



Project Report
on
Strengthening of Beat System
(An Addendum to Project Report “Police-Community Partnership:
An Overarching Community Policing Model”)

(Project No. 11/MM:02)

Prepared by
Micro Mission-02 (Community Policing)
National Police Mission
2020-21

Bureau of Police Research and Development
Ministry of Home Affairs
Govt. of India



DOCUMENT INFORMATION

Project	Strengthening of Beat System
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Version No.	4
Approved on	16.12.2020

Abstract

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

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

The area of the non-urban police stations will be divided into 15-20, or more, small beats and one beat officer will be assigned to each beat. Ideally, one beat should cater to one Panchayat or a ward, but if the staff position of the police station does not permit it, more than one Panchayat or ward may be included in a beat. If needed, the beat officers would be required to do other duties in the police station, but they should visit their beats at least twice every week. The beat officers of neighbouring beats shall be designated as the 'link officers' for the beat so that they can service



the beat during the long periods of absence of a particular beat officer. Such beat systems were implemented in several States like Karnataka and Rajasthan.

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

The beat officers will be required to conduct a survey of all households and other establishments in the beat and collect several items of information as prescribed. Until the Mobile Application for the beat system is ready, such information will be maintained in the traditional beat book. The Central Government may like to develop a mobile application after studying e-Cop used by Gujarat Police, MBEAT used by Kerala Police and any other useful technology that is in use or can be used for effective beat policing. The beat officers shall take the assistance of Friends of Police and Community Liaison Group Members for servicing the beats.



Table of Contents

1.	Introduction/Background.....	5-6
2.	Overview.....	7
2.1	Project Title	
2.2	Vision	
2.3	Mission Statement	
2.4	Organisational Objectives	
3.	The Project	7
3.1	Purpose of the Business Case	
3.2	Sponsor	
3.3	Responsibility of the State/UT Governments	
3.4	Responsibility of the Central Government	
4.	Situational Assessment and Problem Statement.....	9
5.	5.1Critical Assumptions and Constraints.....	9
5.2	Constraints	
6.	Implementation Strategy	9
6.1	Beat System	
6.2	Beat System for Urban Areas	
6.3	Beat System for non-Urban Areas	
6.4	Beat Book	
6.5	Duties of Beat Officers	
6.6	Use of Mobile Phone Application	
6.7	Community Policing in the Beat	
6.8	Empowerment & Training of Beat Officers	
7	7.1 Deliverables.....	23
7.2	Stakeholders	
7.3	Milestones	
8.	Budget Requirement	24
9.	Related Projects	25
10.	Work Plan	25
11.	Conclusion	26

STRENGTHENING OF BEAT SYSTEM

1. Background

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

1. 1 Introduction

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

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

2. Overview

2.1 Project Title

‘Strengthening of Beat System’

2.2 Vision

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

2.3 Mission Statement

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

2.4 Organisational Objectives

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

3. The Project

3.1 Purpose of the Project

As in para 2.4 above.



3.2 Sponsor

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

3.3 Responsibility of the State/UT Governments:

1. The primary responsibility for the implementation of the scheme will be that of the State/UT Government concerned.
2. For the effective implementation of the scheme, and institutionalization of the programme, the State/UT Government will have to play an active role through issue of necessary executive instructions, and providing additional funds needed.
3. They should ensure proper monitoring of the implementation of the programme.
4. The State Government may consider giving powers of investigation to constables by amending the Police Rules wherever they do not allow investigation by constables.

3.4 Responsibility of the Central Government:

1. To start with, the MHA may provide funds for implementation of pilot projects in at least half a dozen States.
2. MHA or BPR&D may also develop a mobile application that the states can use after customisation as per their needs.
3. Once the implementation progresses, MHA may arrange for independent evaluation of the project. Depending on the outcome of evaluation, changes may be done, if needed, and the project may be circulated to all the State/UT Governments in the country for implementation all over the country at one stretch.
4. MHA, through the BPR&D and the members of the MM2, will provide support in terms of the initial briefing of the officers as well as arrange independent evaluation of the programme.
5. A selected group of officers from MHA, BPR&D and MM2 may be constituted to monitor the implementation of the programme by the States/UTs.

4. Situational Assessment and Problem Statement

Theoretically, every police force in the country will be following some beat system or other. However, in many states, it exists only on paper. The general trend in many states is to divide the area of the police station into 3-4 large beats, allot one officer and few constables to each beat and forget about it. Investigations, patrolling and other policing duties of these beats are not necessarily done by the beat in-charge and the beat officers. Among the reasons for this in many police forces are (i) failure to work in a systematic way, (ii) lack of understanding of the importance of beat policing, (iii) pressure of multifarious duties and inadequate staff to perform them etc. However, if they are persuaded to do implement a proper beat system with whatever staff is available and they see the results for themselves, it can be expected that they would implement it willingly and it will get institutionalized in due course.

5. Critical Assumptions and Constraints

5.1 Assumptions....

1. It will be possible for the senior officers of police to convince the local police officers and staff about the feasibility and utility of this project and get their willing cooperation and commitment.
2. The State/UT will be able to provide necessary technological and financial support.

5.2 Constraints....

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

6. Implementation Strategy

6.1 Beat System

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

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

6.2 Beat System for Urban Areas

In the major urban centres, the police station area may be divided into 3-5 large beats and 3-4 constables/HCs, designated as **Beat Officers**, shall be allotted to each beat. The size of the beat and the number of beat officers allotted should depend on the crime and law and order requirements. The size of the beat should be such that a beat officer should be able to cover the full beat in about an hour on foot. The beat officers shall not normally be allotted any other work, except during major law and order disturbances, disaster management requirements, VVIP visits and elections. They shall adjust their work in such a manner that at least one of them will be available in the beat discharging beat-related work all the time. When the situation demands, more than one or all will be on duty. The beat officers should cover all beat points at least once every day. There should be element of surprise in the beat routes and schedule for patrolling. The beat officers shall function out of **Police Assistance Centres (PACs)** established in a central place in the beat by SPs/CoPs. The beat officers shall take the assistance of the Civil Defence Wardens, where available. Such a system was implemented in the Trichy Commissionerate (TN) with excellent results.

6.3 Beat System for Non-Urban Areas

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

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

Depending on the strength and the rank composition in each police station, an SI or an ASI shall be appointed the supervisor of each beat or a group of contiguous beats. Investigation, law and order management and other functions of the beat should ordinarily be entrusted to these beat supervisors. The SHO shall ensure that the beat officers and the beat supervisors are made fully accountable for the maintenance of law and order, prevention and detection of crime, collection of criminal intelligence/intelligence having security/law and order implications, dispute resolution and implementation of community policing in their respective areas.

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

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

6.4 Beat Book

Until the State/UT Police Headquarters makes available a mobile phone application for beat management, a beat book shall be maintained for each beat. In the urban beats having more than one beat officer, the SHO shall entrust the responsibility of maintaining the beat book to one of the more

intelligent and literate beat officers. Police Headquarters should print and distribute sufficient number of beat books to all the districts. The beat book shall contain the following information relating to the beat:

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

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

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

In addition to ensuring that the above information is written in the beat book, which shall be handed over to the successor when the incumbent is moved out, SP/DCP shall make arrangements to upload this information in the computer so that the same is accessible at all times to the SHOs, supervisory officers and the control rooms.

The beat officers will start their work by conducting a detailed survey of all the residential, commercial and office buildings in the beat to familiarize themselves with the residents of the beat and collect details of the residents/owners, family members, servants/employees, tenants, their professions, telephone/mobile numbers, passports, vehicles and arms licenses. This information shall be available in the Police Assistance

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

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

Wherever it is possible to obtain map of residential localities from government organizations or developers or to download/make them, the households shall be marked in three colors. Houses inhabited by criminals and anti-social elements should be marked in red, those inhabited by suspicious persons whose activities need further watch and verification should be marked in yellow and the remaining houses in green. Beat officers and supervisors should give regular attention to those marked red and yellow and the yellow ones should be converted into red or green after the verification is over.

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

6.5 Duties of Beat Officers

1. He will contact the people of his beat and educate them about prevention of property crimes and other organized crimes like cheating etc. To this end, he will visit their homes and examine the nature of grill on the windows as well as the locks on the door.
2. He will educate the public regarding safety of vehicles parked outside the residences at night or offices/shops during day and persuade them to put extra locks on the vehicles.
3. He will remain acquainted with regular visitors, particularly such people as *sadhus*, beggars and hawkers frequenting the beat. Knowledge of employees of telephone department/Municipal Corporation who come for repair work is also useful.

4. He will acquaint himself with domestic helps, security guards/*chowkidars* and drivers employed by various households in his beat and get their antecedents verified.
5. He will remain vigilant regarding anti-social elements, people prone to circulating fake news on social media, drug peddlers as well as users etc.
6. If he sees a house that is locked, he should contact the neighbours, FoPs/*Police Mitras* to help him keep an eye on the property.
7. Every day he will visit at least five *different* households/shops/offices/industrial units and generally check with them if they face any problem and need any assistance.
8. Frequent interaction of beat officers with locals and community will be necessary as it would bridge the gap between the community and the law enforcement agencies.
9. Beat Officers should also visit guest houses/hotels to check any suspicious movement at the time of national events like Independence Day/Republic Day, VVIP visit etc.
10. They should maintain special vigil in slums for suspects/repeat offenders etc.
11. If the sole/all occupant(s) of a particular house is/are above the age of 65 years, the beat officer/*Police Mitras*/FoPs will render assistance to them with regard to driving licence, ration card, gas connection, telephone connection, payment of electricity bills, pension matters, doctor's appointments etc. This will enhance police image and lay a solid foundation on which the edifice of community policing can be built.
12. Until Police Assistance Centres are set up, he will either through word of mouth or by whatever means available to him, circulate a particular address/point in his beat where he will be available when not doing the rounds. Care should be taken that the location chosen does not generate unsavoury issues. Preference should always be for a government owned premise, failing which and rules permitting, the premises could be rented.

6.6 Use of Mobile Phone Application

Traditionally, the beat officers were required to maintain the beat related information that they collect during beat patrolling and house visits in the Beat Books supplied to them. But with ubiquitous smartphones and the mobile application technology, planning of beat patrolling and marking presence of beat officers at the various points in the beat will become easier and more efficient in addition to making



the beat staff much more accountable. MM-2 has studied 'E-Cop' used in Mumbai, Surat, and by RPF, and MBEAT used by Kerala Police, two successful smart phone-based applications used for beat management. Chandigarh Police is using 'e-Beat Book', an App linked to CCTNS. Telangana, and may be some other states, are also using such Apps. It is suggested that BPR&D may study all the technologies being used by various state police forces in the country and develop a mobile application which states can use after customisation according to their local needs.

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

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

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

The smartphone App should be such that it should become a substitute for the beat book and increase the effectiveness of beat policing, assist in crime prevention, and ensure that beat staff provide better

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

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

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

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

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



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

1. PCR van patrolling – All the PCR van movements will be monitored on the map. In PCR patrolling system done via PCR van, the patrolling officers would be using the GPS-enabled tracking devices through which the patrolling information will be shared on the web panel.
2. Fixed route patrolling – The fixed routes of each district will be provided acrylic plates with customized QR code that will be fixed on patrolling routes.
3. Motorcycle patrolling – The motorcycle patrolling movement will be monitored on the duty track.

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

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

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

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

1.1 Mobile application

1.1.1 The patrolling data sent by the users can be viewed on the web panel accessed by the senior officers.

1.1.2 Senior officers can get the detailed as well as the graphical reports of the patrolling done on one click at any place.

1.2 Quick Response (QR) code technology with patrolling points

1.2.1 Acrylic sheets are put on the selected locations for coverage under beat patrolling.

1.2.2 The patrolling points are integrated with GIS map

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

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

1.3 Smartphone Device & GPS Tracking

1.3.1 The Smart phone device consists of the mobile application which the patrolling officer will use for assigned route patrolling and sharing the patrolled data in case of Bike & Foot Patrolling.

1.3.2 While in case of PCR van patrolling, the user will use the GPS tracking devices which will be loaded with the following benefits:

- Real-time tracking
- Route replay
- Geo-fencing
- Geo-tagging

The beat patrolling App should have a feature to alert the Police Control Room immediately regarding any crime or requirement of extra resources. The App should have the database of the known criminals/rowdies residing/active in the beat area. This application should have the option to log the



feedback of the users of this App. The App should be designed in such a way that the beat officer can feed data offline when there no net connectivity.

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

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

6.7 Community Policing in the Beat

To make beat policing more effective and people friendly, it is necessary to implement at least some community policing initiatives everywhere. It shall be the responsibility of the beat officer to implement them in his beat. We are of the view that **the minimum that should be implanted in every beat is to have at least 100 Police Mitras/Friend of Police (FoPs) and to have a Beat Level Community Liaison Group (CLG) consisting of 10-15 members. Details about their constitution, selection, role, and working are available in the project report of the flagship program of MM-2 "Police Community Partnership: An Overarching Community Policing Model" submitted in 2010. Hence, there is no need to further elaborate on this point here. Implementation of the above project will**



have a significant force multiplier effect without which the resource-starved police forces cannot function systematically and effectively. Hence, all State/UT Governments may like to implement the above project to strengthen their beat policing and provide a base for other more specialized community policing activities. Once, one of the models from the two beat systems suggested above is implemented, *Police Mitras*/FoPs and CLGs are made operational, supervisory officers, in consultation with the beat officer and beat supervisor, can decide what further community policing initiatives are required in an area/beat and proceed to implement them in a phased manner.

6.8 Empowerment & Training of Beat Officers

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



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

7.1 Deliverables

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

7.2 Stakeholders

1. Government
2. Police
3. Community

7.3 Milestones

1. Submission of the project to BPR&D by second fortnight of Dec 2020
2. Submission of the project by BPR&D to MHA by first fortnight of Jan 2021
3. Final approval of the project by the MHA
4. Drafting of GOs and Standing Orders by MM-2 – will be done within two weeks of getting the approval of the MHA for the project.
5. Issue of advisory to states/UTs by MHA to adopt the project within 30 days of approval.
6. Meeting of Nodal Officers of states/UTs within a fortnight after issue of advisory.
7. Issue of GO by states/UT-'s Home Departments within two months of approval
8. Sanction of Budget by Governments concerned within two months of approval

9. Issue of Standing Orders by the DGPs of the states/UTs within two months of approval
10. Implementation of the project by the District SPs/CoPs within a fortnight of issue of Standing Orders by DGPs

8. Budget Requirements

For implementing this project, computer hardware and software is needed at the police station, police control room, and offices of supervisory officers. It is presumed that these are already available. The most important equipment needed is smartphones for the beat officers which all of them are bound to possess and they can use their personal phones for this purpose. All the states are likely to have a CUG and if there is no provision for data use in the CUG, this may be got provided by the State Governments. If there is no CUG, a telephone expenditure reimbursement of Rs. 300 per month per beat constable may be given.

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

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

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

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

9. Related Projects

1. Police Community Partnership: An Overarching Community Policing Model
2. New Sub Beat System
3. Soft Skills Training for Police Personnel

10. Work Plan

1. Issue of advisory by GOI to state/UT governments
2. Issue of GO by state government
3. Sanction of budget GoI/state government
4. Issue of Standing Orders and appointment of Nodal Officers by DGPs
5. Meeting of Nodal Officers
6. Organising training of police station staff
7. Actual implementation of the project as per details given above.

8. Continuous monitoring and review by the states' Nodal Officers
9. Laying down judging criteria for internal and independent evaluation
10. Evaluation and audit by an external agency/committee constituted by the State/MHA/BPR&D

11. Conclusion

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

In most parts of the country, police-community relations are not in a satisfactory state and there is a general distrust of the police among the members of the public. This is not conducive to proper crime control and law and order management as both these require the trust and cooperation of the community. Hence, **apart from strengthening the beat system by adopting the measures recommended above, it is necessary to improve police public cooperation by implementing the additional measures recommended in the flagship programme of MM-2 – “Police Community Partnership: An Overarching Community Policing Model”.**
