



NATIONAL POLICE MISSION

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COMPENDIUM OF SOPs/STUDY REPORTS

(Volume I)

Bureau of Police Research & Development
'Promoting Good Practices and Standards'





BUREAU OF POLICE RESEARCH & DEVELOPMENT

**COMPENDIUM OF
SOPs / STUDY REPORTS
(VOLUME-I)**

NATIONAL POLICE MISSION

‘Promoting Good Practices and Standards’

National Police Mission

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FOREWORD

During his address at DGSP/IGSP Conference on October 6, 2005 the then Hon'ble Prime Minister announced the setting up of a National Police Mission (NPM). The mission has been mandated to transform the Police forces in the country as an effective instrument for the maintenance of internal security by equipping them with the required material, intellectual and organizational resources.

Since its inception, the NPM has been striving hard to empower the Indian Police by enhancing the skills and competency at the grassroots level. It promotes a culture of excellence and accountability of the Police to meet the challenges in policing. The mission is focused not only on present-day challenges in policing but also on futuristic ones.

The NPM has seven Micro Missions with 156 members. These members are primarily serving Police/CAPF/CPO officers and also include those from academia, NGOs, etc. Through detailed deliberations, the members develop viable projects to achieve the mandate.

I am happy to note that the NPM is bringing out the 4th, 5th, and 6th volumes of compendium, containing 15 projects, and a compendium on SOPs/Study Reports, completed in the last 02 years. The compendiums will help the States/ UTs to implement projects suiting their requirements and will be helpful for senior police officials and policymakers. They will be relevant to offer innovation in these areas and enhance capabilities for better policing in our country.

I extend my compliments and good wishes to the Micro Mission members and take this opportunity to thank them for their work. I also appreciate the efforts of Director Shri Tajender Singh Luthra, SPs S/Shri A.K. Vidyarthi, B. Kaushal, Devbrat Negi and PAs S/Shri Rajesh, Rajiv Kumar, Ms. Sweta Kushwaha, all of NPM Division for publishing these Compendiums.

(Balaji Srivastava)

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Preface

The National Police Mission (NPM) was announced by the Hon'ble Prime Minister of India on October 6, 2005, during his address at the DGsP/IGsP Conference. Over the last 15 years, the Mission has contributed in preparing the police forces for emerging challenges, including Terrorism, Insurgency, Cyber and Economic Crimes. Equally, the National Police Mission has endeavored to bring about attitudinal changes by transforming the 'force psychology' into 'service psychology', with a view to facilitating the effective delivery of citizen services.

Seven Micro Missions are currently working to develop projects under different heads relating to Human Resource Development, Community Policing, Communication and Technology, Infrastructure, Process Engineering, Proactive Policing and Future Challenges, as well as Gender issues, involving Women and Children.

The Compendiums at hand, trace the contours of several significant projects, including 'the 'Beat System', 'Training for Attitudinal Change', 'Community Policing Initiatives for Women', 'Slums' etc, apart from many niche SOPs and Studies. While, some of the projects flagged, are already being implemented in States/UTs, it is hoped that this documentation will evoke interest even among the other stakeholders, who may have missed out earlier.

A valuable addition to BPR&D's growing repertoire of Policing and National Security assignments, the NPM Division, over the last several years, has helped leverage the wisdom of a wide variety of stakeholders from within the system and outside.

I thank all the Micro Mission members for their work, and congratulate Team NPM, led by Shri Tajender Singh Luthra, Director, both, for anchoring the projects, and the gift of the compendiums!

(Neeraj Sinha)

तजेन्द्र सिंह लूथरा

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The National Police Mission (NPM) prepares and shares the completed projects with the States/UTs to provide implementable project reports. In the last almost 02 years, the NPM has, prepared 19 Project Reports and shared with the State/UTs. Since its inception, the NPM has prepared 54 project reports and shared them with stakeholders. In addition, the NPM has prepared several Research Studies, SOPs and Guidelines. The Mission has already published 03 compendiums containing 35 Projects and now publishing 03 more volumes on Project Reports and one on SOPs/Study Reports. These four volumes contain 15 project reports, 11 SOPs/Study Reports, and some of the project reports are planned for publication separately.

I am glad to say that Mission has a knowledge-based strength of 156 Police Officers from CAPFs/CPOs/States/UTs and members of academia, NGOs, etc. The members of the Micro Missions are working hard to bring a qualitative change in policing in our country.

The NPM has shared its project reports with the States/UTs, the MHA, and concerned ministries. We invite feedback for improving the reports. Consequently, we have been receiving positive feedbacks from States/UTs about the implementable values of such projects.

The Mission encourages field practitioners to promote their ideas and initiatives. It enables us to identify the future needs of our dynamic society and work for new and futuristic resolutions. Carrying out work on innovative ideas remains the hallmark of the NPM.

(Tajender Singh Luthra)

SOP on Khabari System at Police Station Level



‘Promoting Good Practices and Standards’



1 Background

- 1.1 Police Stations are the cutting edge of Policing infrastructure. Being its basic functional unit, it sets the way of interface between police and the society. Consequently, it becomes the best source of actionable and prompt intelligence on law & order or internal security.
- 1.2 As the prime duty of police is to ensure the safety and security of citizens, the police personnel need to function as the eyes and ears of the state and society. An efficient and robust intelligence and information collection at the Police Station level can form the bedrock of an effective 'Intelligence Led Policing' model, i.e., Khabari System. Intelligence led policing is essential to providing strategic direction and control to all forms of tactical policing activity, including community policing, investigation and routine patrols with an aim to evolve from 'reactive' to 'proactive' policing.
- 1.3 In recent years, there have been some important developments concerning the use of criminal intelligence by law enforcement agencies in many parts of the world as well as in our country. Timely and actionable criminal intelligence at the cutting edge level, i.e., Police Station, is essential to make an impact on the prevention, reduction and investigation of serious and organized crime.
- 1.4 Under the National Police Mission (NPM, BPR&D) this study has been

undertaken to analyze the existing infrastructure, execution, limitations and variations of the Khabari System at Police Stations across our nation, followed by recommendations to improve the same.

2 Khabari System: Concept & Basic Components

- 2.1 The core components of a basic Khabari System at the cutting edge level of Police Station primarily consists of the conventional and non conventional components. These are as follows:
 - Station House Officer (SHO) supported by Sub-Inspectors, other SOs, NGOs and constabulary.
 - Chaukidars / Dafadars / Kotwars/ Numberdars and such other elements supporting the Police Deptt, Revenue Deptt. Community Policing aids such as Police Mitra, Village Defence Parties, Janmaithris Suraksha Projects (and such other state specific nomenclatures used for various Community Policing elements).
 - Societal Components and Civil Institutions such as Panchayat, who may be co-opted.
 - Technical/infrastructural tools available at Police Stations. Various special police programmes like CCTNS, women help line, etc.
 - Civilian Elements.
 - Other government functionaries.

Thus, conceptually, it encompasses



all the human and technical infrastructure and mechanisms available at the Police Station and in its area of operation, which can facilitate police personnel collect intelligence for prevention and detection of all forms of crime – through the identification and analysis of trends, modus operandi, ‘hotspots’ and criminals.

The crucial aspect is how police personnel can effectively perform the role of collection of khabar, i.e., intelligence/information in the Area of Responsibility. Broadly, the following factors have been looked at in this regard.

3 An Overview of Prevalent System in Different States

3.1 Thikri Pehra, Punjab:

Worth mentioning among community policing models is Thikri Pehra. Literally meaning, ‘guarding at local level’, Thikri Pehra is a traditional method of community policing prevalent in India’s Western states, especially, Punjab, Haryana, Delhi, J&K, Himachal Pradesh and Rajasthan. It is a village defence concept wherein village folks volunteer to guard their village against bad elements, especially at night. The present model of Thikri Pehra solely draws its strength from the Punjab Village and Small Towns Patrol Act, 1918 and gets further support in police rules and magisterial orders of Districts Chiefs. This Act of 1918 has been adopted by other State Administrations from time to time. This Act finds mention in the Punjab Panchayati Raj Act, 1994 under the sub title ‘special functions’ to give legal sanctity to this initiative of Thikri Pehra. It is the discretion of the Deputy Commissioner and, in

this matter, he is guided by police authorities, local leaders or local residents. As per the Act of 1918:

Order for performance of patrol duty:

Sec 3. (1) When the Deputy Commissioner is of opinion that in any village in his district (a) ‘special measures’ are required to secure the public safety, and the inhabitants have not, either voluntarily, or on being required so to do by the Deputy Commissioner, made sufficient provision for watch and ward, he may make an order in writing that from such date as he may fix in the order that all able-bodied adult male inhabitants of the village shall be liable to patrol duty.

Further, as per **Sec 3 (2)**, An order under **sub-section (1)** shall remain in force for such period not exceeding one year as the Deputy Commissioner may fix, but it may be removed from time to time as the Deputy Commissioner may direct.

Sec (3) An Order under **sub-section (1) or (2)** may be cancelled at any time by the Deputy Commissioner.

Thus, it largely seems to be a village defence model drawn from the **Indian Police Act 1861**. Among its limitations are: it is used occasionally and its primary objective is to guard the village and not collect information and intelligence.

3.2 Janamaithri Suraksha Project, Kerala:

In **2007**, the concept of community policing, namely, “Janamaithri Suraksha



Project”, was initiated by the Kerala Police with the basic idea of increasing police public cooperation in all fields so as to enhance the flow of all types of information. Subsequently, Janamaithri Suraksha Project has metamorphosed into a multi-dimensional agent of change due to the huge positive response from common citizens. It has created synergistic partnerships within local communities to effectively deal with anti-social activities and crime prevention. Meanwhile, Kerala Police also implemented this scheme in various other fields, viz., enhancement of Coastal Security, Woman Safety, Victim Rehabilitation, Awareness against the use of Narcotics, Security of Residential and Commercial Areas, Missing Children Identification, Tourist Security, Railway Security, Highway Security, Security of Public Spaces, etc. The colony visits/house visits by the **Beat Officers** under this scheme, working under the Police Station, are making good impact in the domain of internal security. So much so, that it was included in the amended **Kerala Police Act, 2011**, thereby providing much needed legal framework and institutional set up for ensuring sustainability of the project.

The Kerala Government had accorded sanction for the creation of 740 posts of **Civil Police Officers** (148 Women Civil Police Officers and 592 Civil Police Officers) for effective implementation of the Janamaithri Suraksha Project in 148 Police Stations. The project was introduced in a phased manner to cover half the Police Stations by **2012** and the remaining by **2018**. The project is currently being implemented in all the Police Stations across the state in its 484 local Police Stations

and 44 other Police Stations.

Janamaithri Beat Officers use an **integrated beat mobile application** (M-Beat) developed by Keltron for facilitating beat patrolling and creating centralized digital repository of the beat data. A total of 766 Police personnel have been exclusively engaged in Janamaithri beat duty from the 3rd June, 2019, onwards, for identifying diverse problems of the society with the help of local citizens with an aim to devise and execute strategy to solve the same. As on the 23rd June, 2020, dedicated Janamaithri police personnel had visited or digitally surveyed 16,80,228 houses for greater safety of the society.

3.3 Adopting an institutionalized Khabari System on the pattern of Chaukidari System of Bihar:

3.3.1 Bihar Chaukidari System is the cornerstone of grass root intelligence collection at the police station level in Bihar. It was established by the **Rural Chaukidari Act 1870 (Bengal Act-6, 1870)**. On the basis of this Act, recruitment, payment, administrative control, punishment and reward of Chaukidars & Dafadars are done. There is a Chaukidar in every revenue village and a Dafadar for every 15-20 Chaukidars. The duties of Chaukidars and Dafadars are well delineated in the **Bihar Chaukidar Manual 1907** (1959-edition). Their responsibilities encompass basic components of intelligence gathering. As per the Manual, the key duties of Dafadars pertaining to intelligence and security include reporting movements of bad characters, strangers and



wandering gangs, timely information of the likelihood of breach of peace, arrest of absconders and information regarding them and realization of outstanding fines.

3.3.2 Key Duties of Chaukidars pertaining to intelligence and security include giving immediate information to the Officer-in-Charge of the PS of every unnatural, suspicious, or sudden death which may occur and of any offence specified in **Schedule-B**, which may be committed within his village. His other duties include the following:

- He shall arrest all proclaimed offenders/ assist private persons in making such arrests as they may lawfully make and convey the same without delay to the PS.
- He shall, to the best of his ability, prevent, and may interpose, for the purpose of preventing, the commission of any offences specified in the schedule.
- He shall observe and, from time to time, report to the Officer in Charge of the PS the arrival of suspicious characters in the neighborhood.
- He shall report, in a form signed by one member of the Panchayat, the births and deaths, if any, which have occurred within his village at such intervals as reporting authorities may determine.
- He shall report the death or absence for more than two consecutive months of any member of the panchayat.
- He shall supply any local information which the DM or any Officer of Police

may require.

- He shall obey the orders of panchayat in regard to keeping watch on the disputes within his village, and he shall further keep the police informed of all disputes which are likely to lead to any riot or serious affray.
- **Service Regulations:** The Bihar Government, through their letter number: Home Department (Police Branch) 359, Dated 17 Jan., 1990, has declared Chaukidars/ Dafadars as 4th Grade/ Group-D employees. They are entitled to all the consequential benefits applicable to employees of the state including ACP (Assured Career Progression) and promotion from Group-D to Group-C (Home Department (Police Branch) 2827, Dated 24 April, 1990). The state government has made Bihar Chaukidari Cadre Rules-2006, which establishes the rules for their recruitment, probation, training, confirmation and promotion.

3.3.3 Appointment, Rank, Promotion and Pay Structure:

- As per memorandum No. 1/Chaukidari-90-02/2013, Home Department- 8637, dated 28 Oct., 2016, there are three ranks in the Chaukidari Cadre, namely, Chaukidar (basic rank), Dafadar (first promotion) and Senior Dafadar (second hierarchical post of the cadre promotion). This is a District Level Cadre.
- The appointment and promotion committee consists of the following



- DM- Chairman (Home Deptt (Police Branch) 3229, dated 01 Oct., 2019)
 - Sr Supdt of Police /Supdt of Police-Member
 - Sub-division Officer of the District-Member
 - Deputy Development Commissioner/ Chief Executive Officer-Member
 - One Officer from SC/ST Category - Member
 - Whereas Chaukidars are Grade-4/ Group-D employees, Dafadars and Senior Dafadars fall under Grade-3/ Group-C category.
 - The number of sanctioned posts of Chaukidars in the state is 26000, Dafadars - 1900 and Senior Dafadars-1000. Normally, a Chaukidar is authorized per 6000-8000 of population.
 - The Pay structure of Chaukidars is as follows (**ibid.**):
 - » Chaukidar (10th/Matriculation Qualified): ₹ 5200-20200 + Grade Pay-1800
 - » Chaukidar (Non-Matriculate): ₹ 5200-20200 + Grade Pay-1650
 - » Dafadar: ₹ 5200-20200 + Grade Pay-1900
 - » Senior Dafadar: ₹ 5200-20200 + Grade Pay-2000
 - » They are also provided Uniform Allowance @ ₹ 5000/ per year. (Home Department (Police Branch) 7308, dated 20 Aug., 2018).
 - » Through notification (Home Department (Police Branch) 3229, dated 01 Oct., 2019) all the operational, administrative and disciplinary control, which was earlier vested with the District Authorities, has now been entrusted to the respective SSP/SP. This includes their pay and other remunerations.
 - » Thus, SSP/SP is the appointing and Cadre Controlling Officer (*ibid.*).
 - » Promotions will be granted upon the recommendation of the committee based upon the efficiency and work performance. 'Merit cum seniority' based on vacancy is the other main promotional yard stick (Home Department (Police Branch) 4795, dated 17 Jun.,2016).
- 3.3.4 Recruitment & Training:** The minimum educational qualification for Chaukidars is 10th Std (**Bihar Chaukidari Cadre (Amendment) Rules-2014**) with mandatory bicycle riding skill. Applicant should possess good integrity.
- The age bracket is 18 to 30 years (35 years for SC & ST candidates). Retirement age is 60 years.
 - Training sessions for Chawkidars/ Dafadars are organized at Police Lines.
- 3.3.5 Intelligence Collection Mechanism:**
- For collection of intelligence/ information from Chaukidars,



apart from telephonic/ mobile communication, there is a system of Chaukidari Parade at village Police Stations. Under this system, every day, from 1200-1400, hours Chaukidari Parade is conducted at the PS for which Chaukidars are allotted different days, so that some Chaukidars visit PS and others stay in their area of responsibility and continue with their work.

- Every Sunday, all Chaukidars and Dafadars attend Chaukidari Parade which is chaired by the SHO/acting SHO. If required, SP/DySP also attends the parade for direct collection of intelligence and future task assignment.
- The Bihar Police Manual also enlists the rule for conducting Chaukidari Parade. Matters related to Chaukidari Parade are also entered in the Station Diary.
- Under normal conditions, a Chaukidar or Dafadar is not posted outside his general locality/village.

4 Structure of the Study

4.1 In order to aptly understand the current status and mechanism of the Khabari System being followed at the Police Stations of various states, details were sought under the following ten broad headings:

- Intelligence needs of Police Stations (Rural / Urban-City Metropolitan).
- Current Status of Khabari System at Police Stations (Rural/Urban-City

Metropolitan).

- Method of recruitment, payment, training, if any, of informants under the Khabari System.
- Specific success stories, if any, that flag the robustness and utility of the Khabari System.
- Existing mechanism to collate, analyze, store and disseminate intelligence gathered under the Khabari System.
- Testing credibility of inputs shared.
- Sharing of intelligence at various levels of internal hierarchy of police.
- Capacity building/training of handlers and informers.
- Actionable inputs from other sources, including Dial-100/112, CCTNS, Child Help Line, Women Help Line, Disaster Management, Police Control Room, etc..
- Lacunae in the Khabari System and the Way Forward (covered separately).

5 Prevailing status of Khabari System at Police Station

- A comparative study of the responses received from 11 States and 2 UTs (Meghalaya, Maharashtra, Kerala, Andhra Pradesh, West Bengal, Rajasthan, Haryana, Punjab, Tripura, Assam, Bihar, Delhi and Chandigarh) on the given verticals guide us to the following conclusions:



6 Intelligence Needs of Police Stations (Rural / Urban - City - Metropolitan)

6.1 Common Intelligence Objectives:

The States were unanimous about effective use of intelligence in preventive, detective, investigative and planning roles, which encompasses:

- Forewarning and prevention of commission of crime and other unlawful activities,
- Collection of information about crime, criminal, anti-social elements, anti-social activities for the purpose of crime control/law and order, and
- Gauging 'threat perception' in respect of public properties including vital installations, public figures and sensitive areas for ensuring public order.

6.2 Specific Intelligence Objectives:

- Intelligence needs at PS level vary in terms of nature of prevalent crimes, geographical location and its political importance.
- Border and coastal states have additional concerns for transborder crimes such as overstay of foreigners in Andhra Pradesh, narcotics in Kerala and Assam, militancy in Meghalaya, extremist groups and cross-border crimes in Assam.
- Nature of population also has a bearing on the types and patterns of crimes.

Hence, intelligence requirements vary such as, smuggling of cattle and narcotics in Haryana, communal tension and naxalism in Bihar, communalism and casteism in Rajasthan and cyber frauds using technology in Jamtara district of Jharkhand.

7 Current Status of Khabari System at Police Stations (Rural/ Urban- City-Metropolitan):

- **Structured:** States such as Bihar, Maharashtra, Assam, Punjab, MP and Kerala have comparatively more structured Khabari System with institutionalized payment/remuneration system in place (mostly through District Authorities).
- **Semi-Structured:** States/UTs such as Delhi, Haryana and Andhra Pradesh follow relatively less structured set-up of Khabari System.
- **Un-structured:** Few States, such as Meghalaya, have not reported any specified structure of Khabari System.

8 An Analysis of Khabari System in Rural & Urban Set-up:

8.1 Rural Intelligence: For coverage of rural intelligence:

- Bihar uses Chaukidars and Dafadars.
- Maharashtra uses Police Patils and Police Mitra.
- Assam uses Gram Suraksha Dal/Village Defence Parties / Committees.



- Kerala uses Janamaithris and Student Police Cadets.
- Punjab uses Numberdars and Chaukidars.
- Madhya Pradesh uses Kotwars and Gram Raksha Samiti.
- Most of the States invariably also utilize other resource persons such as Village Sarpanches, Panchayat Members, Religious personalities (Pujaris, local journalists, etc).

8.2 Urban Intelligence: In the urban intelligence collection system, there are many commonalities.

- Most of the urban systems use RWAs and Mohalla Welfare Associations, as the main sources of grass root intelligence.
- Bihar also uses social media- 'Cyber Senani Whatsapp Group' at SHO level.
- In addition to the above, some States have also reported the following additional urban intelligence collection mechanisms:
 - » Kerala : Janamaithris
 - » Andhra Pradesh : Community Police Officers
 - » MP : Nagar Suraksha Samiti
 - » Delhi : Eyes and Ears Scheme involving Street Vendors, Parking Attendants, Rickshaw Pullers, etc.

Other Police Components in Aid of Police Station for Intelligence Collection: District Special Branch as well as State Special Branch

personnel are also deployed to assist PSs, though they also report to their main channel of hierarchy.

Dovetailing & Optimizing the Existing Community Policing Models for a Strong Khabari System:

Post independence, when law and order was made a state subject, the state governments, in order to strengthen the police to check and curb crime and to maintain Public Order with effectiveness, adopted a number of community policing programmes. For example, West Bengal had a programme called the **Village Resistance Group** to deal with dacoits in rural areas. In Gujarat and Maharashtra, community policing programme called **Gram Rakshak Dal** was established. Similarly, in Karnataka, enactment of the **Karnataka Village Defense Parties Act of 1964**, which became operational in 1975, aimed at establishing community policing. Some other prominent community policing initiatives worth mentioning were started in various parts of the country: **Janmaithri Suraksha Project**, Kerala (Kerala Police Act 2011), **Friends of Police Movement (FOP)**, Ramnath district, Tamil Nadu (1993), **Mohalla Committee Movement Trust**, Mumbai (1994), **Trichy Community Policing**, Trichy district, Tamil Nadu (1999), **Samudayak Police Samiti**, Himachal Pradesh (2000), **Community Liaison Groups**, Uttarakhand (2007), **Janamaithri Suraksha Padhathi**, Kerala (2008), **'Prayaas' Community Policing Initiative**, Tripura (2011), **Saanjh Kendras**, Punjab (2011), **Gram/Nagar Raksha Samiti**, Rajnandgaon, Chhattisgarh (2014), **Yuvashakti Initiative**, Chandigarh (2016) and **Mahila Police Volunteer Initiative**, Haryana (2016). All the states have initiated



multifarious community policing programmes or schemes. Training them in basic intelligence acumen and utilizing the existing network of community policing can go a long way in intelligence collection at the grass root level.

9 Methods of recruitment, payment, training of informants under the Khabari System:

9.1 Recruitment: There is lack of a homogeneous structure of Khabari System across the country as no standardized method of recruitment; payment and training exists in the states. Except for the states which follow Chaukidari/ Dafadari/ Numberdari/ Kotwari System, in whose case payment is made through District authorities, for instance, states like Bihar (Rural Chaukidari Act 1870/ Bengal Act-6, 1870 and Bihar Chaukidari Cadre Rules-2006), Assam (Assam Village Defense Organization Act, 1966 and Assam Village Defense Rules, 1986) and Madhya Pradesh (Gram Tatha Nagar Raksha Samiti Vidheyak, 1999 & 2003 and Insurance for Gram Raksha Samiti vide MP Home (Police) Ministry O/No.F-18/08/B-3/2, dated 23 Oct., 2010); most of the states use Secret Service Funds and Special Rewards (Andhra Pradesh) only to pay the informants.

9.2 Training: Training of informants is the responsibility of the Officer-in-Charge/ handler only (Haryana). In Kerala, Training programme is prepared and classes are taken by the faculty from the Intelligence Bureau to keep field

intelligence personnel updated with the requirements of the police in the changing scenario. Each Police Station develops training modules for PCs/HCs working in the field, particularly, for the field intelligence collection staff. Each district has its own training facility and majority of districts have quarterly or half yearly refresher courses for the intelligence staff of the police stations.

10 Specific Success Stories that Flag the Robustness and Utility of the Khabari System:

Intelligence-based success stories have been reported by some of the states, such as Meghalaya, Tripura and Delhi, but the number of such mentionable achievements is not even one per year. However, Rajasthan Police has highlighted in its report that the Khabari System worked as the key tool for management of Gujarat Andolan in 2007-08 & 2014-15. Similarly, the Delhi Police reported managing the aggressive protest of farmers in 2018 with the help of successful collection of intelligence. Hence, huge scope exists for the Khabari System to enable the Police Stations for effective intelligence driven operations.

11 Existing Mechanism to Collate, Analyze, Store and Disseminate Intelligence Gathered under Khabari System:

11.1 Collation Mechanism: Both overt and covert methods for collection of information at the PS level have been reported, but very few states, like Delhi & Punjab, have mentioned to



have comparatively specified collation methods- both digital (Punjab Artificial Intelligence System) as well as register entry methods.

11.2 M-Beat: Kerala government had accorded sanction for creation of 740 posts of Civil Police Officers (148 Women Civil Police Officers 592 Civil Police Officers) for effective implementation of the Janmaitri Suraksha Project in 148 Police stations. The project was introduced in a phased manner to cover half the police stations by 2012 and the remaining by 2018.

11.3 Predictive Analysis Capability: States like Kerala, Meghalaya and Chandigarh have not mentioned any structured system of collation, analysis and data storage. Hence, predictive analysis capability is missing. PS staff should be trained to extrapolate the trends on the basis of the information gathered and collected through the Khabari System.

11.4 Dissemination: Specific inputs pertaining to own/other states and organizations have been shared with higher as well as lower echelons for further course of action using the existing mechanisms through written and verbal communication.

12 Testing Credibility of Inputs Shared:

Basic methods of checking reliability and credibility have been adopted by most of the states which include verifying the received inputs using available TECHINT, OSINT, HUMINT, and other sources and channels of

information. For instance, Delhi has reported a system of periodical checking of sources to assess the reliability of sources and the credibility of their inputs through the Special Branch.

13 Sharing of Intelligence at Various Levels of Internal Hierarchy of Police:

Invariably, all the states have a well-established internal hierarchy in place which is optimally used for intelligence sharing whenever required both within and outside the system. Most of the states have reported sharing of information/intelligence received in both ways:

- Intelligence/information received from intelligence agencies or higher authorities are shared with the subordinates to execute the information obtained.
- Intelligence/information obtained from grass root level is shared with all levels to collate and analyze so as to help the communication of information to the responsible authorities.

14 Capacity Building of Handlers and Informers:

Except for Kerala, Maharashtra, Delhi, Andhra Pradesh and Tripura none of the states have reported a structured capacity building or training mechanism / infrastructure for the **handlers**. However, so far as capacity building for **informers** is concerned no such mechanism has been reported by any state.



15 Actionable Inputs from Other Sources, Including Dial-100/112, CCTNS, Child Help Line, Women Help Line, Disaster Management, Police Control Room, etc:

Almost all the states have acknowledged receiving actionable inputs from the above sources which they have acted upon to neutralize a situation and avert a crime. It is pertinent to mention here that although states have reported receiving inputs from above sources but pursuing, processing and developing such leads to produce intelligence has not been mentioned by any state.

16 Lacunae in the Existing Khabari System at Police Station:

A number of limitations have been reported by the states about effective execution of the Khabari System at the grass root level. Key lacunae among them are as follows:

- In Assam and Andhra Pradesh, absence of a well-structured and institutionalized Khabari System has been reported.
- In Assam, it is noticed that information/data collection & analysis, sifting and usage is not well developed; hence it fails to achieve its effective utilization.
- In Delhi, Assam and Punjab, there is dearth of technical support, latest technological gadgets and techno literate support staff at Police Station level.
- In Punjab and Maharashtra, there is lack of training/capacity building infrastructure on intelligence trade

craft to personnel at Police Stations.

- In Kerala, there is inadequate periodic assessment of handling officers as well as of the sources and their utility for the system.
- In Assam, Punjab and Maharashtra, lack of funds and other resources at the Police Station level to support long term source running/handling have been noticed.

17. Way Forward for an Effective Khabari System

- 17.1** Intelligence-led policing should be the core for all the police functions and operations. Its effectiveness multiplies manifold if its optimum utilization can be ensured at the grass root level. Hence, strengthening Khabari System at the Police Station level can help us create a police force that is more efficient with its resources. Based upon the inputs received from various states, following are the recommendations to give an impetus to the grass root level intelligence collection which can serve as a foundational model for intelligence led policing.
- Institutionalization of Khabari System at PSs, across all states to develop a 'minimum standard intelligence infrastructure at the PS level'.
 - Regular 'training & capacity building', relevant to the local scenario, on observation, intelligence gathering and sharing.
 - Development of 'Effective Data Management Systems' at the Police Station level (including digital)



for timely and effective decision making. Institutionalized system of collection/collation/predictive analysis/dissemination and storing of intelligence collected.

- Integration of latest technological advancements with day to day policing. Devising and developing a suitable secured web based application may prove handy in collation at the local level. Police Station, being the cutting edge level, is not only the primary input provider but also end user of the final intelligence product. Thus, a module containing the common components of basic intelligence requirements at the PS level may be developed and further integrated with the help of technology. BPR&D can work on the common training module for this purpose.
- **Specialized Training**
 - » General intelligence awareness training programme for all levels of Police Personnel of PS is essential. It should also incorporate regular refresher courses.
 - » Advanced Specialized Training for earmarked personnel in the art of intelligence tradecraft, especially in raising and handling of sources and intelligence development.
 - » These training programs, can be done through E-module as it will be cost effective and include implemented in real time with the minimum manpower and infrastructure requirements.
- **Creating a Pool of Intelligence Personnel:** Through appropriate talent spotting, a pool of personnel having intelligence acumen may be created.

They may be utilized for intelligence assignments at the Police Station level. A percentage of new constabulary (10-30%) may be trained specifically for intelligence work. They should grow in the intelligence organization and can be good assets for the organization.

- **Advantages of an Institutionalized System for Intelligence Collection:**

- » Precisely delineated charter of duties and responsibilities for a focused approach to work.
- » Responsibility and accountability at different levels.
- » Continuity and permanency in the area of responsibility, hence, expertise in the trade craft.
- » Motivation level in terms of permanency of job and financial protection.
- » Social and institutional recognition and authority.
- » Social assimilation and acceptance by the target population by virtue of constant physical presence and being 'one of them'.

18 Conclusion

- The institutionalized mechanism of Bihar's Chaukidari System provides a systemic and robust foundational framework for intelligence collection, as well as policing, at the cutting edge level of the Police Station. Adoption of such a time tested model with requisite collation and data management improvements at appropriate levels can go a long way in addressing the intelligence requirements of Police Stations.

SOP on Regulatory Mechanism against Malpractices in admissions in Schools, Colleges and Universities in India & Abroad



‘Promoting Good Practices and Standards’



1. Preamble

The objective of these guidelines is to have a just and transparent regulatory system in place to govern Institutions and centers involved in business of facilitation for admission of needy students in schools and colleges or universities, whether national or International. The regulatory mechanism is conceived as an evolving process based on transparency and awareness.

The objectives of regulatory mechanism are:

- Transparency in admission system,
- Awareness of the stakeholders.
- Mandatory Regulatory provisions.
- Penal clauses for violation.

2. Short Title

These guidelines may be called Standard Operating Procedures for establishment of a transparent regulatory system governing the institutes and centers facilitating admissions in educational institutes, national or International.

3. Definitions

“School” means an educational institution affiliated or not affiliated with a board for the purpose of education up to secondary level.

“College” means any institution as defined in UGC (Affiliation of Colleges by Universities) Regulations, 2009, and includes, ‘Private and Public Colleges/institutes/Centers and affiliated to Universities defined under Section 2(f) of UGC Act, 1956. Institutions

situated outside India will be regulated as per respective Laws and Regulations of the host country.

‘Affiliation’ together with its grammatical variations, includes, in relation to a college, recognition of such college by, association of such college with, and admission of such college to the privileges of, a university.

“Course” means one of the units which comprise a program of study.

“Program/Program of study” means a higher education program pursued for a degree specified under Section 22 of UGC Act, 1956.

“Student” means a person admitted to a school, and/or pursuing a preparatory coaching/teaching program prior to admission or admitted to and pursuing a specified program of study.

“Shops and Establishment Act” means such act in force, in respective state.

“Protector of Emigrant” means as given in MEA web site.

4. Regulatory Mechanism

- There should be a Central Nodal Agency at the center in/under the Ministry of Home Affairs and State Nodal Agencies to regulate the agency/institutes/centers involved in facilitation of admissions to schools/colleges/universities in India and abroad by way of coaching & guidance or education & training.

The Central Nodal Agency will maintain a website to collect the data



of the agencies /institutes / centers as mentioned above and coordinate with the State Nodal Agencies regarding the regulation of such agencies, centers/ institutes.

- States to have 'State Nodal Agency' to regulate/monitor the agencies / Centers /Institutes involved in facilitation of admissions in schools /colleges / universities in India and abroad, by way of counseling, facilitation, coaching / teaching / training.
- Monitoring Committee at the State level under the State Nodal Agency / State Home Department with designated office at district level should have, in addition to other officers, an officer on deputation from Education Department of Center / State, office staff, and Psychologist(s) / (Career Counselor(s)) for counseling of students and their parents.
- For monitoring, at District Level there should be a Committee constituted by State Nodal Agency, consisting of District Magistrate, SP, representative of Civil Society and One Officer from Education Department to deal with the cases / grievances of students and parents.
- The functions of the Monitoring Committee shall be as follows:
 - » Monitoring Committee to register the complaint in case of a fraud detected/reported by the student / parent against

any agency / school / university / engineering / medical college, involved in the business of facilitating admissions in educational institutes.

- » On receipt of the complaint, the Monitoring Committee to carry out detailed enquiry and submit the factual report to the Police authorities for conducting further investigation and taking appropriate action against alleged fraud. Due information may be sent to *District Nodal Agency and Protector of emigrant*.
- » Committee to have mandate for inspecting the agency / institute / colleges on regular time interval to check compliance of government's directions for running a Coaching Centre/Institute/School/College. During the course of inspection credentials of the institute and its staff, both teaching and non-teaching like police verification, composition of the agency/institute, if managed by trust, society, and company or individually has to be checked. The inspecting authority to submit its report to 'State Nodal Agency'. The Nodal Agency to take cognizance of the report based on the merits of the case.
- » The Monitoring Committee will ensure the implementation of admission policies and financial audit as stipulated by respective statutory bodies. The monitoring



- committee will also ensure that counseling/ admissions are done in transparent manner.
- » For cases pertaining to admissions in foreign institutions the Protector of Emigrant having jurisdiction may be informed.
 - Guidelines may be prepared for all types of the Agencies/ Institutions / Centers involved in counseling, facilitation, coaching/ teaching to facilitate admissions to schools / colleges / universities in India and abroad on the following points:
 - » A coaching center having more than 100 students will have to be registered under Shops and establishment Act.
 - » The class rooms should be spacious, airy and hygienic. The class size of maximum 40 students to be maintained.
 - » There should be separate toilets for girls and boys and for the staff. Toilets for special students should be mandatory.
 - » Provisions of first aid must be mandatory.
 - » Provisions of basic safety and security to be made by the institute. For example fire safety equipment (as provided by committee on *Namit Kumar Judgment* and the CBSE norms).
 - » Provision of Drinking water to be ensured.
 - » A Display Board in front of the agency/ Coaching Institute with its registration number, validity period of the registration, details of classes, name of the proprietor, contact number of the proprietor etc. should be placed, prominently.
 - In case of a serious fraud the matter can be reported to the “Serious Fraud Investigation Office” of the Govt. of India.
 - Every school should include, under extra curriculum/ counseling program, awareness sessions covering fraudulent acts generally reported in education domain. Concerned parents may be sensitized through the Parents Teachers Meeting (PTM).
 - Punitive measures may be evolved by Ministry having effective deterrence to prevent fraudulent practices by the institutes.
 - Awareness program through electronic and print media shall be run at the national level. Students and their parents to be made aware that instead of approaching any agent or tout, they should approach government registered schools and institutes for admission of students.
 - There should be a platform / website so that prospective students and parents could acquire necessary information / guidance as regards approaching the appropriate authorities at the time of admission.
 - Any management quota, if existing, needs to be regulated.



- Respective universities, engineering colleges, medical colleges should maintain a database of admission through sports quota. The details to be maintained are - name of the sports, name of the student, year of participation, level of participation, position obtained. The information should be uploaded in the website.
- All coaching center should register them under *Shops and Establishment Act*. A list of agencies so registered may be listed in public domain.
- For Coaching Centers:
The institutes having an enrollment of 100 students and more, to be registered under '*Shops and establishment Act*' and relevant '*Company Act*' and should comply with following:
 - » Public display of Registration of the firm.
 - » Information like name of proprietor, renewal of registration, details of service provided / business involved in, etc.
 - » Telephone numbers.

5. For Educational Institutes

5.1 Institutional Information

- All educational institutes to mandatorily maintain a website, with, name and structure of organization and affiliations, if any.
- Registration system with Ministry of

Human Resource & Development on the lines of National Institute Ranking Framework (MIRF) for accreditation.

- Who is who?
- Contact details of contact office and persons with mail & website addresses and telephone numbers.
- Prospectus for the current year and earlier educational year.
- Facilities available to students.

5.2 Course information and details

- The details of the courses, vacancies, related details given hereunder must be uploaded:
 - » Admission process and regulations for filling of seats,
 - » The deadlines to be met,
 - » Eligibility for program/course,
 - » Documents to be submitted along with application,
 - » Cost of education including Fee, scholarships, other financial details,
 - » Eligibility conditions for scholarships,
 - » Other instructions for course / program,
 - » The education session and leave policy should mandatorily be placed on web site.

5.3 Infrastructure

- Infrastructure available to students



must be uploaded in website. The desirable details in the website are :

- » Hostel and living accommodation available.
- » Library,
- » Food and in-house facilities like laundry etc
- Details of teaching faculty along with their appointment, educational qualifications and profiles.
- The dispute regulation mechanism and appellate authority must be mentioned in the website.
- Guidelines on statutory regulations and disciplinary instructions like, prohibition on ragging must be properly placed on website.

SOP on Women Help Desks



‘Promoting Good Practices and Standards’



Violent crimes against women have emerged as a major challenge for law enforcement agencies in India. There is a perception that a significant proportion of the crimes against women remain unreported, primarily due to ignorance of law, or what is perhaps even more disturbing – self-restraint, exercised by the victims and their families, for fear of social stigma. There is clearly an urgent need to augment mechanisms available to women-victims for redressal of their grievances.

Police is often the first responder to crimes. The demeanor and response of police personnel towards the victims, particularly women and children, is critical in eliminating secondary victimization of those who have already been wronged once. The first interface of the victims with members of law enforcement agencies would also be crucial in enlisting their long term support to the cause of prosecuting the perpetrators.

Currently, the redressal mechanism available to a woman victim of crime is grossly inadequate. There is clear and urgent need to conceptualize and create a 'one-stop support centre' for women at all the police stations in the country. To facilitate the creation of these centres of support, in the form of '**Women Help Desks' (WHDs)**, it is imperative to devise an SOP for their functioning. This would also help provide seamless assistance to women in distress.

The SOP for WHDs seeks to ensure their smooth functioning by focusing on **four critical components** viz., Infrastructure, Training, HRD Policy and Response Mechanism.

1 Role and functions of Women Help Desk

- WHDs would be the single point of contact for all issues relating to crimes against women.
- The help desk would provide regular updates to the aggrieved women on the status of their case.
- Help desks would facilitate counselling, compensation and other support provided to women victims. They would also be responsible for providing to the complainant, information about the laws, existing schemes and government programmes in respect of women victims of crime.
- WHDs would facilitate conduct of awareness programmes and community liaison meetings within the jurisdiction of their respective police station.

2 Composition and Supervision of Women Help Desks

- A woman police officer of the rank of Sub-Inspector should be designated as the **Women Desk Help Officer (WHDO)** in all the police stations. Under her, each WHD team would comprise at least two Woman Head Constables/Senior Woman Constables. The help desk would be adequately staffed to run round the clock.
- The WHD shall function under the overall control and supervision of the officer in-charge of the police station.



- At the **Commissionerate/District level**, a woman officer of or above the rank of Dy. SP, would be nominated as the **Nodal Officer**. She would function as the single point contact for all WHDs at the Commissionerates/Districts.
- At the **State/UT level**, an IG level officer, dealing with issues pertaining to women, would be designated as **Nodal Officer for WHDs** in the entire State/UT.

3 Infrastructure

- WHD should be located adjacent to the reception area of the police station. Care should be taken to ensure that the location is such as to enable minimum interface of the women victims with the other staff of the police station (States may refer to the '**New Police Stations Building Norms, 2016**', circulated by the BPR&D, for more details).
- The room designated for WHD should be adequately equipped with drinking water, toilet, first aid box, adequate lighting, pleasant ambience, office furniture, computers with internet, facilities for child care and adequate CCTV coverage/video recording. The room should have curtains or view cutters for the sake of privacy.
- WHDs should be provided with a direct landline phone connection as well as a committed mobile phone, manned round the clock. The room should have a display-board, flagging important telephone numbers, including those of senior police functionaries. There

should also be visible space to highlight information pertaining to women issues, including details of shelter homes in the neighbourhood and NGOs working for women's cause.

- WHDs should have access to contingency fund for recurring expenses, including regular maintenance and for topping up amenities.

4 Training

- All police personnel, especially those posted to WHDs, should be mandatorily provided soft-skills training. In order to incentivize the giving as well as the receiving of soft-skills training, both the trainers and the trainees need to be adequately compensated. All personnel, regularly designated in establishments that provide the training, should be entitled to a training allowance at the highest rate permissible in the Government of India (@ 24%). Similarly, all those who have successfully completed soft skills training and are posted to WHDs, should be given a **Women Safety Allowance** of 20% of their basic salary for as long as they are posted in WHDs.
- BPR&D should conceive, design, standardize and roll out soft-skills and gender sensitization training for police personnel of different ranks, including subordinates as well as senior functionaries.
- All police personnel working on WHDs, should be trained on state- specific provisions relating to women victims,



so that they can help and guide them in seeking compensation.

- Simplified versions of women specific laws/regulations and simple DOs/ DONTs should be compiled and kept at WHDs in English, Hindi and the local language. Copies of these may be given to the complainants to read, or even, take away. BPR&D may take the lead in preparing these compilations.

5 HRD Policy

- It is imperative to incentivize the creation and functioning of WHDs at the police stations. This SOP recommends a **Women Safety Allowance** (at the rate of 20% of basic pay) to all personnel posted at the WHDs on completion of soft skills training by/under the BPR&D. The allowance would be admissible for as long as the personnel are posted at the WHDs.
- All the training providers engaged in training the personnel for WHDs are recommended to be given a training allowance at the highest rate permissible (24%) in the Government of India.
- Ideally, the tenure at the WHDs should be for a period of at least 3 years. This could be extended further, depending on the performance of and feedback on the incumbent. Personnel deployed at WHDs should work in shifts, with a weekly off.
- Special care should be taken by the Superintendent of Police/DCP of the

concerned district to ensure that appropriately talented people are posted to the WHDs and that it does not become a refuge for the unwilling and the unwanted.

6 Response Mechanism

- A quick and emergent mechanism needs to be devised to ensure immediate response to complaints from women victims. This should include forming **Quick Reaction Teams (QRTs)**, either at the police station itself, or by drawing on resources from elsewhere in the district. QRTs moving to rescue women in distress should be accorded the top most priority. Effort should be made to include some women in the QRTs going to rescue women in distress.
- An appropriate **feedback mechanism** for the working of the WHDs should be in place. This should include performance feedback about the personnel deployed at the desk as also the nature and quantum of assistance rendered to women victims. The SP/ DCP of the district should be able to independently reach out to the women victims through separate channels to ascertain the quality of services rendered.
- No woman under distress should be denied service on account of jurisdictional issues. It shall be the sole responsibility of whichever police entity a woman under distress reaches out to, to ensure redressal. Even if the jurisdiction belongs to another police



station, the WHD, first contacted by the woman in distress, shall ensure that appropriate action is immediately taken by informing and pursuing with all concerned.

7 Miscellaneous

- WHDs should be adequately equipped and their staff trained to provide emergent first aid to women victims.
- WHDs should have access to a panel of professionals for providing psychological counselling to mitigate the impact of trauma for women victims. Similarly, the help desks should be able to put the victims in contact with platforms that specialize
- in providing legal aid.
- WHDs should work for linking victims of domestic violence and matrimonial discords with family and other relevant courts, besides the counselling centres.
- WHDs must maintain a list of NGOs for providing long term rehabilitation, education, employment opportunities and re-integration of women victims into the society and family.
- The help desks should function as a platform to help the women victims reach out to other relevant departments, including district hospitals, probation officers, shelter homes, and other outreach facilities.

SOP/Guidelines on Overseas Job Seekers and Overseas Recruiting Agents



‘Promoting Good Practices and Standards’



1 Statement of Purpose

Regulation and accreditation of Recruiting Agents (RAs) assumes significance in the backdrop of cases of cheating reported by citizens and media. The SOP seeks to enhance transparency and accountability in the interface between job seekers and recruiting agents. The SOP should be reviewed periodically to keep it in line with future changes in rules/mandate.

2 Guidelines

2.1 Recruiting Agents must mandatorily register themselves with the respective Protector of *emigrant* (POE) and his agency/establishment, as per the provisions under:

- Emigration Act, 1983
- Delhi Shops and Establishments Act-1954/respective (state) Shops and Establishment Act.

2.2 The status of registration as provided in (1) above must be reflected in the MEA Website. Website of MEA should be regularly updated to this effect.

2.3 MEA portal should have an online verification facility for verification of credentials of the RAs.

2.4 Both the portals i.e., 'Registration under Immigration Act 1983' and, 'Registration under Delhi Shops & Establishments Act 1954', should be bridged with a suitable software.

2.5 MEA should provide a dedicated *mobile App* and helpline number, an

email / twitter / instagram / facebook account, for the guidance of job seekers and facilitation of the RAs.

2.6 MEA website should indicate/include the following on the Home Page of the Web Site of MEA (with language options):

- Prerequisites /Conditions of Eligibility and disqualifications for job seekers.
- Steps to be performed by Job Seeker before applying/engaging a RA.
- All the relevant forms.
- List of authorized government offices mandated to assist job seekers with their addresses & contact details.
- List of registered Recruiting Agents, including list of disqualified, blacklisted RAs.
- Details relating to submission of forms and disbursement of fee etc.
- Steps to be performed by RA before engaging a Job Seeker.
- 'Checklist, for job seekers' for overseas employment. (The set of checklist as per the requirement of various countries be prepared and uploaded).
- Information on VISA formalities, medical examination, appointment letter from overseas establishment etc.
- Dos & Don'ts' for both the Job Seeker and the RA.
- Terms and conditions of the contract.
- List of inputs/information to be



- provided by the RA to the Job seeker, before, during and at the end of the term of contract.
- Necessary documents required by the Job seeker to apply /for engaging a RA.
 - Details of Fee and other expenses involved / to be paid by the job seeker.
 - Obligations of the RA and the Job seeker and the duration of the obligation.
 - Clauses for dispute and resolution with appellate authority and jurisdiction clearly indicated. Details of telephone number, email ID and location of office of the appellate authority to be regularly updated.
 - The process of dispute resolution.
- 2.7 The websites of Recruiting Agent (RA) and the MEA should have an 'Auto Parallel Update' capability, for the purpose of *e- Application*. This process should generate an automatic SMS for the job seeker on his RMN (registered mobile number).
- 2.8 Once engaged, the RA should issue the Job seeker, a **token of identity**. The token of identity may be a confidential digital password or account, duly verifiable. The token of identity would establish the responsibility of the RA for undertaking specified tasks on behalf of the overseas job seeker. The **token of identity** shall remain valid till the return of the Job Seeker from his contract/employment abroad.
- 2.9 In case of default, the registration of agent under the Emigration Act, 1983 as well as
- the relevant Shop Act shall stand revoked and such agent shall cease to be registered. For the first offence, a fine up to ₹ 2,50,000 may be imposed on the agent/firm. For the second/repeat offence, a fine upto ₹ 5,00,000 may be imposed on the agent/firm, in addition to proceeding under the relevant provisions of the IPC.
- 2.10 The procedural instructions to impose and collect fine/penal amount by competent authorities, may be notified by the MEA.
- 2.11 Registrations under Emigration Act/DSE Act must adhere to mandatory submission of Aadhar Card, PAN Card, GST registration Number, Shop Act registration Number, brief history about the establishment and nature of services being provided by the agent.
- (These mandatory fields should be supported by automatic back end verification process. The agent can register himself under Emigration Act, 1983 only after due verification at the back end. Bank accounts and mobile numbers of agents should be duly verified and linked with Aadhaar/ PAN.)
- 2.12 The registration of the Recruiting Agent under Emigration Act, 1983 should be renewable online, after every 5 years, after seeking '*No case/ Complaint*' report from MEA/SP/DCP/SHO/Crime Branch of the area concerned. Failure to do so, may amount to forfeiture of bank guarantee.
- 2.13 All updates should be visible on Home Page of the web site of MEA and the same should be updated on a fortnightly basis.
- 2.14 MEA should earmark a specific time limit



to *Un-Registered* Recruiting Agents with a clean record, to register themselves with MEA. In the event of failure to do so, such agent should be deregistered, and their premises sealed under relevant rules and this information should be uploaded on the web site.

- 2.15 The people at large should be encouraged to avoid contracting non- registered RAs.

(Effective publicity, through electronic, print media and audio visual aids, including social media should be made. Regional Passport offices, Railway stations, Bus stands, Prawasi Bhartiya portals and labour office portals may also host campaigns on the issue.

- 2.16 Embassies abroad, should sensitize foreign employers to contact only the registered RAs in India.

- 2.17 Registration fee, paid by RAs to the MEA, GOI, may be indicated on the website/ mobile App and this information should be easily visible on the Home page of MEA, instead of at the page on 'Citizen Charter', where it is presently hosted.

- 2.18 Prospective employers of destination countries should also be verified/ certified by the respective destination country.

- 2.19 Facilitation kiosks may be set up in all the states for the guidance of overseas job seekers. Pre-Departure orientation training should be arranged in state capitals and urban centers. Facilitation at E-Sewa Kendras may be considered.

- 2.20 MEA may consider setting up designated courts to redress the grievances of job

seekers. Services of local Legal Service Authorities can also be utilized.

(The designated courts may conduct quasi-judicial proceedings into complaints against the recruiting agents and the orders issued by these courts should be implemented. Appeal, if any against the court's orders, should be heard by an appropriate appellate authority.)

- 2.21 In case the agent, on account of reasons attributed to him, fails to provide overseas employment to the job seeker, then the amount so paid by the job seeker, may be returned-after deducting professional charges/ service charges as applicable.

In case, the agent does not do so, the refundable amount may be recovered in an appropriate manner to be defined and legally notified by the government.

Necessary enabling provisions may be added to the existing state statutes, for which, MEA-GOI may issue necessary directions to the state governments.

SOP on Facial Recognition System at Toll Posts of NHAI



‘Promoting Good Practices and Standards’



1 Background

BPR&D was mandated by the Border Management Division, MHA, to study and prepare a report on installation of Face Recognition System on toll booths of the National Highways Authority of India (NHAI) which would be helpful in nabbing the suspects.

(Ref Point no. xi vide CIS Division (MHA) ID No. 22003/19/2018-CIS-II of Dec 30, 2019) - Appendix A'

2 Need and Scope

- Shri Ashok Kumar, Director, MHA, clarified that the purpose of the discussions was to look into the proposal for installing a Face Recognition Capability on the toll booths of NHAI, to detect suspects, and help the Law Enforcement Agencies in the country.
 - » With clarity over the concept and scope as underlined above, it was realized that international experience with such systems is not encouraging. The high failure rate associated with the current technologies in respect of Facial Recognition is the major concern to be resolved, all over the world. Vendors in the market are selling technology and equipment with limited capabilities. The technology is still emerging in the domain of Facial Recognition and is not yet fool proof.
- It was informed that the existing

facilities at the toll booths of the NHAI do not cater to Facial Recognition needs. The scope should thus cover the feasibility of the proposed capability.

3 Understanding the Technological Challenge

- The conferences organized by the BPR&D on January 22, 2020, and February 10, 2020, helped in knowing the emerging concept of National Integrated Facial Network System, sharing central data base for various stakeholders, including state and central LEAs, BPR&D, NCRB, Finger Print Bureau, National Highway Authority of India, Central and State Public Works Departments, State and District Roads & Transportation Departments, RTOs, Insurance Companies, etc.
- It helped in flagging the current technologies in Automatic Vehicle Number Plate Reading (ANPR) & Recording Systems integrated with the Facial Recognition systems, for effective law enforcement and improved compliance.
- It was pointed out that Facial Recognition technology is used generally in two different ways for law enforcement: firstly, for identifying, where a person's face is matched to the digital image in a document, secondly, for discovering a suspect from a gallery of images in a database. In the first case it is 'one-to-one' analysis, whereas second method is 'one-to-many' analysis, where a still image or a surveillance video can be



a reference for matching and analysis. The accuracy of analysis is crucial considering the privacy issues. Since a match provided by the system is the best option for the LEAs, it needs a confirmation of the identity of the suspect. Thus, 100 percent accuracy is the need. Technology, although improving continuously, has not reached that stage yet.

» It was resolved to get an update on the existing practices, if any, on the functioning of toll booths and derive meaningful lessons. **Project Tollscape** – an online platform for traffic regulation is discussed in succeeding paras.

- Shri Rohit Natahan, SP, Shivgangai, Tamil Nadu, made a presentation on **Tollscape**, an online platform developed by the Shivgangai district Police for the purpose of collecting information related to vehicular movement at the NHAI toll booths for the purpose of prevention and detection of crime.
- **Tollscape** is a functional project, feeding on live data via File Transfer Protocol (FTP) from seven NHAI toll booths in Sivganagai. Tollscape is fed by the databases of RTOs, NHAI and the Police. The data so generated is compared and notified via the Tollscape dashboard, through SMS, Whatsapp or E-Beat mobile applications. Tollscape is capable of searching vehicles passing the NHAI toll posts based on various criteria including - Time specific searches, Toll Specific Searches,

Direction Specific Searches, Vehicle Type Based Searches (Car, LMV, Bus, Truck etc) and also specific vehicle searches with a pop-up alarm. The advantages accrued from Tollscape in policing functions include tracking of suspect vehicles, stolen or lost vehicles, escaping criminals, tracking of smuggling routes, law and order issues, traffic management, and crowd control applications. It additionally helps in better incidence response also. In the second phase, the Tollscape would have an auto challan capability which would ensure traffic law enforcement as well as revenue earning. The future growth of Tollscape would depend upon resolution of challenges like capacity issues needing bigger platforms and challenges on technical as well as financial front.

- It was, however, observed that Tollscape is not a Facial Recognition platform. It just helps in traffic regulation. It suffers from other limitations, too. Tollscape, however, validates that 'strengthening the investigation' can also be an important objective of the project envisaged.
- To get a first hand update, a session on available technologies was organized in which three vendors familiarized the participants with the interplay of optics, data analytics, machine learning and communication platforms. The capabilities of the technologies demonstrated although in use, were less than satisfactory. They suffered on account of reliability, accuracy and



speed in unconstrained conditions.

4 Initial Observations and feed back

- From the discussions and demonstrations it emerged:
 - » That technology available in the market is impressive in *controlled conditions* like offices, airports, etc., but yet to mature, before it can be relied upon for national level projects in ever-changing dynamic conditions with multiple variables.
 - » That the choice of technology tools should undergo testing criteria and their capability must be proven.
 - » Experiments of Gurugram and Delhi Police point out reservations on the effectiveness of the Face Recognition System at toll posts. The systems experimented with, worked well in controlled situations like the Airport and Metro Stations, but the experience of Gurugram Police at Gurugram-Delhi toll booths was not encouraging. There were serious limitations observed with the technology available.
 - » Delhi Traffic Police experience revealed that real time results require very robust servers. Tests conducted at the New Delhi Railway Station generated false alarms and the pop ups by the system were not manageable.
 - » Issues of image analysis, data

analysis, propagation delay, data banks, hosting and security of systems need due resolution. Security of the database is a big concern, before any vendor can be selected.

5 Formation of the Working Group

- Working groups were formed on Technology and Infrastructure with the following members:

Group on Technology

Convener—Shri Prashun Gupta, Dy. Director (C-II), NCRB

- » Prof Mayank Vatsa, IIT, Jodhpur
- » Prof Richa Singh, IIT, Jodhpur
- » Rahool Alwal, IPS, SSP, Puduchhery
- » Shri Rohith Nathan, IPS, SP, Shivgangai, Tamil Nadu

Group on Infrastructure

Convener – Shri Rohith Nathan, IPS, SP, Shivgangai, Tamil Nadu

- » Sh. Akhilesh Kumar Srivastava, CGM (T) NHAI
- » Rahool Alwal, IPS, SSP, Puduchhery
- » Ms. Priyanka Tomar, Solution Architect, BPR&D

- A background on the qualifications and experience of the experts involved in the preparation of the report is given here under.

Dr Prasun Gupta, Deputy Director, in the NCRB has been involved in shaping the



RFP and the standards for Face Recognition System. He has intimate knowledge of the systems requirements in the domain.

Dr Richa is a Professor at the IIT, Jodhpur, Associate EIC, Pattern Recognition Vice President - Publications, IEEE Biometrics Council and an Adjunct Faculty, WVU, USA and IIT, Delhi, India. Face Recognition is her area of interest. She is also the General Co-Chair of FG 2021 (highly regarded conference in Face and Gesture Recognition) of which she is the co-organizer, in India, for 2021.

Dr Mayank Vatsa, PhD, is Professor and Swarnajayanti Fellow, Department of Computer Science and Engineering, IIT Jodhpur, India, and Adjunct Faculty, WVU, USA. Face Recognition is his area of interest.

Both Dr. Richa and Dr. Mayank were involved in designing standards for face recognition for UIDAI and e-gov applications.

Shri Akhilesh Srivastava, CGM (T), NHAI, assisted as domain expert.

Shri Rohit, SP, Shivagangai, Tamil Nadu, has developed and operationalized a Toll Both Traffic Management System in Tamil Nadu on the NHAI toll booths. The project is operational.

Shri Rahul Alwal, SP, an IIT Mumbai alumnus in Computer Science, was associated to relate his policing background for the systems need assessment.

Ms Priyanka is a Cyber Solution Architect, at the Modernization Division at the BPR&D Hqrs.

6 Deliberations

- The Conference and Sub Group meetings considered the existing infrastructure with the NHAI on 559 toll booths across the country, the capabilities of the vendors in the market, experience of the Delhi Traffic Police and the Gurugram Police on the toll booths at Delhi-Gurugram and Delhi-Noida highways and the feedback from similar experiments conducted at the New Delhi Railway Station.
- The discussions resulted in finalization of the intervention areas, viz., Identification of suitable and available technology and vendors for the Facial Recognition Systems and Infrastructure need assessment for instituting systems at NHAI Toll posts. The Sub Groups on Technology and infrastructure were clubbed considering the synergy need.
- The proceedings of the two Conferences and the Sub Group deliberations are attached as appendix to the report.

7 Findings

- The findings from the deliberations conducted by the group are summarized below.
- The issue of face recognition, capable of identification of suspects on toll booths, is a complex challenge, as it involves choosing a reliable technology satisfying various standards. Since the standards, have not yet been defined in India for law-enforcement or unconstrained applications, the challenge to set benchmarks is not easy. For the purpose of testing 1000



probe images (test cases), there is need for 1 million images in the database for reference and matching. Reliability of statistical evaluation improves with a bigger 'test sample' during the development phase. The lower 'test cases' are not favored, especially when there are too many testing parameters. Face identification becomes challenging when the parameters of plastic surgery, aged conditions of faces, face visuals with low resolution and cases of disguises and occlusions crop up.

- No single face recognition system is capable of taking care of all of the challenges listed by the experts and authorities elsewhere. In the challenge of face recognition for Disguised Faces in the Wild Competition - with over 16000 images in 2018 and 2019 competitions, no one team could show consistent performance across all protocols. This suggests the need to define the working protocol in terms of face recognition under different conditions, size, etc., for the applications to evolve.
- It is important to realize that for the success of such real-world projects, it is very important that specifications are carefully designed. We need to define operating conditions of the sensors and environment, distance and angle between camera and objects, ambient lighting conditions, NIR vs Visible Spectrum, occlusion, rain and weather, etc.
- The standards which the UIDAI uses would not be suitable for NHAI

application because of the large stand-off distance. Without proper standards for Indian conditions, it will again be a mismatch between expectations and reality. Foreign vendors develop software using the data mostly pertaining to their demographics, e.g., race, skin color, etc., and its direct usage in the Indian context may not be advisable.

- The experience supports the need to define the standards upfront which would govern the operating process of bio-metric systems for the given applications. These standards would also give clear guidelines to the vendors about the expectation attached with the system. Vendors who participated in the demonstrations during meetings at the BPR&D validate the shortcomings in the technology offered.
- The NHAI infrastructure is robust for placement of cameras, if decided to be utilized. The current capabilities of the NHAI aim at traffic management and are short of Face Recognition requirements even though the AVNPR cameras placed at the toll booths have sensor activated AI capability. The integration possibilities for communication network and current infrastructure with the proposed installation of Face Recognition network needs assessment.
- NHAI recently issued RFP for **Automatic Traffic Management System (ATMS)** for only one national highway (NH) as a pilot case, which is 230 kms long. But to



achieve the actual results, ATMS needs to be put on the entire NH, which will be exorbitantly costly. Therefore, some other Big Data or AI based solution may also be considered. Placement of RF Systems in conjunction may require reassessment of systems integration.

- Utilization of NHAI toll booths for any study purpose is feasible with proper approvals.
- Although Face Recognition technologies have seen up gradations in recent times, Face Recognition is still considered a research challenge for researchers worldwide. Such projects also provide opportunities to explore challenging problems like **false positives and false negatives**. Communication of a match for actionable pop up to the LEA is another functional area that remains a challenge. A testing criterion, that allows only quality visuals in data base, improves the outcome of identification. Similarly, proper lighting and engineering modification of the passages used by people to move in crowded places improves the quality of visuals captured. Such regulations, aided by technology, further improve the results manifold. This would reduce the rate of false positives and false negatives.
- The capabilities of Indian technology companies may be explored to have a fair assessment of options to be taken as substantial work has been generated in the country in recent times. The group favors in-house development of

technology in a mission mode.

- Evidence based feedback may be relied upon to develop the technology in the best case scenario. A pilot project is, thus, the favored option. It would facilitate the decisions on technology standards and bench-marking needs. The pilot project may also cover non technological but crucial challenges like, lack of standardization of vehicles and limits on occupancy. It is, however, felt that mere technology may not be the final answer.

8 Suggestions

- Adopting a model or approach from the western-world may not work in the Indian conditions.
- It is suggested to, jointly, with the NHAI, conduct a pilot project on, at least, two locations to understand the operating and environmental conditions. Pilot data is expected to reveal unknown challenges involved in the problem. This will help setting the standards as well as give vendors a good idea about the problem statement, if market is to be explored.
- The Pilot being conducted by the NHAI may suggest grounds for development of existing capabilities with the NHAI, as many sub-components of ATMS like Video Incident Detection System, Video Surveillance System, Automatic Traffic Counter-cum-Classifer System, Variable Message Signs System, Mobile Communication System, Integrated ATMS Software and System



- Architecture with ATMS Control Center have the components that provide integration possibilities with Facial Recognition Systems.
- The reports of ATMS, functioning on the Eastern Peripheral Expressway available with the NHAI may give relevance to further work.
- Academics, Engineers and Industry together can be the 'start-up combination' to build up the in-house capability. In-house R&D is crucial to the step-by-step improvements as technological challenges are dynamic in nature, and need dedicated attention and solutions to any system of this nature.
- A home grown technology will have support of institutional research. One time purchase of technology is not the favored solution.
- Secure servers and effective web protocols, remote access including roles and responsibilities against data theft must be looked at.
- Investigation of crime and regulation of traffic may benefit from such huge investment. Vehicle particulars like markings, signage, and stickers are important aspects of regulation and need to be taken care of when planning a pilot.

SOP on Tourist Police Scheme



‘Promoting Good Practices and Standards’



Introduction

Home Secretary, Government of India, through a letter dated August 1, 2020, underlined the resolve of the Central Government, the State Governments and administration of UTs, to promote tourism in the country. The letter expresses the importance attached to the tourism sector and gives details of 25 places of tourism where 39 tourist sites are located.

The Bureau of Police Research and Development (BPR&D) has been entrusted with the responsibility of developing the Scheme for Tourist Police, which may act as a template for the States and Union Territories for setting up the State/UT Tourist Police. Development of Standard Operating Procedures, Setting up of Control Room Systems, Defining the Role and Responsibility of Tourist Police, Uniform for Tourist Police Personnel, Training Program, and Scheme for Incentivisation for 'Tourist Police' are integral to the task assigned.

Consequently, a 'Tourist Police Scheme' is proposed at twenty-five important tourist places covering 39 tourist sites spread across various States and UTs. The guidelines provide details for the creation of Tourist Police and its various functions by all the States. The proposed Tourist Police will have a distinct uniform and a badge, and will be stationed at selected tourist places.

1 TOURISM ECOSYSTEM (source : Ministry of Tourism, Govt. of India)

Tourism is one of the fastest growing industries of the world and accounts for major

revenue generation for each country. The Tourism Industry in India is flourishing and has become one of the major contributors to the GDP of the nation. India, currently, ranks 34th in the Travel and Tourism Competitiveness Report. Tourism accounted for US\$ 29.962 billion in terms of foreign exchange earnings in 2019 (Annual Report Tourism 2019-20).

Indian tourism offers a wide spectrum of experiences, leisure and recreation. It ranges from historical places and monuments, great shrines and temples, places of pilgrimages, wildlife sanctuaries to hill stations, sea resorts, places of winter sports, and adventure activities, etc. Besides, its diversity of cultures, religions, languages, dresses and weather conditions add more colour to tourism and travel. India also has 38 UNESCO world heritage sites along with one of the Seven Wonders of the World.

The Ministry of Tourism in India is also undertaking various steps to encourage tourism, and promote good tourist practices. The Ministry has launched the Swadesh Darshan Scheme with a vision to develop theme-based tourist circuits to enrich tourist experience. It has undertaken the promotion of Medical tourism, Wellness tourism and Yoga. It has also launched a multi-lingual toll free tourist information number 1800111363 (short code 1363) in 12 Languages, along with a 24/7 live chat service. The 'Incredible India' mobile application has also been launched.

However, the flourishing Industry of Tourism has come to a standstill since March, 2020, due to the corona pandemic. Tourism across the world has been impacted severely and India is no exception. In order to bring

it back on track, the trust of the people must be rebuilt and appropriate safety measures must be undertaken. Tourism is a major engine of economic growth and an important source of employment & foreign exchange earnings in India. The tourism sector in India involves a lot of stakeholders, like Ministry of Tourism, State Police, State Tourist Department, The Indian Association of Tour operators, Cab operators, Hotel Industry and Markets.

2 TOURIST DESTINATIONS **(source: Ministry of Tourism, Govt. of India & Wikipedia)**

The twenty five tourists destinations identified in the guidelines for launching the 'Tourist Police Scheme' spread across States and UTs are listed below.

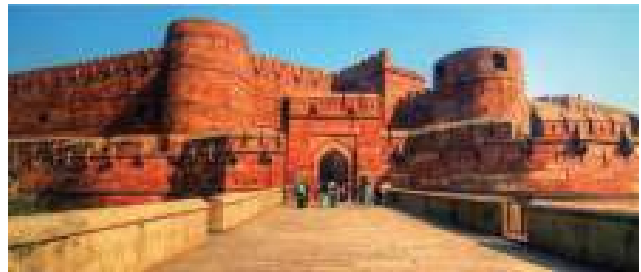
2.1 Taj Mahal

Build by Mughal Emperor, Shah Jahan as a memorial for his wife MumtazMahal, it is one of the Seven Wonders of the World and a UNESCO world heritage site. It hosts a very large number of tourists every year.



2.2 Agra Fort

Agra Fort is a historical fort in the city of Agra in India. It was the main residence of the emperors of the Mughal Dynasty until 1638, when the capital was shifted from Agra to Delhi. Before capture by the British, the last Indian rulers to have occupied it were the Marathas.



2.3 Fatehpur Sikri

It was founded in 1571 century by Mughal Emperor Akbar. It is a fortified city and had been the capital of his Empire for fifteen years. It is home to many Palaces such as JodhaBai's Palace, Jama Mosque, Buland Darwaza, and Tomb of Salim Chisti. It is an Indo-Islamic masterpiece.



2.4 Tomb of Itimad-ud-Daulah

Tomb of Itimad-ud-Daulah is a Mughal mausoleum in the city of Agra in Uttar Pradesh. Often described as a "jewel box", sometimes called the "BachchaTaj", the tomb of Itimad-ud-Daulah is often regarded as a draft of the

Taj Mahal.



2.5 Qutab Minar

Qutab Minar, the UNESCO world heritage site, is the 2nd tallest monument in Delhi. It was built in 1192 by Qutabud-din-Aibak, founder of Delhi Sultanate. Besides the minaret, the Qutab complex also includes the Iron Pillar. Even though dating back to medieval time, the Pillar is unique as it has not rusted till date.



2.6 Red Fort

The Red Fort is a historic fort in the city of Delhi in India that served as the main residence of the Mughal Emperors. Emperor Shah Jahan commissioned construction of the Red Fort on 12 May 1638, when he decided to shift his capital from Agra to Delhi.

2.7 Humayun's Tomb

Humayun's tomb is the tomb of the Mughal Emperor Humayun in Delhi, India. The tomb was commissioned by Humayun's first wife and chief consort, Empress Bega Begum, in 1569–70, and designed by MirakMirzaGhiyas and his son, Sayyid Muhammad, Persian architects chosen by her.



2.8 Golconda Fort

Golconda Fort is a fortified citadel and an early capital city of the QutbShahi dynasty, located in Hyderabad, Telangana, India. Because of the vicinity of diamond mines, especially Kollur Mine, Golconda flourished as a trade centre of large diamonds, known as the Golconda Diamonds.



2.9 Charminar

The Charminar (“four minarets”), constructed in 1591, is a monument and mosque located in Hyderabad, Telangana, India. The landmark has become known globally as a symbol of Hyderabad and is listed among the most recognized structures in India. It has also been officially incorporated as the Emblem of the State of Telangana.



2.10 Sun Temple, Konark

Konark, is famous for the Sun Temple, a UNESCO World Heritage Site. It is an architectural marvel and one of the most visited monuments in India. The sun festival is held here where devotees offer prayer to the Sun God. The annual Dance festival is also a major tourist attraction which takes place at

the backdrop of the Sun Temple.



2.11 Ellora Caves

Ellora is a UNESCO World Heritage Site located in the Aurangabad district of Maharashtra, India. It is one of the largest rock-cut monastery-temple cave complexes in the world, featuring Hindu, Buddhist and Jain monument.



2.12 Bibi Ka Makbara

The Bibi Ka Maqbara is a tomb located in Aurangabad, Maharashtra, India. It was commissioned in 1660 by the Mughal Emperor Aurangzeb in the memory of his first and chief wife Dilras Banu Begum. Wikipedia



date from the 2nd century BCE to about 480 CE in Aurangabad district of Maharashtra, India. Wikipedia



2.13 Daulatabad Fort

Daulatabad Fort, also known as Devagiri or Deogiri, is a historical fortified citadel located in Aurangabad, Maharashtra, India. It was the capital of the Yadava dynasty (9th century–14th century), for a brief time the capital of the Delhi Sultanate (1327–1334), and later a secondary capital of the Ahmadnagar Sultanate (1499–1636), near present-day Aurangabad. The historical triangular fortress in the city was built around 1187 by the first Yadava king, Bhillama V. in 1327, Sultan Muhammad Bin Tughluq of the Delhi Sultanate renamed the city as “Daulatabad”.



2.14 Ajanta Caves

The Ajanta Caves are approximately 30 rock-cut Buddhist cave monuments which

2.15 Shaniwarwada

Shaniwarwada is a historical fortification in the city of Pune in Maharashtra, India. Built in 1732, it was the seat of the Peshwas of the Maratha Empire until 1818, when the Peshwas lost control to the British East India Company after the Third Anglo-Maratha War. Wikipedia



2.16 Tipu Palace

Tipu Sultan's Summer Palace, in Bangalore, India, is an example of Indo-Islamic architecture and was the summer residence of the Mysorean ruler Tipu Sultan. Hyder Ali commenced its construction within the walls

of the Bangalore Fort, and it was completed during the reign of Tipu Sultan in 1791. Wikipedia



2.17 Daria Dauat Bagh-Srirangapatnam

Daria Daulat Bagh is a palace situated in the city of Srirangapatnam, near Mysore in southern India. It is mostly made out of teakwood. Srirangapatnam is an island in the river Kaveri, about 14 km from Mysore. In Srirangapatnam is the DariyaDaulat Palace that is set amidst beautiful gardens called DariaDaulatBagh. Wikipedia



2.18 Lord Cornwallis Tomb Ghazipur (UP)

Lord Cornwallis' tomb was built in the

honour of one of the major figures of Indian and British history. Cornwallis was famous for his role in the American Revolutionary War, and then for his time as Governor-General of India. After his death in Ghazipur in 1805, his tomb was built, overlooking the Ganges.



2.19 Mattancherry Palace Museum

The Mattancherry Palace is a Portuguese palace popularly known as the Dutch Palace, in Mattancherry, Kochi, in the Indian State of Kerala which features Kerala murals depicting portraits and exhibits of the Rajas of Kochi. The palace was included in the "tentative list" of UNESCO World Heritage Site. Wikipedia



2.20 Group of Monuments - Mahabalipuram

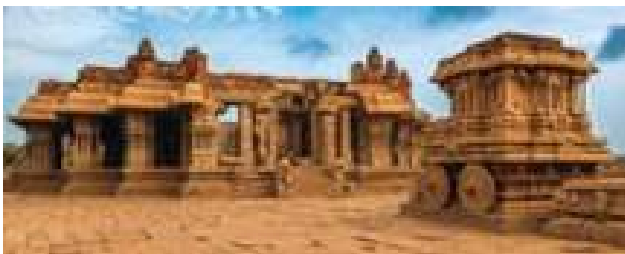
Mamallapuram, or Mahabalipuram, is a town on a strip of land between the Bay of

Bengal and the Great Salt Lake, in Tamil Nadu. It's known for its temples and monuments built by the Pallava dynasty in the 7th and 8th centuries. The seafront Shore Temple comprises 3 ornate granite shrines.



2.21 Vithala Temple – Hampi

Vithala Temple is the most extravagant architectural showpiece of Hampi. The temple is built in the form of a sprawling campus with compound wall and gateway towers. Vithala, is a form of lord Vishnu, worshiped as their cult deity by the cattle herds. The temple was originally built in the 15th century AD. The remains of a township called Vithalapura that existed around this temple complex can be seen. The stone chariot located inside the campus is an iconic structure of Hampi.



2.22 Elephanta Caves

Elephanta Caves are a UNESCO World Heritage Site and a collection of cave temples predominantly dedicated to the

Hindu God Shiva. They are on Elephanta Island, or Gharapuri, in Mumbai Harbour, 10 kilometres East of Mumbai in the Indian State of Maharashtra.



2.23 Nalanda

Nalanda was an ancient and revered Buddhist monastery known as one of the greatest centres of learning in the world from the fifth century CE to 1200 CE. It is a UNESCO World Heritage Site. This was a renowned centre of learning, in the ancient kingdom of Magadha (modern-day Bihar) in India. It rose to legendary status due to its contribution to the emergence of India as a great power around the fourth century. The site is located about 95 kilometres southeast of Patna near the city of Bihar Sharif.



2.24 Mahabodhi Temple

The Mahabodhi Temple or the Mahabodhi Mahavihar, a UNESCO World Heritage Site, is an ancient, but much rebuilt and restored, Buddhist temple in Bodh Gaya, marking the location where the Buddha is said to have attained enlightenment. Bodh Gaya is about 96 km from Patna, Bihar State, India.



2.25 Khajuraho

It is a UNESCO World Heritage Site located in Madhya Pradesh, is known around the world for its stunning temples adorned by erotic and sensuous carvings. It is a brilliant example of Indian architecture and its culture. Art in this town is visible in all its structures.



2.26 Mandu- Roopmati Pavillion

Amongst the many monuments and palaces that adorn the historical city of Mandu, Madhya Pradesh, famous for the legendary tragic love story of Prince Baz Bahadur and Roopmati is the Roopmati's Pavilion, one of the most visited tourist attractions in Mandu. Perched atop a hillock on the southern side of the Baz Bahadur Palace, Rani Roopmati Pavillion is from where the queen would view the palace of her beloved, Baz Bahadur.



2.27 Aihole

The Durga temple is a medieval Hindu temple located in Aihole in the State of Karnataka, India. It is part of a pending UNESCO World Heritage Site. The temple was probably built in the late 7th century by the dynasty of the Chalukyas; it is the largest of a group of over 120 temples at Aihole.



2.28 Pattadakal (Hubli)

Pattadakal, also called Paṭṭadakallu or Raktapura, is a complex of 7th and 8th century Hindu and Jain temples in northern Karnataka (India). Located on the west bank of the Malaprabha River in Bagalakote district, this UNESCO World Heritage Site is 23 km from Badami and about 9 miles from Aihole, both of which are historically significant centres of Chalukya monuments.



2.29 Sravasti (Lucknow)

Capital of ancient Kosala kingdom, Sravasti is located on the banks of Rapti river in Uttar Pradesh. It is one of the sacred Buddhist places and popular for its association with Gautam Buddha. According to Mahabharata, legendary king Shrivastava founded the city. However, Buddhists believe the city was called as Savatthi as the sage Savatthi lived in the city.



2.30 Leh Palace – Leh

Leh Palace is a former royal palace overlooking the town of Leh, Ladakh, in the Indian Himalayas. It was constructed circa 1600 by Sengge Namgyal. The palace was abandoned when Dogra forces took control of Ladakh in the mid-19th century and forced the royal family to move to Stok Palace.



2.31 Kangra Valley

Kangra Valley is situated in the Western Himalayas. Administratively, it predominantly lies in the State of Himachal Pradesh in India. It is a popular tourist destination, with the peak season around March and April.



2.32 Sun Temple, Modehera

The Sun Temple is a Hindu temple dedicated to the solar deity Surya located at Modhera village of Mehsana district, Gujarat, India. It was built after 1026-27 during the reign of Bhima I of the Chaulukya dynasty. Earlier, during 1024-25, Mahmud of Ghazni had invaded Bhima's kingdom, and a force of around 20,000 soldiers had unsuccessfully tried to check his advance at Modhera. Wikipedia



2.33 Dholavira

Dholavira is an archaeological site of Indus Valley Civilisation at Khadirbet in Bhachau Taluka of Kutch District, in the State of Gujarat in western India, which has taken its name from a modern-day village 1 kilometer south of it. Wikipedia



2.34 Amer Fort

Amer Fort or Amber Fort is a fort located in Amer, Rajasthan, India. Amer is a town with an area of 4 square kilometres, located 11 kilometres from Jaipur, the capital of Rajasthan. The town of Amer and the Amber was ruled by Raja Man Singh I. Located high on a hill, it is the principal tourist attraction in Jaipur. Amer Fort is known for its artistic style elements. With its large ramparts, the fort overlooks Maota Lake.



2.35 Chittorgarh

Chittorgarh is a major city in Rajasthan state of western India. It lies on the Berach



River, a former capital of the Sisodia Rajput dynasty of Mewar. Chittorgarh is home to the Chittor Fort, the largest fort in India and Asia. It was the site of three major sieges (1303, 1535, and 1567–1568) by Muslim invaders, and its Hindu rulers fought fiercely to maintain their independence. Chittor also has been a land of worship for Meera.



2.36 Kaziranga National Park

It is one of the treasures of flora and fauna. Famous for its largest population of one horned Rhino on earth, Kaziranga National Park is also listed officially, as a Tiger reserve and is home to one of the world's largest population of tigers. In 1985, it was declared a world heritage site by UNESCO.



2.37 Kumarakom (Kerala)

Kumarakom is a popular tourism destination located near the city of Kottayam (16 kilometres, in Kerala, India, famous for its backwater tourism. It is set in the backdrop of the Vembanad Lake, the largest lake in the State of Kerala. Kumarakom Bird Sanctuary is home to a wide variety of flora and fauna and migratory birds.



2.38 Colva Beach

Colvá is a coastal village in Salcete, south Goa, on the west coast of India. Colva Beach stretches for around 2.4 kilometres, part of a beach consisting of about 25 kilometres of powder white sand, lined along its shore by coconut palms and extending from Bogmalo in the north to Cabo de Rama in the south. Colvá is a famous tourist destination, visited for its beaches, budget hotels, guest houses, beach shacks, food stalls, restaurants, pubs and bars.



2.39 Somnath Temple

The Somnath temple located near Veraval in Saurashtra on the western coast of Gujarat, India is believed to be the first among the twelve jyotirlinga shrines of Shiva. It is an important pilgrimage spot of Gujarat. Reconstructed several times in the past after repeated destruction by several muslim invaders, the reconstruction of present temple, in the Chaulukya style of Hindu temple architecture was completed in May 1951.



3 The Objectives

3.1 The objectives of this report are the following:

- To suggest a replicable template for setting up of Tourist Police Wing in States and UTs. This template would specifically deals with :

- » Preparation of Standard Operating Procedure (SOP) to be followed by the Tourist Police in States and UTs.
- » Development of a training program for 'Tourist Police'.

- » Suggestion for the Uniform of Tourist Police.

The vision of preparing this document is to have a tourist friendly police for ensuring safe environment for tourists visiting India, and the creation of a positive image of India. The project aims at creating a replicable template for setting up 'Tourist Police Wing' in all States and UT Police administration. The template would cater to the enabling factors needed to raise and sustain a new Police Wing with required capabilities and to make it a self-sustained model within the existing structure of the police of States and UTs. The purpose is inclusive of the reform and specialization needs in police functions related to tourism that must boost Tourism.

The ensuing task would, thus, involve bridging the gap between 'expected standards of Tourist Police' and the 'take off level'. The image, a tourist carries, must inspire a prospective visitor to include India as a preferred destination. The Report has been conceived to suggest a Model Structure of the Tourist Police Wing, specialized in tourism policing. It should address the aspects of:

- Command and Control.
- Legislative and Executive empowerment of Tourist Police.
- Organization, Strength, and Charter of Duties.
- Establishing Policing Functions related to Tourism.
- Deputation and Training of Personnel.
- Detailing of Resources.
- Creation of knowledge sharing platform.



- Creation of abilities like cyber enablement.

To provide for the Personnel Policy Regulations, it must speak about:

- Rank Composition of the Tourist Police.
- Gender Composition.
- Training Aspects.
- Uniform Regulations and Accoutrements.
- Desirable Qualifications.
- Deputation.
- Service Incentives.
- Implementation Steps.

4 Key Challenges Faced By Tourists

Indian tourism is flourishing and there

has been an increase in the footfall of tourists from all over the world. During the year 2018, the foreign tourist arrival increased to 10.56 million, as compared to 10.18 million in the year 2017, registering an annual growth rate of 5.2%. With rise in tourism, there has also been rise in crime against tourists. The National Crime Records Bureau (NCRB) has revealed that a total of 409 cases as compared to 517 cases in 2018, showing a decrease of 20.9% (Table 1) were reported in the year 2019.

4.1 State wise crime distribution (source: NCRB)

Among 409 cases reported, Delhi (123) has the highest number of cases, followed by Maharashtra (48), Karnataka (46), Tamilnadu (23), Goa (21), Uttar Pradesh (21), Haryana (19) Rajasthan (16), Kerala (15) and Madhya Pradesh (13).

Table-1 : State Wise Crime against Tourists (source: NCRB, Govt. of India)

| SL. No. | STATES/UT | 2016 | 2017 | 2018 | 2019 | % of state share to total crimes-2019 |
|---------|-------------------|------|------|------|------|---------------------------------------|
| 1 | Andhra Pradesh | 5 | 3 | 3 | 9 | 2.2 |
| 2 | Arunachal Pradesh | 0 | 0 | 0 | 0 | 0.0 |
| 3 | Assam | 0 | 2 | 7 | 15 | 3.7 |
| 4 | Bihar | 10 | 9 | 0 | 1 | 0.2 |
| 5 | Chhattisgarh | 0 | 1 | 0 | 0 | 0.0 |
| 6 | Goa | 22 | 28 | 34 | 21 | 5.1 |
| 7 | Gujarat | 2 | 4 | 3 | 5 | 1.2 |
| 8 | Haryana | 8 | 10 | 8 | 19 | 4.6 |
| 9 | Himachal Pradesh | 4 | 4 | 8 | 6 | 1.5 |
| 10 | Jammu& Kashmir | 0 | 0 | 0 | 1 | 0.2 |



| | | | | | | |
|--------------------------|---------------------|------------|------------|------------|------------|--------------|
| 11 | Jharkhand | 2 | 0 | 0 | 3 | 0.7 |
| 12 | Karnataka | 12 | 30 | 28 | 46 | 11.2 |
| 13 | Kerala | 15 | 19 | 10 | 15 | 3.7 |
| 14 | Madhya Pradesh | 2 | 5 | 6 | 13 | 3.2 |
| 15 | Maharashtra | 38 | 61 | 63 | 48 | 11.7 |
| 16 | Manipur | 0 | 0 | 0 | 0 | 0.0 |
| 17 | Meghalaya | 0 | 0 | 0 | 0 | 0.0 |
| 18 | Mizoram | 0 | 1 | 1 | 1 | 0.2 |
| 19 | Nagaland | 0 | 0 | 0 | 0 | 0.0 |
| 20 | Odisha | 1 | 0 | 0 | 0 | 0.0 |
| 21 | Punjab | 9 | 11 | 5 | 10 | 2.4 |
| 22 | Rajasthan | 25 | 19 | 21 | 16 | 3.9 |
| 23 | Sikkim | 0 | 0 | 0 | 0 | 0.0 |
| 24 | Tamil Nadu | 24 | 43 | 51 | 23 | 5.6 |
| 25 | Telangana | 4 | 5 | 7 | 2 | 0.5 |
| 26 | Tripura | 0 | 0 | 0 | 0 | 0.0 |
| 27 | Uttar Pradesh | 6 | 39 | 62 | 21 | 5.1 |
| 28 | Uttarakhand | 0 | 5 | 2 | 2 | 0.5 |
| 29 | West Bengal | 2 | 21 | 6 | 6 | 1.5 |
| Total State(s) | | 191 | 322 | 323 | 283 | 69.2 |
| UNION TERRITORIES | | | | | | |
| 30 | Andaman and Nicobar | 0 | 0 | 3 | 3 | 0.7 |
| 31 | Chandigarh | 4 | 1 | 2 | 0 | 0.0 |
| 32 | D& N Haveli | 0 | 0 | 0 | 0 | 0.0 |
| 33 | Daman and Dui | 0 | 0 | 0 | 0 | 0.0 |
| 34 | Delhi UT | 154 | 169 | 189 | 123 | 30.1 |
| 35 | Lakshadweep | 0 | 0 | 0 | 0 | 0.0 |
| 36 | Puducherry | 33 | 0 | 0 | 0 | 0.0 |
| Total UT(S) | | 191 | 170 | 194 | 126 | 30.8 |
| TOTAL ALL INDIA | | 382 | 492 | 517 | 409 | 100.0 |



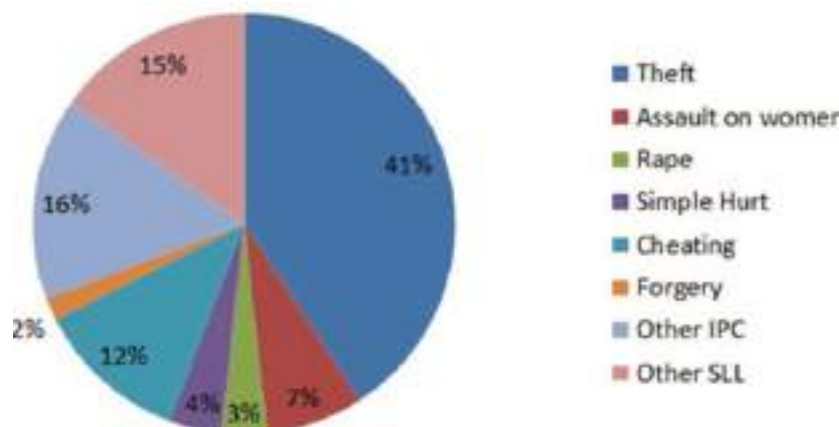
4.2 Types of Crime

In the year 2019, among 409 cases of crime against foreigners, maximum number of cases were reported as theft, accounting for about 41% (142 cases) followed by cheating

(41 cases), assault on foreign women (26 cases), simple hurt (14 cases), rape (12), and forgery (6 cases) were reported during 2019. A total of 53 cases were recorded under Special and Local Law.

Table-2 : Types of Crime against Tourists (Crime Headwise)-2019
(source: NCRB, Govt. of India)

| Sl. No | CRIME HEADS | CASES OF CRIME AGAINST | | TOTAL |
|-----------|---|------------------------|------------------|-------------|
| | | FOREIGN TOURISTS | OTHER FOREIGNERS | |
| 1 | Murder | 9 | 4 | 13 |
| 2 | Culpable Homicide not amounting to murder | 1 | 0 | 1 |
| 3 | Attempt to commit murder /Culpable Homicide | 5 | 4 | 9 |
| 4 | Simple Hurt | 5 | 9 | 14 |
| 5 | Grievous Hurt | 1 | 1 | 2 |
| 6 | Assault on women with intent to outrage her modesty | 17 | 9 | 26 |
| 7 | Kidnapping and Abduction | 3 | 2 | 5 |
| 8 | Human Trafficking | 6 | 5 | 11 |
| 9 | Rape | 8 | 4 | 12 |
| 10 | Theft | 115 | 27 | 142 |
| 11 | Extortion | 1 | 0 | 1 |
| 12 | Robbery | 10 | 5 | 15 |
| 13 | Dacoity | 2 | 1 | 3 |
| 14 | Cheating | 28 | 13 | 41 |
| 15 | Forgery | 5 | 1 | 6 |
| 16 | Insult to the modesty of women | 1 | 0 | 1 |
| 17 | Other IPC crimes | 40 | 14 | 54 |
| | Total (A) | 257 | 99 | 356S |
| LL | | | | |
| 18 | Immoral Traffic (Prevention) Act | 2 | 13 | 15 |
| 19 | Other SLL Crimes | 11 | 27 | 38 |
| | Total (B) | 13 | 40 | 53 |
| | Total (A+B) | 270 | 139 | 409 |

**Crime against Foreigners (Headwise)-2019 percentage****5 Comparative Analysis**

The following table, gives a comparative picture of Tourist Police Stations in Delhi, Agra, Goa, Kochi and Rajasthan, on the basis of organisation, location of deployment, strength in terms of manpower, vehicles allocated, duty hours (shifts), uniform, types of items that police personnel carry, their training modules, objectives, etc.

6 Recommendations Regarding Tourist Police Tourist Police – A New Chapter in Police Administration

“Tourist Police” may be added as a new Chapter in the State and UT Police

Administration. The Tourist Police scheme should be a “joint scheme” of the State Police and the Ministry of Tourism. An appropriate state mechanism may be developed for coordination, headed by the District/UT Police Chief.

The scheme may provide for manpower commitment from the State Police, State Tourist Department, and the Ministry of Tourism.

The rules of the district police of the concerned state shall be applicable to the Tourist Police. Addition of duties and the role entrusted should not alter the status quo of the Police Rules.

Table-3 : Comparison of Tourist Police in Five states

| | Delhi Police | Agra Police | Goa Police | Kochi Police | Rajasthan Tourist Assistance Force (TAF) |
|--------------------------------------|--------------------------------|--|-------------------------|--|---|
| Whether Tourist Police exists | Yes (On Specific locations) | Yes (Specific locations in Agra only) | Yes (All over State) | Yes (At all important tourist destinations/spots) | Yes “Tourist Assistance Force” or “TAF”- a special group of personnel engaged, deputed or appointed under Section 17 of the Rajasthan Tourism Trade (Facilitation and Regulation) Act, 2010 (Act No. 9 of 2010);- Three cities have Tourist Police Stations viz: Udaipur, Jaipur and Jhodpur. |



| | | | | | |
|--------------------------------|---|---|---|---|--|
| Organisation | Tourist Police Station | Tourist Police Station | A Tourist Police Unit was created in 1990. It also helps the Tourism Department in implementation of provisions of the Goa Registration of Tourist Trade Act, 1982 , that governs tourism related activities in the state. | Tourist Police Station Tourist Police in Kochi City comprising of 1 Sub Inspector, 4 Head Constables and 20 Constables | Deputy Director (TAF) heads two branches. 1. TAF (Police personnel) consisting of three levels- Sub Inspector, Head Constable, Constable & 2. TAF (Ex -Serviceman) Consisting of three levels Coordinator (of supervisors), Supervisor, &TAF Personnel |
| Locations of deployment | 1. IGI Airport 2. N.DRlyStn (Ajmeri Gate) 3. ND Rly Stn (PaharGanj) 4. HazaratNiz'din Rly Stn 5. Raj Ghat 6. Red Fort 7. QutubMinar 8. Palika Bazar 9. Janpath 10. India Gate 11. PaharGanj (Railway Station Side) 12. Lotus Temple 13. Akshardham 14. Delhi Haat 15. Jama Masjid | Agra | Entire State | 1. Mattancherry, 2. Fort Kochi, and 3. Kumbalangi | 1. Jaipur 2. Udaipur, 3. Jodhpur, 4. Jaisalmer, 5. Pushkar (Ajmer) and 6. Mt. Abu |
| Strength | 1. SI - 1 2. HC/Ct-1 3. Woman HC/Ct-1 Driver | Insp-1 SI- 3 HC-3 CT-14 CT DVR-1 (M:F Ratio)- 50:50 Total strength 114 Police and Tourism Department personnel,) | | SI- 1 SCPO- 4 CPO-15 | - |
| Vehicle | 15 Vehicles | Cars, Motor Cycles, Boats | - | Motor bike | - |
| Duty Hours | 2x Shifts/8 Hrs- Other loc 3 x Shift /8Hrs - Airport | 24 Hours (with helpline) | - | Day -Night at major tourist attractions. | |
| Uniform | -Sl in Traffic uniform -Rest in Khaki -blue arm band (Tourist Police) | - Sky Blue | - | - Khaki half shirt and khaki pants. - Arm Band with insignia - Round emblem of Tourist Police - Black Sleeveless waistcoat - Field cap - Black shoe - Khaki socks | - |



| | | | | | |
|-------------------------------------|---|--|--|---|---|
| Must carry These items | <ul style="list-style-type: none"> - Eicher Map for Delhi - Literature on tourism of tourist places - Information regarding important commercial places of Delhi - Fare chart for taxi/TSR and distances - Emergency Services and telephone numbers | - | - | - | - |
| Training Module | <ul style="list-style-type: none"> - 3 day training module under Jt CP (Ops) on soft skills, communication skills, Linkages with Delhi Tourism & India Tourism offices for tourist network information. How to curb tourist malpractices, cheats and unauthorised agents. | Training at 'Indian Institute of Travel Tourism and Travel Management', Gwalior. | | Proper orientation training and regular awareness classes on behavior maintenance for attending on tourists. | |
| Objectives | <ol style="list-style-type: none"> 1. Prevent harassment to tourists. 2. To help tourists get transport and lodging at appropriate rates 3. Safety and security against cheats and bag lifters 4. Containing crime. 5. Providing information 6. Sorting out matters in exigency | - | - | <ul style="list-style-type: none"> - Prevention of crime and maintenance of law and order at tourist destinations. - All cognizable crimes are reported and registered. | - |
| Administration & Control | Under command and supervision of Jt. CP/Traffic & Special CP/ Int & Ops | -Under SSP and DM -Whole of Agra City | * | Under local Police administration. In peak season, additional Tourist Police strength is provided. | Subject to the overall superintendence and control of the Commissioner, Dept. of Tourism, Govt of Rajasthan, the TAF works under the Deputy Director (TAF), in the State. |
| Duties: | <ol style="list-style-type: none"> 1. To guide tourists about the location of tourist places, distance and available transport to reach desired destinations. | <ol style="list-style-type: none"> 1. To provide security, assistance, guidance and other related help to foreign and local tourists. 2. Record all tourist related crimes, investigate and pursue them. | Besides ensuring law and order for the visiting tourists, also helps the Tourism Department in implementation of the provisions of the | <ol style="list-style-type: none"> 1. Clarifying their doubts on passport and visa; 2. Registering complaints and grievances on lost passports and expired visa; | <ol style="list-style-type: none"> 1. Keep watch on touts, hawkers, beggars, etc. 2. TAF patrol the tourist areas assigned to them 3. TAF in the State shall work under the superintendence and control of the Deputy Director |



| | | | | | |
|----------------------------|--|--|--|---|--|
| | <p>2. To help tourists in procuring tickets for museums, resorts, transport, movies and also to protect them from touts and black marketeers.</p> <p>3. To ensure that no peddlers, jewellers, shopkeepers, touts, cheats beggars, etc, harass them.</p> <p>4. To help tourists in solving their problems as also facilitating them during their stay in the city.</p> <p>5. To guide tourists about local places of Art and Culture, Emporia, Book Stalls, Banks, PCO's etc.</p> <p>6. To guide tourists on the local conditions of law and order, security, and hazards and places of medical help</p> <p>7. To guide tourists on matters relating to passport, visa, residential permit, exchange of currency and immigration issues.</p> <p>8. To help sort out matters of exigency like sickness, loss or theft of belongings, assault or involvement in criminal cases.</p> <p>9. To guide in local custom and traditions.</p> | <p>3. To maintain record of all tourist operators, guides, taxi drivers etc.</p> <p>4. To blacklist notorious people, workers and organisations.</p> | <p>Goa Registration of Tourist Trade Act, 1982, that governs tourism related activities in the state.</p> | <p>3. Hiring taxis; booking for boating, etc.</p> <p>4. Tourists can obtain route maps and brochures of different tourist destinations in the State.</p> <p>5. Tourism Police can't directly register cases; they assist in registering the case with local police.</p> | <p>(TAF) in consultation with Deputy Superintendent of Police.</p> |
| Communi- cation | <p>Two channels are available for Radio Communication.</p> <p>1. District Net of the Local Points and</p> <p>2. PCR Net.</p> | - | - | VHF Set -1 Handsets -2 | - |



| | | | | | |
|---|--|---|------|--|--|
| Initiatives | <p>1. Sensitisation of all Police staff in CPR about expectation, requirement and guidance of tourists.</p> <p>2. The PCR Unit is available on Facebook and Twitter for feedback.</p> <p>3. Besides 15 Tourist Police locations, PCR Vans are also sensitised about tourist related duties.</p> <p>4. A special drive to educate tourists on arrival at the IGI Airport.</p> <p>5. Tourist related literature is collected and provided to PS.</p> <p>6. Publicity to avail facility of Dial100/112 and, Emergency Helpline numbers.</p> <p>7. Separate Training program for sensitisation is run at Rajender Nagar PS.</p> <p>8. Basic Knowledge of spoken English to all PCR Staff is provided, in collaboration with the Times Group.</p> | | | <p>1. Within the Tourist Police station premises, there is a Police Museum that exhibits police uniforms, combat weapons and armory, arranged in chronological order (from colonial period to the present day).</p> <p>2. Closed-circuit television surveillance.</p> <p>3. Also focusing on homestays, hotels and guest houses.</p> <p>4. A WhatsApp group named 'Guest care' was launched which had the local police officers and homestay operators enabling quick complaint registration and grievance redressal.</p> <p>5. A major initiative launched by the Tourism Police is the preparation of a tourism route map marking around 250 homestay points in Mattancherry and Fort Kochi.</p> <p>6. Simplified procedures and in case of loss of documents, help is rendered to contact the FRRO, for smooth travel.</p> <p>7. Home stays and hotel operators are entrusted with the task of collecting the details. The C-Form should be registered by them at the FRRO.</p> | |
| Directions/ Dos & Don'ts/ Tips for tourists available on Web | - | - | Yes. | Yes.-a 25 Point on Tourist Guidance. | |



7 Recommendations Regarding Tourist Police Stations/Outposts/Police Post & Control Room Systems

7.1 Tourist Police Stations /Outposts/ Police Post

Tourist Police Station means a place declared generally or specially by the state government to provide policing service to the tourists. An Outpost or Police Post refers to a smaller station serving the needs of a distantly located tourist destination or place of tourist importance.

This Tourist Police Station will work within the jurisdiction of the District Police headed by the Superintendent of Police for all policing purposes.

TOURIST POLICE STATION:

To make the Tourist Police Station more visible, the following specifications can be followed.

The Tourist Police Station should be a set up as per the Model Police Station design and parameters of the BPR&D, which are aesthetically designed, with appropriate size catering to the requirements of a police station. The land for the same should be provided at Tourist locations by the local administration and should be easily accessible to tourists at all times.

Tourist Police Station will be responsible for effective working and management of Tourist Police functions in order to provide best services to tourists. So far as safety and security are concerned, Tourist Police should establish meaningful relationship with the tourists, service providers and the District police.

The Tourist Police Kiosk could be a temporary, moveable setup; prefabricated, aesthetically designed as per the geographical features, having appropriate size catering to the requirements of the police and the tourists, fully furnished with basic facilities and would act as the first point of call. These would ideally be located at all the important tourist spots and be multi agency center having representation from other concerned Government Agencies and NGOs involved with tourists.

For catching the attention of the tourists, the kiosk can be designed using a combination of bright colours. The name of the Tourist Police with the concerned state government police logo should also be displayed.

The size of the kiosk may differ from one location to another, but the colour and design of the kiosk may be uniform through out the State.

Photographs of existing Tourist Police Stations and vehicles of some of the States are shown below:

Agra Tourist Police Station



Agra Tourist Police car



Delhi Tourist Police



Madhya Pradesh Tourist Police Kiosk



Delhi Police Kiosk at IGI Airport



7.2 Tourist Police Control Room Systems

- Creation of Tourist Police Wings in the states is recommended by way of executive order within the existing administrative command and control.

Pilot projects may be conceived at selected locations of tourist importance. Reliance on the principle of 'Success begets success' would pay dividends and selecting tourist locations where Tourist Police set up is already functioning, would make the



pilot a better learning model.

- Some locations may be taken up as green field projects for creation of the new set ups and to compare the practices used elsewhere, the Ministry of Home Affairs and the Ministry of Tourism, Government of India, may evaluate the pilots with active involvement of the local administration and the Police.
- Setting up of Modern Control Room System like 112 Central Control Center/Smart City Control Center/Safe City Control Rooms using existing government initiatives and resources.
- Details on Objectives, Duties, Functioning, Equipment and facilities in the Control Room are placed as Appendix A to the report.

7.3 Manning of Police Station and Police Post or Outpost

- The gender ratio of Policemen in Tourist Police is proposed at 50:50.
- The strength of Specialized Tourist Wings should be based on the requirement of the Tourist PS, taking into consideration all forms of reserves, i.e., leave reserve, training reserve, etc.
- The charter of duties for Tourist Police Personnel with accountability clause may be framed.
- Suitable Police procedures for Tourist Police functioning may be framed and adopted, maintaining uniformity across the States/ UTs.
- Executive orders for inviting willing

and capable police personnel to the Tourist Police set up.

- Deployment of Police personnel can be done on deputation from various wings of the Police Department.
- The deputation term should last from 2 to 3 years.
- Deployment should be done based on qualification and language proficiency as multi linguist and cross-cultural capabilities are expected to bring effectiveness in the working of Tourist Police.
- Indicative Deputation criteria, including designations, that may be considered are given below:-

- **Constables**

- » Graduates may be preferred
- » He/she must be 20-40 years of age.
- » Every person appointed to the rank of Constable must be able to read, write and speak English apart from the vernacular language.
- » Knowledge of computers desirable.

- **Head Constables**

- » Graduates may be preferred
- » He/she must be 30-40 years of age.
- » Every person appointed to the rank of Head Constable must be able to read, write and speak



English apart from the vernacular language.

- » Knowledge of computers desirable.

- **Sub Inspector**

- » He/she must be 20-40 years of age
- » He/she must speak, write and read English and the vernacular language.
- » Knowledge of computers required.

- **Inspector**

- » He/she must be 40 -50 years of age
- » He/she must speak, write and read English and the vernacular language.
- » Knowledge of computers required.

- **Deputy Superintendent**

- » He/she must be 40-50 years of age
- » He/she must speak, write and read English and the vernacular language.
- » Knowledge of computers required.

N.B. – During peak Tourist season, the strength may have to be beefed up through attachments /deputations of additional manpower.

8 Recommendations Regarding Uniform

With respect to the appearance of the uniform of the Tourist Police, a balance among accessibility, authority, modernity & tradition should be achieved. The States/UTs may have their unique designs to accommodate State identities. Design of the uniform may be followed, as in the case of general police of the State. In addition, identifying features, safety and comfort play an important role in the design of the uniform. It is suggested that the field uniform which will be worn at work place by the Tourist Police all over country may be as follows:

- Trousers: Same as that of the State Police
- Shirts: Same as that of the State Police
- Cap: The colour of the cap may be different, as it is the most distinctive feature in the Police uniform.
- Shoes & socks: Same as those of the State Police
- Belt: Same as that of the State Police
- Armband: An Armband may be introduced in the uniform, so that tourists can differentiate between the General Police & the Tourist Police. The States and Union Territories may design their unique armbands.

The existing Tourist Police uniforms of the States of the Kerala, Goa, Agra, Delhi, Odisha and J&K are shown below:



Kerala Tourist Police



Goa Tourist Police



Agra Tourist Police



Delhi Tourist Police



Odisha Tourist Police



J&k Tourist Police





9 Recommendations Regarding Role & Responsibilities

The Tourist Police personnel shall be deployed at the major tourist attractions, including monuments, entry and exit points, i.e., airport, railway stations and bus terminals, religious places, shopping areas, entertainment areas, etc., where tourists might need help.

The market areas where tourists mingle with touts, hawkers and shopkeepers are the areas identified primarily for the implementation of the scheme.

For the purpose of performing their duties under the scheme, the Tourist Police personnel shall patrol the areas assigned to them. The Constables engaged in patrolling shall report to the Sub-inspectors of the concerned Tourist Police Station/Outposts.

In case of any violations found during the patrol, the same shall be communicated immediately to the Officer-in-charge of the Police Station/ Tourist Police Control Room concerned for timely and effective action against such persons.

9.1 The following shall come under the purview of the Tourist Police:

Prevention of crime and the maintenance of law and order at the tourist destinations:

- To ensure that no harassment is caused to the tourists by the touts, beggars and cheats.
- To help tourists at the Railway Stations, Airports, Bus Terminals, important tourist places, in getting transport and

providing information about Hotels/ Restaurants without any hassle.

- To ensure safety and security against cheats and bag-lifters at tourist spots.
- To provide information related to tourist places in State and other adjoining areas.
- To help tourists in resolving their issues and facilitating comfortable stay.
- Also to supplement as a Patrol element and perform multiple roles like :-
 - » To obtain knowledge of the people addicted to crime at tourist spots and to maintain adequate supervision over them.
 - » For successful detection of crime at tourist destinations and prosecution of offenders.
 - » To ensure that all cognizable crimes are reported and registered and the tourists are encouraged to give full information in this respect.
 - » Taking charge of the kiosks which act as reporting points for tourists, in case of any security breach or for availing any kind of services.
 - » Curbing the activities of eve-teasers, touts, beggars and hawkers in the concerned area.
 - » The entry of unauthorized people, beggars and hawkers in the tourist area shall be reported as and when it is required.



- » Making the travel of the tourists hassle free by immediate intervention in case of any mis-happening.
- » Providing support to the victims when they are cheated, their belongings are stolen, or whenever they fall prey to any other mischief or wrongdoing.
- » Imparting information to the tourists about locations, transport systems, facilities at the destinations, legal information, information about authorized shopping centres, information regarding medical help in case of physical assault, etc.
- » Every Tourist Police should show civility to all tourists and advice where they can get appropriate transport, accommodation and other services needed.
- » The Tourist Police should be able to intervene in the event of pickpocketing, eve teasing, harassment or any other crime.
- » The Tourist Police should also act against the tourists in case the tourists are involved in drug trafficking and consumption.
- » Sensitizing tourists regarding the law and order system in the state like rules related to accommodation, entry/exit rules, reporting at the local police stations, special permits, security conditions at the destination, social and cultural taboos and other local information.
- » Tourist Police should assist tourists while dealing with foreign exchange and guide them to do the same at authorized exchange counters and banks.
- » To deal with immigration issues and liaison with Foreigners Regional Registration Offices (FRROs) at entry/exit points, as and when required
- » Preventing the entrance of unlicensed tourist guides and other unauthorized agencies into the destinations and places of tourist interest.
- » In case of beach destinations and aqua-based destinations, the Tourist Police should have an aquatic wing and life guards to enhance the security of the tourists.

10 Standard Operating Procedure (SOP) When A Tourist in Distress Approaches Tourist Police Personnel

Police response to a needy Tourist in state of distress is the key to success of creation Tourist Police Wings. The following actions are expected of the Police personnel when called upon for assistance:

- Tourist Police must listen carefully to the complainant.
- Tourist Police must record the complaint correctly.
- Tourist Police must inform all the



concerned immediately on wireless / phone to ensure timely response from other police units/departments.

- Tourist Police must accompany the person to the spot of the incident.
- Tourist Police must extend all help required for solving the crime.
- Tourist Police must extend all help like medical, rescue of the person, assistance in case of lost document and any other kind of help.
- Distress calls may be attended preferably by lady constables, if the complainant is a lady.
- Must seek to know if the complainant has fellow tourists accompanying him/her or cohabiting and inform them.
- Tourist Police must make note in his personal diary along with photo evidence, if any, and send information to all concerned through the Control Room.
- Tourist Police must note down the lessons learnt and share with the team.

11 Recommendations Regarding Training

The two most crucial aspects are the ability of police organizations to stay ahead of

crime and, equally significant, gaining public trust.

On deputation to the Tourist Police, personnel should undergo training at the designated training centre as per the training modules related to Tourist policing.

A training programme of requisite duration may be organized to train and equip them with the security related requirements of the tourism industry. A model training program is given in the table below. The training programme should be structured in a holistic way by incorporating various aspects, viz, behaviour and attitude, law enforcement, inter-personal, cross-cultural, skill development and attractions and destinations of the concerned area.

The BPR&D, in collaboration with the earmarked institutes of the Ministry of Tourism, GOI, may develop detailed training curriculum for both induction and refresher training programmes, training materials, instructions material and assessment materials after a detailed Training Needs Analysis (TNA). Objective Key Performance Indicators (KPI) for the performance assessment of the deputed police personnel may also be framed. Training for the tourist police personnel may be conducted at reputed professional institutes.

An Indicative design brief of the training programme is as follows:

| | |
|----------------------|---|
| Training Need | <ul style="list-style-type: none"> • To enhance the knowledge of tourism industry, in general, and needs of tourists. • Developing the skills to take care of tourists and provide policing services to tourists. |
|----------------------|---|



| | |
|----------------------------|---|
| Entry Behaviour | <ul style="list-style-type: none"> • Deputed Tourist Police Personnel • Duration of training • Two weeks for SI and above • Two weeks for Constables and Head Constables • Language • English |
| Venue | <ul style="list-style-type: none"> • Police Training institutions, GOI, and State Police and Tourism Training Institutions |
| Training Objectives | <ul style="list-style-type: none"> • The trainees will know the needs of the tourists • The trainees will gain confidence to provide policing services to the tourists. • Guidelines/rules and regulations of the central, state, district administration will be followed by the tourists and service providers. • The tourists will get correct and authentic information during their visit to the destinations. • The tourists will feel secure during their visit to different destinations. • The trainees will be able to deliver quality policing services to the tourists. • The image of the country will be enhanced. |
| Assessment | <ul style="list-style-type: none"> • Formal assessment will be carried out in the form of Group Discussions and participation in the class. • Summative assessment will be carried out through individual exercise and problem solving. • Feedback mechanism will be developed and collected by the Office of the Director, Department of Tourism of the state from time to time to know the performance of the Tourist Police, in addition to assessment by the District SP/CP. |



| | |
|--------------------------|--|
| Model of Syllabus | <ul style="list-style-type: none"> • Conceptual Framework of Tourism Industry. • Concept of AtithiDevoBhava. • Travel formalities. • Tourism Attractions of the concerned State/area. • Facilities & amenities for Tourists available in the concerned State / UT. • Understanding Group behavior. • Communication skills & personality development. • Code of Conduct of Tourist Police. • Handling Emergencies. • Etiquettes, manners, attitude and behavior. • Cross cultural awareness. • Psychology of Tourists • Self/Stress Management. • Different schemes of India Tourism and State Tourism, like E- Visa and Swachha Bharat Abhiyan, etc. |
|--------------------------|--|

Further, during the service, every alternative year, the Tourist Police will attend refresher training programmes which will help them in their work place. The unprecedented COVID-19 situation wherein conducting residential training programmes becomes nearly impossible, has amplified the need for trainings to be provided to the learners in a virtual environment in a specified time duration. Online Web-based or computer-based learning is easy to access anytime and anywhere.

The instructional content may include case studies, activities, assessments and scenario- based decision making to keep the learner engaged. Additionally, subject experts can create training content from real life situations and cases and convert them into the e-learning format.

12 Recommendations On Incentivisation

Incentive programs motivate and challenge Police to achieve higher degrees of productivity. This will also translate into increased efficiency of Tourist Police.

- Deputation allowance of at least 30% of pay is proposed in recognition of the specialization.
- One extra increment in salary.
- Language allowance for English proficiency @ 5% of basic pay and 10% for proficiency in each additional foreign language.
- Rewards and recognition like a Tourist Police Medal, commendation discs on successful completion of deputation period.



- Recognition in service records with a successful tenure counting towards better promotional prospects.

12.1 Technology

- Facilities like Helpline numbers, SoS (save our soul) can be deployed to cater to the requests for help or enquiry from tourists.
- Looking at the status of Dial 112, Tourist Helpdesk can be made functional as Pilot within the existing Control Room.
- There is also a need for integration of tourism with different schemes of the government and synergy among various departments and stakeholders to avoid duplication of efforts.
- Further to build a better brand image, a dedicated website and or mobile application should be developed in all the tourist spots in the region. Tourists should also be able to share their experiences/feedback in India on the website about travel/lodging or any

incident.

- A special handbook providing information about tourists spots may also be launched.
- Tourist Police shall work in coordination with FRRO.
- A guide should be made available on websites to the tourists visiting the States/UTs displaying emergency numbers, important locations such as hospitals, and police stations. The guide should also include information about the various traditions/customs followed by the ethnic people so that tourists do not hurt the sentiments of the local people.
- A 'One Stop Information Center' may be created near the tourism spot enabling the tourists to find relevant information at one place. The 'One Stop Information Center' should include various details such as contact details of embassies, transport facilities, details of nearest hospital, etc.



Tourist Police Control Room Systems

Within the existing set up of the Control Room of District Police, a dedicated desk to attend to the calls of the tourists may be set up. Its objectives, functioning and duties shall be the following:-

Objectives

- To serve Tourists and all stakeholders in Tourism domain with prompt facilitation in Police matters ensuring 24x7 access.
- To serve as the nodal point for coordination on Tourist functions with prompt handling of emergent situations.
- Minimize the response time of police teams to deal with emergent situations requiring immediate police intervention
- Ensure efficient dissemination of information to tourists, Police department, and other service providers for tourism activities, disaster management departments and health services.
- To help Tourism grow as the safe and preferred economic activity of the Tourist destination.

Functioning

Important functions of the Control Room are:

- Ensuring smooth coordination among

police functionaries, Tourism officials and reaction elements like PCR Mobile vans, health workers, Disaster Management units and emergency services around Tourist destinations.

- To ensure real time availability of Police at the place of need.
- Ability to understand the caller's need and to mobilise the needed service.
- Assist in prompt registering of crime against tourists.
- To serve as repository of data on Tourism related activities and crimes against tourists.

Duties

- Control Room will work 24x7.
- It shall also be in regular touch with the District Control Room and gather information and disseminate the information to concerned posts/officers.
- It shall record all events and store them on a daily basis on a logging system.
- It shall produce Situation Reports (SITREP) and share them in the chain of command so decided by the Police Department.
- It shall look after the maintenance of the equipment installed for supervision of Tourist Areas like CCTVs, Telephones, Fax, Public Address Systems, Distress



Signaling System, Alert mechanism, links with emergency and health services, Internet connections and radio communication.

- It shall record Tourist data on a daily basis.
- Co-ordinate with all sister agencies.

Equipment

- Tourist Dashboard.
- Digital notice board for staff.
- Digital notice board for Tourists and public.
- V.H.F. and HF Radio consoles
- Attendant telephone and radio console.
- Console for official use.
- Equipment charging room.
- Equipment store.
- First aid room with attendants.
- Vehicle park with emergency PCR Van.

- Dedicated power supply.
- QRT Room.

Facilities

- Separate rest rooms for men and women.
- Food junctions and Tea and coffee machines.
- Good toilets for men and women.
- Facilitation for disabled.
- TV, fax and internet connections.
- Communication tower linked with Police Hqrs and Civil /Tourism Departments.
- Multiple Telephone Connections linked with call centers and public telephones in Tourist destinations.
- E-mail ID at all access points on web and other printed platforms.
- Address on digital media.

SOP on Investigation and Prosecution of Rape against Women



‘Promoting Good Practices and Standards’



1. Introduction

The need to issue Standard Operating Procedure (SOP) to investigate sex crimes has been felt in order to improve the quality of investigation and to secure conviction. The instructions herein are to be followed by the supervisory as well as the investigating officers during the investigation.

2. Purpose

This SOP seeks to provide a complete set of rules and guidelines related to the response of police while dealing with rape cases and to ensure a coordinated and multi-disciplinary approach to sexual offences, in general.

3. Scope

The scope of the SOP is to familiarize all police officers to know as to what is their mandate in rape cases. It sets out the role and responsibilities of the police.

Incidents of crime against women are a matter of great concern for the government and the society at large. In the wake of gruesome incidents of rape in the

country, Crime against Women has attracted a new focus and attention. Free and prompt registration of cases, quality investigation with proper and expeditious prosecution ending in conviction of the offenders shall be a deterrent in combating the menace.

Crime against women, in general, and rape, in particular, need our closest attention. It is necessary to reiterate and re-emphasize the need for prompt and effective investigation and prosecution of rape cases to secure a better conviction rate. Hence this **Standard Operating Procedure (SOP)**.

4. Application of SOP

4.1 Range of cases to be covered under the SOP

- Rape, as in sections 376, 376A, 376AB, 376B, 376C, 376D, 376DA, 376DB, 376E, IPC
- Penetrative sexual assault and/or aggravated sexual assault on a child, as defined u/s 2(1) (d) under the Protection of Children against Sexual Offences Act (POCSO), 2012.

| Sl. No. | Proceedings | Suggested time limit |
|---------|--|----------------------|
| 01 | FIR <ul style="list-style-type: none"> FIR must be recorded in accordance with the provisions of Sec 154 Cr.P.C. FIR shall be recorded by a woman police officer or any woman officer. FIR, being an important document, should be drawn up with greatest care and caution, incorporating all material information/facts which are directly or indirectly connected with the crime or are likely to form important evidence. | Immediately |



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| | <ul style="list-style-type: none">• The victim can lodge the FIR in any police station in any State or District. Subsequently, it can be transferred to the concerned State or Police Station having jurisdiction for investigation. <p>Audio-Visual and electronic means, including scanning, can be used to transmit the information at the earliest.</p> <ul style="list-style-type: none">• A copy of such Information as recorded under sub-section (1) of section 154 Cr.P.C. shall be given forthwith, free of cost, to the victim or informant.• If there is any delay in recording of such FIR, the reasons for such delay should be explained in the FIR.• FIR should be recorded in the regional language, if required, to make it easier for the survivor.• As rape cases are Grave/Special Report Cases, investigation shall be monitored by the DCP of the District concerned. Initial Special Reports, etc., shall be issued by a gazetted officer within 72 hours of occurrence. Similarly, in continuation, Special Reports/Progress Reports are required to be issued about the progress of the investigation fortnightly.• The DCP/In-charge of the Zone/District SP shall give the investigating officer proper instructions/guidance from time to time in carrying out investigation and collection of evidence.• One copy of FIR should be sent to District Legal Services Authority as per direction in case of Khem Chand & Ors. Vs. State High Court of Delhi. | |
| 02 | Treatment of victim <ul style="list-style-type: none">• The victim of such crime should be treated with honor and sensitivity.• Officer interacting with her (victim) should be extremely courteous. No indecent questions should be put to the victim. Care should be taken to protect dignity and prevent embarrassing situation to the victim.• In case, the victim is not accompanied by any member of her family, the information about such crime should be given immediately to her family.• The identity of the victim should not be made public and due care should be taken not to reveal her identity in print and electronic media. Similar care has to be taken for juveniles and children in conflict with law. However, name and photo of such victim may be used in the case diary for the purpose of re-investigation. | With care and honor |



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| 03 | <p>Where the victim is temporarily or permanently, mentally or physically disabled</p> <ul style="list-style-type: none"> • If the person against whom an offence is alleged to have been committed or attempted, is temporarily or permanently, mentally or physically, disabled, such information shall be recorded, at the residence of the person seeking to report such offence or at a convenient place of such person's choice, in the presence of an interpreter or a special educator, as the case may be. • The recording of such information shall be video graphed. | |
| 04 | <p>If victim is of different linguistic background</p> <ul style="list-style-type: none"> • In case, the victim is of a different linguistic background, statement/ FIR must be recorded. An interpreter for the victim with different linguistic background may be provided, during investigation, for recording of statement / FIR. | |
| 05 | <p>If victim is a minor</p> <ul style="list-style-type: none"> • In case, where the victim is a minor, consent and presence of parents may be taken at the time of recording of her statement or FIR. If the guardian is not available, consent and presence of a representative of an NGO or a member of the Child Welfare Committee may be taken during recording of the statement or FIR. • I.O. shall wear plain clothes during interview/investigation (as per Section-24(2), POCSO Act) • The Police Officer, while examining the child, shall ensure that at no point of time, the child comes in contact with the accused, in any manner, whatsoever (as per the mandate of Section- 24(3) & 36, POCSO Act r/w Section-273, Cr.P.C.) • Where, the Special Juvenile Police Unit or the local police is notified and circumstances warrant, that the child against whom an offence has been committed, is in need of care and protection, it shall, after recording the reasons in writing, make immediate arrangement, to give him/her such care and protection, including admitting the child into a shelter home or to the nearest hospital, within twenty-four hours of the report, as may be prescribed, as well as carry on investigation to find the legal guardian of the victim, in appropriate cases, as per the facts of the case • The Police Officer shall not detain any child at night in the police station for any reason (as per the requirement of Section-24(4), POCSO Act). | |



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| | <ul style="list-style-type: none">• If the victim is a minor and happens to be a victim of incest, s/he should be removed from the custody of the alleged/suspected accused and taken to a child protection shelter and a report notifying the Child Welfare Officer should be sent within 24 hours.• In case, the victim does not have a place of abode, she should be shifted to a shelter home. | |
| 06 | Compliance of Section 157, Cr.P.C. <ul style="list-style-type: none">• A copy of the FIR shall be sent immediately to the Magistrate under section 157, Cr.P.C. | Within 24 hours |
| 07 | Investigation Investigating Officer <ul style="list-style-type: none">• As far as possible, investigation of crime against women shall be conducted by a woman officer. Whenever necessary, investigation team should be formed, consisting of three to four experienced police personnel of whom one should be designated as the Chief I.O.• There should be, at least, one lady officer in the team. Rape case should usually be investigated by a senior and experienced police officer as far as possible, it being a grave offence. | Promptly |
| 08 | Recording of statement of victim under section 161, Cr.P.C. <ul style="list-style-type: none">• While talking to the victim, her mental and emotional state should be observed carefully. Proper account of the incident should be recorded in the language of the victim as early as possible.• The victim should not be called to the police station.• The IO should visit her home in plain clothes and take care to elicit information from the victim in such a manner that she remains calm and composed.• The statement of the victim should be recorded at the residence of the victim or in the place of her choice by a woman police officer in the presence of parents or guardians or a near relative or a social worker of the locality.• In cases under POCSO Act, the presence of parents/guardians of the victim must be allowed at the time of recording of such statements. | Promptly |



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| | <ul style="list-style-type: none"> In appropriate cases where the victim is from outside the country / abroad or whenever, in the course of any investigation, it appears to the investigating officer that the examination of the witness is necessary to meet the ends of justice and such witness cannot be examined without an amount of delay, expense or inconvenience which, under the circumstances of case, would be unreasonable - the I.O., with previous permission of his/her immediate superior officer, can examine such witness through video conferencing and other electronic means. <p>Videography of statement</p> <ul style="list-style-type: none"> If the person making the statement is temporarily or permanently, mentally or physically disabled, or the victim is of different linguistic background, the statement made by a person with the assistance of an interpreter or a special educator, may be video graphed. | |
| 09 | <p>Statement of victim under section 164, Cr.P.C.</p> <ul style="list-style-type: none"> It shall be the duty of investigating officer/SHO to inform the Judicial Magistrate for recording of statement of the person against whom such an offence has been committed, as soon as the commission of offence is brought to the notice of the police (as mandated under sub-section (5-A) of Section 164, Cr.P.C. The investigating officer shall take immediate steps to take the victim to any metropolitan / preferably Judicial Magistrate for the purpose of recording her statement under section 164, Cr.P.C. A copy of the statement under section 164, Cr.P.C. should be handed over to the investigating officer immediately with specific direction that the content of such statement under section 164, Cr.P.C. should not be disclosed to any person till the charge sheet / report under section 173, Cr.P.C. is filed. The Investigating officer shall record specifically the date and the time at which he learned about the commission of the offence of rape and the date and time at which he took the victim to the Metropolitan/ Judicial Magistrate, as aforesaid. A copy of the report of medical examination of the victim, if any, should be immediately handed over to the Magistrate who records the statement of the victim under section 164, Cr.P.C. In cases of delay exceeding 24 hours in taking the victim to the Magistrate, the Investigating officer should record the reasons for the same in the case diary and hand over a copy of the same to the Magistrate. | Promptly |



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| | <ul style="list-style-type: none"> In cases under the POCSO Act, 2012, the presence of parents/guardians of the victim must be allowed at the time of recording of such statements according to Section- 26(1), POCSO Act. <p>Videography of statement</p> <ul style="list-style-type: none"> If the person making the statement is temporarily or permanently, mentally or physically disabled, or has a different linguistic background, the statement by the person with the assistance of an interpreter or a special educator, shall be videographed. | |
| 10 | <p>Dying declaration</p> <ul style="list-style-type: none"> Dying declaration may be recorded before a Magistrate or Doctor and, if not possible, it should be videographed under section-161, Cr.P.C. | Promptly |
| 11 | <p>Statement of relevant and material witness under section 161, Cr.P.C.</p> <ul style="list-style-type: none"> All relevant and material witnesses shall be examined promptly. Especially the witness, who reached the spot of the incident on hearing shouts of the victim, if any, must be examined. In case, the victim is indisposed/unable to narrate the incident/ or a minor who cannot comprehend or is in shock and the state of the victim/survivor leads to their next of kin or any other person registering an FIR on their behalf and/or assisting the victim/survivor in registering the FIR, then the said person must be examined as an independent witness. Police must investigate the next of kin and suitably make them prosecution witnesses, if they have observed something of evidentiary value. <p>Statement of witness under section 164, Cr.P.C.</p> <ul style="list-style-type: none"> In appropriate cases, statements of material witnesses shall be recorded under section 164, Cr.P.C. Especially in cases under the POCSO Act, statements of parents/guardians of victims and informant must be recorded. <p>Videography of statement</p> <ul style="list-style-type: none"> If the person making the statement is temporarily or permanently, mentally or physically disabled, or is from a different linguistic background, the statement made by the person with the assistance of an interpreter or a special educator, shall be videographed. | Promptly |



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| 12 | Bond for presence before the court and giving evidence <ul style="list-style-type: none"> The I.O. shall require the complainant, if any, and so many of the persons who appear to such officer, to be acquainted with the facts and circumstances of the case, as he may think necessary to execute a bond to appear before the magistrate as thereby directed and prosecute or give evidence, as the case may be, in the matter of charge against the accused (as per the mandate vide section 170 of the Cr.P.C.). | As soon as possible after recording statements |
| 13 | Medical examination of victim <ul style="list-style-type: none"> Section 164(A), Cr.P.C. imposes an obligation on the part of investigating officer to get the victim of rape medically examined within 24 hours from the time of receiving the information relating to the commission of such offence. The report of such medical examination should be immediately forwarded to the Magistrate by the I.O., who records the statement of the victim under section 164, Cr.P.C. The victim as well as the accused person should be sent for medical examination by the I.O. under properly filled in, medical examination sheet. The female victim shall be examined medically, only by a lady doctor or under her supervision. A Rape victim above 18 years of age can be examined only after obtaining her written consent and, if victim is below 18 years of age (as per the mandate of Section-27, POCSO Act) or temporarily / permanently mentally disabled, she can be examined only after a written consent from her parents / Guardians. In appropriate case such consent may be obtained through electronic medium. A copy of the report of such examination shall be furnished by the medical officer, or registered medical practitioner, as the case may be, to the victim or her parents / guardian. | Within 24 hours |
| 14 | Proof of age In all cases under POCSO Act , where the age of the victim, and cases where the age of the child in conflict with law are material, the following documents/procedure shall be relied upon (Section-34, POCSO Act read along with Juvenile Justice (Care and Protection of Children) Act, 2000.) <ul style="list-style-type: none"> A date of birth certificate from the school, or matriculation or equivalent certificate from the concerned examination Board, if available; and in the absence thereof, | During investigation promptly |



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| | <ul style="list-style-type: none">• Birth certificate given by a corporation or a municipal authority or a Panchayat,• And only in the absence of above, age shall be determined by an ossification test or any other medically proven and improved age determination test. | |
| 15 | Collection of evidence Scene of crime <ul style="list-style-type: none">• Inspection and collection of valuable clues from the scene of crime plays a vital role in the successful investigation and prosecution of a case and it shall be the foremost duty of the I.O. to safeguard the scene of crime, so that the available clues are not disturbed.• The scene of crime should be thoroughly inspected clockwise and every effort made to collect as much evidence from the spot as possible.• Scientific Teams must be summoned to lift finger/foot prints and other relevant items, including hair, blood, semen, body fluids, ornaments, etc. found at the spot.• The scene of crime should be photographed from all angles.• As the 'Spot Map' of the place of occurrence is an important document, it must be drawn properly, indicating distance between the items found at the spot. The position of witnesses, if any, must be shown.• Chain of exhibits and its integrity should be given paramount importance.• If teeth and bite marks have been detected, then the accused should be taken to a dental expert for relevant examination. | At once |
| 16 | Electronic evidence <ul style="list-style-type: none">• Electronic evidence is available in many forms such as CCTV footage, phone call details, etc., and it would be useful to collect all available electronic evidence. CCTV footage is especially useful and I.O. must collect all CCTV footages, whenever available.• Focus should be on collecting primary evidence. Instead of the footage alone, the hard disk and relevant memory disks should also be collected. For reference on primary and secondary evidence, Section 63 of the Indian Evidence Act should be referred. Proof of electronic evidence <ul style="list-style-type: none">• Electronic evidence would need to be proven in the manner prescribed under section 65-B of the Indian Evidence Act. | Promptly |



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| 17 | Scientific and chemical examination of exhibits <ul style="list-style-type: none"> Exhibits collected/lifted should be properly packed/preserved, sealed and sent to the FSL for chemical analysis as quickly as possible. In sensitive cases, supervisory officers must issue plan of action on the same day of reporting, in the form of advisories. In appropriate cases, DNA analysis should be done. Chain of custody of exhibits should be kept safe and intact. | Promptly |
| 18 | Arrest of the suspect <ul style="list-style-type: none"> All efforts should be made to arrest the suspect of the crime promptly. If the suspect has concealed himself or is absconding/evading arrest the I.O. shall make a request to the court for issue of a warrant of arrest of the suspect. If the arrest warrant could not be executed because the person against whom the warrant has been issued has absconded, or is concealing himself, the I.O. shall apply to the relevant court to declare the person a proclaimed offender and move for the attachment of the property of such person, according to section 82 and 83 of the Cr.P.C. Complaint for offence under section 174(A) IPC against absconder <ul style="list-style-type: none"> If any person, against whom a proclamation under section 82 of Cr.P.C. has been issued, fails to appear at the specified place and the specified time as required by such proclamation, the I.O. should move the concerned court, for offence under section 174(A) IPC. When suspect is not known to the victim <ul style="list-style-type: none"> Description of accused should be ascertained from the victim and a portrait of the suspect should be prepared immediately and circulated. A 'look-out' message of the accused should be flashed on the wireless. Local secret/open enquiries should be conducted for the suspect. | Promptly |
| 19 | Procedure after arrest of suspect <ul style="list-style-type: none"> After the suspect is arrested, procedures prescribed under sections 41, 41-A, 41-B, 41-C, 41-D, 46, 49, 50 & 51 of the Cr.P.C. should be followed. No police officer shall detain in-custody, a person arrested without warrant, for a period longer than the circumstances of the case warrant and, such period shall not, in the absence of a special order of a magistrate under section 167 of Cr.P.C. exceed 24 hours. Experienced police officers may be taken in the team while interrogating the suspect. | Promptly |



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| | <ul style="list-style-type: none">• Rebuttal or corroboration of facts, as alleged by victims, is to be done after carefully examining the whole circumstances and by bearing in mind the possibility of the trauma suffered by the victim.• Suspect should be sent for medical examination along with injury sheet detailing injury, scratches, bruises or nail marks etc. found on his body, as per section 53-A, Cr.P.C.• Personal clothes of the accused, worn at the time of the crime, should be seized and sent to FSL for examination.• The accused should be medically examined to prove his physical capacity for committing the alleged crime. | |
| 20 | <p>Test identification</p> <ul style="list-style-type: none">• When an accused not known to the victim is arrested, he should be sent to judicial custody after due interrogation and medical examination, for Test Identification. The court should be requested to fix an early date for the identification proceedings.• It should be ensured that the face of the accused is covered while he is being taken to the court for production.• If the person identifying the person arrested is mentally or physically disabled, such process of identification shall take place under the supervision of a judicial magistrate, who would take appropriate steps to ensure that the identifier, identifies the accused, using methods, the identifier is comfortable with. <p>Video Videography of Identification</p> <ul style="list-style-type: none">• Videography of identification process may be done. If, however, the person identifying the person arrested is mentally or physically disabled, the identification process shall be video-graphed. | Promptly |
| 21 | <p>Bail application</p> <ul style="list-style-type: none">• Bail application shall be opposed with relevant grounds by the prosecution.• If any bail application has been presented by the accused, or on behalf of the accused, before the court, it shall be the duty of the concerned Prosecutor/Investigating officer to inform the victim about such application within appropriate time, in order to give her an opportunity to oppose such application, if she, so desires. | Promptly |
| 22 | <p>Witness Protection</p> <p>In all cases, care shall be taken that the victim and her family or any person whom she is interested in, is not threatened or tempted in any manner by the accused or any other person.</p> | |



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| 23 | Submission of Charge sheet <ul style="list-style-type: none"> • All offences against women shall be promptly investigated and charge sheets should be filed in the court of law within sixty days as per section 173 Cr.P.C. • At no point of time, the quality of investigation should be compromised. All such cases, should be automatically supervised by an officer of the rank of Dy. SP, who should associate himself with day to day investigation, including, arrest of the accused. Orders for chargesheet should be issued after due scrutiny to ensure that the investigation and subsequent prosecution does not suffer from any lacuna or omission. • The I.O./SHO shall ensure that all material documents such as medical examination reports, FSL reports, Test Identification, relevant daily diary/ Roznamcha sanhas etc, are included with the chargesheet • Views and opinions of the prosecuting officer should be taken before filing of the chargesheet. • An advance copy of the charge sheet should be supplied to the prosecutor. • A copy of the chargesheet should be supplied to the victim or informant, without any cost. • E-Challan should be resorted to. | Within 60 days |
| 24 | Duty of IO/SHO during trial <ul style="list-style-type: none"> • An officer, not below the rank of sub-Inspector, ideally the I.O. of the case, should be appointed as Holding I.O., to monitor the progress of the trial of the case. He/She should submit a progress report on each date of the trial which should be put up to supervisory officers, including the SP. • It is the responsibility of the IO to ensure timely production of prosecution witnesses for briefing by the PP/APP. He shall also ensure physical availability of all relevant records and material objects, at the time of the trial. • Service of summons should be monitored to ensure presence of witnesses. Whenever possible, summons should also be issued in the e-format. | |
| 25 | Rehabilitation of the Victim <ul style="list-style-type: none"> • Rape victims need help in rehabilitation. Rehabilitation has to take care of each of the four aspects of the victim's state, including physical, mental, psychological and social. In case the victim does not have place of abode, she should be shifted to a shelter home. | Promptly |



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| | <ul style="list-style-type: none">• The victim is likely to suffer social stigma and possible alienation from the family. Necessary counseling to the victim and family members should be provided.• The victim is entitled to compensation under 'Victim compensation Schemes' run by the State Governments. The victim should be appraised of the provision of the relevant scheme for getting compensation. | |
| 26 | Handling of Media <ul style="list-style-type: none">• Sex offences attract wide media and public attention. While briefing media about sex crimes, identity of the victim should not be disclosed. Under no circumstances, should the victim be produced before the media. Authorized officers alone, should brief the media.• Any supervisory officer dealing directly or indirectly with the investigation of the case should not divulge any information relating to the investigation of the case/victim (including medical report of the victim etc.) to anyone, including the media. | |

SOP on the Use of Videography/ Photography for the Crime Scene and Statement of Witnesses



‘Promoting Good Practices and Standards’



1 Background

In the SLP No. 2302 of 2017 filed by Shri Shafi Mohammed vs. State of Himachal Pradesh before the Supreme Court, the Hon'ble Court had on the 12th of October 2017 ordered the constitution of a Committee of Expert (COE) to facilitate and prepare a report to formulate a road map for use of videography in crime investigation and to propose a Standard Operating Procedure (SOP). The court also asked BPR&D to prepare a Guidance Manual for the investigating officer for crime scene photography and video recording of statements of witnesses. Pursuant to this order, MHA had directed BPR&D to prepare the Guidance Manual.

2 The Supreme Court consideration of the report of Committee of Experts (CoE)

On 21st March, 2018 the Hon'ble Supreme Court took up the issue for further consideration and agreed with the report of the Committee of Experts that videography of crime scene during investigation is of immense value in improving administration of criminal justice since it helps in capturing crucial evidence and presenting in a credible manner. It further agreed that as of now investigation agencies in India are not fully equipped and prepared for the use of videography that time is right that steps are taken to introduce videography in investigation, particularly for crime scene as a desirable and acceptable best practice to strengthen the rule of law. The Supreme Court directed that with a view to implement the plan of action prepared by the Committee, a Central Oversight Body be set up by the MHA forthwith. The Supreme Court

approved the centrally - driven plan of action prepared by the Committee and the proposed timelines.

3 Role of BPR&D

In order to comply with the Hon'ble Supreme Court's directions and I MHA order, BPR&D a committee of the following officers was created-

- Pawan Kumar Srivastava, Director CAPT, Bhopal- Chairman
- Pramod Verma, DIG (TRG) BPR&D
- Dr P Vijay Kumar, SP (CA) BPR&D

BPR&D also organized a "Consultative Workshop on Preparation of SOP on the Use of Videography / Photography of Crime Scene and Statement of Witnesses" on the 6th of June 2018. In this consultative workshop with the States, UTs and other investigating agencies, important points related to technical aspects of equipment emerged. The workshop also spelt out the procedural and training aspects of photography / videography of crime scenes and statements of witnesses.

The committee deliberated on the issue at Bhopal and New Delhi on different dates.

4 BPR&D's Committee on developing the SOP

The committee perused the Hon'ble Supreme Court order in the SLP 2302/2018 which reveals the following as the important factors to be incorporated in the SOP –

- Production and admissibility of evidence



- Securing and storage of *data* evidence
- Making the use of videography and photography mandatory
- Quality and resolution of the *data*/evidence for appropriate forensic analysis
- Secure portals for e-mailing the evidence for storage
- Storing the evidence as permanent record in order authenticity and prevent manipulation
- Use of Smartphones until specialized cameras are selected.
- Funding the endeavour on a sustained basis

The committee has attempted to incorporate the above concerns and guidelines of the Hon'ble Supreme Court in its deliberations and suggestions while preparing the SOP. Attempts have been made to provide an easily available technology to the investigating officers in aiding them in photography /videography of the crime scene.

The committee firstly deliberated on the utility of the photographs and videographs of any crime. It was agreed that the photographs and videographs are universally accepted best practices and was essential for the appreciation of the scene of crime and evidence by the Hon'ble trial court. It is accepted that there is limited strength of forensic science experts in the districts, they are stationed at the district headquarters and hence they are unable to reach all scenes of crime and even if they reach the scene of crime the delay causes disturbance of scene of crime.

Therefore, the committee is of the opinion that chronicling the scene of crime via videography and photography for appreciation by the trial court should be done by the first responder itself. Specific and expert photography for better erudition of the evidence should be done by the forensic science experts who have to undergo a distinct training.

Police IOs are the first responders in any crime scenario. They must have access to simple technology along with appropriate training to inspire confidence in them to preserve and record the scene of crime authentically and faithfully. Once this initial important response is ensured, the detailed videography / photography may be ensured, if required, by the specialized forensic evidence collection teams. The availability of simple instructions for videography / photography ensures the appropriate immediate response of the IO and appreciation and collection of evidence.

The Committee recommends the SOP may be made mandatory for the offences wherein the punishment is 7 years or above which are classified grave / serious / heinous offence. Later it may be extended to all criminal offences. The Committee of Experts has also observed that crime scene videography was a "desirable and acceptable best practice" since various States had expressed concerns / problems related to lack of training, funding forensic facilities, operational difficulties and legal issues of admissibility of electronic evidence in the absence of 65 (b) certificate under IT Act, 2000.



5 Proposed solution

The committee not only is suggesting the ways to go about the: photography and videography of the scene of crime, available evidence and statement of the witness but also providing the means to attain this objective.

The advent of technology by way of smartphone which is infact a small computer in itself that has an operating system, RAM, input and output devices and is connected to internet and a network and which is easily carried in almost everyone's pocket offers a handy tool in achieving the above objective. Almost everyone is using applications like Whatsapp to send videos and photographs to their near and dear ones and police officers are one of them. Some police officers are using Whatsapp for understanding the scene of crime remotely.

It is also worthwhile to mention that technology enables us to record certain data (called the metadata) in the file itself. We are proposing the usage of metadata to record critical investigation information as metadata in the files. The metadata will automatically record the latitude and longitude, date and time from the GPS and will have the crime number and other details that has to be manually entered by the IO.

The smartphones being powerful pocket computers are capable to make complicated calculations in split seconds. We are using the smartphones to calculate the hash values of each file.

In view of the above, this committee proposes the solution of providing

smartphones with good resolution cameras to record the evidence with the help of sophisticated software with geo-tagging and time-stamping. These photos/ videos and their meta-data would immediately be provided a Hash value and sent to secure servers for storage as permanent record and for later retrieval for investigation purposes.

For this, an android (and iOS- under development) based application supported by a web application has been developed by CAPT to be used by the IOs at the scene of crime for videography / photography and recording of statements of witnesses. These pictures and videos will have unique Hash values stored in their respective properties hence maintaining their data integrity and authenticity. The android application is available on trial basis at <http://captbhopal.in/capt-track.apk>

The app can be installed on any android smartphone that has an inbuilt GPS as the time and date stamp and latitude and longitude are extracted in realtime from the GPS data and is embedded in the metadata. Each file (whether photograph or video) has the data of photograph and videograph with associated metadata stored in the file itself. The HASH value of each individual photograph/video is also calculated in realtime and embedded in the metadata and the file (s) will immediately sync to the server or can be emailed to a specific email id. Even the address of the server and the email id are stored in the metadata.

The tool thus addresses the authenticity of the photograph/video by way of storing the crime details in the meta data, calculating the hash values and even printing them on the individual photo/



video and sending them to the secure server thus maintaining the chain of custody. The tool is extremely easy to use, secure and foolproof.

6 Technical specifications of the application

- Service layered application: for web and android/iOS mobile platform.
- The whole application has simple user interface which is easy to understand by all types of users and can be installed at any basic android smart phone having GPS facility.
- The features of Operating Software are
 - Easily downloadable from secured server
 - One click installation
 - Easy login
 - Enter / Select - Metadata such as District, Police Station and Crime Number
 - Take pictures / videos
 - Selecting the pictures / videos
 - Auto upload to server / send e-mail
- Admin Panel (Headquarters)
 - Login
 - Dashboard
 - Administrator / User Management
 - Search / Query - Date wise, Crime wise, Police Station Wise, Case wise, District wise

Design

- Vertical oriented
- Standards compliant, responsive design for all display devices
- Flexible layout of dynamic content via the CMS

Security and Encryption

The App uses Open SSL to provide AES - 256 and AES - 128 encryption. All of App's encrypted values are signed using a message authentication code (MAC) so that their underlying value cannot be modified once encrypted.

Platform – MAMP (Macintosh, Apache, MySQL & PHP)

- Scripting Language - PHP
- Backend Database - MySQL, XML
- Security

Hardware Requirement

- Android smartphone with GPS facility

Other Requirements

- Domain name & web server hosting (cloud based)
- SMS Gateway

The Android application shall be used by Investigation Officers at the crime scene and recording statement of the witnesses for taking pictures or recording videos.

These pictures or videos will have a unique hash value stored in the respective properties



7 Limitations- The tool along with the SOP can be used to record photos, videos of the scene of crime but also can be used to record the statement of the witness. However, if an IO takes 10 pictures of the scene of crime, a 2 minute video of the scene of crime and statement of the witnesses as a 5 minute video for 10 witnesses the total storage requirement of each case is calculated below.

- 10 photos x 5 MB each = 25 MB
- 2 minute video of Scene of Crime= 200 MB
- 5 minute statement x 10 witness= 5 GB

Thus a modest estimation as per the calculation above would be about 5.5 GB for each case. Madhya Pradesh has an estimated crime of 2.5 lakhs per year. Thus the storage requirement for the cases if photographed and video graphed will be 1.375 Peta byte or 1375 Terabytes. Even though the storage capacity is increasing per unit price the estimated price for this kind of storage and archival will require an estimated expenditure of about Rs 5 to 6 Crores per year. It is therefore suggested that in the first phase this capacity and infrastructure should be built only for the heinous offences. As and when the capacity is increased and each individual of the criminal justice system appreciates the utility of the system, the states will endeavor in storage capacity enhancement.

8. Process Flow - Steps to be taken by the IOs

- Log into the app after reaching the crime scene.

- Check if the GPS coordinates are properly displayed with time stamp.
- Enter metadata related to the case - crime number, police station name, district name (without this metadata the app will not work; the metadata will automatically link the video / photo evidence with the concerned crime).
- Record the necessary photograph / video footage.
- Save the same, if satisfied.
- Immediately upon saving, the hash value of the photo / video footage will be embedded and displayed in the original picture/footage.
- Simultaneously the metadata of the photo / video footage is merged the original photo / video footage and the new hash value is generated; this data with its hash value is stored and transmitted to the central secure server for storage and retrieval (data integrity is maintained and checked through hash value).
- The IO can retrieve the required digital evidence at any time from the Secure Central Server for the purpose of investigation
- The Secure Central Server may be located at either the State Headquarters or in the concerned district.
- The same steps are automatically followed by the application for further photo / video footage in the course of investigation.



- The IO shall download the digital evidence from the Secure Central Server and submit the same along with certificate under 65 (b) IT Act, 2000 to the jurisdictional court either as printouts or as an electronic device like pen drive / CD.
- The admissibility of the digital evidence is ensured through the 65(b) certificate under the IT Act and the data integrity and chain of custody is maintained through the hash value of the original picture and the metadata).
- For recording statements of the witnesses the same procedure may be followed either with mobile phone or any other instrument having this app installed.
- The GPS coordinates are displayed in the smartphone through the standalone software which connects to the satellite directly and does not need data connectivity.
- In case, the GPS signal is not available due to the location of the scene of crime in an enclosed space with roof and GPS coordinates are not displayed on the screen in the crime scene then the IOs shall go to an open space (open to the sky- and as you enter the scene of crime) and take a picture with the GPS lock. All following pictures (when the scene of crime is in an enclosed space) in the same transaction will record the first GPS coordinate.

9 End - users of the SOP

This SOP is meant to be followed primarily by the Investigating Officers and their team members assisting in the investigation and responsible for crime scene videography / photography. The members may include Sub-Inspectors or any other police officer, official photographers of the District / Police Station and professional photographers engaged by the Investigating Officer. The ambit of the SOP is restricted to IOs and the forensic scientists and other experts are not included in this since detailed SOPs on photography and videography of the crime scene are already available for them. However, they may also use the same SOP and application as per their requirement, if any.

10. Advantages of using the SOP and the application

- Conventional methods of marking the photographic and video graphic evidence and linking it with the crime scene is cumbersome and requires the presence of independent witnesses.
- The application ensures that the metadata (Crime No., Police Station, District etc.) is linked with the photo / video evidence and GPS coordinates and time stamp. All this data is stored with a specific hash value which cannot be tampered. With this, the requirement of witnesses can be dispensed with.
- Therefore, the application and SOP replace the manual aspects of linking of crime scene; it is made automatic and in - built in the chain of custody.



- The use of the application makes available a host of authentic data such as crime no., police station, district, name and contact details of IO and supervising officer, GPS coordinates, time stamping and timing of transferring of data, timeline of access of the data, dimension of the image, the file size and location, model of the camera, focal length and ratio, exposure time and last modified etc. This data may prove useful during investigation and trial.
- With the feature of storing the data in a secure server and its later retrieval in investigation purposes, the same can be examined simultaneously by both the supervising as well as investigation officers. This strengthens the monitoring and investigation mechanism.
- It is easy to see the entire log of who handled the photographic and digital evidence and for what purpose.
- Instrument used in taking the photograph / video evidence need not be submitted in the jurisdictional courts for the purpose of trial and certificate under Section 65 (b) IT Act, 2000 shall suffice
- Investigation process becomes more credible and transparent

11 Steps to be followed by the IO to record photographic and video evidence on the scene of crime

- Use the safe route when moving through the scene, avoid disturbing the scene.
- Take photographs with scale when appropriate.
- Take photographs of the crime scene before and after the alteration.
- Take a complete set of pictures including aerial, long - range, mid-range and close-ups.
- The photographs should include entry and exit routes, victims and evidences as far as possible.
- Take photograph of crime scene objects such as blood stains or fingerprints or footprints as soon as possible.
- Take photographs from exterior to the interior of the crime scene and from general to the specific focus.
- Close-up photography is preferred when taking footprint, fingerprint, shoeprint, tyre track, injuries etc.
- Hash value of the individual image/video footage to be mentioned in the panchnama.
- Ensure admissibility of the digital evidence, by following the procedures demanded by law including the certificate under 65-B and maintain the authenticity and data integrity through the hash values in different places of transmission and storage.
- The above said is not exhaustive, the IO should try his level best to present the original crime scene to the competent court through every mode and tool



possible including digital photograph and video footages

of the individual photograph in the case diary

- Don't disturb the crime scene before taking photographs.
- Don't submit unclear photographs to the court of law.
- Don't submit the digital evidence without certificate under 65B
- Don't forget to mention the hash value

This SOP is a guideline for the functional and operational part of crime scene photography and recording the statements of the witnesses to ensure the admissibility of the same in the court of law. The technical aspect including photographs taken by forensic experts, contents and analysis is not dealt with.

SOP on Efective Co-Ordination Between Police Officers of Neighbouring Districts of States



‘Promoting Good Practices and Standards’



1 Preface

Crime in India underwent a progressive change in the past few decades and thereby posing a tough challenge to the law enforcement agencies. Since police is a state subject different state police are combating the crimes in their respective jurisdictions in their own capacity even while dealing with inter-state crimes, cyber crimes, counterfeit currency, narcotics, smuggling, left wing extremism, terrorism, etc., which is not yielding effective results due to individual efforts and lack of coordination and cooperation with other states who are also dealing with similar crimes. Though there are few instances of Inter-state/Inter-district border police co-operation in combating inter-state crimes it is being done on ad-hoc basis and through informal means which is yielding temporary results.

Hence, an institutionalized mechanism/ Standard Operating Procedure needs to be developed for effective Co-ordination between Police Officers of neighbouring districts of States.

2 Objectives of Standard Operating Procedure

- To effectively prevent and combat inter-state crimes such as cybercrimes, interstate criminal gangs, counterfeit-currency, smuggling activities, Drugs/ Arms/Human trafficking, terrorism etc.
- To achieve a quicker and more targeted cooperation in Law and Order issues, Crime Investigation / Detection, anti-terrorist and anti-extremist operations.

- To improve information exchange and update crime and criminal databases.
- To combat inter-state border crimes by forming joint investigation teams.
- To bust safe havens of criminals/ extremists/terrorists in state/district border areas.
- To resolve Border Disputes.

3 Advantages of having a Standard Operating Procedure

- Filling security gaps in inter-district and inter-state border areas.
- Better information exchange on crime and criminals among the states and better updation of crime and criminal databases.
- Secure better assistance in crime prevention, detection and apprehension of accused.
- Execution of inter-state warrants.
- Cross-border pursuit and apprehension of accused.
- Better monitoring the activities of habitual offenders, inter-state criminal gangs and crime prevention.
- Better coordination during terrorist activities and natural calamities like floods, earth quakes etc.
- Sharing of best practices on policing.
- Coordination of the intelligence in general and better execution of counter-terrorist operations and anti-extremist



operations and safeguarding public lives and improve internal security of the nation.

- Optimum utilization of resources human/financial/technical leading to improved performance, accountability and better policing.

4 Different Committees for achieving Inter-State Police Co-operation

To achieve the objectives as stated above following committees will be in place at different levels.

- District Level Committee
- Range Level Committee
- State Level Committee

4.1 District Level Committee

In order to secure effective cooperation with the Police of neighbouring border districts of neighbouring states for exchange of information, assistance, and seamless co-ordination to deal with law & order issues and crimes. To ensure the effective co-operation a District Level Committee will be formed with the following members.

- The District Superintendent of Police of the Bordering Districts.
- A representative of District Magistrate/ Deputy Commissioner will be as a special invitee.
- The local Commander of CAPF deployed in the area will also be invited to attend the meeting as member of the Committee.

- All other stakeholders like representative from Forest, Revenue, Excise, Mining, Railways, etc. will also be nominated as co-opted members of the Committee.

Note:- A Gazetted officer of the district shall be designated as a nodal officer to exclusively deal with inter-district police matters and pursue the agenda items discussed in the meeting. The contact details of the nodal officer of the district should be circulated to all concerned and uploaded in district Police website to facilitate better communication and coordination.

4.2 Zone/Range Level Committee

- As more than one District may be co-terminus with the neighbouring State, another Committee should be constituted under the Chairmanship of the Zonal/Range Head of the Police Department.
- The Ssp of the Districts sharing Borders will be the member.
- The Commissioner of the Division will be the Special Invitee of the Committee.
- All other stakeholders like representatives from Forest, Revenue, Excise, Mining, Railways, etc. will also be nominated as co-opted members of the Committee.
- The local commander of the CAPF deployed in the area will also be members of the committee.

A Gazetted officer of the Zone/Range shall be designated as a nodal officer to



follow up the agenda points discussed in the meetings.

4.3 State Level Committee The issues which could not be sorted out in the District and Range level Committee meetings will be taken up in the State Level Meeting wherein DsGP of the neighbouring State will meet once in a year. All issues requiring attention at higher level will be discussed in this meeting. Principal Secretary, Home of the State will be the special invitee in the meeting to resolve the issues related with various departments of the Government.

An AIG/SP rank officer of the DGP office shall be designated as a nodal officer to follow up the agenda points discussed in the State level meeting.

Proceedings of every meeting should be drawn and a copy should be submitted to all concerned mentioning following information:-

- Date and Place of the Meeting
- Officers attended the meeting
- Agenda Points discussed

Action Taken/To be taken on proceedings of the meetings should be recorded and may be discussed/reviewed in the next meeting.

5 Periodicity of the Meetings

- The District Level Committee Meeting shall be convened quarterly, preferably in March, June, September and December.

- The Range level Committee Meeting shall be convened twice in a year preferably in April and November.
- The State Level Committee Meeting shall be convened once in a year preferably after completion of the District level and Range level Meetings.

6 Venue of the meetings

The meetings at all levels be arranged on rotation basis. Meeting can also be convened through video conferencing. The host District/Range/State will preside over the meeting.

7 Agenda of the Meeting

The Agenda of the Meeting should be prepared at least 1 (one) month before the date of meeting. The agenda should be prepared in consultation with the respective counterparts.

The following subjects can be part of the agenda:-

- Discussion on the subjects of mutual interest.
- Discuss & resolve border disputes
- Sharing of inputs related to law & order.
- Crime control in the Bordering area.
- Discussion on security related threats.
- Human Trafficking/Missing children
- Smuggling of Drugs and Narcotics
- Smuggling of Arms and Ammunition
- Extortion & Kidnapping
- Extremist/LWE Activities



- Wild life Trafficking.
- Shelter by criminals/ extremist in the Bordering areas.
- Extremist activities in the bordering area and preventive measures to be taken the Bordering District.
- Timely collection of information and exchange of intelligence inputs.
- Modalities of the Joint Exercise involving, CAPF and Police of the Bordering State.
- Co-ordination at Police Station level.
- Steps to be taken to thwart the attempts by the Miscreants/Anti-social elements endangering the safety and security of residents of the bordering areas.
- Illegal deforestation, encroachment on forest land in Bordering area.
- Illegal mining in Bordering areas.
- Confidence building measures amongst the residents of bordering areas like cultural programme, sports events etc.

The above points are illustrative and not exhaustive The Committee may take up region-specific points for deliberation which are vital to Border Policing.

8 Minutes of the Meeting

- Minutes of the meeting should be

prepared immediately after the completion of the meeting and signed jointly by the participating stakeholders.

- Minutes shall be issued by the host State/Zone/Range/District.
- A copy of the minutes may also be sent to the concerned DGsP and State Government besides the respective stakeholders.
- Action Taken Report be collected from all concerned which should be placed before the Committee during the next meeting.

9 State Control and Co-ordination Centre

A State Control and Co-ordination Centre shall be functional at State level under supervision of ADGP (L&O/Border/SB) nominated by DGP of the concerned state. The mandate for the Co-ordination Centre is to act as Nodal Agency among the neighbouring States to share the information on need basis. Any information required by other State be forwarded to the Co-ordination Centre of the concerned State from which the information is required. The Co-ordination Centre will immediately collect the information and forward to the needy state. Based on requirement it should also coordinate with other departments and agencies outside the Police.

SOP on Coordinated Approach to Handling Agrarian Movement



‘Promoting Good Practices and Standards’



Agrarian movements witnessed in recent times are premised on multifarious issues which affect farmers nationwide. Though such events are not entirely sporadic and some information regarding an impending movement including major demands, proposed route, prominent leaders, likely strength of the gathering, etc., is available beforehand, it is imperative to devise a coordinated approach to deal with such movements in a holistic manner in the form of a broad Standard Operating Procedure (SOP).

This SOP, thus, aims to examine the issue of handling agrarian movements in the course of three interconnected stages, namely, the Pre-agitation, during the agitation & the Post-agitation stage, envisaging a shift in strategy from use of force to negotiated management.

The SOP also seeks to create a permanent 3-tier structure in the form of Integrated Cells (ICs) at the District, State and the National levels to engage with the core demands of the farmers. These are being tentatively called the District Integrated Cell (DIC), the State Integrated Cell (SIC) and the National Integrated Cell (NIC). The Integrated Cells (ICs) would be permanent bodies and would be expected to keep themselves abreast of developments and issues that may be agitating the farmers.

1 Composition of the ICs

- The District Integrated Cell (DIC) would comprise the District Magistrate, the Superintendent of Police and representative(s) from department(s) concerned.
- The State Integrated Cell (SIC) would

include the Chief Secretary, Director General of Police and Secretary/ Secretaries of department(s) concerned.

- The National Integrated Cell (NIC) would comprise the Union Home Secretary, DIB and Secretary/ Secretaries of concerned Ministries.
- The DIC, SIC and NIC may co-opt any other individual or group, from the government or outside, as they deem fit, and/or as the situation demands.
- The DICs and SICs would be expected to hold regular coordination meetings with farmers' groups/representatives, related NGOs, other stakeholder departments as well as corporates involved, if any, in order to keep themselves abreast of issues and developments.

2 Pre-Agitation Phase

2.1 Establishment of an 'Integrated Cell' at district, state and national levels to deal with the core demands on which the movement is based

- At the district level, the primary responsibility of the DIC would be to engage with the aggrieved farmers and resolve their issues or assure them of early resolution, so as to diffuse the situation.
- In case, the aggrieved farmers decide to launch the movement and are dissatisfied despite the efforts at the district level or decide to expand the



scope of their agitation over more than one district, the next point of engagement shall be the State Integrated Cell (SIC). In the event of non-resolution of the core issues at the state level or anticipation of the movement shifting towards the national capital, the National Integrated Cell (NIC) shall engage with the aggrieved farmers.

2.2 Use of vernacular media

- Educational/awareness videos/short films, in local language, on government schemes for the welfare of farmers should be aired on vernacular TV channels. Likewise, such schemes should also be widely publicised in vernacular newspapers for the benefit of farmers.
- Street plays/nukkadnataks on themes such as farmers' welfare, agrarian schemes, technological advancements in agriculture, etc., in collaboration with the related NGOs, should be conducted in vernacular.

2.3 Intelligence Sharing Mechanism

- A mechanism for proactive real time sharing of intelligence between Special Branches of all the states and UTs should be operationalised. This assumes relevance in the backdrop of recent movements from various states culminating in the national capital. Real time sharing of inputs regarding the likely route, approximate strength of the gathering, important leaders, whether the gathering is armed, etc,

shall ensure better preparedness on part of the administration and Police set up of the states falling en-route to deal with the emerging situation.

- Besides, field level officers of the Police and administration should keep themselves aware of the background of the movement and the political proclivities of the individuals spearheading it, so as to ease the process of deciding the points of engagement.

2.4 Extensive use of technology

- It should be ensured that Police is adequately equipped with the latest riot control equipment that is light weight and innocuous.
- Deployment of armed Police personnel should be avoided.
- Multi-clad Police personnel, equipped with concealed cameras may be detailed to merge with the crowd and be deployed at the pressure points.
- Use of non-lethal equipment should be ensured.

2.5 Social media management

- Mobilisation of farmers and dissemination of information amongst them takes place on closed social media platforms, particularly, WhatsApp groups. DICs/SICs and the NICs should endeavour to have such groups identified for procuring first-hand information regarding the plans of the



leadership, course of the movement and inner deliberations.

- It would also be extremely vital to monitor the narrative of the urban intelligentsia on social media platforms such as Twitter and Facebook as agrarian movements invite expression of opinions/solidarity from across sections of society.
- Think tanks and popular faces should be involved by the DICs/SICs for countering propaganda.
- Besides, quick dissemination of fake news and rumours through social media has the potential of undoing the efforts made towards defusing the situation. A Media Briefing Cell should be set up by the ICs to present the true picture of the events. Further, the official social media handles of the Police and civil administration should provide updates on the situation, particularly highlighting the progress made in negotiating with the aggrieved farmers, so as to counter fake news/ rumours.

2.6 Training of Police personnel in soft skills

- Regular training modules aimed at inculcating soft skills for public dealing and behaviour management in stressful situations such as mob-containment should be conducted for Police personnel of all ranks by the states and UTs.
- As Police, being the law enforcement

arm of the State, becomes the last responder in agrarian movements with violent overtones, such training would ensure that the situation is not aggravated further due to behavioural issues of the Police force deployed to handle the situation.

- BPR&D has already initiated a programme of training Police personnel in soft skills and would be made the nodal agency for soft skill training of Police personnel. This would require a commensurate upgrading of infrastructure and manpower at the BPR&D.

2.7 Primary ownership of the issue

- The primary ownership of farmers issue should rest with the civil administration and Police of the district where the mobilisation begins. It is necessary for the DM and SP concerned to take up responsibility for redressing and resolving the farmers' grievances through the district level cell and ensuring that it does not spill over to other areas or snowball into a national level issue.

3 Agitation Phase

- Smooth coordination between the stakeholder agencies and their concurrence on any action to be taken to defuse the situation. An integrated command involving the members of the district, state or national cell, as the case may be, should be set up for quick decision making.



- Engaging with the leadership and ensuring that the movement does not spiral out of control. In case, the agitators are adamant on moving to the state or national capital, they should be sensitised as to the ground realities, including various restrictions such as prohibitory orders, route diversions, relevant judgements of the Supreme Court or High Courts, etc
- Notifying non-Police premises as jails for confinement of protesters in the event of violence and imposition of Section 144 Cr. PC
- Real time social media updates through official handles of Police and administration to counter propaganda and fake news
- Political leadership should be involved to assure and engage the protestors
- Identifying exit routes for easy and quick dispersal of the crowd

4 Post-Agitation Phase

- Holding of a debriefing session to review the handling of the situation and for correctives for future.
- Proper documentation of the entire series of events and action taken.
- Sharing of experience and notes on debriefing with Special Branches of all States and UTs
- Maintenance and cultivation of contacts amongst farmers, including leaders as well as foot soldiers
- Monitoring social media narratives
- As such movements are most likely to take place close to Parliamentary or Assembly sessions, the district level cell should apprise the state level and national level cells to sensitise the Government at highest levels to address the farmers' concerns well in time.



RELEVANT OBSERVATIONS BY VARIOUS COURTS PERTAINING TO HANDLING OF AGRARIAN MOVEMENTS

Calcutta High Court

Association For Protection Of Democratic Rights & Anr. v/s State Of West Bengal And Ors.

Dated: November 16, 2007

Equivalent citations: 2007 (4) CHN 842

Author: S Nijjar, Chief Justice

Bench: S Nijjar, PC Ghose

These observations cannot be understood to mean that resorting to indiscriminate gunfire would be permissible. The observations rather tend to show that liberty occupies a place of pride in our socio-political order.

We are unable to accept the submission of the learned Advocate General that discriminate firing by the police would be permissible under the provisions of Criminal Procedure Code, 1973. The Police Act, 1861 or the West Bengal Police Regulations, 1943. It is not possible to accept the submission that the mob had prevented the police from performing its duties. We are also unable to accept the submission that it is permissible to indiscriminately open fire to control the crowd. There is no material before the Court that the assembly of the farmers agitating against acquisition of their land was in any manner causing danger to the life of any police personnel. It is for this reason that the enquiry would be necessary to be conducted by an independent agency as to whether the crowd was actually carrying any lethal weapons.

Unless such materials are placed before the Court, it cannot be held that the decision of the police to open fire was justified.

On the perusal of the Regulations it would appear that the Police ' Regulations provide a series of checks and balances for the use of firearms by the police force for the dispersion of unlawful assemblies. Regulation 151 provides that when a Magistrate is present with an armed party, employed for the suppression of a riot or the dispersion of unlawful assemblies, he shall give the warning prescribed by Regulation 153(c)(ii). Regulation 154 provides for general rules relating to the use of firearms. Regulation 155 specifies that the Magistrate may himself give the order to open fire or may direct officer in command to issue the order. In case the Magistrate is not present the officer himself can issue the order provided he considers it to be necessary. Regulation 156 provides for action to be taken after the police have used firearms. A detailed report is to be submitted to the District Magistrate. Regulation 157 provides that whenever the police have used firearms a full executive enquiry to ascertain whether the firing was justified and whether the Regulations were obeyed, shall be held as soon as it can possibly be arranged. Thus, it appears that the Regulations provide a comprehensive guide for the control of the use of firearms. We are unable to accept the submission of the learned Advocate General that since the Regulations 152 to 154 were



complied with, the police cannot be accused of indiscriminate firing at the Nandigram “unlawful assembly”. We are of the considered opinion, that if Regulations 151, 152, 153 and 154 are strictly complied, there would be no scope for indiscriminate firing into a huge crowd. The Regulations permit only target specific shooting, which would be impossible when the police is faced with a crowd of thousands. Firstly it would be very difficult to identify the targets. Even if they are identified, they would have to be isolated before they could be shot. Therefore, detailed provisions have been made in these Regulations about the method and manner of firing. The object is clearly to minimise the injuries. Regulation 151 gives the power to the Magistrate when present to direct the Officer -in-Command to use force or open fire. Regulation 152 specifically provides for the precautions which have to be observed by a police officer in command of an armed party for the suppression of a riot or the dispersal of an unlawful assembly. The Regulation is as under:

- he should so dispose it that it has effective a field of fire as circumstances permit;
- he shall not bring it so close to a mob as to risk either its being overwhelmed by a sudden rush or its being forced to inflict heavy casualties;
- if, in order to minimise injuries from missiles, the party is extended, he shall not allow it to extend so far as to affect his ability to exercise strict fire control;
- he should order bayonets to be fixed;
- he shall give orders to the party to load,

when he thinks fit loading without such orders it strictly forbidden;

- for the purposes of fire control he shall ordinarily divide his force into sections of not more than ten men each and place each section under a responsible commander;
- if the party is, or is likely to be, attacked from two directions, he shall post the men in two ranks, each facing one of those directions, with sufficient space between such ranks to enable him to move between the ranks and to control the firing; and
- generally he should follow the riot drill instructions as closely as circumstances permit.

A perusal of the aforesaid would show that it is the bounden duty of the officer in command that the armed party shall be so disposed as to have an effective field of fire as circumstances permit. The armed party shall not be brought so close to the mob as to inflict heavy casualties. The firing should always be under his strict control to minimize injuries. Even loading and unloading of the arms can only be done only specific orders of the officer-in-command. The armed forces have to be divided into small sections of not more than ten men. These directions contained in Regulation 152 are mandatory in nature. Therefore, no laxity can be permitted in their performance.

Regulation 153 lays down the eventualities in which fire arms permitted to be used. Undoubtedly, firearms are permitted to be used for the dispersal of unlawful



assemblies. The procedure to be followed in such circumstances is as under:

Use of firearms to disperse an unlawful assembly,;

- An order to fire upon a crowd should be regarded as an extreme measure to which recourse should be had only in the last resort when it is absolutely for the defence of life or property or when a Magistrate, an Officer-in-Charge of a police station or police officer superior in rank to such officer considers it impossible to disperse a mob by any other means.
- Before an order is given to fire upon a crowd the Magistrate or, if no Magistrate is present, the police officer in command shall give full and sufficient warning to the rioters that they will be fired upon if they do not disperse immediately.

- All ranks engaged in the suppression of a riot or in the dispersal of a riotous assembly must await the orders of a Magistrate, an Officer-in-Charge of a police station or a police officer superior in rank to such officer before firing.

A perusal of this provisions would show that an order to fire upon a crowd should be regarded as an extreme measure to which resort should be made only in the last resort. When it is absolutely necessary for the defence of life or property. An order to fire upon a crowd can also be made when a Magistrate, Officer-in-Charge of a police station or police officer superior in rank to such officers considered impossible to disperse a mob by any other means. Due to the drastic consequences that the gunfiring would have, it has been made mandatory for the police officer in command to give full and sufficient warning to the rioters that they will be fired upon if they do not disperse immediately.



Madras High Court

P. Perumal v/s The Superintendent of Police, District Namakkal

Dated: November 08, 2018

Coram: Justice N. Anand Venatesh

W.P. Nos. 27870, 27873, 27866, 27876, 28170, and 28175 of 2018

It is an admitted case that the farmers across seven Districts want to express their grievance with regard to the payment of compensation for acquiring their lands to put up power transmission project. The agitation is planned to be conducted only in a Private Patta Land. Strictly speaking, permission under Section 30(2) of the Police Act is not even contemplated. However, since the agitation is going to be attended by a large number of people, the Police has to necessarily step in order to maintain peace and to stop any unnecessary law and order problem. That does not mean that the respondent Police can all together stop the petitioners from conducting the <http://www.judis.nic.in> agitation by imposing a blanket bar under Section 30(2) of the Police Act. This provision is more regulatory in nature and it cannot be used to completely curtail the freedom of speech and trifle any democratic dissent of the citizens. After all, the farming lands are being taken over for a power project and the farmers are seeking for a proper payment of compensation under the amended Land Acquisition Act. According to the petitioners, the farmers have been deprived of the payment of proper compensation, and therefore, the only way, the farmers can make the State Government pay the compensation is by drawing their attention, by conducting a peaceful Sit-in-Protest in the lands belonging to the farmers.

The Sit-in agitation conducted in the Patta Land belonging to the farmers cannot be prevented by the respondent Police. The respective impugned orders that are the subject matter in all the writ petitions clearly reflect colourable exercise of power and clear non application of mind. All the impugned orders therefore, are liable to be set aside by this Court. The Police Act. This provision is more regulatory in nature and it cannot be used to completely curtail the freedom of speech and trifle any democratic dissent of the citizens. After all, the farming lands are being taken over for a power project and the farmers are seeking for a proper payment of compensation under the amended Land Acquisition Act. According to the petitioners, the farmers have been deprived of the payment of proper compensation, and therefore, the only way, the farmers can make the State Government pay the compensation is by drawing their attention, by conducting a peaceful Sit-in-Protest in the lands belonging to the farmers. The Sit-in agitation conducted in the Patta Land belonging to the farmers cannot be prevented by the respondent Police. The respective impugned orders that are the subject matter in all the writ petitions clearly reflect colourable exercise of power and clear non application of mind. All the impugned orders therefore, are liable to be set aside by this Court.

In the result, the writ petitions are allowed. The petitioners are entitled to carry on with the Sit-in agitation in their own Private Land. It is also made clear that the petitioners shall strictly comply with the undertaking given by them in their affidavit at para 18.



Madhya Pradesh High Court

Medha Patkar v/s State of M.P. And Anr

Dated: September 25, 2007

Equivalent citations: 2008 CriLJ 47, 2007 (4) MPHT 219

Author: A Patnaik, Chief Justice

Bench: A Patnaik, A Singh

This is a Public Interest Litigation registered pursuant to a letter dated 26.7.2007 from District Jail, Indore, written by the petitioner on behalf of the people affected by the Sardar Sarovar Project who, while agitating from their demands for rehabilitation were arrested and detained in the Badwani and Indore Jails.

Under Article 19(1) (a) of the Constitution, all citizens shall have the fundamental right to freedom of speech and expression and under Article 19(1) (b) of the Constitution they have the fundamental right to freedom to assemble peaceably and without arms. When a group of citizens, therefore, assemble and shout slogans making some demands they exercise their fundamental rights guaranteed under Articles 19(1) (a) and 19(1) (b) of the Constitution. This will be clear from the decision of the Supreme Court in *Kameshwar Prasad and Ors. v. State of Bihar* 1962 AIR 1166 in which the Constitution Bench held that the right to make a demonstration is covered by either or both of the two freedoms guaranteed by Article 19(1)(a) and 19(1) (b) of the Constitution. Paragraph 13 of the judgment in *Kameshwar Prasad* as reported in the AIR is quoted hereinbelow:

The first question that falls to be considered is whether the right to make a 'demonstration' is covered by either or both

of the two freedoms guaranteed by Article 19(1) (a) and 19(1) (b). A 'demonstration' is defined in the Concise Oxford Dictionary as "an outward exhibition of feeling, as an exhibition of opinion on political or other question especially a public meeting or procession".

In Webster it is defined as a public exhibition by a party, sect or society ... as by a parade or mass-meeting". Without going very much into the niceties of language, it might be broadly stated that a demonstration is a visible manifestation of the feelings or sentiments of an individual or a group. It is thus a communication of one's ideas to others to whom it is intended to be conveyed. It is in effect therefore a form of speech or of expression, because speech need not be vocal since signs made by a dumb person would also be a form of speech. It has however to be recognized that the argument before us is confined to the rule prohibiting demonstration which is a form of speech and expression or of a mere assembly and speeches therein and not other forms of demonstration which do not fall within the content of Article 19(1) (a) or 19(1) (b). A demonstration might take the form of an assembly and even then the intention is to convey to the person or authority to whom the communication is intended the feelings of the group which assembles. It necessarily follows that there are forms of demonstration, which would fall within the freedoms guaranteed by Article 19(1)(a) and 19(1)(b). It is needless to add that from the very nature of things a demonstration may take various forms; it may be noisy and disorderly, for instance stone-throwing by a crowd may be cited as an example of a violent and disorderly demonstration and this would not obviously



be within Article 19(1)(a) or

It can equally be peaceful and orderly such as happens when the members of the group merely wear some badge drawing attention to their grievances.

The fundamental right to freedom of speech and expression guaranteed under Article 19(1)(a) of the Constitution, however, is not an absolute right and under Clause (2) of Article 19 of the Constitution, the State can make a law imposing reasonable restrictions on the exercise of this right in the interests of the sovereignty and integrity of India, the security of the State, friendly relations with foreign States, public order, decency or morality or in relation to contempt of court, defamation or incitement to an offence. Similarly, the fundamental right to freedom to assemble peaceably and without arms guaranteed under Article 19(1)(b) of the Constitution is not an absolute right and under Clause (3) of Article 19 of the Constitution, the State can make a law imposing in the interests of sovereignty and integrity of India or public order, reasonable restrictions on the exercise of this right. Thus, on both the fundamental rights to freedom of speech and expression guaranteed under Article 19(1)(a) and to freedom to assemble peaceably and without arms guaranteed under Article 19(1)(b), the State can make law imposing reasonable restrictions in the interests of public order.

One such provision of law made by the State in the interests of public order, on which respondents have relied upon, is Section 151 of the Cr.P.C., which is quoted herein below:

Section 151 (1) : A police officer knowing of a design to commit any cognizable

offence may arrest, without orders from a Magistrate and without a warrant, the person so designing, if it appears to such officer that the commission of the offence cannot be otherwise prevented.

(2) No person arrested under Sub-section (1) shall be detained in custody for a period exceeding twenty-four hours from the time of his arrest unless his further detention is required or authorized under any other provisions of this Code or of any other law for the time being in force.

The very language of Sub-section (1) of Section 151 Cr.P.C. quoted above makes it clear that before the Police Officer resorts to Section 151 Cr. P. C. to arrest without orders from a Magistrate and without a warrant, it must appear to him that the person, who is sought to be arrested, is designing to commit a cognizable offence and that the commission of offence cannot be prevented except by such arrest. This interpretation of Section 151 Cr.P.C. has been given by the Supreme Court in Ahmed Noor Mohmed Bhatti v. State of Gujarat and Ors. Paragraph 5 (five) of the judgment in Ahmed Noor Mohmed Bhatti as reported in the SCC is quoted herein below:

A mere perusal of Section 151 of the Code of Criminal Procedure makes it clear that the conditions under which a police officer may arrest a person without an order from a Magistrate and without a warrant, have been laid down in Section 151. He can do so only if he has come to know of a design of the person concerned to commit any cognizable offence. A further condition for the exercise of such power, which must also be fulfilled, is that the arrest should be made only if it appears to the



police officer concerned that the commission of the offence cannot be otherwise, prevented. The section, therefore, expressly lays down the requirements for the exercise of the power to arrest without an order from a Magistrate and without a warrant. If these conditions are not fulfilled and a person is arrested under Section 151 of the Code of Criminal Procedure, the arresting authority may be exposed to proceedings under the law. Sub-section (2) lays down the rule that normally a person so arrested shall be detained in custody not for a period exceeding 24 hours. It, therefore, follows that in the absence of anything else, on expiry of 24 hours, he must be released. The release, however, is not instead upon only when his further detention is required or authorized under any other provision of the Code or of any other law for the time being in force.

Another provision of law made by the State in the interest of public order on which reliance is placed by the respondents, is Section 107 Cr.P.C.

The object of Section 107 Cr.P.C. was explained by a Constitution Bench of the Supreme Court in *Madhu Limaye and Anr. v. SDM Monghyr and Ors.* AIR 1971 SC 2486. Paragraphs 33 and 34 of the Judgment in *Madhu Limaye and Anr. v. SDM Monghyr and Ors.* (supra) are quoted hereinbelow:

The gist of Section 107 may now be given. It enables certain specified classes of Magistrates to make an order calling upon a person to show cause why he should not be ordered to execute a bond, with or without sureties for keeping the peace for such period not exceeding one year as the Magistrate thinks

fit to fix. The condition of taking action is that the Magistrate is informed and he is of opinion that there is sufficient ground for proceeding that a person is likely to commit a breach of the peace or disturb the public tranquillity or to do any wrongful act that may probably occasion a breach of the peace or disturb the public tranquillity. The Magistrate can proceed if the person is within his jurisdiction or the place of the apprehended breach of the peace or disturbance is within the local limits of his jurisdiction. The section goes on to empower even a Magistrate not empowered to take action, to record his reason for acting, and then to order the arrest of the person (if not already in custody or before the Court) with a view to sending him before a Magistrate empowered to deal with the case, together with a copy of his reasons. The Magistrate before whom such a person is sent may in his discretion detain such person in custody pending further action by him.

It will be clear from the paragraphs of the judgment of the Supreme Court in *Madhu Limaye and Anr. v. SDM Monghyr and Ors.* (supra) quoted above that Section 107 Cr. P. C. is aimed at persons who by their conduct cause a reasonable apprehension in the mind of the Magistrate that there is likelihood of breach of the peace or disturbance of the public tranquillity and the power is to be used by the Magistrate under Section 107 Cr.P.C. for the preservation of public peace and tranquillity and to prevent commission of offence. Paragraph 16 of the judgment in *Madhulimaye and Anr. v. SDM Monghyr and Ors.* (supra), in which the Supreme Court has explained the terms “public order” and “public tranquillity” is quoted hereinbelow:



The Supreme Court has also held in Himatlal K. Shah v. Police Commissioner, Ahmedabad , that the State cannot by law abridge or take away the right of assembly by prohibiting assembly on every public street or public place though it can only make regulations in aid of the right of assembly of each citizen and can only impose reasonable restrictions in the interests of public order. Paragraph 33 of the judgment of Sikri C.J. delivered on behalf of himself and on behalf of AN. Ray and Jaganmohan Reddy, JJ, in Himatlal K. Shah is quoted hereinbelow:

... the State cannot by law abridge or take away the right of assembly by prohibiting assembly on every public street or public place. The State can only make regulations in aid of the right of assembly of each citizen and can only impose reasonable restrictions in the interest of public order. This Court in BabulalParate v. State of Maharashtra , rightly observed:

The right of citizens to take out processions or to hold public meetings flows from the right in Article 19(1)(b) to assemble peaceably and without arms and the right to move anywhere in the territory of India.

Bearing in mind the aforesaid law laid down by the Supreme Court in the decisions discussed above, we find that on 25.7.2007 the petitioner and other agitators were exercising their fundamental rights to freedom of speech and expression and to assemble peaceably and without arms guaranteed under Articles 19(1) (a) and 19(1) (b) of the Constitution, when they had assembled on the road and were shouting slogans demanding land for land and demanding other rehabilitation measures

and there was nothing in their conduct to show that they had any design to commit a cognizable offence the commission of which had to be prevented by their arrest by the Police under Section 151 Cr.P.C. , and yet they were forcibly dragged by the Police and put in the van on the evening of 25th July 2007. We also find that although the petitioner and other agitators had done nothing to give rise to even an apprehension that they will disturb the public tranquillity, public peace or public order.

We may now consider the relief that can be granted to the petitioner and other agitators, who were arrested and detained in Badwani and Indore Jails, when they have already been released from custody on 30.7.2007. In RudulSah v. State of Bihar and Anr. , the Supreme Court has held that one of the ways in which violation of the fundamental right under Article 21 of the Constitution by the authorities of the State can reasonably be prevented is to direct payment of monetary compensation to the individuals whose rights are affected. Chandrachud, C.J., as his Lordship then was, who delivered the judgment on behalf of the three Judge Bench, in para 10, has held:

... Article 21 which guarantees the right to life and liberty will be denuded of its significant content if the power of this Court were limited to passing orders of release from illegal detention. One of the telling ways in which the violation of that right can reasonably be prevented and due compliance with the mandate of Article 21 secured, is to mulct its violators in the payment of monetary compensation. Administrative sclerosis leading to flagrant infringements of



fundamental rights cannot be corrected by any other method open to the judiciary to adopt. The right to compensation is some palliative for the unlawful acts of instrumentalities which act in the name of public interest and which present for their protection the powers of the State as a shield. If civilization is not to perish in this country as it has perished in some others too well known to suffer mention, it is necessary to educate ourselves into accepting that, respect for the rights of individuals is the true bastion of democracy. Therefore, the State must repair the damage done by its officers to the petitioner's rights. It may have recourse against those officers.

In a recent case in State of Maharashtra v. Christian Community Welfare Council of India and Anr. , the Supreme Court has observed that the law that the liability to pay to aggrieved party who has suffered because of police excesses cannot be doubted and has further held that whether such compensation paid by the State can be recovered from the officers concerned will depend on the fact whether the alleged misdeeds by the officers concerned are committed in course of discharge of their lawful duties or beyond or in excess of the same and this will have to be

determined in a proper inquiry.

We, therefore, direct the State of Madhya Pradesh to pay compensation of Rs. 10,000/- (Rupees Ten Thousand) to the petitioner and each of the male and female agitators, who were arrested in the evening of 25.7.2007 and thereafter detained in Badwani and Indore Jails, in violation of their fundamental rights guaranteed under Articles 19 and 21 of the Constitution within a period of two months from today. We further hold that and it will be open for the State to recover the compensation paid from the officers responsible for the unauthorized arrest and detention of the petitioner and other agitators in accordance with law after proper inquiry.

We make it clear that we have not directed the State of Madhya Pradesh to pay any compensation to the agitators who were arrested on 25.7.2007 but were released soon thereafter and were not detained in the jail at Badwani or Indore.

With the aforesaid directions, the writ petition is allowed with costs of Rs. 10,000/ which will also be paid by the State to the petitioner within two months from today.



Madhya Pradesh High Court

Kamlesh v/s Home Department

Dated: July 11, 2019

Writ Petition Nos.3595/2017, 3892/2017, 3894/2017, 3606/2017, 3622/2017 and 5861/2017 (Plls)

The petitioner has stated before this Court that the State has failed to protect the fundamental rights of the citizens and therefore, he has filed the writ and prayed for following reliefs:-

The respondents may kindly be directed to immediately take necessary action to ensure life and safety of general public, public and private vehicles, shops and markets etc. from the protesters.

The respondents may kindly be directed to make sufficient arrangements to provide vegetables, fruits, milk and other dairy and agriculture products at various places in police protection.

Enough police protection may kindly be given to farmers and sellers to sale their products.

An independent committee may kindly be constituted to inquire the whole issue and strict action may kindly be taken against violent protesters and errred police and administrative officers.

Respondents may kindly be directed to submit a detailed report of the whole matter and majors taken by the respondents to control the situation and protect life and liberty of the general public.

A mediation committee may kindly

be constituted to settle the dispute between farmers and the State of Madhya Pradesh.

Any other order which the Hon'ble Court deems fit and proper in facts and circumstances of the case may also be granted." 03- A detailed and exhaustive reply has been filed in the matter and it has been stated by the State Government that the farmers went on strike from 01 st to 10th June and a "non cooperation movement" started by them i.e. stoppage of supply of vegetables, milk and other agricultural produces and the situation was monitored closely by the State Government.

Writ Petition Nos.3595/2017, 3892/2017, 3894/2017, 3606/2017, 3622/2017 and 5861/2017 (Plls) 04- It has been stated that alternative arrangements were made by the State Government by supplying day to day needs and proper deployment of police forces was also done in the entire State of Madhya Pradesh. However, in some of the cities the movement started by the farmers, which was a non cooperation movement, on account of involvement of some miscreant and anti-social elements, the movement turned violent specially in the Mandsaur, Dewas and Shajapur districts. 05- It has been stated by the State Government that they have deployed 05 Companies of CRPF, 03 Companies of CISF, 06 Companies of Rapid Action Force as well as local police. It has also been stated that as many as 289 cases have been registered in thirteen districts against those persons, who have committed crime and a Judicial Inquiry Commission has been constituted under the Chairmanship of Hon'ble Shri Justice J. K. Jain (Retd.). It has also been stated that the Inquiry Commission has submitted its report in the



matter.

Payment of compensation depends upon various factors as argued before this Court and for the loss of life, the State Government Writ Petition Nos. 3595/2017, 3892/2017, 3894/2017, 3606/2017, 3622/2017 and 5861/2017 (Plls) has taken a policy decision to pay compensation to the dependents of those persons, who were killed in police firing. 23- The reply of the State Government reveals that a large number of cases have been registered against those persons who were involved in violence and in destroying public property. It has also been stated that one member Inquiry Commission under the State Enquiry Commission Act, 1952 has submitted its report in the matter. 24- This Court has carefully gone through the writ petition as well as the reply filed by the respondents. The State Government in its wisdom has granted compensation to the family members of those persons, who have lost their sole bread winner. This Court does not find any reason to set aside the decision taken by the State Government granting compensation. However, as an Inquiry Commission has already been constituted and a report has been submitted in the matter, the respondent / State shall be free to take appropriate action in the matter keeping in view the inquiry report. In light of

the aforesaid, writ petition stands disposed of.

Reliance has been placed upon a judgment delivered by the apex Court in the case of Extra JudL Exec. Victim Families Assn. & Anr. Vs. Union of India & Ors. reported in 2017 (7) Scale 716. 27- This Court has carefully gone through the aforesaid judgment. In the aforesaid there was an allegation that about 1528 persons have been killed in fake encounters by police personnel and personnel in uniform of the armed forces of the Union and in those circumstances, SIT was constituted. In the present case, there is no such contingency involved. Persons have been killed on account of police firing as stated in the writ petition as the mob has turned violent and the police was left with no other remedy except to fire. Compensation (Rs.1 Crore each) has already been given to the families of the deceased and Inquiry Commission has already been constituted in the matter and therefore, this Court does not find any reason to constitute a SIT or to hand over the investigation to Central Bureau of Investigation. 28- Resultantly, as a report has already been submitted in the matter by the Hon'ble Shri Justice J. K. Jain (Retd.), the writ petition stands disposed of with a liberty to the State Government to take appropriate action in the matter in accordance with law.

SOP on Speedy Completion of Investigation and Monitoring Mechanism by the Investigating Agencies



‘Promoting Good Practices and Standards’



Report of the Committee as per Hon'ble Supreme Court Order in M.A. No. 267 of 2017 in SLP (Crl) No. 657 of 2017, Dilawar Vs State of Haryana & Ors. regarding Speedy Completion of Investigation and Monitoring Mechanism by the Investigating Agencies

The Hon'ble Supreme Court vide its Order M.A. No. 267 of 2017 in SLP (Crl.) No. 657 of 2017 in the case of Dilawar Versus State of Haryana & Ors., directed Ministry of Home Affairs as under:-

"We direct the Ministry of Home Affairs to have interaction on the subject with all the Central and State Investigating agencies on or before May 31, 2018 either on video conferencing or in person. The points emerging from the interaction may be recorded and examined by an appropriate Committee which may be constituted for the purpose. The said Committee may give its report latest by June 30, 2018. We direct the MHA to place on record among other data, the figures of all pending investigations beyond one year and action plan to complete them in a proposed timeframe. With regard to State agencies also such information may be collected and furnished by the MHA."

Accordingly, a video conference meeting was held on 18.05.2018 under the Chairmanship of Special Secretary (BM), MHA in connection with the directions issued by the Hon'ble Supreme Court. Representatives of the Central Bureau of Investigation (CBI) and the National Investigation Agency (NIA) participated in person and the representatives of 29 States/UTs participated through video conference. Minutes of the video conference is attached at **Annexure-1**.

Further, pursuant to the directions of the Hon'ble Supreme Court, a Committee was constituted to examine the points emerging

from the interaction in the video conference meeting held on 18.05.2018 vide MHA Office Memorandum No. 10/10/2018- Judl.Cell-I dated 30.05.2018 of Ministry of Home Affairs, Judicial Wing (copy enclosed) under the Chairmanship of DG,BPR&D.

The Committee held its 1st meeting on 7.6.2018 at BPR&D Hqrs, New Delhi. The Committee examined points emerged during the aforesaid video conference. During the meeting a necessity was felt to have views of FSL experts also as forensic evidence constitute an essential part of investigation process. The meeting with FSL Officials was organised on 15.06.2018 at BPR&D Hqrs, New Delhi. After examining the points of video conference received from States and various central investigating agencies, having detailed discussion among committee members and interaction with FSL experts, committee narrowed down upon a factors/limitations that were prima facie found responsible for pendency of the cases with investigating agencies as well as with FSLs after the consultation of various quarters, the Committee, then, decided to have greater interaction with representatives of States/UTs/Central Investigating Agencies seeking some additional data in order to understand the aggregate incidents of various factors on the process and the pace of investigation.

The Committee held its meeting with the representatives of States/UTs/Central Agencies on 4th, 5th and 9th July, 2018. After



discussions with the representatives of States/UTs/Central Investigating Agencies the committee held its in-house meeting on 11th July, 2018, 17th July and 18th July, 2018 wherein members had detailed discussion on the issues that emerged out of the data received as depicted vide various Annexures to this report.

The outcome of various deliberations and data inferences are now discussed in the following segments.

Committee tabulated the pendency of crime State-wise in descending order. **Annexure-2** depicts the total number of cases pending for more than one year as on 01.05.2018. Five States namely Tamil Nadu, Bihar, Assam, Delhi and Maharashtra in aggregate account for nearly 54% of the total pending cases. In contrast States like Uttar Pradesh, Rajasthan, Gujarat, Chattisgarh and Haryana etc. have less than 1.2% of pendency. Hence, prima facie, there appears to be no substantive correlation between size of the State or the incidence of crime on the pendency as such. Therefore, Committee tabulated the data as per reasons of pendency. However, it definitely indicates that some States do have better practices that may be shared for the benefit of all.

Annexure-3 depicts the State-wise reasons of pendency. The Committee, based on video conferencing / discussions, enlisted 13 specific reasons of delay separately and sought the feedback. Other reasons were clubbed together under general head 'any other reasons'. Such a tabulation facilitated an insight into various reasons of delay. Accordingly, it is evident that highest delay

is due to accused not known (**19.58%**), followed by those in which accused known but absconding (**17.30%**). Medical examination reports seem to be causing delay up to **4.89%** of such cases, followed by delay due to forensic examinations to the tune of **4.25%** in aggregate. Non-availability of witness constitutes about **2.77%**, followed by documents from financial institutions/banks pending (**2.43%**) and stay of investigations by Courts to the tune of **1.97%**. Respective States/UT/Central Investigation Agencies need to, therefore, fix up the problems through specific steps within their area of responsibility. However, in **43.24%** of the cases the delay is due to other reasons. Such reasons range from lack of investigating officers, border crossing on international boundaries, inaccessibility of terrains for long spell of time in some States, disturbed atmosphere in the State to the intricacies of terror related cases. Some of these reasons suggest that with better supervision, operational planning and capacity building, the pendencies could be reduced to the best possible level.

Having broadly seen the causes of delay, the Committee tabulated the timeline of disposal as informed by the respective States for the next one year vide **Annexure-4**. It is reflected from the analysis that total **3,05,894** cases would be disposed of in next one year. The period disposal is **74,219** (up to 31.07.2018), **66,654** (up to 30.09.2018), **75,655** (up to 31.12.2018) and **89,366** (up to 30.06.2019). This constitutes nearly **82.47%** disposal by States/UTs/Central Investigating Agencies (except Tamil Nadu & Arunachal Pradesh who have expressed their inability to give any time line). The various States/



UTs had stated during video conference that in many cases defining timelines may not be feasible. Going by the data as above, nearly **17.53%** of pending cases tend to fall in this category. As per video conferencing / follow up discussions, such a pendency is attributable to factors like criminals crossing over international boundary in border States, cases against terror elements in disturbed areas, inaccessibility of terrains in some places for long spells, besides reasons like stay by Courts, delay in cyber-crime evidence collection, detecting documentary trails and corresponding examination, seeking presence of witnesses from abroad etc.

Committee studied the pendency of cases crime head-wise vide **Annexure-5**. In aggregate, the body offences (**17.93%**), followed by property offences (**14.43%**), economic offences (**11.98%**) and local & special laws (**11.63%**) constitute the bulk of cases i.e. nearly **56%**. UAPA, IT and SC/ST cases in all constitute about **5.7%** of the pendency. Accident cases in itself constitute **7.16%** of the pending cases. Here, it is relevant to observe that capacity building in terms of technologically upgraded logistics, investigation kits, training of investigators etc. can play a major role, as stated by the States during the video conference. Some States have argued to reduce the level of IO, such as from Dy. SP to Inspector in UAPA and SC/ST Act cases and Inspector to ASI in IT Act cases. Some of the States have delegated power of investigation to the lower ranks such as Head Constable/Naik. To cite an example, Maharashtra has given powers to Naik Police Constable (rank between Head Constable & Constable) to investigate cases under Sections-

160, 279, 324, 337, 378 & 379 IPC and also under some local acts.

During the analysis, Committee also received the data on average workload per Investigating Officer calculated as on 01.05.2018. The same is depicted vide **Annexure-6**. It ranges from **3.8** in Rajasthan to **37.5** in Assam, **39.8** in Uttar Pradesh and **60** in Puducherry. The local expansion of force, filling up of vacancies, separation of law and order and Crime Police etc., besides capacity building are some of the crucial factors that are to some extent responsible towards a faster pace of disposal. Committee felt that complexities of investigation, as per the reasons analyzed so far, may differ from case to case as well as place to place. Hence, States need to conduct their own workload analysis and devise congruent strategies in this context.

Since forensic examination is an important component of investigation and cited by States as one of the reasons of delay, Committee studied the forensic examination capacity vide **Annexure-7**. In most of the places, in domains like Biology/DNA/Cyber Forensics, the annual intake of cases is much more than the disposal. This has resulted into cumulative backlog over a period of time. This implies that many cases will not get disposed off even within one year. Non-existence of conducive conditions for storage also tend to adversely affect the quality of the evidence in terms of its analysis by experts. Prime facie, it indicates that FSLs need capacity building in cyber forensics and DNA finger printing as well as upgradation of technology in other areas, besides availability of adequate experts.



Committee also studied the monitoring mechanism of various States vide **Annexure-8** and the existing SOP on timelines vide **Annexure-9**. The following good practices can be recommended to all States/UTs/ Central Investigating Agencies for speedy investigation.

- Timelines to complete the various kinds of investigations could be issued.

[Committee finds that the timelines as suggested by Andhra Pradesh Police seem to be systematically evolved. The same are recommended to be considered by respective States at their level. These guidelines are placed at **Annexure-10]**

- Permission of designated higher authority be required to keep the cases pending beyond the given timelines as issued vide (i) supra.
- Periodic monitoring mechanism be put in place:
 - Quarterly review meetings at Range & Zonal level.
 - Half yearly crime conferences by DG.
 - Special review at sub-division level for under investigation cases pending for more than one year.
- Creation of special mechanism for execution of NBWs.
- Monitoring mechanism in each district and Police Commissionerate to check the merit of charge sheets before its submission to courts.

- Key performance indicators to monitor and encourage Police performance. [Telangana Model – **Annexure- 10A]**

Recommendations:

Whereas it may not be feasible to recommend uniform solution keeping in view the State specific peculiarities, Committee is of the view that it is still possible to suggest certain ways and means for speedy completion of investigation that the States may suitably adopt:

‘Optimal workload review’ of Investigating Officers in the State could be done. In this context, revisiting effective bifurcation of law & order / crime investigation police, filling up of vacancies and other related aspects remain crucial.

Capacity building of Investigating Officers through modern investigating aids/ forensic tools/cyber techniques, adopting well-designed training modules constitutes an important segment of the strategy.

FSLs need capacity building in cyber forensics and DNA finger printing besides upgradation of technology in existing domains. Availability of adequate number of forensic experts could also facilitate the task. Similarly, States may review capacity of hospitals with respect to medico-legal examinations.

Use of information and communication technology for servicing of summons, examination of witnesses including subject experts as well as IOs, which could make processes faster and more efficient, need to be promoted.

Online integration of Police Units,



forensic labs, hospitals, courts and other agencies for submission of investigation related documents calls for due attention. In this context, there exists a need for synergising CCTNS & ICJS networks too.

Evolving feasible timelines to complete various kinds of investigations by respective States/UTs/Central Investigating Agencies deserves serious consideration. Model vide Annexure-10, para 6.7 (i) supra is suggested in this context. Similarly, periodic monitoring mechanisms at various levels need to be evolved where ever not existing. Para 6.7 (iii) is recommended in this context. Option of adopting Key Performance Indicators (KPI) is also available, as done by the State of Telangana. Annexure-10 A vide para 6.7(vi) is referred to in this regard.

Some other valuable suggestions were also given during video conference/discussions which could also be considered at appropriate level:-

- Creation of Investigation fund as done by states of Andhra Pradesh, Karnataka, Maharashtra, Telangana etc. The concerned State Governments could earmark the fund for the purpose and place it at the disposal of SHOs for meeting investigation expenses. Rates are, however, contingent upon the categorisation of Police Stations

by the States on the basis of the local requirements.

- Need based inclusion of various experts in investigation processes such as cyber experts, financial and legal experts etc., along with well-defined procedures that now seem to be the need of the hour.
- Changes in the level of Investigators, as some of the States have argued, by reducing their level, such as from Dy. SP to Inspector in UAPA and SC/ST Act cases and Inspector to ASI in IT Act cases could be initiated.
- Protocol for 'stay by courts' is another arena for consideration at appropriate forum.

The Committee has, given the limited time period, made best efforts in not only collecting considerable amount of pan India data through well designed formats but also dedicated maximum possible time to study the relevant material available before it and has suggested some basic steps which could be immediately undertaken by States to accelerate the pace of investigation and also bring in desired changes to make a difference.



F.No. 10/10/2018- Judl. Cell-I

Subject:- Minutes of the meeting, held through video conference, on 18.05.2018 under the Chairmanship of Special Secretary (BM) regarding the matter of speedy completion of investigations and monitoring mechanism by the Investigating Agencies.

A video conference meeting was held on 18.05.2018 under the Chairmanship of Special Secretary (BM) in connection with the directions issued by the Hon'ble Supreme Court in MA No. 267 of 2017 in SLP(Crl) No. 657 of 2017, Dilawar vs State of Haryana & Ors for speedy completion of investigations and for setting up of an inhouse monitoring mechanism by the Investigating Agencies. Representatives of the Central Bureau of Investigation (CBI) and the National Investigation Agency (NIA) participated in person and the representatives of 29 States/UTs participated through video conference.

Special Secretary (BM) welcomed the Officers of CBI, NIA and Investigative Agencies of States/UTs. He explained the background and impressed upon them the need for speedy completion of investigations and for setting up requisite monitoring mechanism by the Investigating Agencies. He then invited the officers to share their views on the matter.

The representatives of the States/UTs expressed views as under:-

Andhra Pradesh:

- There are around 22000 cases in which investigation is pending for over a year.
- Bulk of crimes are simple crimes (eg. sections 337, 338, 498, 304, 420 of

IPC) and time limits can be prescribed.

- In serious crimes like drug smuggling, murder, economic offences, property cases time lines cannot be fixed.
- I.O are transferred and new I.Os take time to grasp the cases.
- Level of I.O can be amended by the States if the matter is in concurrent list.

Jharkhand:

- In house monitoring system is in place.
- Large number of vacancies remain unfilled. Acute shortage of I.Os
- The State has the problem of Left wing extremism and most officers are assigned to security and law and order duties. Hence fewer officers are available for investigative purposes.
- Investigation depends on forensic infrastructure available in the State.
- Sanctions for prosecuting from various agencies also takes long.
- Connectivity of the courts through video conference as many witnesses have to travel far to the courts.
- Over 15000 cases pending over one year (annual reporting is around 5000



cases).

- They will produce an action plan and reduce pendency.

Arunachal Pradesh:

- Around 700 cases are pending over one year. They suggested that a cut off date for deciding the one-year period may be specified.
- Section 468 already lays down the period of limitation for the Court to take cognizance of an offence.
- No time line can be fixed as circumstances of the cases are not in control of police as availability of forensic reports, medical reports takes long and are beyond their control.

Haryana:

- The instant case pertains to Haryana. Law is silent on whether the time limit of 6 months is applicable for reinvestigation by the CBI after case was handed over to them.
- The courts grants stays on arrests and filing of charge sheets.
- Time limit cannot be fixed as murder cases, fraud cases take longer time to investigate. Complainants also want extended investigations. So it is impossible to close investigations.
- 1.6% of crime reported yearly remain pending for completion of investigation.

Chhattisgarh:

- Section 468 of CrPC already lays down the period of limitation for the courts to take cognizance of an offence. However the section does not lay down time limit for serious offences.
- Time limit may not be possible when accused is unknown. If the accused cannot be produced then Challans and charge sheets are not accepted by Courts.
- Internet /cyber crimes are difficult and not possible to adhere to time limits.

Rajasthan:

- To prescribe time limit for investigation, time limit have to be prescribed for FSL reports, medical reports, etc.
- State does not have sufficient manpower as well as financial resources
- Stays were given by the Courts in 584 cases which leads to delays.
- Petty crimes can be investigated by the HC /Constables.
- Video conference may be done to speed up criminal justice system.
- Online filing of charge sheets should be taken cognizance by the Courts. The existing Integrated Criminal Justice System (ICJS) should allow this facility.
- Many cases have inter-state / international dimensions and hence no time limit can be adhered to in such cases.



Kerala:

- Courts are staying investigations for which protocols need to be adopted.
- Some new statute like Information Technology Act have specified the level of I.Os at Inspector level. Kerala had high number of IT offences. There is need for the level of IO to be brought down to SI.
- The provisions in UAPA allowing police custody (overriding the judgement in Kulkarni vs CBI) should be allowed for serious offences like rape, homicide, dacoity, etc.
- Most new statute prescribes timelines. Hence, chapter 12 of CrPC needs to be brought in line with such laws. A reference may be made to the Law Commission for examining the matter.
- There is not enough Cyber experts and Forensic labs. 7 lakhs FIRs are filed in a year. FSLs should be established in every district. Support has to be provided by the modernization scheme of Police by MHA.

Bihar:

- In-house arrangement for monitoring and oversight has been provided in the Bihar Police Manual. As per Rule 173 of Bihar Police Manual there are 3 categories of cases and timeline requiring oversight of various levels of officers has been prescribed.
- Increase in number of IOs will address the pendency of number of cases.

J&K:

- Around 9000 cases are pending for over a year.
- 25-30% of these cases come under petty offences.
- 25-30% of cases are such that independent investigation cannot be carried out and delayed due to non-submission of revenue, medical and forensic reports. Time lines should be prescribed for these agencies, as presently there are no timelines for them.
- 20-25% of the cases are blind case of hit and run, accused are unknown person. Large number of cases of elopement also remain alive.
- Cases are also stayed by the Courts.
- Sanction of DM and DC level ought to be sufficient.
- Shortage of IOs, forensic labs and resources.
- Unique problem of the State -Around 3000 cases no timelines can be set as the accused are believed to have crossed over the border.

Madhya Pradesh

- FIR in 269892 cases were filed during last year out of which 6212 cases of the cases are pending (2.3%).
- There is a large number of vacancies in the police force. There is 1538 vacancies at IO level.



- Separate cadre needs to be made for Investigation and Law & Order.
- In economic offences obtaining the documents take longer time.
- Blind cases, elopement cases, hit & run, robberies, interstate cases and procedural delays by courts leads to pendency of cases.
- Strong supervisory mechanism at various levels can be set up.

Punjab :

- Board of Investigation exists since 2015 in Punjab however it should be made functional and given autonomy.
- Time line should be given to all agencies involved in investigation.
- Although no outer limits can be fixed, 60-70% are simple crimes which can be disposed of timely.
- Courts should give a direction for separation of duties of investigation from law and order.

Karnataka:

- Around 85000 cases are pending for more than a year.
- No time limit can be fixed for accused –known but not traceable, and accused unknown.

Uttar Pradesh:

- The courts have the power grant bail in cases beyond exceeding the time limits.

- Section 468 of CrPC should be the guiding principle.
- Matter may be referred to Law Commission for examining timelines for heinous cases.

Himachal Pradesh:

- 431 case are pending for more than a year.
- Of these 18% are held up due to want of forensic / medical reports.
- Acute shortage of IOs and Prosecuting Officers.
- Refer to Delhi High Court order of 2003 where production of accused was not necessary for filing of charge sheet. This needs to be made applicable to other States also.

Maharashtra:

- 2% of cases are pending for over a year.
- 70% of inmates are under trials who need not be held in prison unjustifiably.
- The courts are only empowered to give bail.
- Excellent monitoring and oversight mechanism exists.
- They have dedicated teams for investigation, who are not used for law and order duty.

West Bengal:

- Sufficient provisions exists for bail for unjustified incarceration.



- Staggered time lines can be set for different levels of cases.
- Time lines have to be set for ancillary agencies like medical, FSLs and sanctioning authority.

Assam:

- Have endorsed all the points
- Would send detailed report in writing

Telangana:

- Various acts like POCSO, SC/ST Act, Arms Act, and also provisions of CrPC for rape cases have laid down time limits.
- Simple cases under sections 324, 325, 498A, 304 of IPC, and if accused is known, it would be possible to dispose of these cases timely.
- Economic offences cases are difficult to process within a time line due to lack of documents.

Tamil Nadu:

- Time limit needs for other agencies involved such as medical, revenue and forensic labs.
- Matter needs to be referred to the Law Commission.

Odisha:

- Around 25000 cases are pending for more than a year.
- Endorsed the view that timeline can be

fixed for simple cases.

- Cooperation of other agencies is needed for speedy investigation.

Andaman and Nicobar:

- Beside endorsing the general view, it was suggested that the topographical and weather condition limitations impact sending teams to the mainland, needs to be factored in while fixing time limits for investigation.

Goa:

- One size fits all approach cannot be adopted.
- Facts and circumstance vary from case to case and simple cases often become complicated.
- Investigations need coordinated approach with other agencies.
- Goa has a high number of cases under NDPS Act but CFSs take long time as they do not have reference material with them leading to delays.

Uttarakhand :

- 225 cases are pending for over a year.
- 50% of above cases are fraud (420) cases.
- Timelines can be fixed for simple cases.
- Mechanism /SOP like in Bihar, can be adopted for investigation.
- DGP conducts video conferences with SPs regularly to bring down pendency.



- No time lines can be fixed for some heinous cases. Section 468 of CrPC could be the guiding principle.

Mizoram:

- 35 cases are pending for over a year (serious -11, non serious 24)
- Reasons for delay are due to non receipt of reports from medical, FSL, inter-State agencies, etc.
- Information technology cases -law should be amended to allow investigation by lower rank officers.
- They have effective supervision and monitoring of investigations. 92.9 % conviction rate in 2014.
- 80-90 % conviction rate as on date.
- 20% shortage of manpower and equipment.

Manipur:

- 23,138 cases pending for over a year.
- Lots of cases under UAPA which can only be investigated by a gazetted officer. IO level needs to be lowered to Inspector rank.
- Being a border State, large number of officers are on law and order duty.
- Difficult terrain and climatic conditions hamper investigative work.
- High number of cases pending for want of FSL reports as there is no FSL in the State and they have to depend on FSL in Guwahati/ Kolkata.

- Special investigative teams under Additional SP are meeting regularly.

Meghalaya :

- Endorses the points of other States and will submit detailed report in writing.
- Topographical / militancy / lack of FSL were the main issues.

Puducherry:

- 1500 cases pending over a year.
- 50% for want of medical certificate and 20% absconding accused.
- Other pending for lack of FSL, etc. reports
- Need for increase of manpower and FSLs.

Gujarat:

- Endorsed the views of other States.
- Large number of cases involve stays granted by courts.

Tripura:

- 346 cases are pending for over a year out of 4200 cases registered.
- Large number of under trials whose plight needs to be considered. \
- The quality of investigation is of prime importance.
- They have internal monitoring mechanism.



- Post mortem and viscera reports from FSL take time.
- Lack of IOs.
- Medical reports for persons discharged from hospitals should come with a week.
- Promotion of police officers held up due to court cases.
- Physical presence of IOs at the time of trial should not be compulsory as they are often transferred. The facility of video conference should be given.

National Investigative Agency:

- One size fits all solution may not be possible across all cases.
- Terrorism, Left wing extremism, militancy all have different impact. A uniform timeline may not be possible.
- Some supervisory mechanism may be adopted.
- Time limits already laid down in section 167, 173, 468 of the CrPC and various other acts.
- List of cases pending for over a year can be added in the data on NCRB.
- In UAPA cases Inspectors level can be appointed IOs.

CBI:

- They would submit their inputs in writing.

The views of various States/ UTs are summarized as under:-

- The procedure for timelines is already laid down under section 167, section 173 and section 468 of the CrPC. The Courts do not accept challans and charge sheets if these are not adhered to.
- The process of investigation cannot be seen in isolation. Investigation depends on various other non-police agencies/ inputs like medical reports, forensic reports and reports of revenue departments, etc. These reports are not received timely. The delay in the procurement of these reports is beyond the control of the investigation agencies.
- If a time line is fixed for investigation then such time line should also be made applicable to other agencies like the medical department, forensic labs, revenue departments, etc. that are responsible for providing input for quality investigation.
- The investigation wing needs to be separated from duties of law and order. There is need for creation of a separate cadre of police for dedicated investigation.
- The level of Investigating Officer (I.O.) needs to be reviewed for several acts. For example, in the UAP Act, the IO is a DSP level officers, but in most States there may not be sufficient DSP level officers, hence Inspectors should be empowered to investigate the matter.



Similarly, Head Constables / Constables with at least 5 years' experience should be empowered to investigate simple crimes. Educated persons are now available even in constable ranks. In IT Act, 2000 also the level of I.O be brought down from Inspector to Sub-Inspector.

- There is a shortage of Cyber experts and Forensic experts.
- The number of number Forensic and Science Laboratories (FSLs) is insufficient and the Courts ask for modern scientific evidence like DNA tests, etc.
- Interagency, interstate or international cases, cases of economic offences, cybercrimes, cases where accused

are unknown or absconding will take longer time to investigate and timeline may not be possible.

- Sanctions required from various agencies should be made available a lower level.
- The date of Hon'ble Supreme Court's Order i.e 01.05.2018 was taken as the cutoff date for the one year period.

The Chairman thanked the participating States and the CBI/NIA, and requested them to submit their views in writing by 23.05.2018, along with the data on cases pending for investigation beyond one year, as on 01.05.2018 and action plan to complete investigation to enable MHA to inform the Hon'ble Supreme Court by the given date i.e.30.06.2018.



**Total Number of Cases Pending for more than one year
(As on 01.05.2018)**

| S. No | States/UTs | Number of cases | Percent |
|-------|-----------------------------|-----------------|------------|
| 1. | Tamil Nadu | 62520 | 14.40 |
| 2. | Bihar | 60437 | 13.92 |
| 3. | Assam | 44981 | 10.36 |
| 4. | Delhi | 40075 | 9.23 |
| 5. | Maharashtra | 26340 | 6.06 |
| 6. | Andhra Pradesh | 25332 | 5.83 |
| 7. | Manipur | 20669 | 4.76 |
| 8. | Karnataka | 20154 | 4.64 |
| 9. | West Bengal | 19642 | 4.52 |
| 10. | Punjab | 18885 | 4.35 |
| 11. | Odisha | 15869 | 3.65 |
| 12. | Telangana | 15102 | 3.48 |
| 13. | Jharkhand | 14990 | 3.45 |
| 14. | Jammu and Kashmir | 9418 | 2.17 |
| 15. | Madhya Pradesh | 8291 | 1.91 |
| 16. | Kerala | 7099 | 1.63 |
| 17. | Uttar Pradesh | 4940 | 1.14 |
| 18. | Rajasthan | 3532 | 0.81 |
| 19. | Gujarat | 3179 | 0.73 |
| 20. | Chhattisgarh | 2826 | 0.65 |
| 21. | Meghalaya | 2803 | 0.65 |
| 22. | Haryana | 2345 | 0.54 |
| 23. | Arunachal Pradesh | 882 | 0.20 |
| 24. | CBI | 645 | 0.15 |
| 25. | Chandigarh | 606 | 0.14 |
| 26. | Goa | 513 | 0.12 |
| 27. | Himachal Pradesh | 436 | 0.10 |
| 28. | Nagaland | 428 | 0.10 |
| 29. | Tripura | 292 | 0.07 |
| 30. | Daman and Diu | 262 | 0.06 |
| 31. | Dadra and Nagar Haveli | | |
| 32. | Sikkim | 233 | 0.05 |
| 33. | Uttarakhand | 225 | 0.05 |
| 34. | Puducherry | 174 | 0.04 |
| 35. | Andaman and Nicobar Islands | 115 | 0.03 |
| 36. | Mizoram | 35 | 0.01 |
| 37. | Lakshadweep | 17 | 0.00 |
| 38. | NIA | 12 | 0.00 |
| | Total | 4,34,304 | 100 |



Reasons of Pendencies

| 1. | 2. | 3. | 4. | 5. | 6. | 7. | 8. | 9. | 10. | 11. | 12. | 13. | 14. | 15. | 16. | 17. |
|--------|------------------------|--------------------|------------------------------|-------------------------|------------------------|-------------------------------|--|--------------------------------|------------------------------|-------------------------|-------------------|---------------------------|--|--|------------------|--------|
| Sl. No | States/UTs | Accused not known. | Accused known but absconding | Forensic Report Pending | MLR/MLC Report Pending | Non-availability of witnesses | Documents from financial Institutions/ Banks pending | Investigation Stayed by Courts | Prosecution Sanction awaited | Revenue Records Pending | PM Report Pending | Caste Certificate Pending | Non- Execution of LR/ MLAT/extradition request | Non-examination of important witnesses outside India | Any other Reason | Total |
| 1. | Tamil Nadu | 6938 | 2750 | 1351 | 3795 | 1322 | 2663 | 1074 | 1364 | 1505 | 1874 | 140 | 54 | 207 | 37483 | 62520 |
| | % | 11.10 | 4.40 | 2.16 | 6.07 | 2.11 | 4.26 | 1.72 | 2.18 | 2.41 | 3.00 | 0.22 | 0.09 | 0.33 | 59.95 | 100 |
| 2. | Bihar | 9005 | 24236 | 544 | 1531 | 384 | 319 | 78 | 167 | 536 | 427 | 10 | 36 | 0 | 23288 | 60561 |
| | % | 14.87 | 40.02 | 0.90 | 2.53 | 0.63 | 0.53 | 0.13 | 0.28 | 0.89 | 0.71 | 0.02 | 0.06 | 0.00 | 38.45 | 100 |
| 3. | Assam | 7138 | 7753 | 931 | 5854 | 143 | 426 | 5 | 288 | 487 | 974 | 0 | 142 | 1 | 20839 | 44981 |
| | % | 15.87 | 17.24 | 2.07 | 13.01 | 0.32 | 0.95 | 0.01 | 0.64 | 1.08 | 2.17 | 0.00 | 0.32 | 0.00 | 46.33 | 100 |
| 4. | Delhi | 17439 | 1841 | 1543 | 372 | 706 | 1840 | 174 | 975 | 289 | 66 | 04 | 25 | 91 | 16447 | 41334 |
| | % | 42.19 | 4.45 | 3.73 | 0.90 | 1.71 | 4.45 | 0.42 | 2.36 | 0.70 | 0.16 | 0.01 | 0.06 | 0.22 | 39.79 | 100.00 |
| 5. | Maharashtra | 4996 | 3482 | 2228 | 170 | 733 | 346 | 700 | 885 | 158 | 81 | 24 | 18 | 64 | 12455 | 26340 |
| | % | 18.97 | 13.22 | 8.46 | 0.65 | 2.78 | 1.31 | 2.66 | 3.36 | 0.60 | 0.31 | 0.09 | 0.07 | 0.24 | 47.29 | 100 |
| 6. | Manipur | 3155 | 1974 | 2135 | 471 | 3561 | 60 | 16 | 247 | 2 | 166 | 1 | 0 | 14 | 9368 | 21170 |
| | % | 14.90 | 9.32 | 10.09 | 2.22 | 16.82 | 0.28 | 0.08 | 1.17 | 0.01 | 0.78 | 0.00 | 0.00 | 0.07 | 44.25 | 100 |
| 7. | Dadra and Nagar Haveli | 5285 | 2620 | 640 | 159 | 871 | 301 | 736 | 148 | 327 | 197 | 27 | 64 | 36 | 9262 | 20673 |
| | % | 25.56 | 12.67 | 3.10 | 0.77 | 4.21 | 1.46 | 3.56 | 0.72 | 1.58 | 0.95 | 0.13 | 0.31 | 0.17 | 44.80 | 100 |
| 8. | Karnataka | 5149 | 1638 | 2548 | 1648 | 472 | 880 | 495 | 1066 | 672 | 159 | 76 | 14 | 45 | 5292 | 20154 |
| | % | 25.55 | 8.13 | 12.64 | 8.18 | 2.34 | 4.37 | 2.46 | 5.29 | 3.33 | 0.79 | 0.38 | 0.07 | 0.22 | 26.26 | 100.00 |
| 9. | Jharkhand | 5134 | 8842 | 146 | 103 | 946 | 276 | 82 | 345 | 0 | 122 | 34 | 0 | 8 | 4310 | 20348 |
| | % | 25.23 | 43.45 | 0.72 | 0.51 | 4.65 | 1.36 | 0.40 | 1.70 | 0.00 | 0.60 | 0.17 | 0.00 | 0.04 | 21.18 | 100 |
| 10. | West Bengal | 2329 | 4126 | 534 | 115 | 295 | 176 | 259 | 145 | 161 | 292 | 10 | 27 | 3 | 10526 | 18998 |
| | % | 12.26 | 21.72 | 2.81 | 0.61 | 1.55 | 0.93 | 1.36 | 0.76 | 0.85 | 1.54 | 0.05 | 0.14 | 0.02 | 55.41 | 100.00 |



| 1. | 2. | 3. | 4. | 5. | 6. | 7. | 8. | 9. | 10. | 11. | 12. | 13. | 14. | 15. | 16. | 17. |
|-----|-------------------|-------|-------|-------|-------|-------|------|-------|------|-------|------|------|------|------|-------|-------|
| 11. | Punjab | 2276 | 2745 | 2102 | 168 | 208 | 1200 | 354 | 1171 | 166 | 40 | 3 | 65 | 4 | 7884 | 18386 |
| | % | 12.38 | 14.93 | 11.43 | 0.91 | 1.13 | 6.53 | 1.93 | 6.37 | 0.90 | 0.22 | 0.02 | 0.35 | 0.02 | 42.88 | 100 |
| 12. | Telangana | 1233 | 1004 | 566 | 159 | 140 | 155 | 1001 | 204 | 199 | 98 | 32 | 2 | 155 | 10154 | 15102 |
| | % | 8.16 | 6.65 | 3.75 | 1.05 | 0.93 | 1.03 | 6.63 | 1.35 | 1.32 | 0.65 | 0.21 | 0.01 | 1.03 | 67.24 | 100 |
| 13. | Jammu and Kashmir | 1597 | 517 | 612 | 863 | 220 | 51 | 330 | 100 | 96 | 139 | 1 | 11 | 4 | 3803 | 8344 |
| | % | 19.14 | 6.20 | 7.33 | 10.34 | 2.64 | 0.61 | 3.95 | 1.20 | 1.15 | 1.67 | 0.01 | 0.13 | 0.05 | 45.58 | 100 |
| 14. | Madhya Pradesh | 4530 | 2670 | 36 | 19 | 56 | 97 | 112 | 48 | 123 | 5 | 11 | 6 | 5 | 573 | 8291 |
| | % | 54.64 | 32.20 | 0.43 | 0.23 | 0.68 | 1.17 | 1.35 | 0.58 | 1.48 | 0.06 | 0.13 | 0.07 | 0.06 | 6.91 | 100 |
| 15. | Kerala | 895 | 1050 | 509 | 26 | 634 | 616 | 87 | 383 | 200 | 26 | 10 | 1 | 61 | 2686 | 7184 |
| | % | 12.46 | 14.62 | 7.09 | 0.36 | 8.83 | 8.57 | 1.21 | 5.33 | 2.78 | 0.36 | 0.14 | 0.01 | 0.85 | 37.39 | 100 |
| 16. | Uttar Pradesh | 971 | 751 | 149 | 8 | 616 | 233 | 76 | 176 | 191 | 7 | 27 | 13 | 32 | 1607 | 4857 |
| | % | 19.99 | 15.46 | 3.07 | 0.16 | 12.68 | 4.80 | 1.56 | 3.62 | 3.93 | 0.14 | 0.56 | 0.27 | 0.66 | 33.09 | 100 |
| 17. | Rajasthan | 366 | 828 | 175 | 6 | 128 | 119 | 440 | 84 | 133 | 21 | 0 | 7 | 3 | 1061 | 3371 |
| | % | 10.86 | 24.56 | 5.19 | 0.18 | 3.80 | 3.53 | 13.05 | 2.49 | 3.95 | 0.62 | 0.00 | 0.21 | 0.09 | 31.47 | 100 |
| 18. | Gujarat | 224 | 294 | 452 | 22 | 8 | 14 | 1491 | 35 | 28 | 6 | 1 | 0 | 0 | 641 | 3216 |
| | % | 6.97 | 9.14 | 14.05 | 0.68 | 0.25 | 0.44 | 46.36 | 1.09 | 0.87 | 0.19 | 0.03 | 0.00 | 0.00 | 19.93 | 100 |
| 19. | Chhattisgarh | 1192 | 1197 | 28 | 4 | 7 | 26 | 32 | 7 | 20 | 1 | 1 | 1 | 10 | 170 | 2696 |
| | % | 44.21 | 44.40 | 1.04 | 0.15 | 0.26 | 0.96 | 1.19 | 0.26 | 0.74 | 0.04 | 0.04 | 0.04 | 0.37 | 6.31 | 100 |
| 20. | Haryana | 213 | 821 | 126 | 2 | 5 | 121 | 555 | 17 | 236 | 4 | 0 | 1 | 1 | 243 | 2345 |
| | % | 9.08 | 35.01 | 5.37 | 0.09 | 0.21 | 5.16 | 23.67 | 0.72 | 10.06 | 0.17 | 0.00 | 0.04 | 0.04 | 10.36 | 100 |
| 21. | Meghalaya | 648 | 409 | 36 | 2 | 6 | 1 | 0 | 32 | 0 | 47 | 0 | 0 | 0 | 562 | 1743 |
| | % | 37.18 | 23.47 | 2.07 | 0.11 | 0.34 | 0.06 | 0.00 | 1.84 | 0.00 | 2.70 | 0.00 | 0.00 | 0.00 | 32.24 | 100 |
| 22. | Arunachal Pradesh | 252 | 31 | 3 | 7 | 0 | 0 | 0 | 9 | 0 | 8 | 0 | 0 | 13 | 565 | 888 |
| | % | 28.38 | 3.49 | 0.34 | 0.79 | 0.00 | 0.00 | 0.00 | 1.01 | 0.00 | 0.90 | 0.00 | 0.00 | 1.46 | 63.63 | 100 |
| 23. | CBI | 71 | 23 | 57 | 0 | 9 | 68 | 30 | 31 | 0 | 0 | 0 | 31 | 5 | 418 | 743 |
| | % | 9.56 | 3.10 | 7.67 | 0.00 | 1.21 | 9.15 | 4.04 | 4.17 | 0.00 | 0.00 | 0.00 | 4.17 | 0.67 | 56.26 | 100 |
| 24. | Odisha | 271 | 365 | 7 | 14 | 11 | 23 | 6 | 4 | 5 | 15 | 20 | 0 | 1 | 0 | 742 |
| | % | 36.52 | 49.19 | 0.94 | 1.89 | 1.48 | 3.10 | 0.81 | 0.54 | 0.67 | 2.02 | 2.70 | 0.00 | 0.13 | 0.00 | 100 |
| 25. | Chandigarh | 99 | 82 | 39 | 3 | 7 | 25 | 65 | 48 | 5 | 0 | 0 | 8 | 6 | 185 | 572 |
| | % | 17.31 | 14.34 | 6.82 | 0.52 | 1.22 | 4.37 | 11.36 | 8.39 | 0.87 | 0.00 | 0.00 | 1.40 | 1.05 | 32.34 | 100 |
| 26. | Goa | 74 | 30 | 58 | 9 | 39 | 13 | 4 | 38 | 1 | 0 | 0 | 0 | 0 | 247 | 513 |



| 1. | 2. | 3. | 4. | 5. | 6. | 7. | 8. | 9. | 10. | 11. | 12. | 13. | 14. | 15. | 16. | 17. |
|-----|-----------------------------|----|-------|-------|-------|-------|-------|-------|-------|-------|------|-------|------|------|--------|--------|
| 27. | Himachal Pradesh | % | 14.42 | 5.85 | 11.31 | 1.75 | 7.60 | 2.53 | 0.78 | 7.41 | 0.19 | 0.00 | 0.00 | 0.00 | 48.15 | 100 |
| | | | 74 | 72 | 76 | 6 | 1 | 14 | 3 | 17 | 10 | 0 | 0 | 0 | 163 | 436 |
| 28. | Puducherry | % | 16.97 | 1.66 | 1.75 | 0.14 | 0.02 | 0.32 | 0.07 | 0.39 | 0.23 | 0.00 | 0.00 | 0.00 | 3.76 | 25.32 |
| | | | 77 | 30 | 26 | 58 | 18 | 1 | 43 | 18 | 3 | 74 | 0 | 0 | 45 | 393 |
| 29. | Nagaland | % | 19.59 | 7.63 | 6.62 | 14.76 | 4.58 | 0.25 | 10.94 | 4.58 | 0.76 | 18.83 | 0.00 | 0.00 | 11.45 | 100 |
| | | | 138 | 29 | 21 | 0 | 2 | 3 | 0 | 8 | 0 | 0 | 0 | 0 | 188 | 389 |
| 30. | Tripura | % | 35.48 | 7.46 | 5.40 | 0.00 | 0.51 | 0.77 | 0.00 | 2.06 | 0.00 | 0.00 | 0.00 | 0.00 | 48.33 | 100 |
| | | | 16 | 42 | 26 | 10 | 12 | 42 | 1 | 3 | 1 | 9 | 0 | 4 | 126 | 292 |
| 31. | Daman and Diu | % | 5.48 | 14.38 | 8.90 | 3.42 | 4.11 | 14.38 | 0.34 | 1.03 | 0.34 | 3.08 | 0.00 | 1.37 | 43.15 | 100 |
| 32. | Dadra and Nagar Haveli | % | 19.47 | 26.34 | 15.27 | 4.58 | 0.00 | 0.38 | 0.38 | 1.91 | 0.38 | 4.96 | 0.00 | 0.00 | 26.34 | 100 |
| 33. | Sikkim | % | 0 | 0.86 | 3.88 | 5.60 | 0.00 | 4.31 | 0.00 | 0.43 | 0.00 | 0.00 | 0.43 | 0.00 | 84.48 | 100 |
| 34. | Uttarakhand | % | 43 | 45 | 29 | 0 | 13 | 28 | 2 | 2 | 20 | 0 | 0 | 0 | 43 | 225 |
| 35. | Andaman and Nicobar Islands | % | 19.11 | 20.00 | 12.89 | 0.00 | 5.78 | 12.44 | 0.89 | 0.89 | 8.89 | 0.00 | 0.00 | 0.00 | 19.11 | 100 |
| | | | 21 | 26 | 9 | 1 | 2 | 5 | 0 | 0 | 11 | 1 | 0 | 0 | 47 | 123 |
| 36. | Mizoram | % | 17.07 | 21.14 | 7.32 | 0.81 | 1.63 | 4.07 | 0.00 | 0.00 | 8.94 | 0.81 | 0.00 | 0.00 | 38.21 | 100 |
| | | | 10 | 11 | 1 | 0 | 0 | 0 | 0 | 5 | 0 | 0 | 0 | 0 | 8 | 35 |
| 37. | NIA | % | 28.57 | 31.43 | 2.86 | 0.00 | 0.00 | 0.00 | 0.00 | 14.29 | 0.00 | 0.00 | 0.00 | 0.00 | 22.86 | 100 |
| | | | 7 | 5 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 4 | 0 | 0 | 16 |
| 38. | Lakshadweep | % | 43.75 | 31.25 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 25 | 0 | 0 | 100 |
| | | | 2 | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 3 |
| | | % | 66.67 | 0.00 | 33.33 | 0.00 | 0.00 | 0.00 | 0.00 | 0.00 | 0.00 | 0.00 | 0.00 | 0.00 | 0.00 | 100 |
| | Total | % | 81919 | 72410 | 17793 | 15630 | 11575 | 10153 | 8252 | 8076 | 5586 | 4872 | 432 | 773 | 180954 | 418478 |
| | | % | 19.58 | 17.30 | 4.25 | 3.73 | 2.77 | 2.43 | 1.97 | 1.93 | 1.33 | 1.16 | 0.13 | 0.18 | 43.24 | 100.00 |

**Time Plan for disposal of pending cases**

| 1. | 2. | 3. | 4. | 5. | 6. |
|-----|-------------------|--|--|--|--|
| | States/ UTs | Number of cases targeted for disposal up to 31.07.2018 | Number of cases targeted for disposal up to 30.09.2018 | Number of cases targeted for disposal up to 31.12.2018 | Number of cases targeted for disposal up to 30.06.2019 |
| 1. | Andhra Pradesh | 5989 | 6943 | 8739 | 3661 |
| 2. | Assam | - | 1472 | 1840 | 2576 |
| 3. | Bihar | 3022 | 10879 | 15109 | 31427 |
| 4. | Chhattisgarh | 463 | 423 | 683 | 762 |
| 5. | Delhi | 3000 | 4500 | 6500 | 16000 |
| 6. | Goa | 214 | 132 | 96 | 61 |
| 7. | Gujarat | 858 | 869 | 633 | 719 |
| 8. | Haryana | 502 | 640 | 927 | 276 |
| 9. | Himachal Pradesh | 111 | 111 | 119 | 95 |
| 10. | Jammu and Kashmir | 752 | 754 | 683 | 1294 |
| 11. | Jharkhand | 3687 | 5962 | 5341 | - |
| 12. | Karnataka | 20000 | 154 | - | - |
| 13. | Kerala | 1285 | 1308 | 1601 | 2370 |
| 14. | Madhya Pradesh | 1426 | 1495 | 2120 | 3250 |
| 15. | Maharashtra | 8090 | 5156 | 6751 | 4343 |
| 16. | Manipur | 1176 | 2849 | 4270 | 6238 |
| 17. | Meghalaya | 576 | 708 | 908 | 611 |
| 18. | Mizoram | 30 | 20 | 10 | 0 |
| 19. | Nagaland | 88 | 132 | 168 | 40 |
| 20. | Odisha | 3814 | 3123 | 4289 | 4643 |
| 21. | Punjab | 3286 | 5755 | 7844 | 2000 |
| 22. | Rajasthan | 662 | 809 | 1028 | 1033 |
| 23. | Sikkim | 21 | 76 | 101 | 35 |
| 24. | Telangana | 2560 | 3172 | 4110 | 5260 |
| 25. | Tripura | 42 | 74 | 83 | 93 |
| 26. | Uttar Pradesh | 494 | 741 | 1235 | 2223 |



| | | | | | |
|--------------------|-----------------------------|---------------|--------------|--------------|--------------|
| 27. | Uttarakhand | 55 | 55 | 55 | 60 |
| 28. | West Bengal | 11743 | 7899 | 0 | 0 |
| 29. | Andaman and Nicobar Islands | 11 | 15 | 20 | 38 |
| 30. | Chandigarh | 44 | 89 | 64 | 65 |
| 31. | Daman and Diu | 44 | 89 | 64 | 65 |
| 32. | Dadra and Nagar Haveli | | | | |
| 33. | Lakshadweep | 3 | 7 | 7 | - |
| 34. | Puducherry | 57 | 58 | 40 | 19 |
| 35. | NIA | 0 | 3 | 2 | 4 |
| 36. | CBI | 114 | 182 | 215 | 105 |
| Total | | 74219 | 66654 | 75655 | 89366 |
| Grand Total | | 305894 | | | |

Not responded to committee's request : Arunachal Pradesh and Tamil Nadu



Pendency of Cases Crime Head Wise

| 1. Sl. No | 2. States/UTs | 3. Number of body offences (crime against person) | 4. Number of property offences (theft, robbery, dacoity etc.) | 5. Number of economic offences | 6. Number of Local and Special Laws cases | 7. Number of road and accident cases | 8. Number of cases in which sections of UAPA have been invoked | 9. Number of cases in which sections of IT Act, 2000 have been invoked | 10. Number of SC/ST cases | 11. Others | 12. Total |
|-----------------|------------------|---|---|--|---|---|--|---|------------------------------------|---------------|--------------|
| 1. | Tamil Nadu | 10579 | 8306 | 2813 | 12661 | 12035 | 5 | 70 | 255 | 15796 | 62520 |
| | | 16.92 | 13.29 | 4.50 | 20.25 | 19.25 | 0.01 | 0.11 | 0.41 | 25.27 | 100 |
| 2. | Bihar | 14712 | 8445 | 5443 | 4927 | 1799 | 983 | 462 | 2032 | 21635 | 60438 |
| | | 24.34 | 13.97 | 9.01 | 8.15 | 2.98 | 1.63 | 0.76 | 3.36 | 35.80 | 100 |
| 3. | Assam | 6380 | 4043 | 1583 | 2233 | 2784 | 980 | 1714 | 12 | 25252 | 44981 |
| | | 14.18 | 8.99 | 3.52 | 4.96 | 6.19 | 2.18 | 3.81 | 0.03 | 56.14 | 100 |
| 4. | Delhi | 6504 | 10001 | 7625 | 2695 | 1635 | 08 | 257 | 15 | 12594 | 41334 |
| | | 15.74 | 24.20 | 18.45 | 6.52 | 3.96 | 0.02 | 0.62 | 0.04 | 30.47 | 100.00 |
| 5. | Karnataka | 4554 | 4347 | 4796 | 2263 | 1672 | 25 | 341 | 143 | 2013 | 20154 |
| | | 14.74 | 22.44 | 15.41 | 14.99 | 9.55 | 0.02 | 2.29 | 1.2 | 19.35 | 100 |
| 6. | Maharashtra | 3390 | 3429 | 3781 | 4924 | 1529 | 9 | 842 | 139 | 8297 | 26340 |
| | | 12.87 | 13.02 | 14.35 | 18.69 | 5.80 | 0.03 | 3.20 | 0.53 | 31.50 | 100 |
| 7. | Andhra Pradesh | 2801 | 5696 | 3492 | 1988 | 1047 | 57 | 512 | 883 | 8829 | 25305 |
| | | 11.07 | 22.51 | 13.80 | 7.86 | 4.14 | 0.23 | 2.02 | 3.49 | 34.89 | 100 |
| 8. | Manipur | 4292 | 2364 | 602 | 826 | 1907 | 7484 | 49 | 6 | 3466 | 20996 |
| | | 20.44 | 11.26 | 2.87 | 3.93 | 9.08 | 35.64 | 0.23 | 0.03 | 16.51 | 100 |
| 9. | West Bengal | 4024 | 2132 | 3216 | 1486 | 1048 | 28 | 343 | 89 | 7276 | 19642 |
| | | 20.49 | 10.85 | 16.37 | 7.57 | 5.34 | 0.14 | 1.75 | 0.45 | 37.04 | 100.00 |
| 10. | Punjab | 3128 | 2118 | 2615 | 7006 | 1172 | 1 | 148 | 64 | 2663 | 18915 |
| | | 16.54 | 11.20 | 13.83 | 37.04 | 6.20 | 0.01 | 0.78 | 0.34 | 14.08 | 100 |
| 11. | Telangana | 1858 | 2079 | 4295 | 1048 | 852 | 40 | 304 | 554 | 4072 | 15102 |



| 1. | 2. | 3. | 4. | 5. | 6. | 7. | 8. | 9. | 10. | 11. | 12. |
|-----|-------------------|-------|-------|-------|-------|------|-------|-------|------|-------|-------|
| | % | 12.30 | 13.77 | 28.44 | 6.94 | 5.64 | 0.26 | 2.01 | 3.67 | 26.96 | 100 |
| 12. | Jharkhand | 1836 | 2183 | 2057 | 944 | 822 | 395 | 854 | 399 | 5500 | 14990 |
| | % | 12.25 | 14.56 | 13.72 | 6.30 | 5.48 | 2.64 | 5.70 | 2.66 | 36.69 | 100 |
| 13. | Jammu and Kashmir | 1229 | 1446 | 561 | 1887 | 775 | 595 | 44 | 0 | 2881 | 9418 |
| | % | 13.05 | 15.35 | 5.96 | 20.04 | 8.23 | 6.32 | 0.47 | 0 | 30.59 | 100 |
| 14. | Madhya Pradesh | 3360 | 1207 | 104 | 1265 | 9 | 37 | 259 | 68 | 1982 | 8291 |
| | % | 40.53 | 14.56 | 1.25 | 15.26 | 0.11 | 0.45 | 3.12 | 0.82 | 23.91 | 100 |
| 15. | Kerala | 1592 | 630 | 1665 | 1169 | 278 | 111 | 136 | 123 | 1395 | 7099 |
| | % | 22.43 | 8.87 | 23.45 | 16.47 | 3.92 | 1.56 | 1.92 | 1.73 | 19.65 | 100 |
| 16. | Uttar Pradesh | 778 | 414 | 950 | 120 | 115 | 5 | 649 | 43 | 1372 | 4446 |
| | % | 17.50 | 9.31 | 21.37 | 2.70 | 2.59 | 0.11 | 14.60 | 0.97 | 30.86 | 100 |
| 17. | Rajasthan | 455 | 170 | 1177 | 227 | 11 | 2 | 52 | 105 | 1333 | 3532 |
| | % | 12.88 | 4.81 | 33.32 | 6.43 | 0.31 | 0.06 | 1.47 | 2.97 | 37.74 | 100 |
| 18. | Gujarat | 523 | 228 | 780 | 325 | 59 | 4 | 88 | 164 | 1045 | 3216 |
| | % | 16.26 | 7.09 | 24.25 | 10.11 | 1.83 | 0.12 | 2.74 | 5.10 | 32.49 | 100 |
| 19. | Chhattisgarh | 1158 | 155 | 504 | 76 | 148 | 80 | 30 | 17 | 658 | 2826 |
| | % | 40.98 | 5.48 | 17.83 | 2.69 | 5.24 | 2.83 | 1.06 | 0.60 | 23.28 | 100 |
| 20. | Haryana | 305 | 37 | 1086 | 329 | 21 | 13 | 70 | 16 | 468 | 2345 |
| | % | 13.01 | 1.58 | 46.31 | 14.03 | 0.90 | 0.55 | 2.99 | 0.68 | 19.96 | 100 |
| 21. | Meghalaya | 615 | 380 | 30 | 49 | 76 | 296 | 28 | 2 | 369 | 1845 |
| | % | 33.33 | 20.60 | 1.63 | 2.66 | 4.12 | 16.04 | 1.52 | 0.11 | 20 | 100 |
| 22. | Odisha | 271 | 145 | 78 | 19 | 30 | 27 | 60 | 55 | 476 | 1161 |
| | % | 23.34 | 12.49 | 6.72 | 1.64 | 2.58 | 2.33 | 5.17 | 4.74 | 41.00 | 100 |
| 23. | Arunachal Pradesh | 156 | 240 | 10 | 23 | 65 | 3 | 1 | 0 | 384 | 882 |
| | % | 17.69 | 27.21 | 1.13 | 2.61 | 7.37 | 0.34 | 0.11 | 0.00 | 43.54 | 100 |
| 24. | CBI | 71 | 9 | 214 | 103 | 0 | 0 | 23 | 1 | 226 | 647 |
| | % | 10.97 | 1.39 | 33.08 | 15.92 | 0.00 | 0.00 | 3.55 | 0.15 | 34.93 | 100 |
| 25. | Chandigarh | 99 | 49 | 245 | 34 | 36 | | 71 | 1 | 69 | 604 |
| | % | 16.39 | 8.11 | 40.56 | 5.63 | 5.96 | 0 | 11.75 | 0.17 | 11.42 | 100 |
| 26. | Goa | 99 | 46 | 54 | 43 | 24 | 0 | 25 | 3 | 219 | 513 |
| | % | 19.30 | 8.97 | 10.53 | 8.38 | 4.68 | 0.00 | 4.87 | 0.58 | 42.69 | 100 |



| 1. | 2. | 3. | 4. | 5. | 6. | 7. | 8. | 9. | 10. | 11. | 12. |
|-----|-----------------------------|-------|-------|-------|-------|-------|-------|-------|------|--------|--------|
| 27. | Himachal Pradesh | 64 | 39 | 98 | 39 | 16 | 0 | 21 | 9 | 150 | 436 |
| | % | 14.68 | 8.94 | 22.48 | 8.94 | 3.67 | 0 | 4.82 | 2.06 | 34.40 | 100 |
| 28. | Nagaland | 92 | 92 | 100 | 69 | 19 | 7 | 6 | | 41 | 426 |
| | % | 21.60 | 21.60 | 23.47 | 16.20 | 4.46 | 1.64 | 1.41 | 0 | 9.62 | 100 |
| 29. | Puducherry | 162 | 62 | 5 | 27 | 25 | 1 | 4 | 2 | 105 | 393 |
| | % | 41.22 | 15.78 | 1.27 | 6.87 | 6.36 | 0.25 | 1.02 | 0.51 | 26.72 | 100 |
| 30. | Tripura | 57 | 19 | 72 | 10 | 27 | 2 | 12 | 2 | 87 | 288 |
| | % | 19.79 | 6.60 | 25 | 3.47 | 9.38 | 0.69 | 4.17 | 0.69 | 30.21 | 100 |
| 31. | Sikkim | 53 | 23 | 61 | 0 | 14 | 0 | 5 | 0 | 69 | 232 |
| 32. | | 22.84 | 12.93 | 26.29 | 0.00 | 6.03 | 0.00 | 2.16 | 0.00 | 29.74 | 100 |
| | Uttarakhand | 29 | 2 | 127 | 0 | 2 | 4 | 30 | 0 | 31 | 225 |
| 33. | | 12.89 | 0.89 | 56.44 | 0 | 0.89 | 1.78 | 13.33 | 0 | 13.78 | 100 |
| | Andaman and Nicobar Islands | 17 | 11 | 48 | 8 | 12 | 0 | 0 | 0 | 19 | 115 |
| 34. | | 14.78 | 9.57 | 41.74 | 6.96 | 10.43 | 0 | 0 | 0 | 16.52 | 100 |
| | Mizoram | 4 | 17 | - | 5 | | | 2 | - | 7 | 35 |
| 35. | | 11.43 | 48.57 | 0 | 14.29 | 0 | 0 | 5.71 | 0 | 20 | 100 |
| | Daman and Diu | 4 | 17 | 0 | 5 | 0 | 0 | 2 | 0 | 7 | 35 |
| 36. | Dadra and Nagar Haveli | | | | | | | | | | |
| | % | 11.43 | 48.57 | 0 | 14.29 | 0 | 0 | 5.71 | 0 | 20 | 100 |
| 37. | Lakshadweep | 2 | 4 | 0 | 1 | 0 | 0 | 0 | 0 | 10 | 17 |
| | % | 11.76 | 23.53 | 0 | 5.88 | 0 | 0 | 0 | 0 | 58.82 | 100 |
| 38. | NIA | 0 | 0 | 0 | 0 | 0 | 10 | 0 | 0 | 2 | 12 |
| | % | 0 | 0 | 0 | 0 | 0 | 83.33 | 0 | 0 | 16.67 | 100 |
| | Total | 75253 | 60585 | 50287 | 48834 | 30064 | 11212 | 7514 | 5202 | 130798 | 419756 |
| | % | 17.93 | 14.43 | 11.98 | 11.63 | 7.16 | 2.67 | 1.79 | 1.24 | 31.16 | 100.00 |



Work Load of IOs

| 1. | 2. | 3. | 4. |
|-------|-----------------------------|--|------------------|
| S. No | States/UTs/ NIA/CBI | Total number of Investigating Officers (IOs) in the State (as on 01.05.2018) | Work Load Per IO |
| 1. | Puducherry | 107 | 60 |
| 2. | Uttar Pradesh | 14774 | 39.8 |
| 3. | Assam | 2133 | 37.5 |
| 4. | Madhya Pradesh | 12948 | 30 |
| 5. | Delhi | 4461 | 29 |
| 6. | Manipur | 847 | 29 |
| 7. | Odisha | 3777 | 27.3 |
| 8. | Tamil Nadu | 5389 | 26 |
| 9. | Chhattisgarh | 3567 | 22 |
| 10. | Telangana | 2704 | 21.60 |
| 11. | Andhra Pradesh | 3658 | 20 |
| 12. | Karnataka | 7180 | 17.22 |
| 13. | Jammu and Kashmir | 1150 | 15.7 |
| 14. | Mizoram | 184 | 14 |
| 15. | Punjab | 4277 | 14 |
| 16. | Andaman and Nicobar Islands | 272 | 12.7 |
| 17. | Arunachal Pradesh | 208 | 11 |
| 18. | Gujarat | 6306 | 10.82 |
| 19. | Bihar | 13000 | 9.4 |
| 20. | West Bengal | 7645 | 09 |
| 21. | Haryana | 7286 | 9 |
| 22. | Kerala | 4268 | 9 |
| 23. | Meghalaya | 438 | 8 |
| 24. | Goa | 407 | 5.05 |
| 25. | Tripura | 451 | 5.2 |
| 26. | Uttarakhand | 1155 | 5 |



| | | | |
|-----|------------------------|---------------|-----|
| 27. | Maharashtra | 101576 | 4.9 |
| 28. | Himachal Pradesh | 1337 | 4.4 |
| 29. | Jharkhand | 7454 | 4 |
| 30. | Chandigarh | 151 | 4 |
| 31. | Daman and Diu | 151 | 4 |
| 32. | Dadra and Nagar Haveli | | |
| 33. | Rajasthan | 8294 | 3.8 |
| 34. | CBI | 497 | 3.3 |
| 35. | Sikkim | 88 | 3 |
| 36. | NIA | 43 | 0.7 |
| | Total | 228183 | |



Annexure - 07

PENDING CASES DATA OF CENTRAL & STATES FSLs

| Sr. No. | State | Divisions | Carried forward/Receipt. | Exam. | Pending Cases as on 31.12.17 | Pending cases more than one year |
|---------|--------------------------|------------------------|--------------------------|--------|------------------------------|---|
| 1. | Maharashtra | Toxicology | 10238+20981=31219 | 18533 | 12686 | 5200 |
| | | Biology | 11419+34630=46049 | 29342 | 16707 | Case pendency is higher in Toxi, Bio/DNA, Prohibition & excise and TASI |
| | | DNA | 2436+5103=7539 | 2983 | 4556 | |
| | | Gen. Ana. & Instrumtn. | 712+4400=5112 | 3974 | 1138 | |
| | | Prohibition & Excise | 4287+121419=125706 | 115489 | 10217 | |
| | | Ballistics | 343+1013=1356 | 1123 | 233 | |
| | | Physics | 144+560=704 | 364 | 335 | |
| | | Cyber Forensic | 2785+2544=5239 | 2149 | 3177 | |
| | | TASI | 1626+1264=2890 | 2630 | 260 | |
| | | Psychology | 51+91=142 | 67 | 29 | |
| | | | | | Total=49338 | |
| 2. | Telanagana, (FSL, Hqtrs) | Ballistics | 82+36=118 | 46 | 72 | 4200 |
| | | Biology | 277+259=536 | 18 | 518 | Case pendency is higher in Bio/Serology/DNA & Toxicology |
| | | Serology | 4838+3065=7903 | 840 | 7063 | |
| | | DNA | 1360+1168=2528 | 192 | 2436 | |
| | | Polygraph | 8+8=16 | - | 16 | |
| | | Computers | 255+17=272 | 238 | 34 | |
| | | Documents | 726+451=1177 | 275 | 902 | |
| | | Physics | 120+43=163 | 77 | 86 | |
| | | Chemistry | 455+368=823 | 87 | 736 | |



| | | | | | | |
|----|---------------|----------------------------|------------------|-------|-------------|--|
| | | Toxicology | 9891+8271=1862 | 1651 | 16511 | |
| | | For. Engrng. (Voice Ana.) | 47+03=50 | 44 | 6 | |
| | | Narcotics | 3799+2668=6467 | 1131 | 5336 | |
| | | | | | Total=33901 | |
| 3. | Gujarat | Ballistic | 563+667=1230 | 666 | 564 | 5500 Case pendency is higher in Bio/DNA, computer, Physics, P&P |
| | | Blood Alcohol | 2357+81576=83933 | 68027 | 15906 | |
| | | Biology | 1522+6900=8422 | 6378 | 2044 | |
| | | Chemistry | 239+3404=3643 | 2329 | 1314 | |
| | | Comp. For. | 731+767=1498 | 445 | 1053 | |
| | | DNA | 162+518=680 | 677 | 3 | |
| | | For. Psyc. | 231+362=593 | 269 | 324 | |
| | | Handwriting | 703+564=1267 | 561 | 706 | |
| | | Narcotics | 103 | 101 | 2 | |
| | | Physics | 914+2499=3413 | 2355 | 1058 | |
| | | Prohibition and Possession | 1362+48408=49770 | 43926 | 5844 | |
| | | Serology | 402+4508=4910 | 4466 | 444 | |
| | | Toxicology | 3456+7676=11132 | 7233 | 3899 | |
| | | | | | Total=33161 | |
| 4. | Uttar Pradesh | Handwriting | 73+322=395 | 380 | 15 | 4000 Case pendency is higher in Bio, Ballistic, DNA & Toxi |
| | | Physics | 56+485=541 | 455 | 86 | |
| | | Chemistry | 891+83=974 | 75 | 899 | |
| | | Ballistics | 1378+817=2195 | 1065 | 1130 | |
| | | Serology | 4116+26=4142 | 29 | 4113 | |
| | | DNA | 3918+2235=6153 | 877 | 5276 | |
| | | Biology | 1899+28=1927 | 3 | 1924 | |
| | | Toxicology | 528+34=562 | 04 | 558 | |



| | | | | | | |
|----|-------------|--------------------------------|----------------|------|-------------|---|
| | | Comp. Forensic | 37+321=358 | 140 | 218 | |
| | | For. Acoustic | 3+80=83 | 42 | 41 | |
| | | Lie Detection | 3+14=17 | 14 | 3 | |
| | | Explosive | 1339+55=1394 | 31 | 1363 | |
| | | | | | Total=15626 | |
| 5. | Kerala | Biology | 1981+1576=3557 | 1254 | 2291 | Case pendency is higher in Bio, Ballistic, DNA, Cyber |
| | | Serology | 1038+547=1585 | 530 | 1055 | |
| | | Chemistry | 2941+1437=3378 | 1625 | 2753 | |
| | | DNA | 320+492=812 | 271 | 541 | |
| | | Physics | 351+372=723 | 388 | 335 | |
| | | Ballistics | 17+68=85 | 35 | 50 | |
| | | Explosives | 20+263=283 | 137 | 146 | |
| | | Cyber | 1156+636=792 | 629 | 1163 | |
| | | Documents | 552+379=931 | 534 | 397 | |
| | | Documents Civil | 54+98=152 | 67 | 85 | |
| | | Polygraph | 27+31=58 | 45 | 13 | |
| | | | | | Total=11120 | |
| 6. | West Bengal | Toxicology | 88+3478=3566 | 3453 | 113 | Case pendency is higher in Biology/ DNA |
| | | Chemistry | 105+473= | 511 | 67 | |
| | | Physics | 408 | 408 | - | |
| | | Ballistics | 2+244=246 | 243 | 3 | |
| | | Biology | 3698+1855=5553 | 1625 | 3928 | |
| | | Footprint | 2+1=3 | 1 | 2 | |
| | | | | | Total=8953 | |
| 7. | Haryana | FSL, Haryana, Madhuban, Karnal | 5929 | 3861 | 5199 | 1700 |
| 8. | Karnataka | All FSL Division | - | | 4881 | 1033 |



| | | | | | | |
|-----|-----------------|------------------------------|----------------|------|------------|---|
| 9. | Jharkhand | All Division | 4912+1907=6819 | 1979 | 4840 | 1065 |
| 10. | Delhi | FSL Rohini +RFSL Chankyapuri | 7560 | 1599 | 4790 | 1073 |
| 11. | CFSL Hyderabad | All Divisions | 827+90=917 | 142 | 775 | 84 |
| 12. | CFSL Chandigarh | All Divisions | 964+199=1163 | 170 | 993 | 52 |
| 13. | CFSL Kolkata | All Divisions | 2277+213=2490 | 172 | 2318 | 675 |
| 14. | CFSL Bhopal | All Divisions | 308+68=368 | 47 | 321 | 23 |
| 15. | CFSL Pune | All Divisions | 111+84=195 | 35 | 160 | - |
| 16. | CFSL Guwahati | All Divisions | 97+17=114 | 13 | 101 | - |
| 17. | Manipur | Ballistics | 1933+136=2069 | 134 | 1935 | 800 |
| | | Biology | 144+155=299 | 166 | 133 | Case pendency is higher in Bio, Ballistic & Chemistry |
| | | Chemistry | 141+296=437 | 152 | 285 | |
| | | Documents | 56+41=97 | 29 | 68 | |
| | | Toxicology | 15+52=67 | 21 | 46 | |
| | | Mobile Unit | 127 | 127 | - | |
| | | | | | Total=2467 | |
| 18. | Bihar | FSL + RFSL (Consol.) | 1718+5102=6820 | 4521 | 2299 | 650 |
| 19. | Punjab | FSL, Punjab, SAS Ngr | 4892 | 4278 | 1285 | 325 |
| | | RTFSL, Amritsar | 1189 | 864 | 357 | |
| | | RTFSL, Ludhiyana | 1754 | 1280 | 498 | |
| | | RTFSL, Bathinda | 1296 | 1175 | 131 | |
| | | | | | Total=2271 | |



| | | | | | | | |
|-----|------------------|-----------------------|--------------|--|------|------------|-----|
| 20. | Himachal Pradesh | FSL, Junga | 2734 | | 2354 | 1564 | 300 |
| | | RFSL, Dharmshala | 1861 | | 1944 | 191 | |
| | | RFSL, Mandi | 1229 | | 1203 | 166 | |
| | | | | | | Total=1921 | |
| 21. | Meghalaya | Biology | 6+187=193 | | 150 | 43 | 211 |
| | | Documents | 6+36=42 | | 39 | 3 | |
| | | Physical | 2+65=67 | | 64 | 3 | |
| | | Chemistry | 2+195=197 | | 134 | 63 | |
| | | | | | | Total=1041 | |
| 22. | J & K | SFSL, Srinagar & DMFU | 1264 | | 1336 | 386 | 178 |
| | | RFSL, Jammu & DMFU | 1129 | | 964 | 614 | |
| | | | | | | Total=1000 | |
| 23. | Tamilnadu | DNA Division | 921+230=1051 | | 222 | 929 | 153 |
| 24. | Assam | Ballistics | 227+73=300 | | 208 | 92 | 140 |
| | | | | | | | |
| | | Biology | 1+53=54 | | 50 | 4 | |
| | | Chemistry | 98 | | 96 | 2 | |
| | | Drugs and Narcotics | 103+568=671 | | 671 | - | |
| | | Explosives | 77 | | 77 | - | |
| | | Physics | 6+14=20 | | 20 | - | |
| | | Photography | 5+220=225 | | 225 | - | |
| | | Documents | 227+397=624 | | 398 | 226 | |
| | | Serology incl. DNA | 30+218=248 | | 215 | 33 | |
| | | Toxicology | 271+863=1134 | | 924 | 210 | |
| | | | | | | Total=567 | |



| | | | | | | |
|-----|---------------|-------------------------|-------------|------|-----------|----|
| 25. | Uttarakhand | SFSL, Dehradun | 1259 | 1362 | 285 | 90 |
| | | RFSL, Udham Singh Nagar | 415 | 370 | 45 | |
| | | | | | Total=330 | |
| 26. | Tripura | Biology/Ser. | 160+196=356 | 341 | 15 | 38 |
| | | Chemistry | 4+99=103 | 102 | 01 | |
| | | Toxicology | 145+392=537 | 484 | 53 | |
| | | Physics/Ball. | 10+52=62 | 60 | 02 | |
| | | Document | 15+43=58 | 53 | 05 | |
| | | DNA Typ. Unit | 9+166=174 | 167 | 08 | |
| | | Cyb. For. Unit. | 16+16=32 | 28 | 04 | |
| | | | | | Total=88 | |
| 27. | Puducherry | Biology & Serology | 2+43=45 | 41 | 04 | - |
| 28. | A & N Islands | Chemistry | 29+199=228 | 176 | 52 | 10 |
| | | DMFU | - | - | - | |
| | | | | | Total=52 | |
| 29. | Goa | Biology/serology | 2+24=26 | 12 | 14 | 13 |
| | | Toxicology | 36 | - | 36 | |
| | | Ballistics | 1 | - | 1 | |
| | | Fingerprints | 177 | 177 | - | |
| | | | | | Total=51 | |
| 30. | Sikkim | Chemistry | 5+263=268 | 251 | 17 | 11 |
| | | Biology | 5+93=98 | 90 | 8 | |
| | | Documents | 2+19=21 | 20 | 1 | |
| | | | | | Total=26 | |



| | | | | | | |
|-----|-------------------|--------------------------|-------------|-----|----------|---|
| 31. | Arunachal Pradesh | Narcotics | 125+125=250 | 226 | 24 | 8 |
| | | Ballistics | 38+38=76 | 76 | - | |
| | | Photography | 08+08=16 | 16 | - | |
| | | Documents | 25+25=50 | 49 | 01 | |
| | | | | | Total=25 | |
| 32. | Nagaland | Fingerprint | 02 | 02 | - | 8 |
| | | Photography | - | - | - | |
| | | Narcotic | 57 | 57 | - | |
| | | Polygraph (Lie detector) | 02 | 02 | - | |
| 33. | Chhattisgarh | DNA | 38+46=84 | 84 | 08 | 1 |

**Monitoring Mechanism Feedback by States**

| S. No. | States/UTs/ NIA/CBI | Exsisting Mechanisms |
|--------|---------------------|--|
| 1. | Andhra Pradesh | <ol style="list-style-type: none"> 1. Pending Investigations are monitored by senior level officers during monthly crime review meetings. 2. Pending grave cases are investigated by the CIs and monitored by SDPOs and above rank officers. 3. Pending Special grave cases, dowry death cases, SC/ST cases are investigated by the SDPOs and monitored by SP and above rank officers. |
| 2. | Arunachal Pradesh | <p>Monitoring of the pending cases being done as Under : -</p> <ol style="list-style-type: none"> 1. At District Level – Officer In-charge, Circle Officer, Dy. Superintendent of Police, Sub-Divisional Police officer, Superintendent of Police, Range DIGP. 2. Headquarter level – SP (Crime), DIGP (Crime), IGP, DGP. |
| 3. | Assam | <p>Monitoring of the Pending cases being done in the following manner:-</p> <ol style="list-style-type: none"> 1. Regular Crime Conferences are organized by district Superintendents of Police in every district. 2. Inspector General of Police/Deputy Inspector General of Police (Ranges) carry out monthly crime review of pending cases. 3. CID being the nodal agency monitors all crime data on monthly basis and shares with all concerned. 4. CID guides and issues necessary instructions from time to time by holding video conference or other conferences. 5. The cases of heinous nature are being directly supervised/monitored by officers of CID (HQ) either by asking for status report from district Superintendents or at times calling the IOs with up-to-date case diaries to CID (HQ) for Speedy conclusion. |
| 4. | Bihar | <ol style="list-style-type: none"> 1. Standing Orders have been issued to the field to ensure quality investigation. 2. Monitoring of cases are being done by PHQ, Headquarter. 3. SOP for monitoring of pending cases has been issued by CID. 4. Review meetings are being regularly conducted by DGP. |
| 5. | Chhattisgarh | The pending cases are being reviewed through crime review meetings at various levels. |



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|-----|-------------------|--|
| 6. | Goa | <ol style="list-style-type: none"> 1. Periodic directions are issued to all SDPO's and I/Cs of the Police Stations to review all the pending cases with the IO's on weekly basis and to ensure that the pendency is disposed off on merit, within the time frame. 2. Pendency of cases is also reviewed during regular Crime Review Meeting held by SsP/DSP Goa. |
| 7. | Gujarat | Monitoring of the Pending cases being done in the following manner:- <ol style="list-style-type: none"> 1. In charge Police Station review pending cases every week. 2. Dy.SP reviews pending cases monthly. 3. SP review cases during inspection of Police Station. |
| 8. | Haryana | Monitoring of the Pending cases being done in the following manner:- <ol style="list-style-type: none"> 1. Instructions regarding reducing pendency of under investigation cases are issued time to time 2. Specific drive under Key Performance indicators (KPI) has been set up 3. Pending cases are monitored at PHQ level on monthly basis 4. Non performing units are issued alerts. |
| 9. | Himachal Pradesh | In order to review the progress of pending investigation cases, Crime Meetings are held regularly at the following levels:- <ol style="list-style-type: none"> 1. SP Level =Monthly 2. Range Level =Quarterly 3. PHQ Level =Half yearly. |
| 10. | Jammu and Kashmir | Monitoring of the Pending cases being done in the following manner:- <ol style="list-style-type: none"> 1. Investigation of the cases is monitored by concerned supervisory Officers/District Sr. Superintendents of Police/IGsP by way of conducting regular Crime Review Meetings. 2. A crime monitoring cell for purpose has also been constituted at PHQ Level |
| 11. | Jharkhand | Monitoring of the Pending cases being done in the following manner:- <ol style="list-style-type: none"> 1. Monthly Crime Review meeting is regularly conducted by CI, DySP& SP for speedy completion of investigation. 2. Regular review meeting of pending cases being conducting by supervisory officers. |



| | | |
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| 12. | Kerala | Monitoring of the Pending cases being done in the following manner:- <ol style="list-style-type: none">1. Weekly and monthly Crime Review Meetings are conducted under the supervision of District Police Chief and Sub Divisional Police Officer.2. Pending investigation cases beyond one year are reviewed Sub Division wise for speedy disposal. |
| 13. | Maharashtra | <ol style="list-style-type: none">1. Detailed instructions have been issued for separation of investigation in Session trial cases from L&O functions of the Police Station vide Maharashtra Police office SO No.24/2015 dated 24/05/20152. Monitoring committee in District & Commissionerate to check the merit of the charge sheet prepared by the Police/IO before submitting it to the Hon'ble Court.3. Detailed instruction have been issued to all Unit Commanders to complete investigation of pending cases & to reduce Pendency.4. Half yearly crime conferences are organized to review major crime heads & pendency of cases by DG. |
| 14. | Manipur | Monitoring of the Pending cases being done in the following manner:- <ol style="list-style-type: none">1. Periodical crime meetings are held in the office Chamber of Superintendent of Police. Addl. Superintends of Police (L&O) and SDPO monitor the number of pending cases and targets are set to dispose off the cases at the earliest.2. Supervisory officers visit the police stations regularly and monitor the investigation of the pending cases. |
| 15. | Meghalaya | Monitoring of the Pending cases being done in the following manner:- <ol style="list-style-type: none">1. DSP/SDPO – Supervises the cases on a monthly basis2. Monthly crime review meetings are conducted by SP.3. At the level of range DIG/IG conducts Crime review meetings.4. Special Report cases are personally supervise by SP.5. SR cases are also closely monitored by CID Meghalaya. |



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|-----|----------|---|
| 16. | Mizoram | <ol style="list-style-type: none"> 1. All cases registered in Mizoram are strictly classified as Special Report (SR) cases and Non-Special Report (Non-SR) cases. 2. DIGP Range conducts crime review meeting on quarterly basis. 3. District SP also conducts quarterly crime meeting. 4. There is also a Range level Acquittal Committee under the Chairmanship of DIGP (Range) in which Public Prosecutors, Additional Public Prosecutors and concerned senior police officers invariably participate. Acquittal Committee meetings are held regularly wherein all cases of acquittal by the Courts are minutely reviewed and cases considered fit for appeal are accordingly taken up for appeal. 5. Recently, Special Task Force Committee under POCSO Act has been set up by the DGP Mizoram at the Range Level wherein the concerned DIGP (Range) is the Chairman of the Special Task Force Committee (POCSO Act). The Committee aims at monitoring and reviewing pending cases of POCSO cases. |
| 17. | Nagaland | <p>Monitoring of the Pending cases being done in the following manner:-</p> <ol style="list-style-type: none"> 1. Supervisor's Notes 2. Monthly Crime Conferences at various levels. 3. Setting up of SIT. |
| 18. | Odisha | <ol style="list-style-type: none"> 1. SDPO/SP reviews all the Cases Monthly of their jurisdiction. 2. DIsGP/IsGP review all the Cases quarterly. 3. State CID, CB, review all the Cases regularly 4. State Government reviews all the Cases Quarterly 5. Targets are given to each IO for closure of cases with the stipulated periods. |
| 19. | Punjab | <ol style="list-style-type: none"> 1. Regular Crime meetings are held at District level, Range level and State level. 2. Fortnightly monthly and quarterly reports are collected by supervisory officers from field units to monitor the progress of Investigation. 3. Monitoring is also done through Special Reports/Case diaries. 4. Senior Officers also monitor pending investigation cases through inspection of the PS. |



| | | |
|-----|--------------------------------------|---|
| 20. | Telangana | <ol style="list-style-type: none"> 1. Supervisory Officers conduct regular teleconference for speedy, timely and logical disposal of the pending investigation cases. 2. CI, SDO & Unit officers conduct regular crime review of pending investigation cases. 3. To motivate the IOs in the state, the existing rewarding system of key performance indicator (KPI) under 17 verticals is being introduced to identify the Best Police Personnel /Officers in each vertical rating them as 1,2& 3 and rewarding them each month at every level i.e. Sub-Division Level, Unit Level and State Level. 4. The dedicated teams have been formed for execution of long pending NBWs. |
| 21. | Tripura | <ol style="list-style-type: none"> 1. Regular review of all cases are carried out by Supervising officers/ Senior officers. |
| 22. | Uttar Pradesh | <ol style="list-style-type: none"> 1. Monthly Orderly Rooms are conducted at thana Level by Circle Officers for reviewing and monitoring the pending investigations. 2. Regular crime meetings are held by SSP/SPs, DIG/IG Range, ADG Zone and at the level of DGP Headquarter. 3. Special drives for disposal of pending investigations are initiated. 4. Mobile forensic units have been provided to each Range Headquarters. 5. Two cyber police stations have been established in Gautambudhnagar and Lucknow |
| 23. | Andaman and Nicobar Islands | Regular review of pending cases are carried out by Senior Officers. |
| 24. | Chandigarh | Regular Crime Review Meetings are conducted with IOs. |
| 25. | Daman and Diu Dadra and Nagar Haveli | Regular Crime Review Meetings are conducted with IOs. |
| 26. | Puducherry | <ol style="list-style-type: none"> 1. Regular crime review meeting is being conducted by DGP/ISP/SSP (Law and Order) /SDPOs for monitoring the cases 2. Periodical meeting is being organized with the judicial department for speedy disposal of the cases. |
| 27. | NIA | <ol style="list-style-type: none"> 1. Cases are investigated by detailing IOs of the rank of DSP and above. 2. The cases are supervised by the DIG, IG and DG, NIA. |
| 28. | CBI | <ol style="list-style-type: none"> 1. The cases pending investigation over one year are being monitored by Director/CBI during the Quarterly Review Conferences and Annual review Conference. 2. Cases pending investigation over one year are also being monitored at the level of Joint Directors of their respective zones. |



Feedback on SOP for investigation timelines by the states/UTs

| Sl. No. | States/Uts/ CBI/NIA | Exsiting SOP/Provisions/Instructions/Circular |
|---------|---------------------|---|
| 1. | Andhra Pradesh | <ol style="list-style-type: none"> 1. The A.P Police Manual has clearly stated the time period for the completion of investigation of cases vide Standing order No. 478-1, 479-1. 2. Office of the DGP, A.P., Hyderabad circulated Circular memo vide c.no. 1991/C61/CID/2014 Dated 03.12.2014 to all Unit Officers to follow the guidelines for completion of investigation in stipulated time from date of registration. |
| 2. | Arunachal Pradesh | <p>Standing Order and SOP prescribed for investigation of the cases in a given time period in respect of Arunachal Pradesh are as under:-</p> <ol style="list-style-type: none"> 1. Standing Order -48 for Crime investigation 2. Standing Order-49 for Investigation of Sexual Offence. 3. Standing Order -57 for Monitoring of Special Report Case 4. Standing Order -59 (A) for Instruction for investigation Rape Case 5. Standing Order -59 for instruction for investigation of Crime against Women and Sexual assault and abuse against children 6. Standing Order -81 for Guidelines for speedy investigation/disposal of child Rape case. 7. Standing Order -87 for Duties of the Police under the Juvenile Justice (Care & protection of Children) Act 2000 and Arunachal Pradesh Juvenile justice (Care & Protection of Children Rules 2012 8. Standing Order -91 for Investigation of NDPS cases. 9. Standing Order -90 for Anti-Extortion Cell object functioning and supervision and SOP for Investigation and Rescue of Abducted Persons, missing/found Children and Crime Against Women. |
| 3. | Assam | <p>Assam Police (Hqr) has issued instructions and guidelines on pending cases:-</p> <ol style="list-style-type: none"> (i) Police Head Quarter Circular No. 1/2017, Circular No 2/2017 and Circular no 2/2014; (ii) Government's instructions for submission of Action Taken Reports to reduce the pendency of crime related cases (iii) Hon'ble Guwahati High Court's Order dated 10.04.2013 passed in W.P. (C) (Taken UP) No. 4299/2006 |



| | | |
|-----|-------------------|--|
| 4. | Bihar | In house arrangement for monitoring and oversight has been provided as per the rule 173 of the Bihar Police Manual. There are three categories of cases requiring oversight of various levels of officers has been prescribed; 2.Standing Order from PHQ for a limit of pendency for various categories of districts have been defined and level of officers to monitor such districts with high pendency have been fixed and a SOP from PHQ has been issued for timely completion of the investigation. |
| 5. | Goa | Goa Police does not have Police Manual of its own. |
| 6. | Haryana | Instructions to curb/deal with crime against women in Haryana have been issued to all field units vide no. 2255-2285/CAW-1 dated 07.03.2015 to direct the investigating officers to complete the investigation in rape cases in less than a month, and in molestation and sexual harassment cases within 15 days as far as possible. |
| 7. | Himachal Pradesh | Time frame for the disposal of cases has been fixed in the Annual Police Plan and Priorities for the year 2018-19, which is as under:- a. Road Accident =30 days b. ST/SC cases =60 days c. Special reported cases =90 days d. Other Cases =180 days e. Accused in Judicial custody =60 days or 90 days as per type of offence. |
| 8. | Jammu and Kashmir | Directions are being regularly issued in the monthly Crime DO from PHQ J&K to the Zonal IsGP/District SSPs for early disposal of the cases on merits in a time bond manner, besides necessary directions for conducting regular crime meetings with field formation are issued for completion of investigation. However, time period for completion of investigation is prescribed in CrPC. |
| 9. | Jharkhand | Necessary directions to completion of investigations have been given in the Police Manual Rule 173. Jharkhand State also issued orders in this regard vide Police Order No. 46/2011. |
| 10. | Kerala | The investigation and completion of cases are based on CrPC, Kerala Police Manual, Circulars from Police Headquarters and other higher offices and also the provisions of concerned Acts. |
| 11. | Manipur | 1. There is a direction to separate investigation and Law & order in some districts on an experimental basis for speedy completion of investigation of pending cases vide DGP, Manipur Circular Nos. IC/11(169)/2014-PHQ/759 dated 30 th January, 2014 and IC/11(169)/2014-PHQ/12920 dated 3 rd January, 2017. 2. In addition to this, the provisions under CrPC such as 173 (1A) CrPC is followed. |



| | | |
|-----|-----------|---|
| 12. | Meghalaya | <p>Rule 34 of Assam Police Manual Part V- states “Report of police officer on completion of investigation –Every investigation under this Chapter shall be completed without unnecessary delay.”</p> <p>Following Circulars of DGP, Meghalaya viz.</p> <ol style="list-style-type: none"> 1. DSP’s Circular No. 1 of 1985 (SP’s permissions to be obtained for keeping the cases pending) 2. DGP’s Circular No. 8 dt. 17.09.2002 (Period of limitation for submitting Final Form) 3. DGP’s Circular No. 5/2013 (Expeditious disposal of Investigation in rape cases) 4. DGP’s Circular No.9/2013 (Timely return from outstation tour Inspection) 5. DGP’s Circular No.13/2013 (Periodical conducting of Crime Conference) 6. DGP’s Circular No. 5/2017 (Regular Supervision of POCSO cases and cases of crime against women) |
| 13. | Mizoram | <p>Provisions regarding completion of investigation in a time bound manner has been given in Chapter IX, Rule 514 of the Mizoram Police Manual 2005, which reads as follows:-</p> <p>Duration of investigation:-</p> <ol style="list-style-type: none"> 1. Where the accused is known or named in the First Information Report or is identified at an early stage of enquiry, the investigation should not take more than one or two weeks and extension of time need not be taken from Court frequently. 2. When the accused is not known a thorough enquiry by visiting the place of occurrence more than once, if necessary, has got to be done, and extension of time according to circumstances may be justified. 3. Where the accused person is known but is absent or absconding, the enquiry need not be delayed or the submission of the report postponed. As soon as the investigation is completed, the Charge-sheet or the Final Report as the case may be, should be submitted. |
| 14. | Odisha | All provisions under Cr.P.C. are being followed. |
| 15. | Punjab | <p>Punjab Police is strictly following the provisions of Punjab Police Rules (PPR), Standing Orders and Circulars issued from time to time for speedy completion and monitoring the process of investigation. The Rules/ Orders/Circulars are as under:-</p> <ol style="list-style-type: none"> 1. Chapter 25 of Punjab Police Rules. 2. Standing order No. 41 issued by the Inspector General 3. Circulars issued by the Office of Director, Bureau of Investigation. Vide circular Number 2265/Inv. Br. Dated 24.10.2014. |



| | | |
|-----|--------------------------------------|---|
| 16. | Rajasthan | ADGP Crime (cb) Raj. Jaipur vide letter no. 1379-1429 dated 29.01.2018 has issued following directions regarding speedy completion of investigation:- 1. SC/ST Cases -15 Days 2. Rape Cases -15 Days 3. Other Special Report Cases -15 4. Non Special Report Cases -15 After 15 Days if cases remain pending then permission from higher authority is sought |
| 17. | Telangana | 1. In Telangana State, the standing orders of AP Police Manual of the erstwhile state of AP are being followed. 2. The standing order 484 in Chapter -28 of APPM captioned completion of investigation and final disposal envisaging the time period for completion of investigation is being followed. 3. Circular memos are issued from time to time for speedy and quality investigation of the cases. 4. Recently the DGP Telangana issued a circular vide C.No. 1875/SCRB/CID/TS/2018 dated 19.03.2018 to all the Unit Officers for structured approach towards quality and speedy investigation and prosecution. 4. The best practice of key performance indicator (KPI), a system to evaluate the performance of the Police personnel according to 17 functional verticals in the Police Stations followed in Hyderabad City is being introduced in the entire State of Telangana. |
| 18. | Tripura | State Police Manual is under preparation. At present, Tripura Police follows the provisions of Police Regulations of Bengal (PRB) and Tripura Police Act, 2007. |
| 19. | Chandigarh | Chandigarh Police follows the provisions of Cr. P.C. |
| 20. | Daman and Diu Dadra and Nagar Haveli | Daman & Diu Dadra and Nagar Haveli Police follows the provisions of Cr. P.C. |



Suggested Timelines for finalizing investigation of various types of cases (Andhra Pradesh Model)

| Sl. No. | Subject | Section of Law | Prescribed Time Limit |
|--|--|---------------------------|---|
| 1. | OFFENCES AGAINST STATE | Sec. 121 to 130 IPC | 4-8 Months |
| 2. | CRIMINAL CONSPIRACY | 120 a, 120 B IPC | 6 Months |
| 3. | OFFENCES AFFECTING THE HUMAN BODY, HOMICIDE AND MURDER | Sec.299 & 300 IPC | 6 Months |
| Beyond 6 months, in complicated cases, extension twice by SP and later by CID. | | | |
| 4. | KIDNAPPING, ABDUCTING ETC. | Sec. 359 to 374 IPC | 1-6 Months |
| 5. | RAPE, UNNATURAL OFFENCES, POCSO AND OTHER CRIMINAL CASES AGAINST WOMAN | Sec. 375- 377 IPC | 3 Months (2 Months for POCSO cases) |
| 6. | However in complicated/gang rape cases, an outer limit of 4 months can be given | | |
| 7. | ATTEMPT TO MURDER AND ALL OTHER CASES UNDER THE ABOVE CHAPTER WRONGFUL RESTRAINT CONFINEMENT | Sec. 339 to 348 IPC | 2-4 Months |
| 8. | GRIEVOUS HURTS | Sec. 326 IPC | 1-3 Months |
| 9. | HURT | Sec. 324 IPC | 1 Month if wound certificate is received without delay. |
| 10. | OF CRIMINAL FORCE AND ASSAULT | Sec. 349-374 IPC | 1-2 months |
| 11. | OFFENCES RELATING TO RELIGION | Sec. 295 IPC | 1-2 Months |
| 12. | OFFENCES AGAINST THE PUBLIC TRANQUILITY | Sec. 141 to 160 | 45 days |
| 13. | OFFENCES BY OR RELATING TO PUBLIC SERVANT | Sec. 161 to 171- IPC | 2 Months |
| 14. | OFFENCES RELATING TO ELECTIONS | Sec. 171- A to 171- 1 IPC | 2 Months |
| 15. | NON-FATAL ROAD ACCIDENT | 337,338 IPC | 1 Month |
| 16. | FATAL ROAD ACCIDENT | 304 (A) IPC | 1-2 Months |
| 17. | OFFENCES AGAINST PROPERTY | | |
| | a) THEFT | Sec. 379 to 383 IPC | 3 Months |



| | | | |
|---|--|---------------------|--|
| | b) EXTORTION | Sec. 384 to 389 IPC | 3 Months |
| | c) ROBBERY | Sec. 392 to 394 IPC | 3 Months |
| | d) DACOITY | Sec. 395 to 397 IPC | 3 Months |
| | e) HOUSE BREAKING AND THEFTS | Sec. 454 to 462 IPC | 3 Months |
| In simple cases, a reasonable time to 2-3 months may be given. Where cases are of grave nature and where professional gangs/individuals are involved or where offenders hail from other states, a maximum of 6 months can be given. Beyond that distt. SsP may be authorized to give extension of not more than 3 months in each instance and not more than two extensions. Beyond that, CID can give 1 or 2 extensions with reasons to be recorded in writing. | | | |
| 18. | CRIMINAL MISAPPROPRIATION OF PROPERTY | Sec. 403, 404 IPC | 4 Months is sufficient if 1 or 2 persons are involved in the offence and at least 8 Months is required where ever the case of grave in nature and involved large sections of public. |
| 19. | CRIMINAL BREACH OF TRUST | Sec. 405 to 409 IPC | 4-8 Months |
| In organized crime or economic offences, an outer limit of 6 months can be prescribed. Beyond that 2 extensions by SP, 2 more by CID and beyond that by DGP/ Head of Police Force. | | | |
| 20. | RECEIVING OF STOLEN PROTERTY | Sec. 410, 414 IPC | 15 days |
| 21. | CHEATING /CHIT FUNDS, MONEY CIRCULATION ACTIVITIES SCHEMES NBFCS UNDER APPDFE ETC. | Sec. 417 to 420 IPC | 2 Months for simple cases and 6 months for complicated cases. |
| 22. | MISCHIEF | Sec.425 and 440 IPC | 1 Month |
| 23. | Offences under Cr.P.C. | | 1 Month |
| 24. | CRIMINAL INTIMIDATION (EVE TEASING) | Sec. 503 to 510 IPC | 1 Month |
| 25. | OFFENCES RELATING TO DOCUMENTS AND PROPERTY MARKS , COUNTERFEITING CASES ETC. | Sec. 463 to 489 IPC | 2 Months for simple cases and 6 Months for complicated cases. |
| 26. | FUNDAMENTAL DEEDS AND DISPOSITION FO PROPERTY | Sec. 421 to 424 IPC | 2-4 Months |
| 27. | CRIMINAL TRESPASS | Sec.441 to 462 IPC | 1 Month |



| | | | |
|-----|--|----------------------|--|
| 28. | ATTEMPT TO COMMIT OFFENCES | Sec. 511 IPC | 1 Month |
| 29. | OFFENCES UNDER FICN, NDPS ACT CASES AND OTHER SPL. & LOCAL LAWS | SPL; & LOCAL LAWS | 1 Month for simple cases and 03 Months in NDPS Act cases |
| 30. | ARMS ACT CASES, ES ACT | SPL. ACT | 4-6 months |
| 31. | CASES UNDER ULPA | SPL. ACT | 3-12 months |
| 32. | CASES REFERRED BY THE COURTS | COURT CASES | Depending on the section of law |
| 33. | CYBER CRIMES | | 2-3 Months |
| 34. | SC/ST (POA) & PCT ACT | | 1 Month (enhanced to 2 months in the amendment act) |
| 35. | CUSTODIAL DEATHS | | 2-4 Months |

In all other IPC and SPL cases, 2-4 months may be prescribed.



Annexure : 10 A

**GOVERNMENT OF TELANGANA
POLICE DEPARTMENT**

Office of the
Commissioner of Police,
Hyderabad City.

No.31/CCRB/2016

Date: 21-01-2016

CIRCULAR MEMORANDUM

Sub: Hyderabad City Police - Recognition and Reward of staff at every level with outstanding/very good performance on a monthly basis - Law & Order Police Stations - Division of Police Station work into (16) Functional Verticals - Key Performance Indicators (KPIs) for each Functional Vertical Identified - Process to Recognise and Reward PS Staff through comparison on a monthly basis at Division Level, Zonal Level & Commissionerate Level through Monitoring & Review - Communicated - Reg.

Ref: This office Circular Memorandum in No.26/CCRB/2016 dtd.16.01.2016

All the officers and staff of Law & Order wings of Hyderabad City Police are hereby informed that the work of each Police Station including Women Police Station is classified into 16 functional verticals depending upon the nature of the work performed. There is a need to bring in professionalism at the cutting edge level by ensuring specialization of manpower under each of these verticals through specialized trainings based on suitability and aptitude. There is an imperative need to recognise and reward the meritorious work turned out by the staff of all these verticals including Home Guard Officers on a monthly basis through constant reviews and monitoring vertical-wise at Division Level, Zonal Level and Commissionerate Level. This will help in keeping up the morale and motivation levels of the entire staff at all Police Stations on a regular basis for improving the productivity of each individual employee and the Police organisation at large.

The list of (16) Functional Verticals is shown in Annexure-I. The Key Performance Indicators (KPIs) of each functional vertical have been designed with a view to recognise the good work turned out by each and every employee at the PS level on a monthly basis through comparison at Division Level, Zonal Level and Commissionerate Level. The Key Performance Indicators (KPIs) for the (16) verticals are attached herewith.

All the SHOs are instructed to distribute the formats containing the Key Performance Indicators (KPIs) to all the staff of all the concerned Functional Verticals and



explain them about the need to capture the data accurately and showcase their own performance on a monthly basis. The monthly performance of the staff of each vertical shall be compared with the monthly performance of staff of the same vertical across all Police Stations of a Division, Zone and Commissionerate for recognising staff who turn out best performance among them and reward them suitably on a monthly basis.

All SHOs, Divisional ACsP, Zonal DCsP and CP Hyderabad (Jt.CP. Crimes on his behalf) shall review the comparative performance of the staff, vertical wise within Division, Zone and entire Commissionerate, identify the best (3) performers at Divisional Level, Zonal Level and Commissionerate Level and recognize and reward them accordingly on a monthly basis.

The details of Recognition and Rewards sanctioned at the Divisional Level, Zonal Level and Commissionerate Level on monthly basis shall be sent to the Inspector, CCRB by 15th of every month for record, who in turn shall put it up for the review by the undersigned by 18th of the month

Subhash P
21/1/2016
Commissioner of Police
Hyderabad City

To,
To All the Admin. SIs of L&O PSs including Women PSs.
To all the SHOs & DIs of L&O PSs including Women PSs.
The Divisional Asst. Commissioners of Police.
To the DCP Task Force & Addl.DCP Task Force, Hyd. City.
Copy to the Zonal Dy. Commissioners of Police, Hyderabad City.
Copy to All Joint Commissioners of Police, Hyderabad City.
Copy to All Addl. Commissioners of Police, Hyderabad City.
Copy to all Notice Boards of all L&O PSs including Women PSs.
Copy to Inspector of Police, IT Cell & Inspector CCRB



16. MONTHLY PERFORMANCE REPORT OF STATION HOUSE OFFICER'S (SHOs)
For the month ending.....

KEY PERFORMANCE INDICATORS (KPIs)

| Sl. No. | Indicator | Target | Actual | Remarks |
|----------------------------------|--|--------|--------|---------|
| | | | | |
| Quality of Investigation | | | | |
| 1 | Frequency of 15 cases as against the target of 15 months of Reported Cases | 15 | 15 | |
| 2 | No. of TTPs completed during the month | 10 | 10 | |
| 3 | No. of arrested cases on police custody during the month | 10 | 10 | |
| 4 | No. of cases against non-terrorist and non-COVID during the month | 10 | 10 | |
| 5 | No. of cases in which registered violations of IT Weapons in order there in case of reported offences during the month | 10 | 10 | |
| 6 | No. of arrests against violations with Previous History of Crime and Convictions during the month | 10 | 10 | |
| 7 | No. of cases in which CDTV / Electronic Evidence processed through PSL and filed in the court during the month | 10 | 10 | |
| Quality of Crime Prevention Work | | | | |
| 8 | No. of Strategy Groups opened during the month | 10 | 10 | |
| 9 | No. of accused declared under PSL Act during the current year as far as | 10 | 10 | |
| 10 | No. of Community CCTVs installed in the | 10 | 10 | |
| 11 | No. of Private Security Guards Deployed as per requirements during the month | 10 | 10 | |
| 12 | No. of accused whose Telephone details sent to COIN through e-Mail during the month | 10 | 10 | |
| 13 | No. of DV offenders traced during the month | 10 | 10 | |
| 14 | No. of Cops & Security operations organized by during the year | 10 | 10 | |
| 15 | No. of ligatures made as Crime Mapping during the month | 10 | 10 | |
| 16 | Average Response time for each 100 Calls during the month | 10 | 10 | |
| Court Work | | | | |
| 17 | No. of CC Numbers obtain during the month | 10 | 10 | |
| 18 | No. of PT Cases disposed of during the month | 10 | 10 | |
| 19 | No. of convictions secured as per in contested cases against PSL Act offences during the month | 10 | 10 | |
| 20 | No. of stock entries identified and challenged in the court during the month | 10 | 10 | |
| 21 | No. of warrants executed during the month | 10 | 10 | |
| 22 | No. of persons filed along with warrants in the court in case of repeat offenders | 10 | 10 | |
| Community Policing | | | | |
| 23 | No. of Collaborative Meetings held during the month in Residential Colonies | 10 | 10 | |
| 24 | No. of Collaborative Meetings held during the month in Commercial Areas | 10 | 10 | |
| 25 | No. of Collaborative Meetings held during the month in Schools / Colleges | 10 | 10 | |
| 26 | No. of Major Community Policing Programmes organized by during the year | 10 | 10 | |
| Technology Implementation | | | | |
| 27 | No. of Police Personnel of PS using Technology Applications | 10 | 10 | |
| 28 | No. of Police personnel of PS equipping DTS by themselves | 10 | 10 | |
| 29 | No. of Police Personnel of PS trained in Technologies | 10 | 10 | |
| 30 | No. of Police Personnel of PS using Technology Applications | 10 | 10 | |
| 31 | Face Book Following | 10 | 10 | |
| 32 | Twitter Following | 10 | 10 | |
| 33 | Frequency of Masses Posters | 10 | 10 | |
| 34 | No. of cases of Mobile App - MYCOM | 10 | 10 | |
| 35 | No. of cases of e-Mail | 10 | 10 | |
| 36 Functional Verifiable | | | | |
| 37 | No. of Performance reviews under taken during the month | 10 | 10 | |
| 38 | No. of Short-term projects recognized and awarded during the month | 10 | 10 | |
| 39 Citizens Satisfaction Ratings | | | | |
| 40 | Citizen Satisfaction Ratings for Current Month | 10 | 10 | |
| 41 | No improvement in Performance Rating during the month | 10 | 10 | |

Name: _____
 Police Station: _____
 Rank: _____
 Nature of Duty: _____
 Cell Number: _____
 E Mail ID: _____

Mail ID: data-ccr@bypd.ispolice.gov.in

Note: This form should be filled up by the person owner (SHOs) by himself / herself. It shall not be delegated to writers / Tech team (Except staff).





... empowering Indian Police



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