

**E-Governance
Mission Mode Project**

**Crime and Criminal Tracking
Network and Systems**

**Draft Guidelines
on
Business Process
Redesign**

Version 0.1



Ministry of Home Affairs

Government of India



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1 Police Station Functions

The police station is a hub of several activities. Maintenance of law and order, crime investigation, protection of state assets, VIP protection, traffic control, service of summons, production of witnesses in courts, intelligence gathering, bandobust duties, crime prevention are some of multifarious functions that the police station and its officers have to discharge. Police stations also serves as front-end of the entire police department in dealing with public complaints and requests and at the same time it occupies a pivotal place as the primary information collection agent for the other functions/wings within the department. In order to achieve the end-objective of bringing in efficiency and effectiveness in the police station, it's crucial to understand the different responsibilities of the police station and identify the key services that need to be addressed in this study.

The first step in identifying the key functions is to segment them under core and supporting, where the core includes services like crime prevention, petition handling and the supporting include the employee related personnel and pay functions, store management. The efficiency gains are achieved through addressing the supporting services where the police station is provided with tools to perform the tasks faster with fewer resources, and the effectiveness gains are achieved by addressing the core services where the police station can improve the quality of the services. Based on the study in the police stations, the various functions of a police station have been mapped in the diagram below.

Core Services

- i. Handling Petitions and general service requests
- ii. Call Response
- iii. Crime Prevention
- iv. Detection & Investigation
- v. Court/Prosecution activities
- vi. Law & Order

Supporting Services

- i. Back office services like records maintenance, reports, store & accounts management
- ii. Employee related services related to pay, leave, duty allocation

Police Station Functions							
Public Facing	Handling Petitions	General Services	Traffic Regulation				
Call Response	Emergency Response	Non Emergency Response					
Crime Prevention	Crime Analysis	Beats and Patrols	Community Policing	Village Area Information	Campaigns	Cash Escort	Repeat Offender Checking
Detection & Investigation	Investigation	Receiving Informant Information	Custody Management	Evidence Management	Prisoner Escort		
Court/ Prosecution	Execution of Summons	Trial Management	Disposal of recovered goods	Victim/Witness Relationship Management			
Law & Order	Enforcement of various legislations	Bandobust duties					
Back-office	Records Management	Management Reports	Stores Management				
Employee related	HR & Administration	Duty Allocation	Accounts	Grievance Redressal			

* Descriptions of the functions are given in the Annexure

Functions within a Police Station

2 Police Station: Analysis and Recommendations

Police station in the current setup suffers from huge backlog of cases even with well over 100% utilization rate of the constables. While one of the reasons could be insufficient resources at the police station, our discussions with the personnel in the police station and the analysis of the police station registers indicate that the personnel spend an inordinate amount of time on the back-end/back-office activities leaving them with little time for the frontline duties.

Assumptions

- i. Even though constables do work all 30 days a month, only 26 days are accounted as per the police manual, they're entitled to a one day off every week.

Number of working days in Month*	26
Number of working hours per day	12

- ii. Constables are sent for petition enquiry for petty cases. Based on our discussions with the SHO and because of the high variance, the following distribution has been assumed for the petition enquiry. For example, 33% of the petitions can be enquired within 2 hours.

Time distribution for Petition Enquiries	
% of Petitions	Hours
33%	2
50%	4
17%	6
Average	3.7

- iii. Even though FIRs are investigated by head constable (HC) and above ranks, it is assumed that 12 person hours of a constable's time in a month are utilized during the course of investigation of one FIR

Constable's utilization in FIR Investigation	
1 FIR	12

Constable Allocation to Police Station Duties in a Sample Police Station

	Constables Per Day	Person Hours per Month	Inflow per month	Processing Capacity per Month
Total Constables	62	19344		
Fixed Duties				
Accounts/Finance Work	1			
Court Work	2			
CP/ACP Office attach	1			
Computer Related	3			
Warrants	6		50	30
MC Duty + PME + FSL	1		20	20
Summons	1		200	150
Blue Colts	8			
PS Guard	4			
Reception	2			
Records & Reports	2			
Suspension	3			
Net remaining for variable activities	28	8736		
Casual Leave	6			
Earned Leave	1			
Sick	1			
Night Beats & Patrol Vehicles	10			
Net remaining for variable activities during day shift	10	3120		
Prisoner Escort	2	624		
Tappal	1	312		
I/D duty	2	624		
Training	1.8	561.6		
Bandobust Duty	2.4	748.8		
Net remaining for petition-related activities during day shift	0.8	249.6		
Petition Enquiry		1100	300	
FIR Investigation		120	10	
% Utilization for constables allotted to day shift	131%			

Utilization is calculated only on the variable activities. Therefore, the hours spent on the variable activities (4090 person hours) over the time allocated (3120 person hours).

The table below shows the activities of the police within the police station that are not directly related to the core functions within the police. The data shows that close to 14%

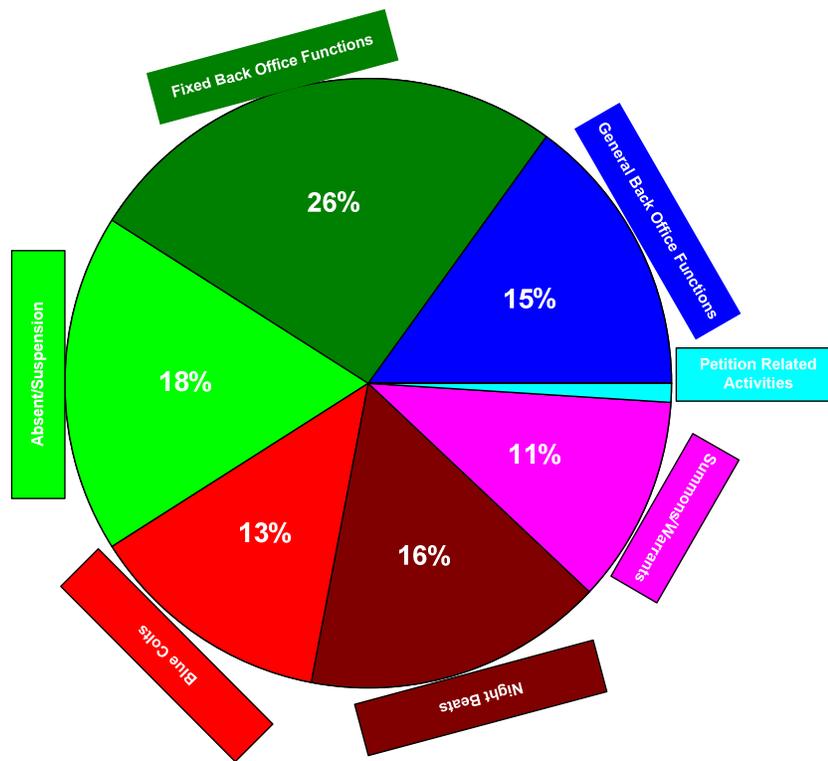
of the sanctioned strength of police constables in the police station are absent from duty either reporting as sick or under leave of absence. Another 11% of the strength is busy with back-office work like Computer related work, attach to CP/ACP's office, prisoner escort, tappal, FSL, or medical certificate duty. While the reporting work of the station writer is not evident within the General Diary data, our discussions with the constables suggest that preparing regular as well as the ad-hoc reports and responding to the queries from the senior officials consume considerable amount of station resources. The back-office functions can be made efficient either through automating the routine tasks like report preparation or resource pooling across police stations for non-core activities like getting medical certificates.

Activity	Daily Average	% of sanctioned Constables
CL	5.2	8.3%
Computer Related	2.5	4.0%
CP/ACP Office attach	2.3	3.6%
EL	2.2	3.4%
MC Duty	2.1	3.4%
Suspension	2.1	3.3%
Court Duty	2.0	3.2%
Prisoner escort/Court work	1.4	2.2%
Sick	1.3	2.1%
Process Duty	1.0	1.6%
Tappal	0.9	1.5%
FSL	0.1	0.1%
Other Duties	40	63%

Analysis of General Diary of a sample police station in Cyberabad

The high absenteeism rate (14%) among the constables of the sample police station indicates possible issues with the human resource policies. The issues range from the utilization rate of the constables which hovers well above 100% to the lack of a weekly day-off to the absence of appropriate performance measures. It is important to focus on putting human resource practices within the police station that can empower the officers/constables to perform their functions more effectively. It points to the need for systems that have to be put in place to record and analyze the resources spent on different activities within the police station and maintain the utilization rate of the constables and officers at acceptable levels. Current evaluation of a police station solely on the crime statistics is not only unreliable but also a misleading indicator for the

performance of the police station as only a minority of police time is spent dealing with serious crime and a lot more on general community disorder and order maintenance duties. Better performance indicators in line with the actual work performed by the police and the quality of the services delivered will have to be evolved for the police station.



Distribution of constable's time for activities within Police Station

Analysis of the petitions data over three years from a sample of three police stations within Cyberabad as shown in the table above highlights that over 70% of the petitions registered in the police station are for a combination of petty issues, traffic incidents, and requests for certificates. Even though the police station deals with a huge number of these issues, they are neither monitored nor evaluated on their performance on these petitions. Also, dealing with these petitions is a time-consuming process leaving police with very little time to focus on either the analysis of the crime in their area or the investigation of more grievous incidents, either property or bodily offences, resulting in police turning away some of the petitions.

	Vanasthalipuram	Rajendranagar	Jeedimetla
Petty Issue	32%	39%	40%
Accidental Incident	4%	6%	5%
Property Offence	12%	11%	7%
Miscellaneous	8%	11%	11%
Traffic Incident	14%	14%	6%
Missing Incident	3%	6%	6%
Grave Incident	0%	1%	0%
Certificate	26%	13%	25%
Total # of incidents	4568	5317	7162

Incident Types

	Vanasthalipuram	Rajendranagar	Jeedimetla
Abuse/Beating/Harassment	82%	64%	84%
Total	1419	2059	2870

Petty Issue

Further analysis of the petitions data indicates that police deal with a majority of abuse, simple hurt, and harassment petitions. People expect police to play the role of an arbitrator, counselor, and legal advocates putting extreme demands on resources in the police station.

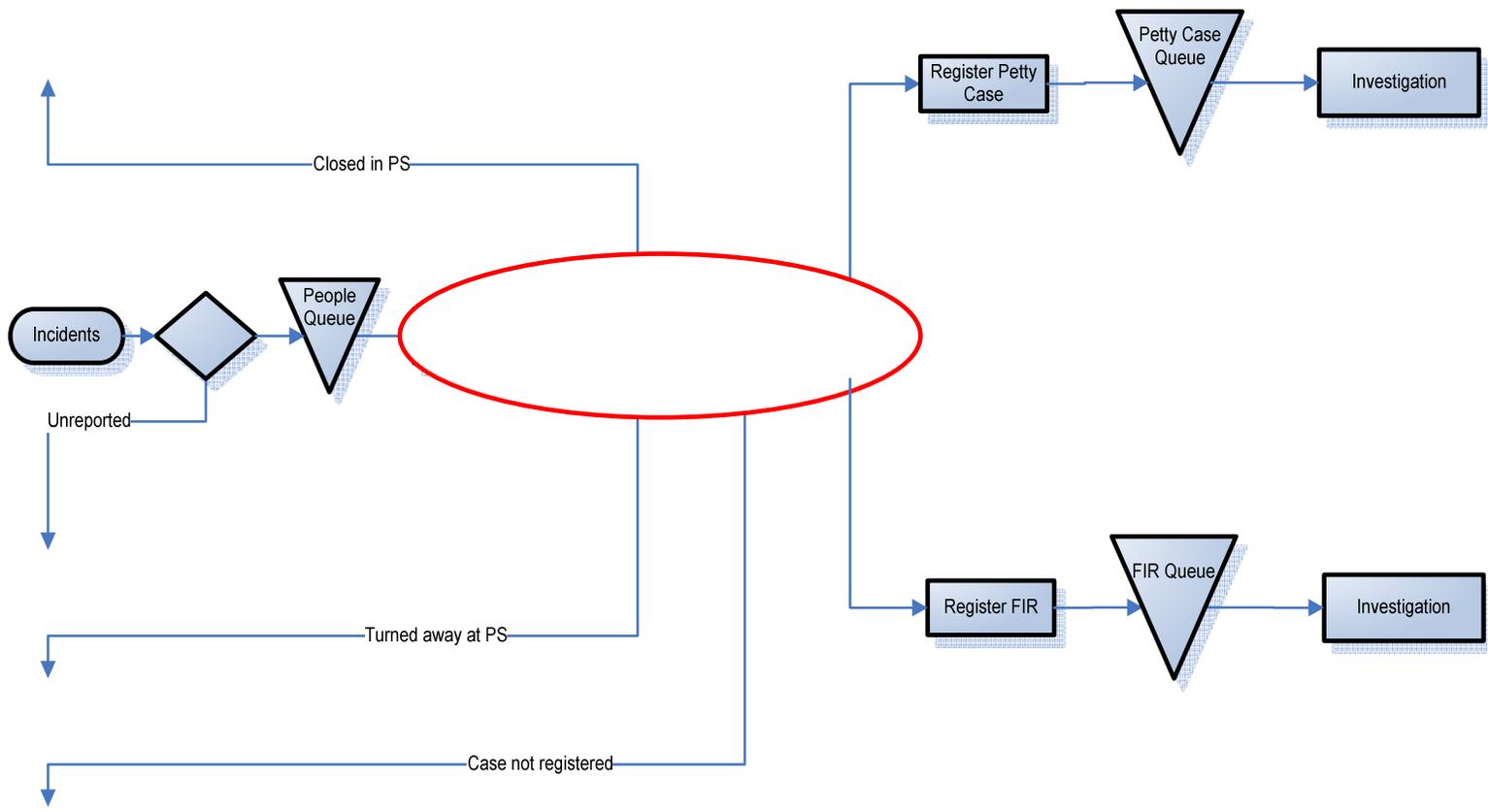
	Vanasthalipuram	Rajendranagar	Jeedimetla
Lost Item	78%	74%	56%
NOC for Vehicle	2%	7%	4%
NOC for Job	19%	17%	27%
Permission	1%	1%	14%
Total	1205	676	1816

Certificate Requests



A trend that also emerged in our analysis is the increasing number of requests for certificates over the last three years such as cell phone companies demanding a FIR for replacing the SIM card with the same number for a lost/misplaced cell phone. Systems have to be put in place to automate the routine steps within the issuance process and also incorporate service levels for responding to these requests. Public confidence and satisfaction with police might increase were such services given more explicit formal recognition and included in the measures for evaluating the police performance.

As shown in the diagram below, only a fraction of the petitions are registered at the police station. People typically wait for long hours or make several rounds to get their petition registered. People file a petition not necessarily to register a case and take the accused to court but many times with the expectation of police acting as a counselor and/or arbitrator to resolve the issue. Since this is not a formal function of the police station, such petitions are usually not recorded in the registers. There's a clear need to formalize such petitions and give police standard operating procedures to deal with such expectations.



Petitions Registering Process

2.1 Petition Management: Need for Transparency and Accountability

2.1.1 AS IS Analysis: Majority of the Petitions are not Registered

People visit the police station either to report a grievance/crime/disorder/traffic incident or to obtain a certificate. This is accepted by the Police Station in the form of a written petition from the person. The acceptance and processing of the petition by the Police Station is neither transparent nor consistent. The response is dependent on the SHO of the police station or the acting SHO at the time of the person's visit. SHO is the only person who can act on the petitions and decide on the how the petition can be processed, i.e., whether to treat it as a cognizable or a non-cognizable offense or the kind of action to take on the petition. Since the primary SHO is generally on the field, the complainants are made to wait or make several visits to the Police Station to get their petition accepted. Some of the petitions are not registered in the Police Station for a variety of reasons ranging from the high workload in the police station to the practice of petitions getting resolved through a compromise at the police station. The practice of evaluating the performance based on the reported petitions sometimes results in subordinate officers focusing on maintaining a low return of crime by either not recording the petitions or reducing the petitions' gravity.

There is a clear need to evolve a mechanism where the petition is registered and acknowledged in a transparent and consistent manner. This is even more important as the petitions data forms the crux for further analysis for the police station that can help them identify the repeat offenders, victims, hot spots, and crime facilitators and design effective crime prevention interventions.

2.1.2 TO BE Recommendation: Revamp the Petition Handling Process

Petitions form the fundamental data for all activities downstream, be it understanding public perception or performance evaluation, or investigation or designing crime prevention interventions. While police stations maintain registers to record the different kinds of petitions coming into the police station, only a fraction of the petitions get recorded. Even so, the recoding is done in the paper-based registers (petty-case, FIR, General Diary) that make it difficult, if not impossible, to analyze.

Public are made to wait or make several rounds of the police station and face several impediments in getting their petition registered by the police. Publishing the availability times of the primary station house officer to the public and information systems to facilitate getting the appointment with the SHO can alleviate a lot of uncertainty for the public.

The petition process has to be tackled with a multi-pronged approach that benefits not only the public but also the police. From the public standpoint, the immediate need is to accept and acknowledge all the petitions (Cognizable, Non-Cognizable, False Case, ...) without delay. From the officers/constables dealing with the petitions, the time spent on dealing with the petitions has to be accounted for and evaluated in their weekly/monthly review meetings. These petitions also form the crux for crime analytics in getting a better understanding of the crime patterns, hot spots, repeat offenders, and repeat victims. Therefore it becomes even more important to document these petitions irrespective of whether they result in FIR or a petty case or end up closed because of a compromise between the parties after the registration of the case.

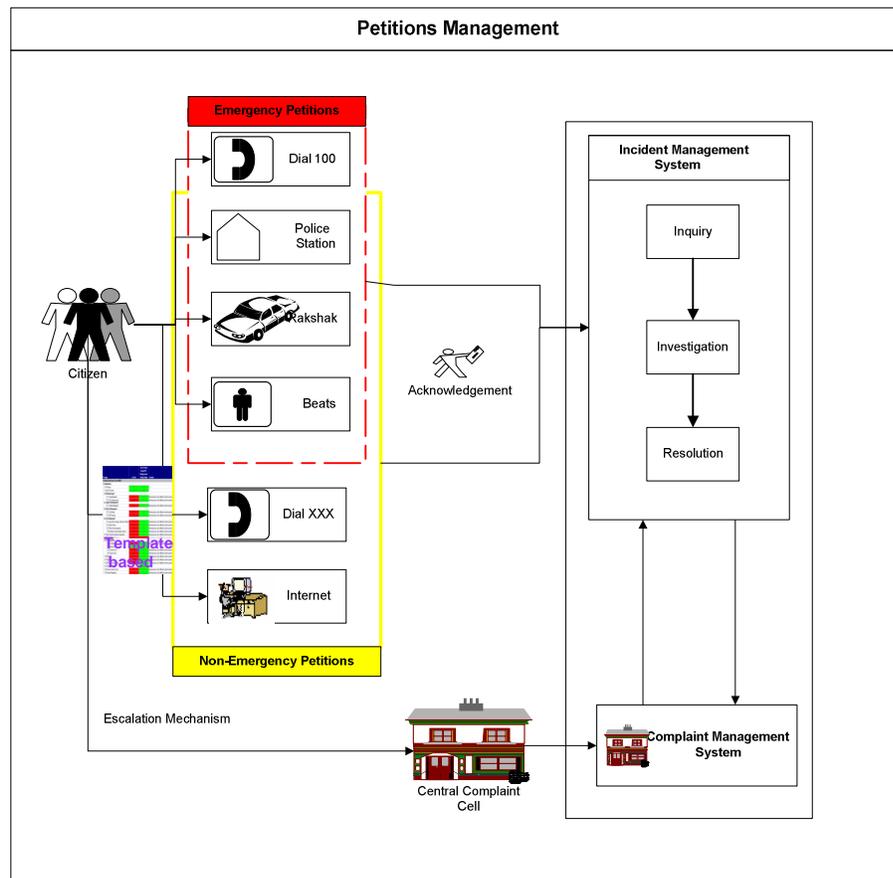
The current classification of the petitions, property & bodily and grave & non-grave crimes has to evolve to a more granular classification where the cases can be tracked and monitored based on their impact.

1. Multiple Channels for Registering Petitions and Focus on Dial-100

Petition handling process has to be redesigned where the public/petitioner is provided with multiple channels to register his/her petition in the system. This would reduce the dependency on the police station visit to register a formal complaint. Public must be

provided with multiple channels to submit their petitions. While the incidents that require an instant response will still be reported through the Dial-100 or at the Police Station, the non-emergency petitions should be provided with multiple and confirmed entry paths into the system. This can be achieved by providing “Parameterized Incident Report Forms” at the Police Station, Rakshak Vehicles, and Beat Officers/Constables where the public can register their complaint.

In case the person is unable to register through these channels, they should be provided with an option to register the petitions through the internet or a non-emergency contact number operated from a central location in a District or a Commissionerate. This would help in reducing the discretion at the Police Station in registering the petitions.



All the input channels should be backed by a centralized IT System that uniquely tags the petition and keeps track of the updates on the petitions. As all petitions do not necessarily turn into an FIR or a petty case, the system should be capable of handling the various petitions. The unique identifier of the petition will be given to the public for



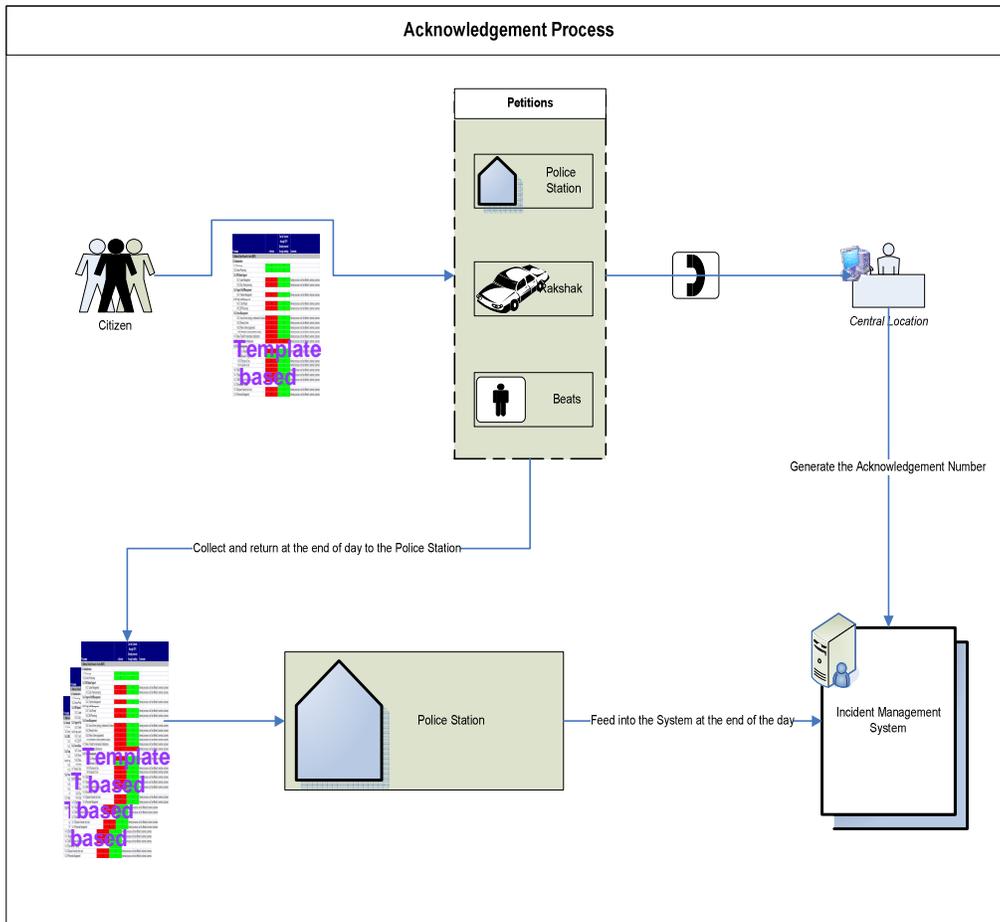
future tracking. The template-based forms will be a parameterized form on similar lines of FIR to capture the basic information and the summary of case that'll not only make it easier for the public to register the petitions but also the police for entering the data into the system.

In addition to the multiple channels for registering petitions, the alternate mechanisms to police such as Lok Adalat need to be strengthened and made accessible for public to report and resolve the minor misdemeanors that really do not fall under the responsibility of the police station.

2. Acknowledgement / Identification Number for all Petitions

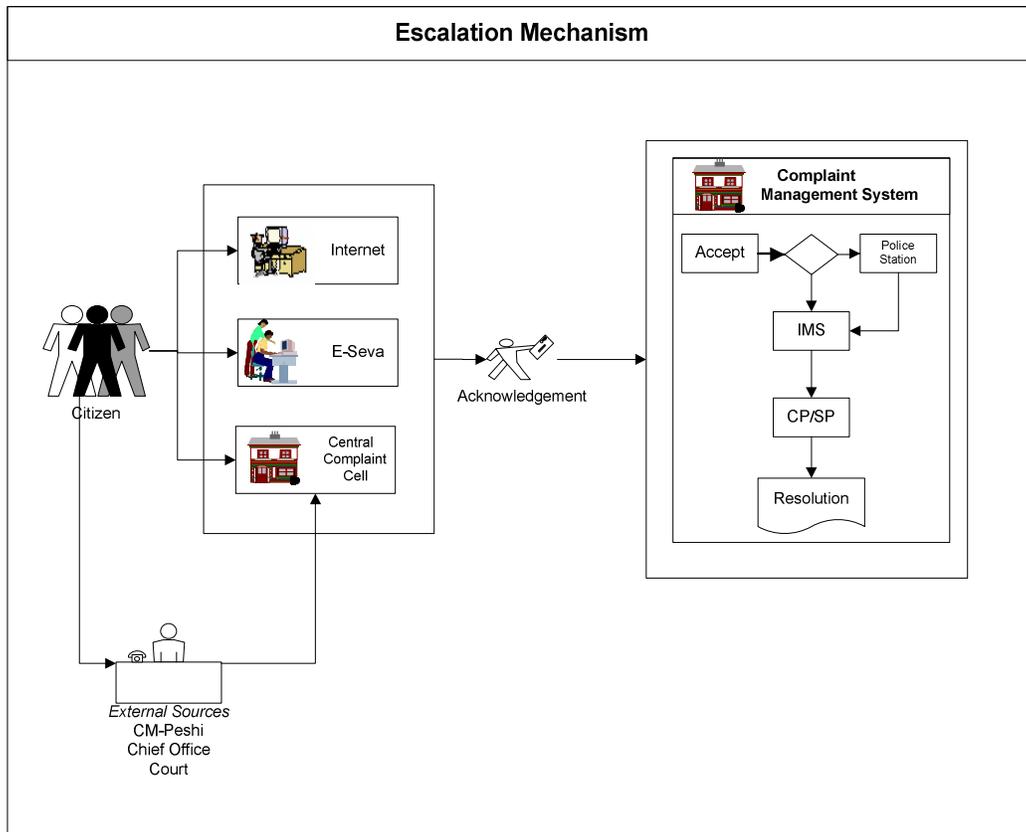
The biggest challenge for the complainant in the current system is the uncertainty on one's petition even though it has been submitted at the police station. The petition is simply accepted without any acknowledgement and only when the SHO determines the petition to be a cognizable offense and registers an FIR, the petition can be tracked in the system. However, a majority of petitions that come to a police station do not necessarily end up as FIRs, leaving a majority of the petitions orphaned.

Acknowledging the petition right at its entry into the system, irrespective of whether the petition results in a FIR or a petty case or closed as a false case, makes the petitions process a more transparent one. All petitions must be acknowledged with a unique number generated by the system. This can be called either a petition number or IMS number or simply uniform crime number that can be used to track the status on their petition and help the senior management monitor the responses on the petitions. The petition can still be enquired and closed at the police station, but an acknowledgement provides the petitioner confidence that his/her petition is registered in the system.



2.1.2.1 Central Complaint Cell for Escalation of Petitions

Instances where the petitioner is not satisfied with the response from the local police station on his/her petition, the person has the option of escalating the petition to a higher authority like the DSP/DCP/SP/CP/Chief Office within the police department or the government through CM-Peshi or sometimes even the court. The escalation request is typically channeled back to the police station through the SP's office. While some of these escalation requests are tracked and monitored, many times due to lack of proper systems the petitions are forwarded to the respective police station and the burden of tracking that request falls back on the petitioner. There is no formal process for escalating such petitions where the police station has either not registered the petition or reduced the charge or has not progressed in the investigation of the case.



A central cell at the district / Commissionerate level can be made a common platform for the citizens to escalate such petitions where the police station responses in unsatisfactory and route all such requests to the respective officers. Such a central cell can help bring transparency and accountability in the process. Such a system also gives SP the data across all the police stations in the district that can help in comparative performance evaluation of the police stations.

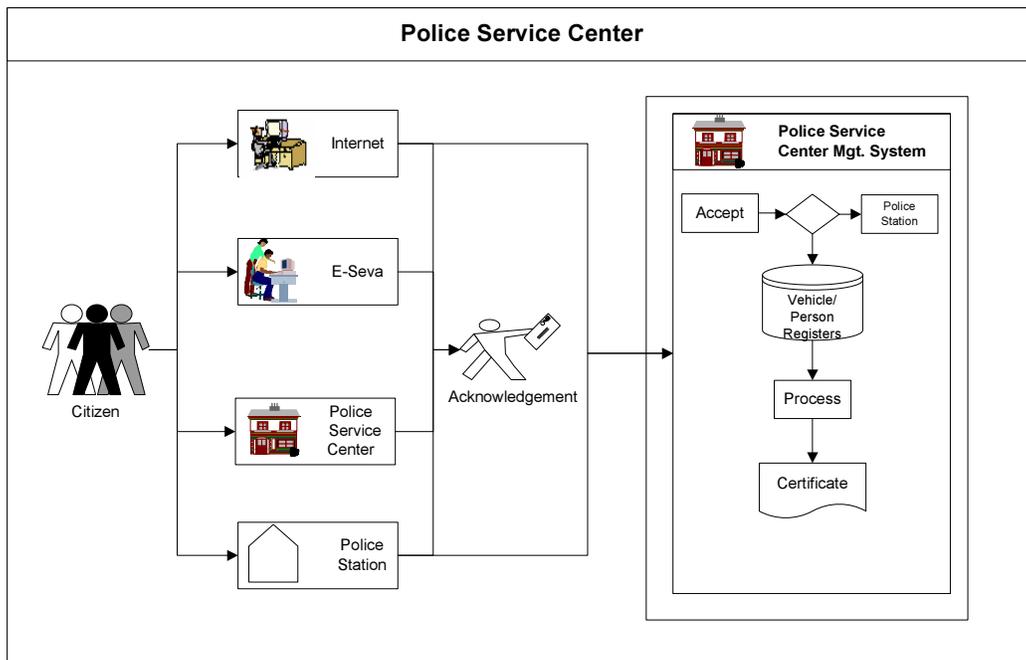
2.1.2.2 Police Service Center

A significant number of people are visiting the police stations, at least in the Commissionerates, for certificate related requests, requesting a certificate either for a lost document or a lost cell phone or getting a no-objection certificate for their job or vehicle. Despite the increasing trends in the last three years, police lack tools/systems or standard procedures to handle the certificate requests. The time and effort spent on this activity is neither recorded nor monitored resulting in poor standards of service. There is a strong need to de-link the police station from the routine certificate matters by handling the requests through a separate channel. Creating a separate channel will not only increase

the efficiency in dealing with such requests but also can improve the quality of the service delivery.

A separate service center should be setup to deal with the certificate requests. The same center can be enabled to handle the permissions, licenses, renewals, and even requests for any case-related information as copies of FIR or medical certificates. Not only setting up such a service center will free up the resources at the police station from the routine requests but also standardize the procedures. At the same time, a single repository with all the requests can help police better analyze the sources of these requests (ex, cell phone and insurance companies) and formulate state-level policies to address the root causes.

Public will be able to approach a single window for all non-complaint related requests. Public should be provided with multiple channels to access the service center, either through a visit to the center or through e-seva or internet or even the local police station.



Once the certificate/license/permission request is received at the service center, the request is acknowledged with a unique tracking number. The request is fed into a workflow system and forwarded to the appropriate police station for necessary information where required. In cases where the department builds central repository of data such as vehicle index containing the list of all vehicles involved in crime or traffic

incidents and person index containing information of all people wanted on a warrant or in a crime, the center can verify the data in the central system and issue the certificates in real time completely removing the need for interacting with the local police station. The service center along with the central data repositories can not only speed up processing times resulting in increased efficiencies and better service delivery but can also reduce fraud/duplicate requests.

2.1.2.3 Citizen Awareness

There is a lot of opaqueness in the way citizen requests are handled in the police station not only because of the work culture in the police station that is primarily dependent on the SHO but also because of the lack of awareness in the citizens on the process or expected next steps once within the police station. The information on the services and processes and steps for citizens to consume those services must be made accessible to the public in a self-service mode. Not only the process steps for the citizens but also the expectations from the police and the next steps along with some estimates of the time lines, authorities to approach in case of non-satisfactory response from the police stations should also be made available to the public. Where possible, the services should be provided in a self-service mode without having to come to the police station. An interface to submit non-emergency petitions, track the petition status, send additional updates/evidence on the case to the respective investigation officer, escalate his/her petition to the senior officials, submit and track requests for certificates/licenses/permissions can greatly reduce the need for public to personally visit the police station or a service center for availing the services.

2.2 Lack of Focus on Crime Prevention

2.2.1 AS IS: Unavailability of Information and Skilled Resources

Modern policing prioritizes the reduction of crime and disorder. Crime prevention places a high value on proactive policing focused on problem solving. In crime prevention it is required to systematically scan and analyze the incoming petitions to discover the problems and their root causes, design responses, and assess them with an ultimate goal to deliver a broad range of services that improve the community's general quality of life. Once the problem is determined by the crime and disorder patterns, the police will need to address the problem by evolving effective interventions, which depend on analysis of

the contexts in which those patterns are generated and the opportunities to trigger preventive mechanisms.

Currently, the prevention activities are restricted in nature due to the non-accessibility of information in a manner that can be easily analyzed. Even where the information is available, the analysis is limited to counting crime and generating the comparisons of the current numbers with the numbers from the previous months and/or years. The information even when compiled is not easily accessible to the officers on the field or the officers doing the beats. The police stations deploy beats, but the beats are mostly during the night times. The officers/constables going on the beats have limited information on the crimes/incidents in the beat areas as the constables are deployed shift-wise. The constables are supposed to regularly check on the rowdies and criminals in the beat area but this is a labor intensive process and typically gets shortchanged.

2.2.2 TO BE: Need for Crime Analysts

Proactive policing requires tools and processes for the police on the field to be able to identify and target:

- i. Hot spots
- ii. High rate offenders
- iii. Repeat victims
- iv. Low-level disorder
- v. Hot products
- vi. Risky facilities
- vii. Crime facilitators

Current analytics within the police department is limited to crime counting and there is a greater need for police to move beyond counting to more sophisticated crime analysis. Police should be equipped with tools to understand the crime patterns and design crime prevention interventions. While every police station is expected to maintain Station Crime History maps, the manual steps involved in marking the incidents on the map combined with lack of integration with the crime recording makes it cumbersome to maintain the maps. Spatial incident/crime mapping systems can help police identify the hot spots with greater ease. Computer-based systems enable police to identify trouble spots and target the appropriate resources to fight crime strategically. The tools not only



present the data in visual formats to help police detect the patterns but can also help in crime forecasting. The systems can identify the repeat victims or high risk facilities and generate automatic alerts or crime bulletins for the police officers.

Effective policing and crime reduction requires specialized analysts in the police department. Analysts should have the knowledge of handling, manipulating, querying and reporting on the data sets, generate digital maps, and publish notices and alerts. In addition, they should be supplanted with higher-level research design and methodologies, including statistics to be able to detect the crime patterns. Specialized crime analyst roles must be created within CCRB / DCRB / SCRB.

Analysts should produce reports and alerts for both the officers on the field as well as the public that can help in warning the citizens, to detect offenders, and to initiate prevention efforts. The analyst tools should be able to perform temporal analysis when problem events are common minor events and are frequent and also time-series analysis, a systematic study of the time course of crime.

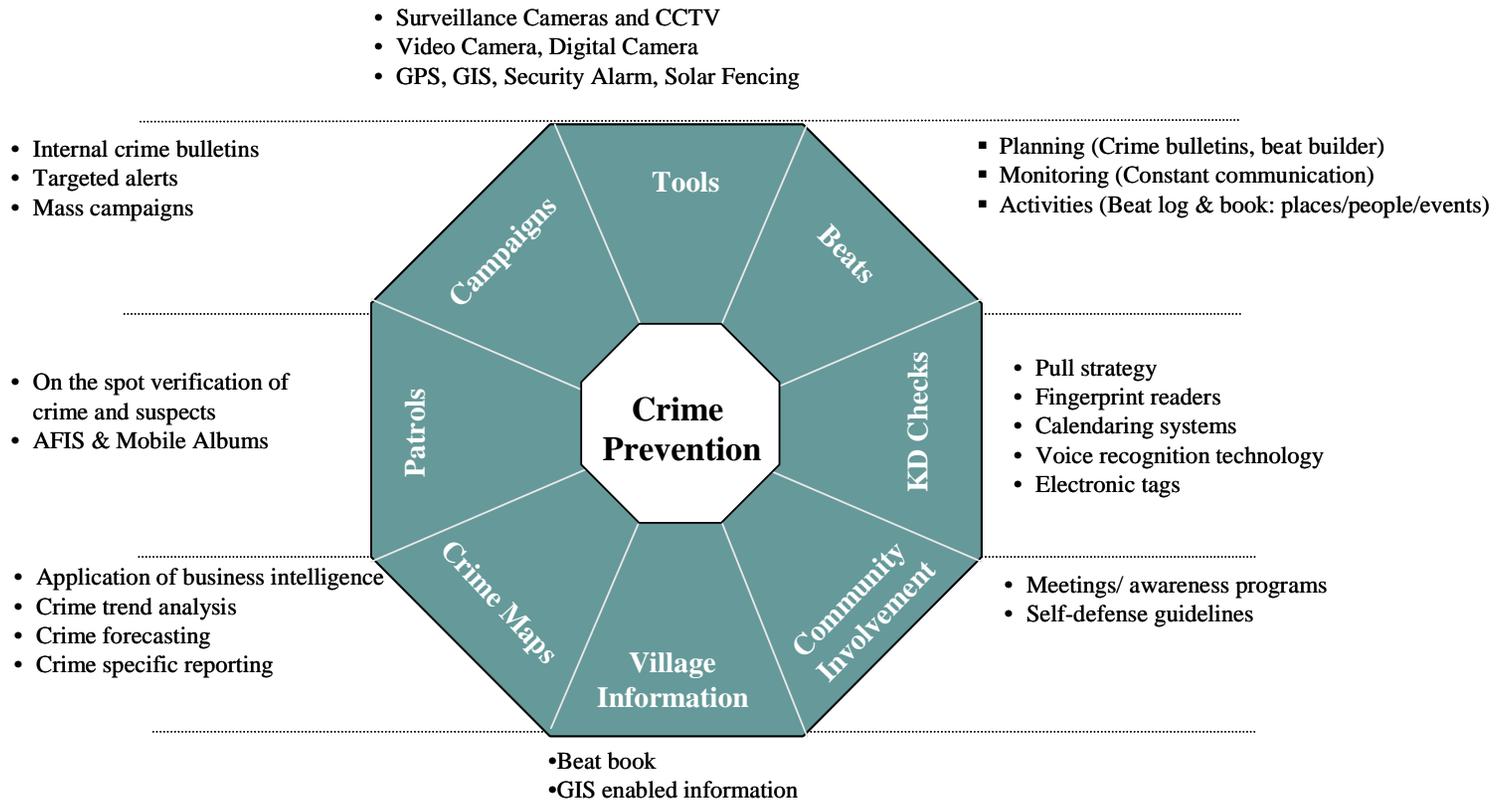
The hot spot analysis has to be carried beyond the simple geographical spread. In order to reduce or eliminate the hot spot the analyst must look deeper to understand why it is a hot spot. The analysts should look in the beat logs collected by the officers on the field for the processes that create hot spots like the crime generators, crime attractors, and crime enablers and correlate the crime/incidents with the supplied demographic information.

Crime data should be collected to cover a broader range of characteristics of the criminal incident. Most of the data should be stored in digital format, thus providing the ability to easily access and manipulate the data and the analysts should be provided with the tools to analyze the data.

The daily crime bulletins issued by the analysts have to be discussed and disseminated during the roll call of the constables. The officers/constables have to be provided with communication sets that can enable them to be in constant communication with the police station to report on any incident or activity that's observed by them during the



beats. The officers will have to elevate the value of foot patrol which with its visible policing creates a sense of security in the public.



Elements of Crime Prevention

2.3 Individual Driven Investigation Processes

2.3.1 AS IS Analysis: Lack of consolidated information and skilled resources affects Investigation

Investigation relies heavily on the knowledge about previous incidents/crimes, repeat offenders, past modus operandi is key for most of the investigations. The accuracy, timeliness, and accessibility of such information are critical for investigations. While such information is available with police, the information is scattered across several police stations that limits the utility of the information. Another critical aspect for a successful investigation is the investigation process. Police deal with a variety of cases and the investigation process is very much dependent on the investigation officer, who may not have dealt with a similar case in the past. Therefore, any knowledge of the past cases or the investigation process can greatly help the investigation officers. A huge process bottleneck that currently exists in the system because of the lack of sufficient skilled resources for carrying out the investigation tasks. The lack of consolidated information and sufficient skilled resources, the cases under investigation pile up leading to further reluctance of the police stations to register the cases. It was also found that a lot of cases get stuck because of the inordinate delays in getting the required reports from the external agencies (Hospitals / RTO / FSL / FPB) assisting the investigation.

2.3.2 TO BE Recommendation: IT for Investigation

Information Technology has probably the most impact on the investigations. IT systems can bring together islands of information and enable the police to link together the past crimes/incidents/criminals to build a stronger case. The Information Systems integrated with information from several external agencies such as RTO, Passports, Jails, Telephone Service Providers, Hospitals can enhance the investigation process efficiencies. IT systems such as Automatic Fingerprint Identification System (AFIS) can also greatly aid the police officers.

2.3.3 TO BE Recommendation: Case Knowledge Bank and Process Driven Investigations

A knowledge bank of all the cases for which the chargesheets have been filed can help build a repository to aid the investigations. Instead of capturing the entire case diaries, entering the

key details and process steps into the knowledge bank can help the investigation officers in similar cases. The knowledge bank can also build on the personal experiences of the investigation officers. The judgments on the cases also provide useful inputs into refining the investigation practices. A data mining tool on top of the knowledge bank can provide feedback to the investigation officers.

The knowledge bank along with well defined process for investigations and collection of evidence can ensure that investigation is carried out in a manner that can result in a proper filing of the chargesheets.

2.3.4 TO BE Recommendation: Central Investigation Unit

The investigation requires is a special skill and more so for specific crimes. Many a times, the individual investigation officers in the police stations may not have access to all the resources or may not have the right information necessary to prioritize the cases or carry out the investigation. A central unit with trained officers / constables can act as a specialized interrogation and investigation unit with necessary experts to document the necessary details from the suspect which might not be possible at a police station due to the lack of quality interrogation and investigation experts. It can also help in standardizing the information capturing process and faster verification on whether the suspect is required on an outstanding warrant in a different police station or is a suspect in other crimes.

2.4 Unavailability of constables for core policing functions

2.4.1 AS-IS Analysis: ~40% of the constables either absent or involved in back-office functions

The police station is a hub of several activities, which include handling petitions, investigations, filing charge-sheets, trials, beats, patrols, bandobust duties, serving summons, executing warrants, issuing certificates and general administration work. Handling numerous functions at the police station has a severe impact on the efficiency of the resources within police station.

Activity	Daily Average	% of PCs in PS
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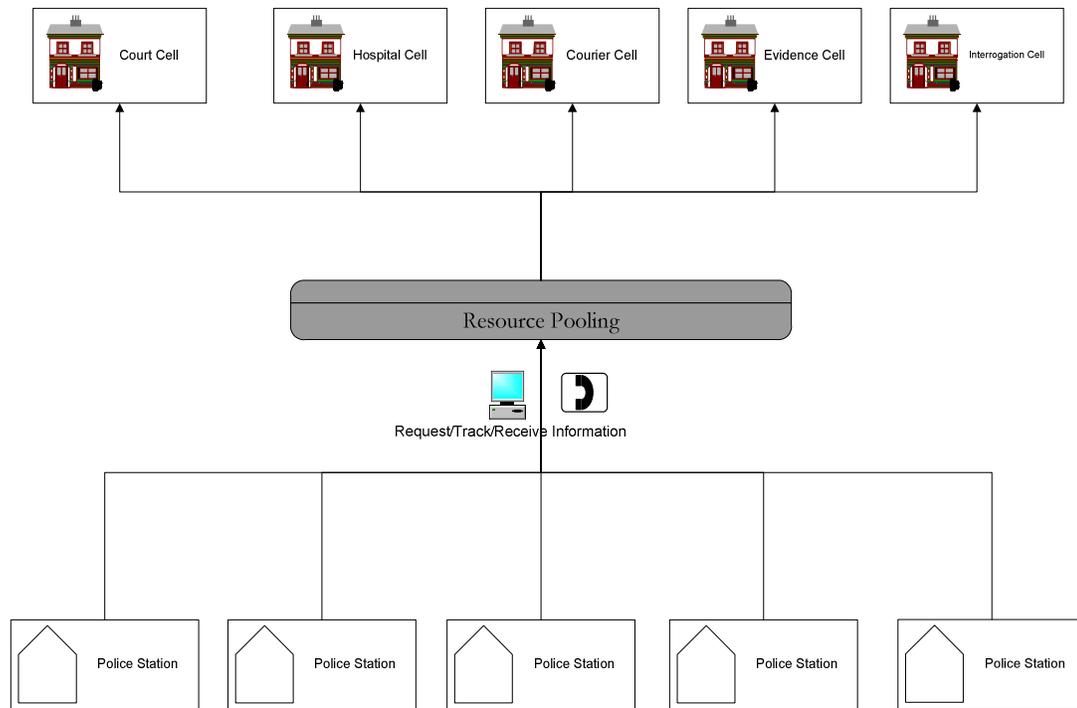
Unavailable		
Casual Leave	5.2	8.3%
Earned Leave	2.2	3.4%
Sick	1.3	2.1%
Suspension	2.1	3.3%
Back-office Work		
Computer Related Work	2.5	4.0%
CP/ACP Office attach	2.3	3.6%
Medical Certificate Duty / FSL	2.2	3.5%
Court Duty	2.0	3.2%
Prisoner escort/Court work	1.4	2.2%
Process / Court Duty	1.0	1.6%
Tappal	0.9	1.5%
Station Writer	1.5	2.4%

As shown in the table above the analysis of data from a sample police station, ~17% of the constables are absent either on leave or reported sick and ~22% of the them are involved in back office functions leaving very few constables for carrying out the core policing functions of investigation and maintaining the law and order.

2.4.2 TO BE Recommendation: Functional Rearrangement to Centralize Functions

Core functions such as petitions management, investigation of cases, and designing crime prevention interventions are often neglected when with the limited human resources available the police are entrusted with several other functions. Accountability is also greatly diluted when duties cannot be clearly and unambiguously stated and performance cannot be measured and monitored.

In order to improve the efficiency of the resources within the police station, there is a need to centralize/pool some of the activities currently handled at the police station. Centralizing the non-core activities can result in more focus on the core activities of the police station.



Functional Rearrangement

2.4.2.1 'Tappal' Work

In the current scenario, at least one or two constables are assigned to the Tappal duty to personally deliver letters/information to either the internal entities like CP/DCP/ACP's office or external entities like MRO/FSL/RTO. While email or an internal messaging system can be used to transmit information within the department in the future, the delivery to an external system may still need to be continued manually in several cases.

To release precious, limited, trained policemen from non-core to core duties, there is a need for the police stations to pool the resources and create an internal courier service that can be requested for pickup and delivery of letters to the recipients. The pooling can happen either at the sub-divisional level or divisional level based on the frequency and quantum of the letters to deliver and/or receive. The scope for outsourcing these activities needs to be actively considered for undertaking tappal work.

2.4.2.2 Reports from External Agencies (Hospitals / RTO / FSL)

The police are highly dependent on external agencies like hospitals for medical certificates, RTO for information related to vehicles, cell phone companies for cell phone records etc. for completion of their investigation duties. Police resources, usually police constables are

assigned the task of interacting with these agencies to collect information and/or certificates to support the investigation process. However, it has been observed that the effort for collection of information from these agencies is a time-consuming affair and takes away valuable police from the more productive front line duties.

It is therefore recommended that a central cell can be made responsible to collect/deliver information where a constant interaction with the external entity is a necessity. Instead of constables from several police stations going around the hospitals, once the request for a medical certificate (MC) or post mortem examination report (PME) is logged with the external agency from various police stations, the liaison officer dealing with the corresponding hospital should handle the requests on a first-in-first-out (FIFO) or a prioritized manner and send the information back to the respective police stations. The resource pooling can also help in better tracking of the pending requests and the average time of response from the external entities. The cell can also coordinate with other agencies that the police need information from, for example, RTO and cell phone companies.

2.4.2.3 Prosecution Duties

Once the investigation officer completes the investigation of a case and files the charge-sheet, the case goes into the court for trial. In most of the instances, the case comes up for trial after a long delay and gets adjourned several times even after the trial starts. Every police station has at least two constables dedicated to the court work where they take the case diaries for the cases that are up for the trial that day, follow the case on whether the witnesses/accused have turned up, and note down the next date of hearing.

The Commissionerate of Vijayawada in Andhra Pradesh has created a centralized cell that is made responsible for all the court related work from the various police stations in the Commissionerate. The cell has also facilitated in abolishing the monopoly of court duty police personnel. Due to the centralized cell, the Commissionerate was able to augment the rate of service of summons, execution of warrants and production of witnesses in the courts has been high resulting in speedy disposal of pending trial cases and increasing the rate of conviction. The cell has also helped the Commissionerate to monitor the remand period of remand prisoners and remind concerned SHOs for filing charge sheets or getting a remand extension well before the due date.



Pooling of resources for the court work across the police stations within the division/sub-division can help in a more efficient resource allocation. This requires a formation of a court-cell aligned with the courts rather than the police stations. The officers/constables within the court-cell will be assigned to separate courts and will be made responsible for trial matters and witness briefing of the all the cases under trial within the assigned court.

2.4.2.4 Evidence Management

Physical evidence goes from police station to court and back several times. The evidence is checked out, sent to the lab, sent to court, inspected, disposed of or released. All of this traffic requires a dedicated unit that is capable of maintaining control on the evidence, as well as enforcing the rules and regulations for handling the evidence. Currently the physical evidence in a case is either deposited at the court or kept at the police station on the orders of the court where there are space constraints at the court. Since the case comes up for a trial after a considerable duration, there is a strong need to effectively store, manage and track the evidence so as to be able to produce it during the trial. This requires a central evidence/property cell with an evidence management system to handle all the physical evidence at either the divisional or sub-divisional level aligned with the courts.

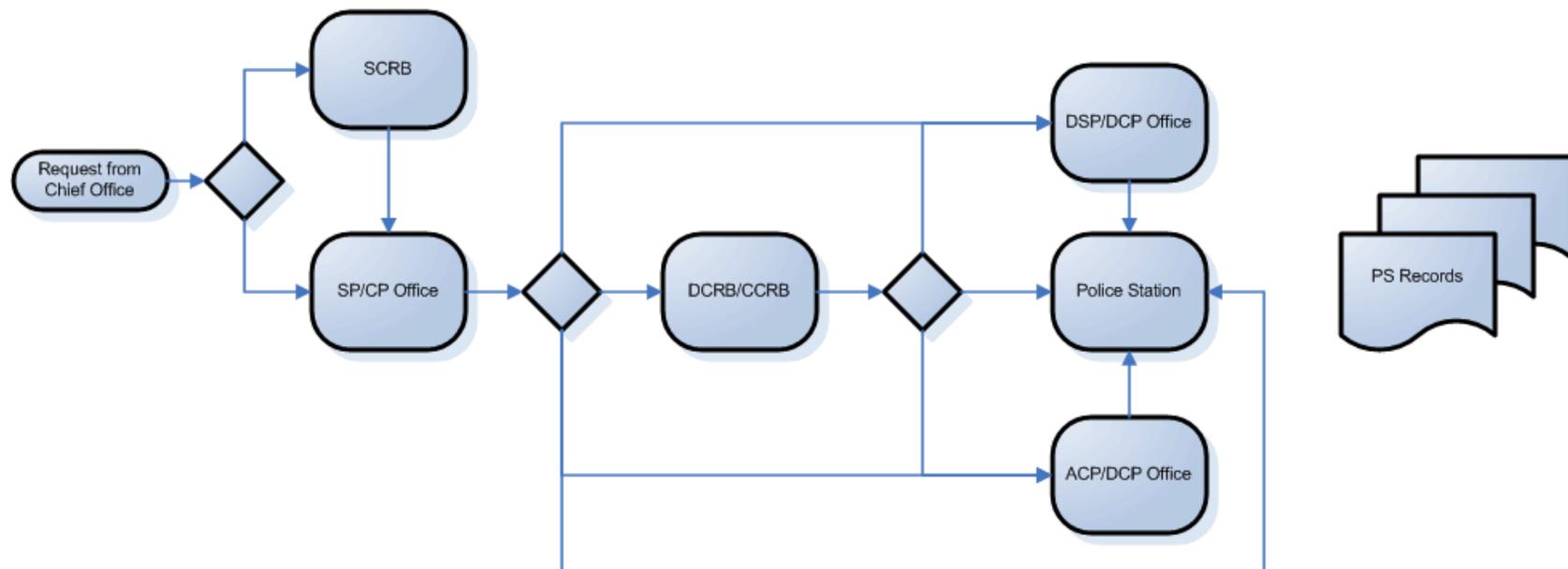
2.4.2.5 Executing Non-Local Warrants/Summons

When a warrant has to be executed in a town/city that is outside the jurisdiction of the police station, a constable from the local police station is sent with a duty passport to execute the summon/warrant resulting in an inefficient process. The process can be redesigned to give the execution powers/responsibility to the police station where the summon/warrant has to be served and have the resource from the source police station travel to the town/city only when required, i.e., to get the suspect/offender back. Currently, the resource from the source police station loses a day or two just in travel and if the suspect/offender is not found, the entire effort is wasted. In the new process the police station where the summon/warrant has to be served should be given the responsibility, even if the suspect is not found immediately, the person can get on the police station's watch list and eventually be captured and sent to the originating police station.

2.5 High Number of Regular and Adhoc Requests for Reports

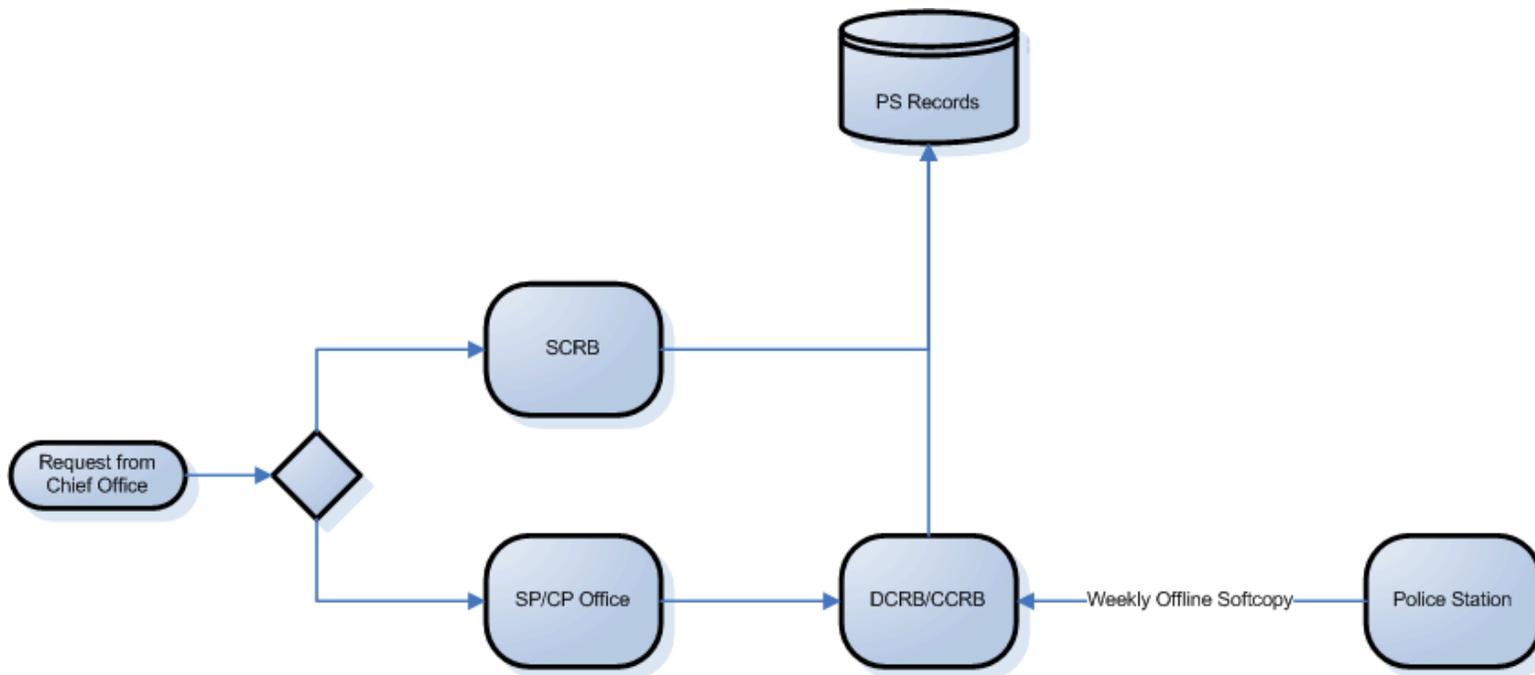
2.5.1 AS IS Analysis: Over 50 Report Requests Every Month Handled in Police Station

Currently all the records are maintained on paper and there's little information sharing between the police stations. The information that's sent from the police station is sent in the form of a hardcopy making it a difficult task to collate the information across the police stations for further analysis. While the police station responds to over 50 requests every month, regular and ad-hoc report requests, a majority of the requests are made for information that's already sent. This leads to a great degree of redundancy and inefficiency not only at the police station but also at all the levels within the hierarchy.



2.5.2 TO BE Recommendation: All Report Requests Should be Served by the Crime Records Bureaus

The process has to be streamlined where the information that's collected at the police station has to be entered into a central data repository that can be queried at the server for generating pre-formatted as well as ad-hoc report requests. The information so collected should be owned by the respective crime records bureau that should serve as a central entity for handling all the requests with out filtering them back to the Police Stations



DCRB/CCRB/SCRB will be the owner of all the data (Petitions, Property & Bodily-crimes, Grave & Non-grave crimes) and the requests for reports/information from any office should be directed to the concerned DCRB/CCRB office. This will relieve the police station from collating and sending the information multiple times and make the SCRB/DCRB/CCRB a single point for generating at least 90% reports requested by the Chief Office or SP/CP's Office. For the ad-hoc reports that cannot be generated through the system, the police station should be provided with an online interface for submitting the data that'll make it easier to collate and analyze similar data across police stations. The data can be fed into the system by the Police Stations/Circle Office once a week and the softcopy from the Police Stations/Circle Office is either emailed or delivered manually to the respective CCRB/DCRB offices before the end of the week.

2.6 High Absenteeism among Constables and Lack of Consistent Human Resource Practices

2.6.1 AS-IS Analysis: ~17% of the Constables are Absent

As shown in the analysis in the previous section, ~17% of the constables are absent either on leave or reported sick or under suspension. Constables form 80% of the police force and it is important for the effectiveness and efficiency of police functioning that the satisfaction of employees is considered for performance measurement. Prerequisite of a good HR practice is a fair, transparent system of people management focused on creating a healthy work-culture for all employees with a considered emphasis on training and development.

The underlying objective of studying the HR processes at a Police Station is to understand the operational bottlenecks leading to employee dissatisfaction and also to assess key business requirements from employees' perspectives. Following inefficiencies are observed in HR processes

- i. Considerable delay in addressing employee queries related to pay-bill, P.F, leave etc.
- ii. Delays/ errors in processing salary/ pension/ travel expense requests.
- iii. Potential inefficiencies in HR management due to lack of skill-related data.
- iv. High utilization of constables leading to high levels of stress and dissatisfaction
- v. Lack of duty rotation and unfair work load distribution
- vi. Lack of a platform for raising employee grievances

2.6.2 TO BE Recommendation: Streamlining of HR Practices and Introduction of Human Resource Management System

2.6.2.1 Introduction of Human Resource Management System

Internal employee efficiency gains can be realized through implementation of a human resource management system that can not only alleviate the personnel's administrative needs such as leave, pay-roll, loans, and bill claims but also provide an integrated view of the service record that presents the performance feedback and training needs. A number of these issues can be addressed by building an integrated Human Resource Management System (HRMS). An HRMS can be used to streamline HR processes and to provide a single source of all associated employee and organizational data. It also allows forces to post staff against duties for which they have the right skills and to perform checks against any minimum staffing requirements that may have been set. Staff welfare needs can also be managed through the HR system, along with any work-related health and safety issues. Effort must also be made to reimburse the bills in a timely manner and communicate the HR rules and policies to all the employees in a consistent and transparent manner. The processes should also be revamped to encourage specialization in specific lines of investigation / cases.

2.6.2.2 Mandatory Duty Rotation

The duty rotation within the Police Stations should be made mandatory when the constables are assigned to general duties to ensure that personnel are provided with job rotation, helping them in reducing monotony and providing them with challenges on the job. It will also aid in optimizing the resource allocation at the police stations and reduce any individual-biased actions.

2.6.2.3 Employee Grievance Reddressal

A platform has to be provided for all the employees for addressing their grievances. The platform should provide the employees to register and track the grievances. A system with accessible interfaces can enable employees to register anonymous grievances.

2.7 One-Dimensional Performance Indicators for Police Station

2.7.1 AS-IS Analysis: Crime Statistics Based Performance Indicators

The performance of the police station is judged primarily on the crime statistics under its jurisdiction. However, a considerable amount of the time is spent on petition enquiry and investigation of petty cases. While by law the police have to register every petition, this is not done in reality and a number of petitions are resolved without formally registering the complaint. Concealment and minimization of recorded crimes is a natural corollary of a system where the work of a Station House Officer is judged by the number of crimes committed in his jurisdiction. The practice of not recording crimes or reducing their gravity arises from a belief among officers that credit could only be gained by maintaining a low return of crime. This is due primarily on the fear of being judged on the basis of crime statistics alone. A key need that arises is to provide incentives to the police for registering and documenting cases even if they happen to be resolved through a compromise or closed with out investigation.

Policing is complex, particularly in respect of the measurement of performance because of the diversity of activities the police undertake and the lack of any general agreement as to whether the role of the police should be prioritized in favor of crime prevention, crime detection, investigation, dealing with public, or non-crime routine activities such as bandobusts that consume the majority of police time. There is therefore a need to for a new Performance Measurement Index to be evolved for judging the performance of a police station.

2.7.2 TO BE Recommendation: Balanced Performance Measurement System

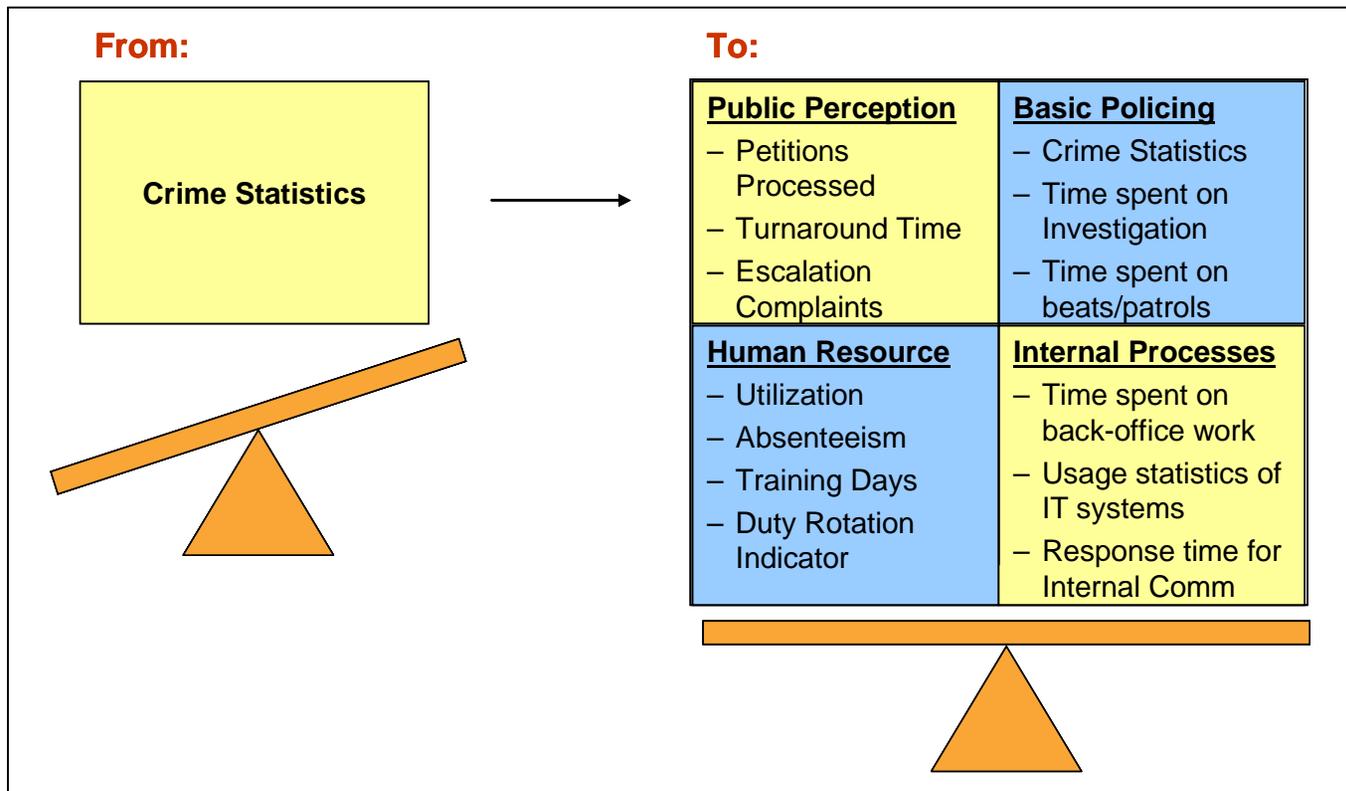
From a truly one-dimensional measurement index, it is recommended that a more balanced performance management system is adopted for monitoring the performance of police stations. The performance measures have been designed to take into consideration result-based as well as process-based metrics as opposed to the current result-based evaluation.

It is recommended that a police station must be measured along four key parameters (indicative only)

- ii) Public Perception

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- iii) Human Resources
 - iv) Basic Policing
 - v) Internal Processes

Towards a balanced performance management system



A. Public Perception

While basing the performance of a police station on crime statistics, one must deal with the fact that between the reported crime and underlying rate of crime there are a huge number of unreported or unrecorded crimes. Determining the level of unreported crime is important not only to get a more accurate measure of the real rate of criminal victimization in the society, but also to determine how much confidence citizens have in asking the police for help. With the growing need for the police to be more citizen friendly, public perception of the police therefore becomes an important parameter for evaluating their performance.

Important indicators to be considered under this category may include

- i) Petitions processed:
 - ✓ Number of petitions accepted and processed by the police station
 - ✓ Information related to this indicator can be obtained from the 'Incident Management System'
- ii) Turnaround time
 - ✓ Average time take to respond to general services and petitions
 - ✓ Information related to this indicator can be obtained from the 'Incident Management System' and 'Police Service Center System'
- iii) Escalation complaints
 - ✓ Number of complaints that have been escalated to higher authorities related to the police station
 - ✓ Information related to this indicator can be obtained through the 'Citizen Grievance system'
- iv) Citizen Feedback
 - ✓ Feedback on petitions
 - ✓ Feedback on general policing

B. Human Resources

Constables form 80% of the police force and it is important for the effectiveness and efficiency of police functioning that the satisfaction of employees is considered for performance measurement.

Important indicators to be considered under this category may include

- i) Utilization of resources

- ✓ Average value of the working hours of an employee versus the working hours mandated. If this value is around 100%, then the utilization of resources is satisfactory. However, if the value is over 150%, then the resources are being over worked leading to unsatisfactory employees
- ✓ Information related to this indicator can be obtained through the 'Duty Allocation System'
- ii) Absenteeism
 - ✓ Number of employees that haven't reported to duty as they are sick or are on Casual or Earned Leave. If this number is high, this indicator will present poor HR polices in the police station
 - ✓ Information related to this indicator can be obtained through the 'HRM System'
- iii) Training
 - ✓ Number of person hours allocated and used for training of the employees
 - ✓ Information related to this indicator can be obtained through the 'HRM System'
- iv) Duty Rotation Indicator
 - ✓ Number of tasks performed by an employee during a month. Rotation of tasks for an employee will prevent repetitive and monotonous activities, reduce monopoly on the task and keep the constables/officers motivated on the job.
 - ✓ Information related to this indicator can be obtained through the 'Duty Allocation System'

C. Basic Policing

The core activities of a police station are related to crime prevention, detection and investigation. Important indicators to be considered under this category may include

- i) Crime Statistics
 - ✓ The current review of a police station through crime statistics is based on the count of FIRs and related quantitative figures. However, a majority of the petitions currently entering the system fall under either non-cognizable or non-grave cases making it difficult to evaluate the police stations'

performance on dealing with them. Therefore, these must also be included in performance measurement

- ✓ Information related to this indicator can be obtained through the 'Records Management System'

ii) Time spent on investigation

- ✓ Number of person hours spent on investigation
- ✓ Information related to this indicator can be obtained through the 'Duty Allocation System'

iii) Time spent on beats/patrols

- ✓ Number of person hours spent on beats and patrols and other activities on the street related to crime prevention
- ✓ Information related to this indicator can be obtained through the 'Duty Allocation System'

D. Internal Processes

The efficiency of the police station is reflected in the internal processes being used in a police station. Important indicators to be considered under this category may include:

i) Time spent on back office work

- ✓ Number of person hours spent on the back office work such as tappal, record management, prisoner escort etc.
- ✓ Information related to this indicator can be obtained through the 'Duty Allocation System'

ii) Usage Statistics of IT systems

- ✓ Frequency of updating and total time spent on IT systems
- ✓ Information related to this indicator can be obtained through usage metrics of various IT systems

iii) Response time for internal communication

- ✓ Average response time to respond to internal queries

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- ✓ Information related to this indicator can be obtained through usage metrics of various IT systems