specialized Squads etc. Generally, these branches will have fewer need for constables and higher need for officers. Therefore, combining the strength of rural police station, urban police station and different branches of civil police, the following re-distribution of civil police structure has been proposed.

Suggestions for the Entire Civil Police

Levels of Direct Entry

There are four levels of direct entry into civil police in most part of country. They are (i) Constable, (ii) Sub Inspector, (iii) State Police Service and (iv) IPS. It has been experienced



that it is not possible to motivate the state governments to reduce the number of direct entrance levels. Therefore, the following suggestions are being made keeping all the four levels of direct entry.

Reservation for Promotion at Direct Entry Levels

There is a need to increase the quota for promoted officers at different levels. Though this will decrease the proportion of young officers in civil police in comparison to the present situation, in terms of absolute numbers the quantum of young officers will remain same because it has also been suggested that the strength of officers' cadre will be increased simultaneously. Moreover, since this will increase the prospect of promotion, the promoted officers on an average will be younger in age. After careful consideration, it is suggested that:

- Two third of the total strength of sub inspector should be reserved for promoted officers.
- In the rank of DSP a fixed number equivalent to 2.48% of the non-Direct IPS strength of



state police should be the annual intake of direct DSP and rest vacancies should be reserved for promoted officers.

- On the other hand for entry to IPS through promotional quota should continue as it is.

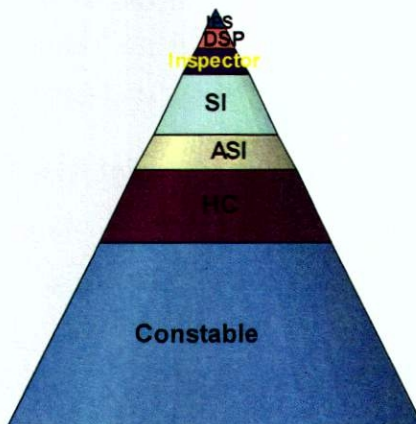
Relative Strength of Different Ranks

Promotional prospect at different ranks will decide the relative strength of different ranks. Since the higher ranks will be increased, this will automatically increase the percentage of the officers at different ranks compared to the constabulary. However, it not expected that there will be any drastic change in the number of IPS officers or in the quota for promotion into IPS. Therefore, no change in the strength of direct DSP and IPS is proposed. Accordingly, the following relative distribution of sanctioned strength at different levels is suggested.

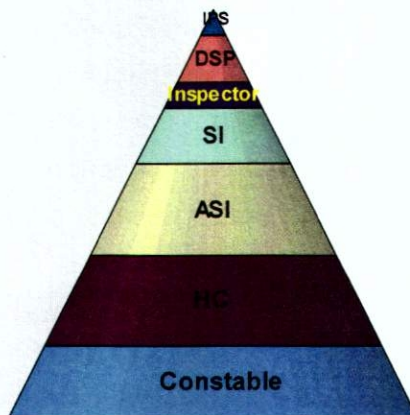
	IPS	DSP/Addl. SP	Insp	SI	ASI	HC	Const	Total
At present	0.4	1.1	2.1	4.8	5.7	18.7	67.2	100



Proposed	0.4	2.7	5.2	7.9	20.9	31.4	31.5	100
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EXISTING



PROPOSED



The proposed structure while increasing officer orientation of police will also improve morale of the force by increasing promotion prospect at each level. At present, in order to decrease frustration on this count, Assured Career Promotion Scheme which gives higher pay scale after fourteen years of service at one scale. However, this scheme is not completely satisfactory as the incumbent does not get the prestige or job satisfaction of promotion. It is presumed that an incumbent on an average serves for 35 years. It is easy to see that the average number of years officers spends in any one rank depends on the relative size of that rank in a structure. The comparative position is given below for state police organization having total strength of ~~53047~~ ⁵³⁰⁷⁴ to show how the proposed structure improves promotion prospects.

	IPS	DSP/ ADDL SP	Inspector	SI	ASI	HC	Const	Total
Today's Position	200	580	1103	2567	3017	9919	35688	53074



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Today's Ratio	0.4	1.1	2.1	4.8	5.7	18.7	67.2	100
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Break up according to entry level in today's position

Direct IPS	129							129
Direct DSP	71	420						491
Direct SI		160	1103	1284				2547
Recruited as Constable				1283	3017	9919	35688	49907
Total Structure	200	580	1103	2567	3017	9919	35688	53074

Proposed Structure	200	1415	2779	4168	11114	16671	16727	53074
Proposed Ratio	0.4	2.7	5.2	7.9	20.9	31.4	31.5	100

Break up according to entry level in the proposed structure

Direct IPS	129							129
Direct DSP	71	142						213
Direct SI		1273	1389	1389				4052
Recruited as constable			1389	2779	11114	16671	16727	48680
Total Structure	200	1415	2779	4168	11114	16671	16727	53074

Average no. of years in different ranks in the existing structure



Direct DSP	5	30						35
Direct SI		2	15	18				35
Recruited as Constable			0	1	2	7	25	35

Average no. of years in different ranks in the Proposed structure

Direct DSP	12	23						35
Direct SI		11	12	12				35
Recruited as Constable		0	1	2	8	12	12	35

Validation of the Model

The model has been validated through three regional workshops, in which officers of different ranks from different states have been consulted. In these consultation meetings, it was endorsed by different ranks that the decrease in number of constables will not adversely affect police station working and the model has been highly endorsed.

6.1. Deliverables

- Restructuring of civil police.
- Policy for direct entry at different levels.



- Policy for expanding strength of civil police reaches desirable police to public ratio.

6.2. Stakeholders

- Union Government
- State Governments
- Civil police personnel
- Citizens

6.3. Related Projects

- Expansion of State police forces
- Police training
- Separation of Crime and L&O functionaries
- Outsourcing of non-core functions of police

6.4. Work Plan

For changing the present structure to the proposed one, the following steps are suggested:

Restructuring within the present strength:

- Phased increase in sanctioned strength at different levels should be planned to achieve the desired change in structure.



- Separation of L&O from investigation staff in the police stations etc. should be incorporated in to the ten year expansion plan.

Restructuring if total strength is also increased:

- A desired level of police to public ratio should be set (say 2.5 civil police personnel for one thousand people as compared to present national average of 1.2).
- The desired level should be set to be achieved in ten years time.

Target Date: T + 10 years, where T is the date on which restructuring is initiated

Estimated Cost: Nil - till outsourcing is undertaken.

Monitoring Mechanism:

A task force of the state concerned will look after the implementation of the project in the state, while NPM division of BPR&D will monitor the progress of the entire project.

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