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**REPORT
OF THE
REVIEW COMMITTEE
ON THE RECOMMENDATIONS OF
NATIONAL POLICE COMMISSION
& OTHER COMMISSIONS / COMMITTEES
ON
POLICE REFORMS**

March 2005

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EXECUTIVE SUMMARY

The Present Committee: Background and Charter

In the post-Independence period, a number of Commissions and Committees were appointed by several State Governments as well as the Government of India, to examine the inadequacies in our police system. These Commissions and Committees made elaborate recommendations on police reforms but a comprehensive approach to the implementation of the same has somehow been lacking. Piecemeal refurbishments have, no doubt, been taken up, here and there, to meet some of the immediate and pressing needs, from time to time. But, these have not led to improvement in the overall functioning of the police, to the desired level. What is needed is a holistic review of the recommendations contained in the reports of all these Commissions and Committees, with a view to drawing up a time-bound map of action for their implementation, the impact of which will be clearly reflected in the overall quality of police service as an instrument of providing protection and sense of security to the citizens as much as a bulwark against multifarious threats to internal security looming large over the nation.

2. The present Committee was, therefore, set up by Government of India, vide Ministry of Home Affairs Office Memorandum No.11018/3/04-PM.II dated December 21, 2004, with the following terms of reference:

- (a) to review the recommendations of the previous Commissions/Committees set up on Police Reforms,
- (b) to shortlist the recommendations which have not been implemented or have been implemented only partially, and
- (c) to recommend the present course of action on such recommendations.

Approach of the Committee

3. The initial processing of the reports of various Commissions/Committees on Police Reforms was entrusted to the SVP National Police Academy, which was done by them in consultation

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with a few experts from the field of Management. Thus, the reports of the following national-level and state-level Commissions/Committees were minutely scanned and all the significant and actionable recommendations were culled out:

State-level Commissions:

- (1) Kerala Police Commission (1959)
 - (2) West Bengal Police Commission (1960-61)
 - (3) Bihar Police Commission (1961)
 - (4) Punjab Police Commission (1961)
 - (5) Maharashtra Police Commission (1964)
 - (6) Madhya Pradesh Police commission (1966)
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- (7) Delhi Police Commission (1966)
 - (8) U.P. Police Commission (1970-71)
 - (9) Assam Police Commission (1971)
 - (10) Tamilnadu Police Commission (1971)
 - (11) One-Man Police Commission of Andhra Pradesh (1984)

National-level Commissions/Committees:

- (1) Gore Committee on Police Training (1971-73)
- (2) National Police Commission (1977-81)
- (3) Ribeiro Committee on Police Reforms (1998)
- (4) Padmanabhaiah Committee on Police Reforms (2000)
- (5) Group of Ministers on National Security (2001-02)
- (6) Malimath Committee on Reforms of Criminal Justice System (2002-03)

4. The reports of the State Police Commissions were found to be dealing mostly with local/regional issues. The few recommendations made by them on aspects relating to major and structural reforms in the police system, were found elaborately covered also in the reports of the National Police Commission and other national-level Committees.

5. All the actionable recommendations of the National Police Commission and other national-level Committees, were, therefore, classified on six parameters of implementation, namely, (i) recommendations requiring legislative action or major amendments in the rules, (ii) recommendations on which action needs to be initiated by the Central Government, (iii) recommendations which involve action by the State Governments, (iv) recommendations on which action has to be initiated by the police organizations themselves, (v) recommendations involving financial implications, and (vi) recommendations having no financial implications.

6. All this collated information was placed before the present Review Committee which, on its perusal, felt that the recommendations were far too many, to be implemented all at a time. The Committee, therefore, felt that a prudent approach would be to concentrate on those recommendations which have the potential of creating an immediate impact on the process of police reform. The Committee, further, decided to adopt a strategic approach of undertaking a SWOT analysis of the police system, followed by a study of the Management Universe in which the system operates.

Management Universe of the Police System

7. The Committee identified the following management forces and the inter-relationship among them, as important factors contributing to the performance of the police organizations:

- (1) Police person or the human element
- (2) Conditioning/behavioural environment
- (3) Institution
- (4) Institutional environment
- (5) Boundary environment
 - (a) Police interface with public
 - (b) Interface within the Criminal Justice System
 - (c) Political interface

Short-listing of recommendations

8. After considering all these dimensions of the Management Universe of the police system, the Committee picked up such of the recommendations of the various national-level Commissions/

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Committees on Police Reforms, as were found to be relevant to all these and related aspects and were, thus, critical to the process of police reform, for suggesting their implementation on an urgent footing. Adopting this approach, the Committee identified 49 recommendations, the implementation of which is expected to have a direct bearing on the reform process, leading to improvement in police performance through a transformation of the police system. These 49 recommendations are contained in a tabular form on pages 33-63 of this report.

9. The single-most important recommendation suggested for implementation is the promulgation of a new Police Act, in replacement of the archaic Indian Police Act of 1861. Other salient recommendations suggested for implementation include, inter alia, those relating to :

- (i) emphasising the Internal Security role of the Police;
- (ii) improving professional standards of performance in urban as well as rural police systems;
- (iii) addressing the problems of recruitment, training, career progression and other service conditions of personnel;
- (iv) tackling complaints against the police with regard to non-registration of crime, arrests, etc.; and
- (v) insulating police machinery from extraneous influences.

The Review Committee consciously decided to avoid making any fresh recommendation of its own since that was beyond its mandate.

Map for Action

10. The Committee has proposed the following six-point plan of action for the implementation of the 49 selected recommendations, and the process of monitoring of their implementation:

- (1) Immediate steps be taken by the Government of India to legislate a new Indian Police Act, in supersession of the outdated Police Act of 1861.
- (2) The Government of India should also immediately implement all the short-listed 49 recommendations in the Union Territories, in order to provide a lead to the States.

- (3) The Government of India must also simultaneously focus on immediate implementation of the short-listed 49 recommendations in the States, in a fixed timeframe.
- (4) For this purpose, a political consensus involving States and the Centre should be urgently evolved in favour of police reforms. The Inter-State Council, set-up under Article 263 of the Constitution should be made to play a key role in achieving this.
- (5) The additional financial burden for police reforms should be largely borne by the Central Government, as it will be a minor investment in a major stride not only in the direction of good governance and creating a more conducive climate for social and economic development of the country, but also towards strengthening our national security.

- ~~(6) An effective machinery for implementation and monitoring should immediately be set up in the MHA.~~

11. For any reform process to be successful, sincere and total commitment of the top political leadership – albeit the first pre-requisite – alone is not enough. An all-important aspect in the process is the need to evolve careful and effective strategies to counter the strong resistance to change from political, bureaucratic and other pressure groups and vested interests, both outside and within the organisation needing reforms. For the success of the long-overdue reform process in the police system, the enlightened leadership will need to surmount major hurdles and roadblocks that are likely to be created by a host of anti-reform forces. Alongside the political will and determination, a carefully-structured action plan to muster the support of all stakeholders will, therefore, be a sine qua non.

12. The implementation of these recommendations will stand out as a stellar initiative of the Government of India in creating a professionally competent, people-friendly, and service-oriented police organisation, which is so very vital for good governance and social and economic development of the country as much as for enhancing our national security preparedness.

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**REPORT OF THE REVIEW COMMITTEE ON
THE RECOMMENDATIONS OF NATIONAL POLICE
COMMISSION AND OTHER COMMISSIONS / COMMITTEES
ON POLICE REFORMS**

CHAPTER – 1

THE PRESENT COMMITTEE: CHARTER & BACKGROUND

1.1. The present Committee, hereinafter referred to as the Review Committee, was appointed by the Government of India, vide Ministry of Home Affairs Office Memorandum No.11018/3/04-PM.II dated 21st December, 2004, with the following terms of reference:

- (a) To review the recommendations of the previous Commissions and Committees set up on Police Reforms,
- (b) To short list the recommendations which have not been implemented or have been implemented only partially,
- (c) To recommend present course of action on the recommendations mentioned in (b) above, and
- (d) To submit its report within one month.

1.2. A copy of the Office Memorandum of the Ministry of Home Affairs appointing the Committee is given at Annexure I.

1.3. In the post-Independence period, a number of Commissions and Committees were appointed by various State Governments as well as the Government of India, to examine the inadequacies in our police system. These Commissions and Committees made elaborate recommendations on police reforms but a comprehensive approach to the implementation of the same has somehow been lacking. While some piecemeal refurbishments have been done, from time to time, to meet some of the immediate and pressing needs, there has not ever been a holistic review of the various

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recommendations, with a view to drawing up a map of time-bound action in the direction of their implementation, in order to improve the functioning of the Indian police. The present Committee was, therefore, set up to review the recommendations of all the previous Commissions and Committees on Police Reforms, to short list the recommendations, which have either not been implemented or have been only partially implemented, and to recommend the desirable course of action on the short-listed recommendations.

CHAPTER - 2

A BRIEF OVERVIEW OF THE REPORTS OF VARIOUS COMMISSIONS AND COMMITTEES ON POLICE REFORMS

2.1. Police being essentially a State subject in the scheme of our Constitution, it was natural that the infirmities and inadequacies of the police system were felt first, and perhaps more acutely, by States themselves. Several States, therefore, appointed their own Police Commissions, from time to time – the first among them being Kerala, which set up a Police Commission as early as 1959. Many other States, thereafter, followed suit. From the information gathered by this Committee, State-level Police Commissions were appointed by as many as 11 States, from 1959 onwards. These were:

- (1) Kerala Police Commission (1959)
under Shri N.C. Chatterjee, Senior Advocate, Supreme Court
- (2) West Bengal Police Commission (1960-61)
led by Shri K.C. Sen, ICS (Retd.)
- (3) Bihar Police Commission (1961)
headed by Shri B.P. Jamuar, Retd. High Court Judge.
- (4) Punjab Police Commission (1961)
led by Shri M.C. Mahajan, Chief Justice of India (Retd.)
- (5) Maharashtra Police Commission (1964)
under Shri Y.V. Dixit, Retd. High Court Judge.
- (6) Madhya Pradesh Police Commission (1966)
headed by Shri C.M. Trivedi, ICS (Retd.)
- (7) Delhi Police Commission (1966)
led by Shri G.D. Khosla, Retd. High Court Judge.
- (8) U.P. Police Commission (1970-71)
led by Shri Ajit Prasad Jain, M.P. and Shri Gangeshwar Prasad, Retd. High Court Judge.

- (9) Assam Police Commission (1971)
headed by Shri Shanti Prasad, I.P. (Retd.)
- (10) Tamilnadu Police Commission (1971)
led by Shri R.A. Gopalaswamy, ICS (Retd.)
- (11) One-Man Police Commission of Andhra Pradesh (1984)
under Shri K. Ramachandra Reddy, IPS (Retd.)

2.2. A perusal of the reports of these State-level Commissions indicates that their recommendations, while, here and there, touching upon the issues of structural reforms in the police system, deal mostly with problems, which are State-specific, with not much all-India relevance. Their terms of reference were also limited. This situation is aptly described by Shri C.V. Narasimhan, former Director, CBI, and the Member-Secretary of the National Police Commission (1977-81), in an article* entitled "Police Reforms: Retrospect and Prospect," as follows:

"The terms of reference of the State Police Commissions were more or less restricted to secure efficiency within the broad outline of the police system brought about by the Police Act of 1861. These Commissions did not address the fundamental changes in law to enable the police to function as impartial agents of law in a vibrant socialist democracy. Consequently, the recommendations of these Commissions had only marginal effect on improving the overall police image in the country. Quite a lot of infrastructural facilities were made available to the police, by way of manpower, transport and communications, as a result of these Commissions' recommendations. Police morale, too, had generally improved due to the welfare measures provided by the government. Yet the overall quality of police service rendered to the public did not rise upto public expectations."

2.3. Concerned about the need for improving effectiveness of the police in the performance of their crucial role in a democratic polity, and the inevitable linkage between professional efficiency and training, the Government of India appointed a Committee under eminent Sociologist, M.S. Gore, in 1971, on Police Training. Subsequently, the period between 1977 and 2003 witnessed the

* Policing India in the New Millennium: Editor - Alexander, P.J. - Allied Publishers Pvt. Limited, New Delhi (2002)

setting up of a National Police Commission and several national-level Committees, to examine the issues relating to reforms of the Indian Police either exclusively or as part of the National Security apparatus or the Criminal Justice Administration of the country.

2.4. Chronologically, studies for reform in the police system were undertaken by the following bodies, appointed at the national-level, from time to time:

- (1) Gore Committee on Police Training (1971-73)
- (2) National Police Commission (1977-81)
- (3) Ribeiro Committee on Police Reforms (1998)
- (4) Padmanabhaiah Committee on Police Reforms (2000)
- (5) Group of Ministers on National Security (2000-01)
- (6) Malimath Committee on Reforms of Criminal Justice System (2001-03)

2.5. **Gore Committee on Police Training (1971-73)**, as mentioned above, was set up essentially to review the state of police training in the country, from the level of Constabulary to the I.P.S. However, in the course of examining the training needs of the police, the Committee went into the details of various dimensions of police functioning, and identified certain areas therein, which acutely needed systemic reforms. In all, the Committee made 186 actionable recommendations, 45 of which related to police reforms. While many of the training-related recommendations have either been substantially implemented or are under implementation, those relating to structural reforms in the police system have not received much attention, so far.

2.6. Of the 45 recommendations on police reforms, 1 needed legislative action, 13 could be implemented by the Central Government, 42 of them involved action by the State Governments and 39 by the police organizations themselves. 21 recommendations have financial implications and 24 of them have no financial implications involved in their implementation.

2.7. The **National Police Commission (NPC) (1977-81)**, headed by Shri Dharma Vira, ICS (Retd.), was, indeed, the first-ever attempt at a thorough review of the Indian Police system. It submitted as many as eight reports. The contents of each report are briefly analysed below:

2.8. The first report mainly dealt with the Constabulary and covered subjects such as Pay-structure, Housing, Redressal of grievances, Career planning for constabulary, etc. A total of 28 actionable recommendations were made in this report. Most of these recommendations are implementable by the State Governments and many of them involve financial implications. Most of the important recommendations remain yet to be implemented by a majority of the States.

2.9. The second report of the N.P.C. deals with important subjects such as Welfare measures for police families, Insulating police from political, executive and extraneous pressures, etc. There are a total of 33 actionable recommendations in this report. There are many important recommendations such as Redefining police duties and responsibilities through a new Police Act, Posting and tenure of Chiefs of Police, Constitution of State Security Commissions, Protection against malafide transfers / suspensions, etc. Implementation of many of these recommendations involves initiative by the Centre and cooperation of the States.

2.10. The third report, inter alia, deals with Police and weaker sections of the society, Village police, Corruption in police, Economic offences, Modernisation, and Scriptory work in police. A total of 54 actionable recommendations are contained in this report. Some of the important recommendations relate to postings of S.H.Os / S.Ps., Weeding out corrupt officers, Guidelines for arrests, Posting of ACB Chief, etc., most of which are yet to be implemented.

2.11. The fourth report deals with subjects of Investigation, Trial, Prosecution, Industrial / Agrarian issues, Social legislation and Prohibition. There are 59 actionable recommendations in this report. Many of the recommendations require amendment of laws for which, the role of the Central Government is significant. Many important recommendations pertain to Registration of FIR, Recording statements of witnesses, Arrest, Remand, Confession, Social laws, etc. Many of these aspects are dealt with by the Malimath

Committee also. Most of the recommendations are yet to be implemented.

2.12. The fifth report of the N.P.C. deals with subjects such as Recruitment of Constables and Sub-Inspectors, Training of police personnel, District police and Magistracy, Women police, Police-public relations, etc. There is a total of 27 actionable recommendations made. The Commission has, in this report, reiterated the need for amending the Police Act.

2.13. The sixth report deals with the I.P.S., Police and students, Communal riots and Urban Policing. The Commission has made 23 actionable recommendations in this report. Suggestions have been made for creation of I.P.S. Cadres for Central Police Organisations, Compulsory training for promotion for IPS Officers, etc. The Commission has also given a number of suggestions in respect of basic training and in-service training of I.P.S. officers. The Commission, in this report, has recommended Police Commissionerate system for large cities for improving efficiency of urban policing.

2.14. The seventh report, among other things, deals with Organisation and structure of police, State armed police battalions and district armed reserves, Delegation of financial powers to police officers, Traffic regulation, Performance appraisal of police personnel, Disciplinary control, Role of the Centre in planning, evaluation and coordination, and Policing in the North-East. The Commission, in this report, has made 60 actionable recommendations, major among them relate to Restructuring of Police Stations, Separation of Investigation and law and order, Registration of cases, Yardsticks for Police Station performance, Powers of D.G.P, etc.

2.15. The eighth and the concluding report, inter alia, deals with Accountability of Police performance. The report contains 7 major, actionable recommendations, important among them are Complaints against police to be defended at Government cost, and enactment of a New Police Act, a draft Bill for which forms part of the report. Most of the recommendations are yet to be implemented.

2.16. The eight Reports of the National Police Commission, thus, contain 291 actionable recommendations relating directly or

indirectly to police reforms, of which 86 recommendations require legislative action or major amendments to Rules, 126 require action by the Central Government, 202 involve action by the State Governments, and 109 by Police department themselves. Of these, 78 recommendations have financial implications and the rest would have no financial implications in their implementation.

2.17. Some, albeit very few, of these recommendations have been implemented in some States, and at the Centre. Most of the recommendations implemented in the States are those which were essentially taken care of, being partly covered by the scope of the Modernisation of Police Forces Scheme, Eleventh Finance Commission grants, etc. Some of the recommendations have got implemented as part of improvements effected in the service conditions of government employees in general, in the years subsequent to the submission of N.P.C. reports.

2.18. **Ribeiro Committee on Police Reforms (1998)** was set up, following the directions of the Supreme Court on a public interest litigation on police reforms. The Committee scrutinized the recommendations of the National Police Commission (1977-81), with particular focus on a few key issues relating to police reforms, in accordance with a subsequent directive of the Supreme Court. It submitted five major recommendations on subjects such as State Security Commission, Selection of DGP, Complaints against the police, etc. The recommendations are yet to be implemented.

2.19. **Padmanabhaiah Committee on Police Reforms (2000)**, appointed by the Ministry of Home Affairs, under the Chairmanship of Shri K. Padmanabhaiah, former Union Home Secretary, in January 2000, examined issues, such as:

- (1) Policing in the new millennium
- (2) Recruitment
- (3) Training
- (4) Duties and responsibilities of police
- (5) Police behaviour
- (6) Police administration
- (7) Police infrastructure
- (8) Politicization and criminalization of police

- (9) Control over police
- (10) Police investigation
- (11) Prosecution
- (12) Community policing
- (13) Women and weaker sections
- (14) Militancy and terrorism
- (15) Organized crime
- (16) Federal offences
- (17) Accountability of police
- (18) Policing in the North East
- (19) Central Role of MHA

2.20. The Committee made a total of 208 observations and recommendations. Out of these 208 observations and recommendations, after leaving the observations and those recommendations, which are either too general in nature or not very significant, 99 recommendations can be identified as actionable. Of these 99 recommendations, 54 have to be implemented by the Central Government, 69 involve action by the State Governments, and 29 by Police organizations themselves. 18 recommendations require legislative action. 35 recommendations have financial implications, and 64 recommendations have no financial implications involved in their implementation.

2.21. **Group of Ministers on National Security (2000-01)**, which was set up in follow-up of the report of the Kargil Review Committee, worked with four task forces, one each to deal exclusively with (1) the Intelligence Apparatus, (2) Internal Security, (3) Border Management, and (4) the Management of Defence.

2.22. In the Report of the Group of Ministers, under the Chapter of 'Internal Security', the crucial role of the police in national security has been emphasized. 62 actionable recommendations, contained in this chapter, can be identified as significant to police reforms. Of these 62 recommendations, 9 require legislative action or major amendments in the rules, 54 of them involve action by the Central Government, 42 involve action by the State Governments, and in respect of 8 of them, the Police organisations have to take action

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themselves. 11 recommendations involve financial implications and 51 have no financial implications.

2.23. The latest body to go into the issues relating to police reforms was the **Malimath Committee on Reforms of Criminal Justice System (2001-03)**, which dealt with fundamental principles of Criminal Justice System, investigation, prosecution, judiciary, crime and punishment, and made a total of 158 observations and recommendations.

2.24. In this comprehensive report on the reforms of the Criminal Justice System, 55 major and actionable recommendations pertain to the field of police reforms. Of these 55 recommendations, 42 have to be implemented by the Central Government, 26 involve action by the State Governments, and 10 by Police organizations themselves. 38 recommendations require legislative action. 12 recommendations have financial implications while 43 recommendations have no financial implications involved in their implementation.

2.25. A consolidated statement showing gists of recommendations of the reports of all the national-level Committees / Commission is given in Annexure-II.

CHAPTER - 3

THE NEED FOR OVERHAULING THE INDIAN POLICE

3.1. The need for overhauling the Indian Police system has been well documented by the National Police Commission and different national-level Committees on police reforms. The **National Police Commission** said:

"The picture of the police is far from flattering. Reports and reviews frequently featured in the Press are highly critical of police efficiency, behaviour and integrity. Public appear to be fast losing confidence in the existing arrangements for checking gross abuse of powers by police and also in the ability of the police to deal with the law and order and crime situation in the country. At the same time, we feel greatly concerned to find police morale, particularly at the level of the Constabulary, to be very low, in fact, dangerously low. The Constable feels dejected and frustrated and cut off from the mainstream of police administration as well as public life. He feels whether he acts well or badly, his lot is only to receive brick-bats and never a bouquet."

3.2. The **National Police Commission** goes on to observe further:

"The traditional attitudes and values stubbornly survive while the environment has changed totally. The army philosophy, particularly that which had obtained in the nineteenth century, of work and discipline through an autocratic plus paternalistic management survives as an anachronism and a hindrance to any effort to adapt to the changed role and environment. Now with greater education and mass consciousness, there should be an effort to promote motivation by participation and shared goals."

3.3. In his letter on the appointment of the **Padmanabhaiah Committee**, addressed to the Chairman of the Committee, the then **Special Secretary, Ministry of Home Affairs**, explained the rationale of the constitution of the Committee as follows:

"The police is very fast losing its credibility and dependability. The gap between public expectations and the police performance is widening every day. The common citizen fears the police and avoids taking its help, whereas criminals violate the law of the land with impunity. The system which still functions in colonial mould needs to be revamped, so as to make it more re-assuring, public-friendly and effective in dealing

with the criminals and anti-social elements and to meet the requirement of the new millennium."

3.4. While submitting his Committee's report to the Union Home Minister, **Shri Padmanabhaiah** wrote to him:

"Because of historical reasons, Indian police imbibed the credo of a colonial police force, and came to be seen as the repressive arm of the British Administration in India, as brutal and anti-people, more concerned with carrying out the dictates of the Government, rather than redressing people's grievances. As a starting point for reforms, we think that the police should be given a vision or call it a mission statement, defining in what manner they are required to perform their duties."

3.5. The **Padmanabhaiah Committee** in its report, explained, as follows, the necessity for having one more Committee after the National Police Commission, to go into the issue of Police Reforms:

"While the report of the National Police Commission is a seminal study of Indian police produced after three years of intensive and careful examination of various aspects of policing, in the last twenty years there has been a further erosion of the credibility of the police due to politicization and criminalization of sections of the police force, and large scale corruption led to a near collapse of command and control system of police and a widening of the gap between the police and the public in some States of the Union. On the other hand, social factors like rapid urbanization, proliferation of slums, disillusionment with the dilatory judicial system have added a new dimension to increase in crime. Another set of factors like proliferation of automatic weapons and explosives, rapid growth of terrorism, organized crime, white collar crime and recently-emerging cyber crime add yet another new dimension to policing aspects."

3.6. Since Independence, newer and more complex challenges have also got added to the task of the police. For example, on the national security role of the police, the **Padmanabhaiah Committee** has the following to state:

"For the first 2/3 decades after our Independence, the policy makers, unfortunately, thought that national defence and national security were synonymous. This fact is borne out by the fact that 'National Security' is not included in the Union List (List-I) of the Seventh Schedule of the Constitution. We realized later that national security is far more pervasive and that national defence is only an important ingredient of national security."

Further,

"Internal security is an extremely important element of national security. It would be prudent for the policy makers to realize that the present-day challenges to internal security, especially those posed by covert designs of the Pak ISI, of Maoist-Marxist extremist groups and of the religious fundamentalists are of such a nature that to meet them squarely, meaningfully and effectively, the society and the country need a highly motivated, professionally skilled, infrastructurally self-sufficient and sophisticatedly trained police force. This is a paramount national requirement for the maintenance of integrity and sovereignty of the country."

3.7. The Criminal Justice System has also been taking a beating and disillusioning the public. The **Padmanabhaiah Committee** graphically described the need for comprehensive reform in criminal justice administration, as follows:

"The disillusionment of the public with the criminal justice system stems not only with the inefficient and venal working of the police departments, but with the defects in our legal system and the dilatoriness of our judicial system. However, most of the criticism for all the ills is placed at the doors of the police departments since they are the initiators of the process."

3.8. On the status of the Indian Criminal Justice System, **Malimath Committee** commented as follows:

"A former Chief Justice of India warned about a decade ago that the Criminal Justice System in India was about to collapse. It is common knowledge that the two major problems besieging the Criminal Justice System are huge pendency of criminal cases and the inordinate delay in disposal of criminal cases on the one hand and the very low rate of conviction in cases involving serious crimes on the other. This has encouraged crime. Violent and organized crimes have become the order of the day. As chances of convictions are remote, crime has become a profitable business. Life has become unsafe and people live in constant fear. Law and order situation has deteriorated and the citizens have lost confidence in the Criminal Justice System."

3.9. In short, the Indian Police system was devised as a system of the British, by the British, and for the British. The Indian Police Act of 1861 was a sequel of the Report of the First Police Commission of 1860. The 2nd Police Commission (the Fraser Commission), once again, comprehensively examined the Indian Police system in 1902. After Independence, several State Governments appointed their

own police commissions to examine the performance of the State Police. At the national-level, the National Police Commission and five other Committees reviewed the Indian Police system. In spite of all these efforts, there has been no major impact on the working of the police system since Independence. The situation is summarized by **Shri C.V. Narasimhan in his article* "Police Reforms: Retrospect and Prospect"**:

"The police that had faithfully served the British Raj continued to serve (after Independence) the ruling political parties with equal loyalty without realizing their role as impartial agents of law. Growing political interference with police work made the police appear partisan in public perception. The weakening of public faith in police impartiality resulted in dwindling cooperation from the public. The police-public relationship began to sour. Public criticism of the police tended to become sharper, which in turn drove the police to adopt more and more aggressive postures in their dealings with the public. This in consequence drew more criticism from angry and estranged citizens, and thus a vicious circle got built."

3.10. All these observations and comments of the various Commissions/Committees, and independent observers, highlight the crying need for police reforms on an urgent footing. **And, these reforms have to be structural and systemic, in nature. Mere cosmetic changes would no longer serve any purpose.**

* Policing India in the New Millennium: Editor - Alexander, P.J. - Allied Publishers Pvt. Limited, New Delhi (2002)

CHAPTER - 4

MISSION & ROLE OF THE 21ST CENTURY INDIAN POLICE

4.1. If a mission for the 21-century Indian Police system is to be elaborated, it can be derived substantially from the following elements in the Preamble to the draft Police Bill, incorporated in the eighth report of **National Police Commission**:

The nation's founding faith is the primacy of the rule of law and the police must be organized to promote the dynamic rule of law and render impartial service to people;

The police has a paramount obligation and duty to function according to the requirements of the Constitution, the law and the democratic aspirations of the people;

Such functioning of the police requires it to be professional and service-oriented, and free from extraneous influences and yet accountable to the people;

It is expedient to redefine the police role, duties and responsibilities; with focus on the crucial role of police for maintenance of internal security.

It is necessary to provide the police with the appropriate powers to ensure its functioning as an efficient and effective agency for the above purposes.

4.2. A 'Mission Statement' and 'the common purpose and values for the police' have been formulated in the **Padmanabhaiah Committee Report**, as follows:

"The mission of the police service is to act as an agent of law and uphold the law fairly and firmly; to prevent and detect crime honestly, expeditiously, effectively and with a scientific approach so as to instill a sense of fear of law in the minds of law-breakers and to maintain public peace and to provide a sense of safety and security in the minds of law-abiding citizens and do all this with integrity, impartiality, common-sense and good judgement.

We pledge to protect and maintain internal security of the country.

We must be courteous and patient, acting without fear or favour or prejudice to the rights of others; we must be compassionate to the victims of crime, specially women and weaker sections; we need to acquire the skills to do our job well; be professional, calm and restrained

in the face of violence and apply only that force which is necessary to accomplish our lawful duty.

We must strive to inculcate a positive and citizen-friendly attitude, to reduce the fears of the public and, so far as we can, to reflect their priorities in the actions we take. We must respond to well-founded criticism with a willingness to change and improve.

We strive to attain our common purpose and values and to provide quality and reliable service by working in partnership with the community."

4.3. Ultimately, a good police system is the crux of a good Criminal Justice System. The **Malimath Committee** observed:

"The primary responsibility of the police is to protect life, liberty and property of citizens. It is for the protection of these rights that Criminal Justice System has been constituted, assigning important responsibility to the police. They have various duties to perform, the most important among them being maintenance of law and order and investigation of offences. The police are charged with the responsibility of protecting precious human rights of the citizens. Whenever there is invasion or threat of invasion of one's human rights, it is to the police that the citizen rushes for help. Unfortunately, the contribution of the police in this behalf is not realized and only the aberrations of the police are noticed, highlighted and criticized. The aberrations must be corrected and the police respected for the difficult role they play even at the cost of their lives in the process of protecting the rights of the citizens."

4.4. The Report of the **Group of Ministers on National Security**, in the chapter on Internal Security, highlights the role of the police as follows:

"Present day trends reflect new threats to internal security emerging out of religious fundamentalism, illicit narcotics trade, smuggling of weapons and explosives, infiltration from across our borders and terrorism sponsored by Pakistan. The role played by the Pak ISI in generating internal disturbances in the country needs to be carefully monitored and countered. There is also need for strengthening our legal and enforcement machinery and for greater coordination among the various institutions to tackle the present and emerging threats.

The State police is the most visible symbol of administrative authority and its failure to effectively maintain law and order has not only eroded the credibility of the Government but has also emboldened criminal

elements to persist with their unlawful activities with impunity. Hence, there is a need to restore the fitness, capacity and morale of the State police forces, through a transparent recruitment and promotion process, a well thought-out training regimen and improved living and working conditions. The police forces have also to be adequately sensitized to the demands of their profession and the expectations of the people. Thus, an exercise to modernize the police apparatus and simultaneously improve its image has to be undertaken on a priority basis."

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CHAPTER - 5

APPROACH OF THE COMMITTEE

5.1. The processing of the reports of various Commissions and Committees on Police Reforms, was entrusted to the SVP National Police Academy, which was done by them in consultation with a few experts from the field of Management.

5.2. The reports of the National Police Commission and those of the other Committees on Police Reforms, were minutely scanned and all the significant recommendations were culled out. The reports of all the 11 State-level Police Commissions were also scrutinized. However, as mentioned earlier, the State Police Commission reports were found to be dealing mostly with regional / local issues. Some views and recommendations on major structural reforms in the functioning of the police, contained in their reports, were found to have been elaborately covered by the national-level bodies as well.

5.3. All the actionable recommendations of the National Police Commission and other national-level Committees were classified into six relevant parameters of implementation:

- (1) requiring legislation,
- (2) where action has to be initiated by the Centre,
- (3) where implementation of recommendations involves action by the State Governments
- (4) where action has to be initiated by the Police organizations themselves
- (5) involving financial implications, and
- (6) having no financial implications.

5.4. The Review Committee, thereafter, held five meetings – on December 28, 2004, January 12, February 14, March 10, and March 12, 2005. At its first meeting, the Committee deliberated upon the subject in its various dimensions and finalized its own approach and

methodology. Specific issues were taken up for discussion at the subsequent meetings and the Committee's recommendations finalized.

5.5. Having found the actionable recommendations to be far too many, to be implemented all at a time, the Committee felt that it would be prudent to concentrate only on those recommendations which would have the potential of creating an immediate impact on the process of police reform.

5.6. **The Review Committee consciously decided to confine itself strictly to its mandate and avoid making any fresh recommendations of its own.**

5.7. The strategy adopted by the Committee was to undertake, in the first instance, a SWOT analysis of the Police organization, keeping in mind the role and mission of the Police in the 21st Century. This SWOT analysis was based mostly on relevant observations on the Strengths, Weaknesses, Opportunities and Threats pertaining to the Indian Police system, recorded by National Police Commission and the various national-level Committees on Police Reform themselves, in their respective reports.

5.8. SWOT analysis is not only a meaningful but, indeed, an indispensable tool in any exercise to ground a process of reform in an organization. For instance, to inculcate professionalism and service orientation and to promote the rule of law, it will be necessary to effectively overcome the internal weaknesses of the organization, which need to be identified. Similarly, the threat perception to the police system from the environment could be indicative of the inefficiency of the traditional methods in dealing with the new challenges to internal security.

5.9. After considering all these aspects, the dynamics of the Management Universe of the police system was studied to identify the major recommendations that require urgent action. The management universe of the police system (explained elaborately in Chapter-7) consists of inter-relationship among the following dimensions:

- 1) Police person or the human element

- (2) Conditioning / behavioural environment
(3) Institution
(4) Institutional environment
(5) Boundary environment
 (a) Public interface
 (b) Interface within Criminal Justice System
 (c) Political interface

5.10. The Committee, thus, went about its task of identification of major recommendations, in the overall perspective of the dynamics of the management universe of the police system. The impact of each specific recommendation on various dimensions of this management universe was taken into consideration for this purpose.

5.11. The short listed recommendations, along with the rationale for their selection by this Committee, are discussed in Chapter-8 of the report.

CHAPTER - 6

SWOT ANALYSIS OF THE INDIAN POLICE

6.1. Important strengths of our police system inherited from the British times have been the introduction of a uniform civil police as distinct from armed police, throughout the country, the cadre of directly-recruited Sub-Inspectors, and the need for police training being recognized.

6.2. The overall **STRENGTHS** of the Indian Police system are well delineated in the **Padmanabhaiah Committee Report** as follows:

"Firstly, the Indian Police is a well-organized, well-structured and disciplined force in spite of various extraneous influences. Each State and Union Territory in the country has got one police force, though in a few States, the armed police and civil police function separately. This is in contrast with about 17,000 police forces functioning in the United States. Secondly, in the Indian Police Service (IPS), which mans the upper echelons of the police force, we have a well-educated and intelligent leadership which can provide the required motivation / inspiration to the forces, given some basic requirements. Thirdly, this leadership has brought about a great degree of uniformity in the working of the police notwithstanding minor differences from State to State. It has provided an all-India outlook to the Indian Police, notwithstanding the fact that police and law and order are State Subjects, and thus, helped in promoting and preserving the integrity of the nation."

6.3. However, the Padmanabhaiah Committee also enumerates some of the perceived **WEAKNESSES** gathered by the Indian Police system, over the decades:

- (1) The attitudes, behaviour and mindset of the police force;
- (2) Lack of fairness and impartiality in dealing with the public, and especially in investigation of crime;
- (3) A widely-held perception that it is a force to take care of the interests of the political and social elite;
- (4) Willingness to be manipulated by the party in power;
- (5) Rampant corruption at various levels;
- (6) Non-registration of crime.

6.4. The **OPPORTUNITIES** of the Indian Police system are:

6.4.1. In the current internal security situation prevailing in the country, the challenge before the Indian Police for preservation of unity and integrity as well as maintenance of peace and order, by fighting subversive forces, is indeed formidable. This puts into focus the **national security role of the police** and provides a tremendous opportunity for them to serve the nation as an effective component of the national security apparatus of the country.

6.4.2 In their **social service rôle**, the police could transform themselves as 'Agents of Social Change' by paying adequate attention to the problems of the weaker sections, including the economically poor and indigent, women and children, the old and the weak, and other deprived sections of the society. By giving an impetus to the service-oriented functions of police through proper sensitization and training to deal with the problems of weaker sections, the police can generate a positive image for themselves.

6.4.3 By taking the lead for greater public involvement and participation in policing, the police should be able to break away from the traditional barriers, which militate against **police-public cooperation**, so very vital for effectiveness of police performance.

6.4.4. By taking strategic initiative **to transform the police from a force to a service**, the police organization would be able to harmoniously integrate themselves with other social forces and organisations.

6.5. There are many **THREATS** to the police system, emerging from the environment:

6.5.1. In a fast changing socio-political milieu in a democracy, unless the gap between rising public expectations and police performance is bridged, **the police will get increasingly alienated from the society**. In such a situation, lack of public cooperation would make the police functioning increasingly difficult.

6.5.2. The intensity of conflict arising out of socio-economic issues is increasingly getting accentuated which can develop into emergence of **trends of anarchy**. Many of the traditional tools of policing are becoming rapidly irrelevant and obsolete due to growing

democratic aspirations of the people on the one hand and rapid technological advancements on the other.

6.5.3. Today, inimical external forces increasingly resort to the strategy of proxy wars, which are fought not on the frontiers but in the hinterland of the countries. This **shifting trend towards low-intensity warfare** through internal subversion and sabotage poses a serious challenge, which has to be substantially met by the police only. **As a major instrument of the State for maintenance of internal security, the police system will come under severe threats in such a scenario.**

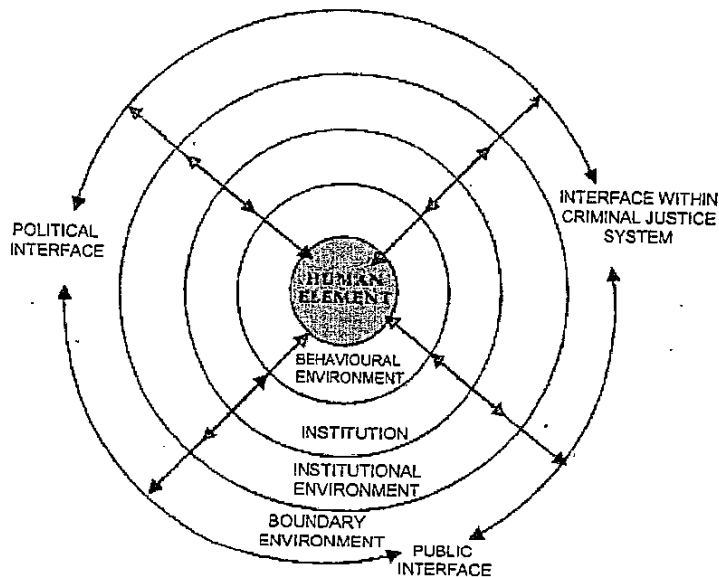
CHAPTER - 7

MANAGEMENT UNIVERSE OF THE POLICE SYSTEM

7.1. To understand various dimensions of the management universe affecting the police system, the Committee identified the following management forces, and the inter-relationships among them, as vital:

- (1) Police person or the human element
- (2) Conditioning / behavioural environment
- (3) Institution
- (4) Institutional environment
- (5) Boundary environment
 - (a) Public interface
 - (b) Interface within Criminal Justice System
 - (c) Political interface

7.2. The management universe of the police system is graphically represented below:



Management Universe of the Police System

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7.3. In this management universe, the police person is at the centre and the focus. The behavioural, i.e., the immediate environment (aspects like training, nature of job, command and control, and leadership) conditions the police person in his work life. The institution (dimensions like the police station, sub-division and district police set up) and the institutional environment (elements like accoutrements, machinery, tools and equipment) encircle and reinforce the behavioural environment and the police person. Finally, it is the boundary environment (consisting of the police interface with the public, political interface and interface with other components of the Criminal Justice System) encircles the management universe of the police.

7.4. Human element

The Police, like the Army, is a manpower intensive organization. The most critical component in the police organization, thus, is the human element, which ranges from the level of constabulary at the lowest rung to the Director General of Police at the apex, organised in a rigid hierarchical structure. It is the constabulary which forms the cutting-edge of the police administration and faces the public most, both in police stations and on the streets. The constabulary constitutes more than 80% of the organization, and forms the foundation and the base of the entire structure. Over the years, the traditional role of the constable has changed. Now the constables have to interact with the public in an increasing variety of situations, which require swift application of mind, judgment, discretion, and persuasion. Today, the constabulary is also a highly demoralized lot, due to a variety of reasons, such as long and arduous hours of work, deployment under extreme conditions of stress and strain, prolonged stagnation and low self-esteem.

Another critical component of the police manpower structure is the officer at the leadership level recruited through the Indian Police Service. In any organization, the role of leadership is vital. Though the IPS has managed to provide effective leadership to the Indian Police in handling many difficult and complex problems, yet the state of affairs leaves much to be desired. Many police leaders, much too often, feel helpless and frustrated due to overbearing control and interference. A demoralized police leadership - lacking in

motivation, adequate professional expertise and training - will not be able to handle the growing challenges to policing in a satisfactory manner. It is the leadership, which provides a vision and raises the level of performance of employees, realizing their true potential, and serves the social purpose of the organization, ensuring customer satisfaction.

Between the constabulary at the base and the IPS officers at the top, there are many intermediary ranks such as Sub Inspector, Circle Inspector, and Dy.S.P. in the Police Organization. They hold important charges of police stations and supervisory levels. Problems of recruitment, training, career planning, external pressures etc. affect their performance in a variety of ways in different states.

7.5. Conditioning / Behavioural Environment

The immediate behavioural environment of the police organization is characterized by rigid hierarchy, rigorous discipline and authoritarian style of functioning. A new entrant into the police organization at all levels (Constable to IPS officer) is exposed to a highly exacting and stressful training. The rigours of a uniformed service such as expectation of implicit obedience of orders, one-way communication from top to bottom and regimentation, coupled with extraordinary complexities of the tasks to be performed, produce severe psychological stress. The work environment does not encourage an open, two-way communication. Rigid systems of militaristic command and control are prevalent. Thus, the conditioning environment of the police organization is quite distinct from most social organizations including the army. This environment, by its very nature, is likely to have a profound impact on the human element. However, within this formal structure, many informal, yet, powerful forces tend to interact and reshape the environment.

7.6. The Institution

The basic unit of policing at the cutting edge level is the police station. This is the police office, most frequented by the common man for different services. Supervisory offices such as the Circle Office, Sub-Divisional Office function under the District police

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setup. There are also special units such as the Intelligence Wing and Crime Records Bureau at the District level. At the State level, the police headquarters, headed by a DGP, who is the head of the force, is the highest police office in the hierarchy. There are other intermediary set ups, such as office of the Range DIG and Zonal IGP, besides specialized units like the State Criminal Investigation Department (CID), Intelligence Branch, etc.

7.7. The Institutional Environment

The police stations, which are the basic functional units, lack even bare minimum infrastructure, equipment and also manpower, in many places. The officer-in-charge of the police station functions under severe constraints. The pressure of work in most police units in general and police station in particular is enormous. The pace of modernization has been very slow. As a result, the tools and techniques adopted by the police are often crude and obsolete, and not compatible with expectations of the people in a democratic society.

7.8. Boundary Environment

No organization exists in a social vacuum. Complete insulation or isolation of the police organization from other social systems is neither feasible nor desirable.

The boundary environment of the police system has a number of forces such as political interface, interface within the Criminal Justice System, and public / media interface.

The police organization functions within a system of laws many of which are archaic. For example, the Indian Police Act, 1861, which was enacted basically to subserve colonial interests, and which does not reflect our constitutional values, continues to be the basic legislation for the police.

In the dispensation of Criminal Justice, police is a crucial agency, which normally initiates the process. Thereafter, the process goes through various stages such as prosecution, trial and the correctional process. So, the outcome of the process initiated by

the police and the delivery of justice depends on the performance of many other components of the Criminal Justice System.

In a democratic polity, the role of the political executive is extremely important. The impact of the present political system on the police organization has been, often, problematic. With declining standards of political morality, Police is often used as a convenient tool to subserve partisan interests, with scant regard for rule of law. As a result, the police establishment, instead of functioning independently as a professional law enforcing body, tends to become a part of the political game playing.

Consequently, the image of the police in the public mind is untrusting and antagonistic. Any interaction or communication from the police to the public directly or through the media becomes a matter of suspicion.

7.9. In the management universe of the police system (represented diagrammatically on page 24), the various circles exist concentrically, and elements therein constantly interact and influence one another (represented by the four two-way arrows in the diagram) to impact the overall culture and climate of the police organization. Any agenda for meaningful police reforms, therefore, has necessarily to take into consideration the cross-currents of forces operating in this management universe of the police system. As of now, the nature of these dimensions and their interplay frequently tend to result in many distortions from the ideals of the police organization. Any forward movement towards reform should take into consideration, measures for rectifying such distortions by deliberately altering the characteristics of the different dimensions as well as their interaction. Obviously, the emphasis has to be on those dimensions that are more amenable to modification and control.

CHAPTER - 8

RECOMMENDATIONS SHORT LISTED FOR IMMEDIATE IMPLEMENTATION

8.1. The Review Committee, after considering the large number of recommendations made by various Commissions / Committees, identified 49 recommendations, on the basis of their impact on various dimensions of the management universe, the implementation of which will be crucial for the process of police reform.

8.2. To begin with, while considering the most important human element, it was felt that unless the basic issues pertaining to recruitment, qualification, promotion prospects, training, etc., are properly taken care of, it would be almost impossible to bring about any meaningful improvement in the police system. To illustrate this point, let us consider the issue of the need for a foolproof system of recruitment at the State level. In the absence of a fair, honest and transparent system of recruitment, some new entrants into the police organization in different ranks may manage to join the police organization through corrupt or unfair means. Once the basic human element gets corrupted in this manner, even before induction into the service, inculcating values of professionalism, service orientation, pride in service, etc., will be too difficult to achieve subsequently.

8.3. Similarly, when we examine the police institution, glaring inadequacies are noticed in the organization and in its environment. For instance, the existing woefully poor state of infrastructural resources in most police stations in the country, by itself, becomes a major stumbling block in efficient police performance. Similarly, the problems of policing in major urban areas have, over the years, assumed menacing proportions with the increasing growth of organized crime, criminal gangs, explosive public order problems, etc. This has become a challenge to the police set up, which can no longer be effectively tackled only with a cosmetic or piecemeal approach. In this situation, the Police Commissionerate System becomes inevitable for such areas. Also, investigation of criminal

cases has been largely neglected due to pressures of law and order, VIP security, etc., tasks. Hence, the separation of Investigation wing from law and order has become vitally essential.

8.4. Coming to the environment in which the institution of police has to function, though the effort of modernization of police forces has received substantial support from the Government of India in recent years, much more needs to be done for improving the conditions of the training institutions; forensic science infrastructure, computerization, and the like. More importantly, the state of the police stations, which are basic units of policing, needs urgent attention. In many places, basic facilities are yet to be provided. There is also an urgent need for restructuring of manpower strengths of police station on the basis of proper yardsticks.

8.5. Among the factors relating to the boundary environment of the management universe of the police system, comes the necessity for proper accountability of the police to the public. Here, the need for a proper mechanism for dealing with the complaints of the public becomes very acute. Similarly, necessity for ensuring free and proper registration of crime and avoiding unnecessary arrests are extremely important. Ensuring these measures assumes significance since they will go a long way in addressing some of the major grievances of the public against the police. After all, in the final analysis, reforms should contribute to better delivery of service to the common man.

8.6. A major dimension in the boundary environment is the legal system, which governs policing. The necessity for replacing the archaic Police Act of 1861 with a modern legislation, which reflects the constitutional and democratic values of independent India, hardly needs any emphasis. Similarly, changes in certain sections of the Cr.P.C., such as those dealing with examination of witnesses, and the provision in the Indian Evidence Act dealing with confession before police would contribute to establishing a more trustworthy relationship between the police and the public.

8.7. The role of the political executive in democratic governance is all important. The cardinal principle of rule of law, which is fundamental to democracy, has to be recognized by the political authority as much as by the police themselves. Political control as

part of the democratic process should contribute to promotion of the rule of law through proper law enforcement by the police. For reshaping the police-politician interface, in the true spirit of democracy, it is necessary to have a proper mechanism in place. Hence, the necessity for an institution like the State Security Commission and other safeguards, as recommended by National Police Commission and other bodies.

8.8. The Review Committee, after considering all such dimensions, picked up the recommendations pertaining to these and other issues considered critical to the process of police reform, for suggesting their implementation on an urgent footing. On each of the issues so picked up, the exact contents of recommendations of the different Commissions / Committees were studied. While in most cases, the recommendations in different reports, on the various issues, were found to be almost similar, in some cases, they were varying in details. In such cases, this Committee, after carefully considering the merit and demerit of each of them in the light of the current requirements of the Indian police, formulated its own opinion on which a particular body's recommendation would be most suitable for implementation. Here and there, some minor modifications in the recommendations, as considered absolutely essential to the cause of police reform in the present-day scenario of policing requirements, have also been suggested.

8.9. Many of the recommendations suggested for implementation are inter-connected and can contribute to transforming the police system in a synergetic manner. Many main recommendations would also have satellite effects. For example, the enactment of a new Police Act, as recommended by the National Police Commission, and endorsed by other Committees, will, by itself, be a major stride in the direction of police reform. Once this recommendation is accepted and a new Police Act is promulgated, a number of satellite recommendations made by the National Police Commission and other Committees will get automatically implemented. Similarly, the recommendation dealing with outsourcing of police functions will enable the police organizations to focus on their core functions, which would lead to efficient and effective delivery of service. Outsourcing will also directly enable the police organization to considerably overcome the pressing manpower problem. But, most importantly, involvement of non-

police persons in peripheral police duties would provide a much-needed sociological breakthrough in police-public interface.

8.10. Thus, the Review Committee identified, for immediate implementation, 49 recommendations, which will have a direct impact on different dimensions of the management universe of the police system, leading to improved police performance through a transformation of the system. The 49 recommendations, so short-listed, are enumerated in the tables in the following pages, duly mentioning against each, a gist of what each Commission / Committee had to recommend on the subject, and the present Committee's own views in the 'Remarks' column.

49 RECOMMENDATIONS SHORT LISTED FOR IMMEDIATE IMPLEMENTATION

Sl. No	Subject	National Police Commission (1977 - 1981)	Ribeiro Committee (1998)	Padmanabhatah Committee (2000)	Group of Ministers on National Security (2000 - 2001)	Malimath Committee (2001-03)	Gore Committee on Police Training (1971-73)	Remarks	
1	2	3	4	5	6	7	8	9	
(1) RECOMMENDATIONS AFFECTING POLICE PERSON OR THE HUMAN ELEMENT IN POLICE									
1	Educational qualifications/ Age limits for Recruitment of Constables	Minimum educational qualifications for recruitment as constables should be high school pass in all States / U.Ts. Bonus marks should be given to candidates with higher qualifications. Age for recruitment should be 17 - 21 with normal relaxation for upper age limit for reserved categories. Physical efficiency should form an essential criterion for recruitment. Recruitment for constabulary should be done at the district level to ensure adequate representation from every district. [Para 35.8, 10, 13 & 16]		Selection of Constables must be based on a pre-qualifying screening test, on the lines of the J.E.E. Minimum qualification should be 10th class with upper age limit of 19 years. ... The Constables would undergo training for two years. The syllabus of the training should be so devised, in consultation with the Board of Secondary Education that at the end of the training, when they pass the final examination, the police constables would get a 12 th standard pass certificate. [Para 21]		The minimum qualification for a civil police constable should be 10 th pass with an upper age limit of 18 years. Recruitment should be on the basis of a physical test, followed by an objective-type written test, to be held by the State Police Recruitment Board. The candidates should also be subjected to an aptitude test before final selection. Selected candidates should be put through a rigorous two-year training-cum-teaching routine at the end of which they should be given +2 level of the Central Board of Secondary Education. This, in effect, will raise the educational qualification of the police constables to Higher Secondary level, without compromising the principle of catching them young. [Para 4.50]			(1) While uniformly highlighting the need for a reasonable minimum educational qualification for police constables and the principle of catching them young, the recommendations of various bodies differ in specific parameters recommended by them. This Review Committee is of the considered opinion that in the current scenario of constables' duties, 10+2 standard needs to be the bare minimum educational level for new entrants, though given to itself, the Committee would prefer Graduation to be prescribed as the minimum qualification. (2) The age of recruitment should be between 17-21 years.

(4)

Sl. No	Subject	National Police Commission (1977 - 1981)	Ribeiro Committee (1998)	Padmanabhaiah Committee (2000)	Group of Ministers on National Security (2000 - 2001)	Malimath Committee (2001-03)	Gore Committee on Police Training (1971-73)	Remarks
1	2	3	4	5	6	7	8	9
2	Educational qualifications / Age limits for recruitment of Sub-Inspectors	<p>Following criteria to be followed:</p> <ol style="list-style-type: none"> 1. Minimum:- Graduate degree from a recognised university 2. No Special weightage to Post Graduates 3. Age limit - 20 to 23 with relaxation for reserved categories 4. Physical standards to be the same as that of Constables [Para 35.24] 		<p>Selection of S.Is must be based on a pre-qualifying screening test, on the lines of the J.E.E with 12th standard pass and upper age limit of 21 years. The S.Is would undergo training for 3 years. The syllabus should be so devised in consultation with a University, that at the end of the training, when they pass the final examination, the S.Is would become graduates. [Para 21]</p>				<p>The recommendation of the National Police Commission is suggested for implementation.</p>
3	Establishment of State Police Recruitment Boards	<p>A Selection Board consisting of a DIG as Chairman, assisted by a SP from one of the districts, an SP incharge of an armed police battalion, a Sociologist or head of a local school and, wherever possible, the Head of the Police Training School or one of its senior Instructors, should be constituted, to test the candidate on his personality, comprehension, oral expression, temperament and response, social consciousness, etc. [Para 35.20]</p>			<p>Recruitment of the constabulary should be entrusted to a State Police Recruitment Board, which should be headed by an eminent professional and not necessarily a police officer. Action in this regard will have to be taken by the State Governments. [Para 4.49]</p>			<p>(1) The recommendation of the Group of Ministers is suggested for implementation. However, the Board should, as far as possible, be headed by a police officer with sufficient seniority.</p> <p>(2) Police Recruitment Boards are successfully functioning in some States like Andhra Pradesh. Their systems could provide a guideline for other States.</p>

Sl. No	Subject	National Police Commission (1977-1981)	Ribeiro Committee (1998)	Padmanabhalah Committee (2000)	Group of Ministers on National Security (2000-2001)	Mallmath Committee (2001-03)	Core-Committee on Police Training (1971-73)	Remarks
1	2	3	4	5	6	7	8	9
(2) RECOMMENDATIONS HAVING A BEARING ON THE CONDITIONING / BEHAVIOURAL ENVIRONMENT								
4	Scale of pay for Constables.	The minimum qualification for recruitment of a Constable is fixed as matriculation in most States and recruitment is followed by intensive training and their duties call for considerable initiative and exercise of judgement. The role and duties of a Constable clearly make out a case for rating him as an operative somewhere between a highly skilled worker and skilled worker, having regard to the definition mentioned in the Labour Ministry's notification of September 1976. [Para 3.14]		A Constable is required to display a number of skills while dealing with a variety of law and order situations and crime investigation. His job is arduous and also hazardous. His status should be equated to a skilled worker. The Constables all over the country be given at least the same scale of pay as that fixed for the Delhi Police by the V Pay Commission [Para 23]				Both the recommendations are similar. However, the concept of skilled worker status for a constable has since undergone a radical change. The intention of these recommendations is to improve the salary of constable substantially, which should be commensurate with his responsibilities and powers, coupled with arduous and hazardous nature of his duties. Viewed in that perspective, the scale of remuneration offered to police constables presently is very low and needs to be substantially enhanced.
5	Working hours for constabulary	There should be a strict system of giving one day off in a week by rotation among the constabulary in any working unit. Denial of this off duty by compensating them by paying them extra allowance for that day is to be strictly discouraged. [Para 3.19]			State Governments may be requested to introduce a shift system in order to ensure that police constables do not have to work for more than 8 hours a day and on an average 6 days a week. [Para 4.45]			(1) The recommendation of the Group of Ministers is suggested for implementation. (2) The simultaneous implementation of this recommendation with Item No.33 relating to outsourcing of non-core police functions would considerably offset the additional financial burden resulting from this recommendation.

Sl. No	Subject	National Police Commission (1977-1981)	Ribeiro Committee (1998)	Padmanabhaiah Committee (2000)	Group of Ministers on National Security (2000-2001)	Malimath Committee (2001-03)	Gore Committee on Police Training (1971-73)	Remarks
1	2	3	4	5	6	7	8	9
6	Promotional prospects for Constables	<p>The promotional structure within the police system should be radically revised to permit a smooth and quick promotional flow from the rank of Constable. [Para 2.17].</p> <p>In the revised set up, a Constable would be, thus, looked upon as a potential Investigating officer who would be entrusted with higher responsibilities in field jobs. [Para 2.18]</p>		At least 3 promotions should be given at every level of recruitment, especially for the Constables. [Para 62].				The recommendation of Padmanabhaiah Committee is suggested for implementation. However, merit - and not seniority - based promotion criteria are to be evolved, for all police ranks.
7	Training of policemen at all levels	<p>The structuring of the initial training courses and the later in-service training courses for all police personnel should be suitably designed to facilitate the growth of proper attitudes and sense of values on the part of every police officer, viewing himself throughout as a servant of law to uphold and protect the dignity and rights of every individual fellow citizen of the country. [Para 15.65]</p>			<p>The training curricula should, inter alia, cover modern trends of policing. The police should change their attitude and style in dealing with the public so as to enlist their cooperation. This has to be an essential part of police training.</p>			<p>(1) This Review Committee strongly favours the implementation of these two recommendations in a complementary manner.</p> <p>(2) Implementation of this recommendation will contribute greatly to upgradation of professional skills, besides inculcating right attitudes. This will have a positive impact in improving the overall police performance, including improvement of conviction rate in criminal cases.</p>
8	Linkage of promotion with training	<p>After completion of 15 years of service and upto 18 years of service, an IPS Officer be sent for 5-Months Senior</p>		<p>Promotions of policemen should be linked with training like in the Army. It must be mandatory</p>			<p>Recommended In-service Courses for various levels of IPS Officers (Para VII.37-43)</p>	<p>(1) The recommendation of Padmanabhaiah Committee is suggested for</p>

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1	2	3	4	5	6	7	8	9
		<p>Management Course at S.V.P. National Police Academy [Para 45.15]</p> <p>All those who have worked as D.I.G. for a period of 5 years and over and are between 23rd and 25th year of service be sent for 3-months Top Management Course at S.V.P. National Police Academy [Para 45.16]</p>		<p>for officers to undergo certain prescribed training programmes and to pass departmental promotions examinations before they are promoted. For this purpose, a Police Promotion Examination Board to be established in each State [Para 28]. Promotion up to DSP rank should be based on passing prescribed examination. Officers who repeatedly fail to qualify should be compulsorily retired. [Para 102a]</p>			<p>and promotion courses for ASI to SI, and SI to Inspector (Para VIII. 41), and Constable to HC and HC to ASI (Para IX. 18)</p>	<p>implementation.</p> <p>(2) Promotion must be linked with training for all ranks. Successful completion of training should be made mandatory for promotion.</p> <p>(3) The implementation of this recommendation will help in overcoming the current indifferent approach to police training.</p>
9	Co-relation between training and postings			<p>There has to be a co-relation between training undergone by the officer and his posting. No officer should be posted to a new discipline unless he has undergone the requisite training. [Para 27]</p>			<p>Persons who have undergone particular courses must be assigned to jobs where they can make use of the training imparted to them. [Para III.9]</p>	<p>The recommendation of Padmanabhaiah Committee is suggested for implementation, which, in effect, will take care of the implementation of Gore Committee recommendation also.</p>
10	Police Housing	<p>Provision of 100% family accommodation for all non-gazetted rank in the Civil and Armed Police. Some barrack accommodation should also be available for Constables who come from Mofussil to district headquarters on various duties. [Para 4.24]</p> <p>The minimum living accommodation for</p>		<p>Family accommodation should be provided to 60% of police personnel in a phased manner over the next 5 years and the remaining 40% can be covered by way of barrack accommodation. [Para 79]</p>			<p>The housing of the subordinate police should be made a Plan Scheme in the Fifth Five Year Plan [Para XV.6]</p>	<p>This Review Committee suggests the recommendation of National Police Commission for implementation.</p>

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		Constabulary, i.e., Head Constables should consist of two rooms, a kitchen and a bathroom. [Para 4.25]						
(3) RECOMMENDATIONS CONCERNING THE POLICE INSTITUTION / ORGANISATION								
11	Levels of direct recruitment to Police Service.	*Limit the recruitment to the police to two levels, viz., (i) Constables and (ii) Indian Police Service. Recruitment to other levels should be eliminated in a phased manner. [Para 35.05]			Direct recruitment should be only at the level of Constable and Sub-Inspector. A proposal to stop direct recruitment at Inspector and Dy.S.P. level is under the consideration of M.H.A. Cooperation of the States will be required in implementing this. [Para 4.51]		The promotion quota to the rank of Deputy Superintendent of Police should be increased gradually and direct recruitment in the States, where it exists, should be discontinued in a period of five years. This may necessitate some amendments in Rule 4 of the I.P.S. (Appointment by Promotion) Regulations, 1955. [Para VI, 53-56]	(1) There are some variations in the recommendations of different bodies on this point. (2) The recommendation of the Group of Ministers is suggested for implementation, for non-IPS ranks in the police organisation.
12	Teeth-to-tail ratio in the Police			The police force is constable dominated (87% of the force). The teeth to tail ratio varies from State to State and ranges from 1:7 to 1:15. No correlation between teeth to tail ratio and efficiency could be established. However, the Constable is the first point of public contact.	The number of Sub-Inspectors in a police station should be suitably increased. [Para 4.51]			(1) The recommendation of Padmanabhaiah Committee, being more specific, is preferable. (2) Given the growing complexities of police work, this is a valuable recommendation. If implemented, it will have considerable impact on the process

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1	2	3	4	5	6	7	8	9
				and needs to be well-trained as a good communicator. His present educational level and training do not qualify him for this role, and hence, presently he mostly plays a mechanical role. We need to reduce the fresh intake of constables, and instead go in for more recruitment of Sub-Inspectors. Recruitment to constabulary should be restricted till a teeth-to-tail ratio of 1:4 is reached. [Para 1.12.(2)]				of police reform. However, the differences in the nature of duties and organizational structures between the civil police and other formations, such as District Armed Reserves, Armed Police Bns. etc. would need to be taken into consideration for deciding the exact teeth-to-tail ratio for different units and different police set ups in urban and rural areas of different States. The recommendation deserves urgent action for implementation.
13	Police Commissionerate System	In large cities, that is those with a population of 5 lakhs and above, and even in places where there may be special reasons like speedy urbanization, industrialization, etc., the system of Police Commissionerate should be introduced. [Para 48.12]		Cities with a population of over one million, and State capitals, should switch over to the Police Commissionerate system. [Para 63]		The existing system of Police Commissioner's office, which is found to be more efficient in the matter of crime control and management, shall be introduced in the urban cities and towns. [Para 7.17 (vii)]		(1) Problems of urban policing are increasing getting more and more complex. Effective policing is possible only under the Police Commissionerate System in such areas. (2) The recommendation of Padmanabhalah Committee is suggested for implementation.

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14	Separation of Investigation from law and order	The deployment of police personnel in law and order at the expense of investigational work in police stations arises primarily from inadequacies of manpower resources at the police station. There is not always a separate allocation of staff on law and order duties and these make heavy demand on police manpower resources. Once adequate manpower resources are available at the police station, the need for utilization of investigation staff for law and order duties may not arise so frequently as is presently taking place. [Para 50.21]		Separation of investigation wing from law and order and other duties should no longer be delayed. Each district SP should be given an additional SP exclusively to supervise the work relating to investigation. [Para 103]	Law Commission has already made a recommendation to separate staff engaged in investigation, from those to be deployed on law and order duties in the police stations. The recommendation has also been referred to the State Governments / U.T administrations. MHA may pursue this vigorously for implementation in a specific time frame. [Para 4.86]	The Investigation Wing should be separated from the law and order wing. [Para 7 (15)]	There is need for an effective separation of investigation from law and order staff in urban police stations. [Para XV.16]	(1) This important reform has been recommended by practically all the Commissions / Committees. (2) A beginning can be made in the urban police stations at least, on an urgent footing. (3) The simultaneous implementation of this recommendation with Item No.33 relating to outsourcing of non-core police functions would considerably offset the additional financial burden resulting from this recommendation.
15	Manpower strengths in Police Stations	Operational research must be taken up by every State Police Force to evolve new norms of yardstick based on the new job content of the posts of various ranks. The requirements for investigation, law and order staff and other police duties differ from State to State. Each State will have to evolve its own yardsticks keeping in view their own needs. [Para 50.42]						A work study for different categories of Police Stations will need to be carried out to arrive at manpower norms in a scientific manner.
16	Orderly system	The orderly system, as it exists at present, be abolished. In lieu of this system, one constable						The implementation of this recommendation would lead to

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		may be attached to an officer for attending to (1) Petitioners, (2) Telephone calls, etc. A suitable monthly allowance for employing a private person to assist the officer in duties such as keeping his uniform, maintaining reception room, etc may be additionally provided. [Para 6.4 - 6.6]						considerable saving of manpower. However, it has to be implemented in toto, as recommended by the N.P.C.
17	Internal Security Role of Police	Police responsibility for prevention and investigation of ordinary crimes may ultimately lead them on to involvement in containing law and order situations, public order situations and threats to internal security in that order. When the country's internal security is threatened, the Central Government has a direct responsibility for taking appropriate counter measures. It is for consideration of the Central Government and the State Governments whether the Central Government should be constitutionally facilitated to coordinate and direct police operation in situations, which threaten internal security. The N.P.C. recommends incorporation of 'internal security' as an entry in the Union List of the VII Schedule of the Constitution. [Para 14.42]		While traditionally prevention and investigation of crime and maintenance of law and order have been the main responsibilities of police, a new dimension of Internal Security has become a major police responsibility in the last 15-20 years. It is essential for various levels in the police force to appreciate this major qualitative change and once they see this additional dimension to their responsibility, it would become easier to give them necessary training and to impart professional expertise to handle it. [Para 5.18]				(1) Both these recommendations underline the important role of the police in internal security. (2) NPC recommendation is more specific and deserves to be implemented. (3) The recommendation involves an amendment of the Constitution in its VII Schedule.

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18	Village Police System	<p>The scheme of Village policing envisages a comprehensive set up including the village-chowkidar, village defence parties and the dalapatti with appropriate administrative and supervisory control measures to secure the ultimate objective of the system, namely, effective involvement of the village community in self-defence, besides cooperation with the regular police in the performance of police tasks. Village chowkidars are functioning in some States under a separate Act enacted a long time ago. Village defence parties have been set up in a few States under some legislation. Legislation of a separate comprehensive Act by the State Governments to set up the village police system including both as proposed is recommended. [Para 20.28]</p>		<p>The traditional system of village policing should be revived and proper utilization of the same should be made. [Para 41]</p>				<p>(1) This is an important recommendation, which involves legislation and requires action by State Governments.</p> <p>(2) A better alternative worth consideration would, perhaps, be to include a Section on Village Police System in the proposed new Police Act, to ensure uniformity of village police structure, across the country.</p>

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1	2	3	4	5	6	7	8	9
19	Merger of Women Police with Regular Police	In order to have a greater involvement of women police in Police administration as well as to provide equal opportunities to them, they should be recruited in vacancies in general duty posts after careful estimation of requirements of women police in the force. Women police should not constitute a separate branch of the police with recruitment and promotion confined to women in that branch only. [Para 42.17]						(1) Increased number of women in the Civil Police will improve their 'civil' face. (2) The recommendation deserves to be implemented, even through an earmarked quota, if necessary. (3) This will contribute to increasing the sensitivity of police to problems of women and children.
20	IPS Cadres for Central Police Organisations	Two Central IPS cadres should be constituted - one for the para-military organizations like BSF, CRPF, ITBP and the other for such organizations as the IB, CBI, and RAW. Such Central cadres can be constituted within the framework of Article 312 of the Constitution. Each and every IPS Officer of these cadres should be sent to various States for spells of duty on the basis of a roster while IPS Officers from the States would continue to come to these organizations on mandatory deputations. There shall be three sources of recruitment in these Central cadres. The first would be direct						(1) What actually is needed for effective maintenance of Internal Security is a well-knit and cohesive Internal Security apparatus in which its various wings (State Police as well as CPFs), would work in total unison, in the pursuit of their common overall objective. (2) The implementation of this recommendation, with due modifications, in uniformed CPFs, will go a long way in achieving this paramount objective. (3) However, direct intake of officers through the Civil

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		intake of IPS officers through the Civil Services Examinations. The second source would be army officers and specialists such as engineers, doctors, computer specialists etc., who would enter laterally as considered necessary from time to time. The third source would be IPS officers on deputation from the various States. [Para 44.35]						Services Examinations, into the CPF cadres, is likely to create problems of its own. Instead, a higher promotion quota (to be called 'Lateral Induction Quota') for induction of CPFs' own officer-cadres will be a better alternative. IPS officers from the States will continue to come to these organizations on deputation, as of now.
(4) RECOMMENDATIONS CONCERNING INSTITUTIONAL / ORGANIZATIONAL ENVIRONMENT								
21	Method of selection of Chief of Police	The posting of Chief of Police in a State should be from a panel of 3 IPS Officers of the State cadre, prepared by a Committee of which the Chairman of the UPSC will be the Chairman, and the Union Home Secretary, the senior-most among the heads of C.P.Os, the Chief Secretary and the outgoing Chief of Police, should be members. [Para 15.45]	A Committee consisting of the Chairman of the UPSC, the Union Home Secretary, the State Chief Secretary and the Director I.B. for selection for the post of DGP of a State. [Para 5]	There should be a committee under the Chief Justice of the High Court to recommend a panel of names for appointment as DG. [Para 102]				The need for having a proper mechanism for selection of DGP is paramount. The same needs to be evolved and codified.
22	Tenure of Chief of Police	The Chief of Police in a State should be assured of a statutory tenure of office. Such tenure will strengthen his position.		A minimum tenure of 2 years should be ensured for police officers at various levels. [Para 102]				(1)The recommendation of Padmanabhalah Committee is suggested for implementation.

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		and enable him to stand up effectively against unhealthy pressures on the system. The tenure may be fixed as a period of four years or a period extending upto the date of his retirement or promotion in the normal course, whichever is shorter. This tenure should be put on a statutory basis by being included in a specific provision in the Police Act						(2) Necessary political consensus has to be evolved through an appropriate process, to ensure implementation of this recommendation.
23	Fixity of tenure for other key functionaries	Police officers should be effectively protected from whimsical and malafide transfers / suspension orders. One step for securing this protection could be to incorporate a provision in the Police Act itself specifying the authorities competent to issue transfer / suspension orders regarding different ranks. Such a statutory provision would render null and void any transfer / suspension order passed by any authority other than the one specified in the Act. Another step could be to lay down as a rule that every transfer / suspension order should also contain a brief paragraph indicating the reasons for issue of the order and making it a further rule that any transfer / suspension		A minimum tenure of 2 years should be ensured for police officers at various levels. [Para 102]				The recommendation of National Police Commission is suggested for implementation.

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		order which does not contain this explanatory paragraph shall not be a valid order. (Para 15.58 & 15.59)						
24	Police Establishment Boards		Police Establishment Board should be constituted to monitor transfers, promotions and other related matters of and below the rank of Dy.S.P. [Para 2]		A State level Police Establishment Board, headed by the State Chief Secretary / Home Secretary should be set up in each State to decide transfers, postings, rewards, promotions, suspension, etc., of gazetted police officers. Another Board, under the State DGP should decide these matters in respect of non-gazetted police officers. State Governments would implement this recommendation. It would be important to obtain their concurrence. MHA may initiate necessary action in this regard [Para 4.46]			The recommendation of Group of Ministers is suggested for implementation.
25	Adequate financial powers for DGPs and CPs	Director General of Police should have powers of: Re-appropriation within the sanctioned budget, Creation of temporary posts, Condemnation, purchase and repairs of vehicles, Purchasing of local stationery, Grant rewards, Sanctioning		Directors General of Police and Commissioners of Police should be delegated adequate financial powers. As an immediate measure, the staff should be conferred with such financial				Both the recommendations are on similar lines, and deserve immediate implementation.

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		<p>permanent advance and other powers similar to DGs BSF & CRPF, and also should have a Financial Advisor. He should have a contingency grant of Rs.1 lakh for emergencies. [Para 52.26-29]</p>		<p>powers, which are presently enjoyed by DG, BSF and DG, CRPF. A Financial Advisor should be located in the office of DGP. [Para 68]</p>				
26	Modernisation of police forces	<p>A central team to be constituted with representatives from the MHA, BPR&D and NICFS in order to visit the States once in two years and assess the actual ground position in regard to modernization of State Police. The quantum of Central assistance to the States to be decided accordingly. [Para 24..6]</p> <p>The central assistance scheme to be further extended with substantial increase in allotment. [Para 24.7]</p>			<p>The State police forces have to be strengthened and modernized. MHA must closely monitor the modernization grants it provides to the State. The State police forces should be involved in the operations planned and executed by the Central Armed Forces [Para 4.36]</p> <p>MHA should provide assistance to the States to maintain well trained and equipped civil and armed police forces under the Modernisation of State Police Forces Scheme. The States should maintain adequate strength of police forces to meet their present and future requirements. The level of assistance already has been enhanced to Rs.1000 crores per annum. [Para 4.37]</p>		<p>Although the Government of India have started a loan-cum-grant scheme to give financial assistance to the States for the modernization of police forces, the needs in this respect are so great that all that is required cannot be achieved unless the modernization of the police is made a part of the Fifth Five Year Plan. [Para XV-17 & 18]</p>	<p>(1)The recommendation of Group Ministers is suggested for implementation.</p> <p>(2) The Government of India need to evolve and put in place a structural mechanism to periodically assess the ground needs of modernization of each State Police force and to periodically evaluate the actual impact of the modernization scheme.</p>

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27	Upgradation of Police training facilities	The Central Government should undertake the lead role in improvement of training facilities in the States. Centra to bear the recurring cost of these training institutions in a staggered manner. [Para 36.28 & 36.31]			MHA should take up with the States the need for every State, or a group of neighbouring States, to establish state-of-the-art-training institutions to impart training / refresher training to personnel at all levels. [Para 4.44] State Governments should ensure that existing training institutions have suitably qualified instructional staff, who enjoy adequate tenure, attractive incentives and facilities. [Para 4.44]			A combination of both the recommendations on the subject is suggested for implementation.
28	Improvement of Forensic Science Infrastructure	Two more Central Forensic Science Laboratories may be established, one in the western region and another in the North-Eastern region. [Para 24.26] Regional laboratories may be established to handle certain types of tests, which frequently arise in the normal crime work of the state. These regional units may have staff and equipment to deal with chemicals (including alcohol), toxicology, documents and photography [Para 24.28]		Steps should be taken to build world-class forensic science facilities and to ensure that accurate reports are received without delay. [Para 82]	Each State should take action to set up a first class Forensic Science Laboratory with state-of-the-art equipment and trained experts. MHA could provide funds for this purpose under the scheme for Modernisation of State Police Forces. [Para 4.40]	The network of CFSLs and FSLs in the country needs to be strengthened for providing optimal forensic cover to the investigating officers. Mini FSLs in Mobile Forensic Units should be set up at the district / range level. The Fingerprint Bureaux and the FSL should be equipped with well-trained manpower and adequate finance. [Para 7(22)]		This important recommendation will go a long way in improving the quality of investigation of crimes and thereby in stepping up of rate of conviction in criminal cases.

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29	Common Forensic Science Cadre for Central Organisations	A Central Forensic Science Service may be set up with a cadre structure designed to provide personnel for the science wing in the staff of the Bureau of Police Research and Development, Institute of Criminology of Forensic Science, National Police Academy, Central Detective Training Schools, Units of the Government Examiner of Questioned Documents, Central Finger Print Bureau and all Central Forensic Sciences Laboratories. [Para 24.34]						<p>(1) The existing separate cadres of Forensic Scientists in OFSLs, NPA and NICFS need to be amalgamated into a common cadre, to enable free lateral movement of Scientists between laboratories and training institutions.</p> <p>(2) This common cadre should also have a provision of a 'Deputation Reserve' against which experienced Forensic Scientists could be sent on deputation to man faculty positions in Police training institutions of needy states also.</p> <p>(3) The arrangement will lead to improvement in the quality of training of policemen in Forensic Science, besides improving the career prospects of Forensic Scientists holding isolated posts in institutions.</p>
30	Computerisation of Police Stations	Computerisation of crime records, vehicles, antecedents of persons of doubtful character. [Para 48.5] Each State to go for computerization of		All police stations need to be provided with computers and linked in a national network with facilities for transmission of data, fax and video clipphs. [Para 72]				<p>(1) The implementation of this will be a major leap in the process of modernization of police functioning.</p> <p>(2) The recommendation of</p>

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		performance appraisals [Para 56.27]		Police computerization should be expedited. The POLNET should be made operational without any further loss of time. MHA should coordinate the efforts by States towards computerization. [Para 92, 93 & 94]				Padmanabhaiah Committee suggested implementation. is for
31	Restructuring of Police Stations	Jurisdiction of rural police stations to be delimited made more compact and manageable - suggested area is 150 sq km for a rural PS; not more than 60,000 population for an urban PS; Exclusive PS for urban areas, not a mix of rural and urban areas in P.S. limits. Review of PS jurisdiction be done every 10 yrs. PSs having more than 900 annual crime figures to be headed by a DySP; Police outposts to be minimal, but created in far-flung areas. [Para 50.10 - 50.21]						This recommendation essentially relates to fixing of yardsticks for police station jurisdictions. The yardsticks, however, would need to be arrived at afresh, in the light of the current situation, which may also vary from State to State and area to area.
32	Basic facilities in Police Stations	Police stations should be renovated with adequate civic amenities for visitors to make it more approachable and less forbidding. [Para 41.31] Police stations should be provided with adequate imprest amounts to meet a variety of contingent		Basic facilities like furniture, chairs, tables, provision of drinking water, telephones, vehicles, wireless sets, etc., needs to be provided. An imprest money should be sanctioned to each police station. [Para 71]		A series of measures should be taken to improve the quality of investigation, which should include equipping police stations with adequate resources [Para 112]	Lack of properly furnished reception rooms and other amenities at the police stations for complainants and witnesses should be made good as quickly as possible. [Para XV.16]	(1) Different reports mention different items of basic amenities that need to be provided at each police station. A combination of all these will be required to be provided. (2) BPR&D have formulated the norms

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		<p>expenditure in day-to-day work. [Para 22.32]</p> <p>Investigating officer's kit boxes presently lying in disuse in police stations should be brought up-to-date in their contents by localised arrangements and put to effective use. [Para 24.24]</p>						<p>for some basic facilities in police stations, which can provide guidelines in this regard.</p>
33	Outsourcing of some Police duties			<p>Duties such as service of summons, issue of parking tickets, verification of antecedents, static guard duties should be taken out from the purview of the police. Similarly, police should not be entrusted with the duties like demolition of unauthorized constructions, Board examinations, investigation of electricity thefts, etc. These duties could be given to the departments concerned or private agencies could be engaged. [Para 5.30 to 5.37]</p>				<p>This is a very useful recommendation in terms of its potential for manpower saving as also for promoting the involvement of non-police communities in police tasks, leading to greater police-community partnership. However, the items of police work that could be sourced out will have to be carefully identified with an eye on ensuring that sovereign functions of the Government are retained as exclusive police duties.</p>
34	Weeding out corrupt Police personnel	<p>Provision in the Service Rules for compulsory retirement after 20 years should be resorted to without hesitation to weed out officers with corrupt reputation.</p>			<p>There are provisions, under the relevant rules based on which the performance of government officials is to be reviewed after a</p>		<p>Corruption is a taint, which deprives the force of public esteem and cooperation. There should be a concerted drive to</p>	<p>(1) This Review Committee prefers the recommendation of Group of Ministers, for implementation.</p> <p>(2) This</p>

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1	2	3	4	5	6	7	8	9
		A Standing Committee consisting of senior police officers and a senior representative from the State Judiciary or the Law Department of the State should assess the reputation. [Para 22.10] Article 311(2) of the Constitution to be amended so as to facilitate the weeding out of corrupt officers in exceptional cases without the formality of an enquiry. [Para 22.11]			particular age and those found unfit or with doubtful integrity must be weeded out. State Governments may be requested to follow and implement these rules meticulously. In respect of AIS Officers, these provisions would have to be implemented by the Central and State Governments. In concert. The action should begin with the top levels of the bureaucracy, both at the Central and State Government levels. This would serve as an example for the rank and file and facilitate the exercise to weed out undesirable elements from public offices. [Para 4.107]		make it impossible for a dishonest person to remain in service. All complaints of corruption should be promptly investigated and action against the guilty must be drastic whatever be his rank. The lead for a relentless campaign for weeding out corruption should come from the gazetted police officers. (Para XVI.13]	recommendation has to be considered in the overall context of administrative reforms.
(5) PUBLIC INTERFACE								
35	Accountability of Police to Public	Although a totally direct accountability of the police to the people is beset with various difficulties, it is not impossible to introduce a near-direct accountability of the police to the people. This would involve, among other things, creation of awareness		Presently, there is no independent, outside assessment of various aspects of functioning of a State police force, to come to a judgment whether it is efficient and effective. Therefore, there is a			The Superintendent of Police should form Citizen's Committees at the district, sub-division and police station levels consisting of representatives of	(1) The recommendation of Gore Committee, being pragmatic, is worthy of implementation. There is need to prescribe inclusion of some responsible local functionaries, at each level, as ex-officio

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		<p>among the police functionaries at various levels regarding accountability to the people. The police functionaries individually as well as in groups should be sensitized to the idea of accountability to the people. [Para 61.14 & 61.15]</p> <p>Police performance should be assessed by the State Security Commission on the basis of annual administrative reports received from the districts. Independent assessment be also made by an external agency reporting directly to the Commission and also by a Central Police Commission. [Para 61.12]</p>		<p>need for a statutory, Independent Inspectorate of Police to carry out annual inspections of the police and to report to the State Home Minister whether the police force is functioning efficiently and effectively. [Para 175]</p>			<p>the various professional groups of the community and other respectable persons. [Para 32-33]</p>	<p>members in such Committees.</p> <p>(2) In addition, a mechanism for monitoring the process would need to be put in place in the State Police Headquarters.</p>
36	Police Complaints Boards	<p>Need for a special complaint cell headed by a Dy.S.P. in each district to handle inquiries into allegations of police misconduct in which the normal hierarchical levels are likely to take a biased view for any local reason. [Para 10.14]</p> <p>There shall be a similar cell working directly under each Range DIG for handling inquiries. At the State HQ, there shall be a special cell under a S.P. with supporting staff working directly under the IG to handle such</p>	<p>Establishment of a non-statutory body in each district for examining the cases of police excesses, arbitrary arrests and detentions, false implication in criminal cases, custodial violence, etc. [Para 2]</p>	<p>District police complaints authorities should be set up for looking into complaints against the police. [Para 179]</p>			<p>All complaints of misbehaviour, etc., received against the police need to be promptly enquired into and appropriate disciplinary action taken in cases in which the complaint is found substantiated and the action taken is communicated to the complainants concerned. Moreover senior police officers should be readily</p>	<p>The recommendations made by various bodies are complementary and need to be implemented together.</p> <p>This recommendation will directly contribute to improving the confidence of the public in the police.</p>

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		inquiries, which require attention at the state level. [Para 10.15]					accessible to the public. [Para XVI. 19-20]	
37	Free registration of crime	Free registration of cases will lead to increased public confidence. [Para 50.36]		Burking of crime should be made a criminal offence. [Para 102]	Burking of crime contributes to corruption in police. Therefore, free registration of cases should be encouraged and any dereliction in this regard should attract stringent punishment. States / U.Ts should be urged to implement this recommendation, both in letter and spirit [Para 4.85]	Criminal cases should be registered freely and promptly. [Para 7.17 (x)]	Reduce over dependence on statistics. Full and correct registration of crime be encouraged. [Para XVI.21]	Non-registration of crime constitutes a major complaint against the police; it also contributes to many corrupt practices. Hence, the recommendations on the subject need urgent implementation, with combined elements of suggestions of various bodies. A mechanism to ensure avoidance of over-dependence on statistics in evaluation of performance of jurisdictional police officers, needs to be evolved. Further, disciplinary rules should be amended to make burking of crime a delinquency inviting major penalty.

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38	Reduction in number of arrests	<p>Several policemen are under an erroneous impression that an arrest is mandatory under the law while investigating a cognizable case. N.P.C. recommends the following guidelines for making arrests:</p> <p>(i) The case involves a grave offence like murder, dacoity, robbery, rape, etc., and it is necessary to arrest the accused and bring his movements under restraint to infuse confidence among the terror stricken victims.</p> <p>(ii) The accused is likely to abscond and evade the process of law.</p> <p>(iii) The accused is given to violent behaviour and is likely to commit further offences unless his movements are brought under restraint.</p> <p>(iv) The accused is a habitual offender and unless kept in custody he is likely to commit similar offences again. [Para 22.20]</p> <p>The number of arrests in police work to be reduced so as to reduce the scope for allied corruption. Sections 2(c) and 2(1) Cr.P.C. should be amended to remove the</p>				<p>A provision in the Cr.P.C be made to provide that no arrest shall be made in respect of offences punishable only with fine; offences punishable with fine as an alternative to sentence of imprisonment. [Para 7(43)].</p>		<p>(1) This Review Committee prefers the recommendation of National Police Commission for implementation.</p> <p>(2) The recommendations of National Police Commission and Malimath Committee are complementary. Much harassment of public and criticism against the police can be avoided by implementing these recommendations.</p> <p>(3) Amendments in Cr.P.C. recommended by National Police Commission will go a long way in removing wrong perceptions about arrests in the minds of policemen as well as the public</p>

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		<p>emphasis on arrest in the definition of cognizable and non-cognizable offences. [Para 22.23 & 22.25]</p> <p>Section 170 Cr.P.C. may be amended to remove the impression that it is mandatory to make an arrest in non-bailable cases. In the amended form, the section should also provide for taking security from an accused for appearance before the investigating officer, or the court, without a formal arrest as such. [Para 22.26]</p>						
(6) INTERFACE WITHIN THE CRIMINAL JUSTICE SYSTEM								
39	New Police Act	<p>A new Police Act, re-defining the role, duties, powers and responsibilities of the police be enacted. [Para 14.51]</p> <p>(A draft Bill for a new Police Act is enclosed in the report of the Commission).</p>		<p>The Police Act, 1861 should be replaced by a new Act to send a clear message that government wants that the police should have a clear break with the old philosophy and old style of working. [Para 207]</p>	<p>MHA should initiate consultations with the State Governments for replacing the existing Police Act. The task should be completed expeditiously so that a new Police Act can be put in place by 2003. [Para 4.34]</p>	<p>As the Indian Police Act 1861 has become outdated, a new Police Act must be enacted on the pattern of the draft prepared by the National Police Commission. [Para 7(27)]</p>		<p>This is a single-most important recommendation for reform, repeated by so many bodies. This can act as a fountain-head of reform in the police system throughout the country. It needs to be urgently taken up for implementation.</p>
40	Directorate of Prosecution	<p>A supervisory structure over the district prosecuting staff should be developed with Deputy Directors of Prosecution</p>		<p>States in which there is no Directorate of Prosecution may create such a Directorate under the</p>	<p>The issue of reverting control over the Prosecution to the police was considered. Noting</p>	<p>In every State, the post of Director of Prosecution should be created and be filled up from suitable police</p>		<p>(1) This issue is vital for ensuring proper coordination between the police and prosecution set up, the</p>

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		<p>at the regional level under the administrative purview of the Range DIGs, and a Director of Prosecution at the State level under the administrative control of the I.G. of Police. [Para 29.9]</p> <p>Specialised cadre of Prosecutors and regular career structure should be provided for entire State. [Para 29.06]</p> <p>Amendment to Section 25 CrPC to enable the placement of the Prosecuting cadres under the administrative purview of the Chief of Police. [Para 29.17]</p>		<p>Home Department. The control of the Director of Prosecution should extend to the prosecutors at the courts of magistrate. [Para 11.6]</p>	<p>that presently different systems were being followed in various States and that there was no uniformity in the Police-Prosecution relationship. It was felt that while preserving the independence of the prosecution, an amendment may be made to Section 25 of the Cr.P.C. to enable State Governments to exercise its control over the Assistant Public prosecutor through a police officer. MHA should also examine the details of the existing system in some of the States like UP, MP, Tamilnadu, etc. and study and evaluate the emerging patterns based on this study, and effect appropriate changes in the existing system. [Para 4.87]</p>	<p>officers of the rank of DGP. [Para 52]</p> <p>Monthly review meetings of the work of PPs/Additional PPs and APPs should be held by the Commissioner / Superintendent of Police. [Para 8(61)]</p>		<p>lack of which is leading to poor standard of prosecution.</p> <p>(2) The recommendations of various bodies are broadly on the same lines, with three of them suggesting placement of the control over the Prosecutors under a senior police officer.</p> <p>(3) With improvement in the standard of prosecution, the rate of conviction in criminal cases will go up.</p>
41	Legal advice to Police	<p>The Public Prosecutor and the subordinate prosecuting staff should be made responsible not only for conducting prosecution in courts but also for giving legal advice to police, in any matter, general or special, arising from investigations and trials. For the latter purpose, the role of the prosecuting staff will be</p>				<p>Public Prosecutor / Senior Assistant Public Prosecutors should be posted at the Police Commissionerates / offices of District S.Ps for giving legal advice. [Para 8(62)]</p>		<p>These recommendations deserve urgent implementation.</p>

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		that of a Legal Adviser. This role may be emphasized. In departmental instructions, governing the working of the prosecuting staff. If considered necessary from the legal point of view, a suitable section may also be incorporated in the Cr.P.C. to specify this role. [Para 29.8]						
42	Confession under Sections 25 & 26 of Evidence Act	Sections 26 and 27 of the Evidence Act may be deleted and Section 25 of the same Act may be substituted by a new Section to facilitate the proof of a confession recorded by any person in authority (including the police) in the course of any judicial proceedings against a person making the confession, not to be used as an evidence against him but to be taken into consideration by the court to aid it in an enquiry or trial in the manner provided in Section 30 of the same Act and Section 172 Cr.P.C. [Para 27.33]		Sections 25 and 26 of Indian Evidence Act, which make a confession, made to a police officer inadmissible as evidence in courts needs to be deleted. Confessions made to officers of the rank of SP and above should be admissible. Police Manuals should clearly prescribe that sole reliance on confessions would not be permitted and corroborative evidence must be sought. [Para 108]		Section 25 of the Evidence Act may be suitably amended so that a confession recorded by the SP or officer above him is admissible in evidence subject to the condition that the accused was informed of his right to consult a lawyer. [Para 7 (37)]		(1) This Review Committee prefers the recommendation of the Mallimath Committee, on the subject, being balanced. (2) The implementation of this recommendation will greatly contribute to stepping up of the professional self-esteem of police personnel on the one hand while enhancing the trustworthiness of the police in public mind.
43	Federal Offences			Selected cases, of offences in the context of countering terrorism and maintaining internal security, such as hijacking, etc., be declared as 'federal offences'. [Para 172]		A Federal Law to deal with crimes of interstate and/or international/transnational replication be included in List I (Union List) of VII Schedule to the Constitution of India. [Para 135]		This Review Committee prefers the recommendation of Mallimath Committee.

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44	Organized Crime			<p>The Report points to the inadequacies of the existing laws to deal with organized crimes. It recommends that provisions similar to those contained in the Racketeer Influenced and Corrupt Organisations Act of the USS (RICO Act) be adopted. [Para 166]</p> <p>Criminal Intelligence gathering capability at the State and Central level must be augmented. [Para 51]</p>	<p>MHA may appropriately bring to the notice of the States the provision of the Act enacted by Maharashtra to deal with organized crime. The States may also be sensitized about the need to have an effective legal framework to deal with the menace of organized crime. [Para 4.90]</p> <p>Organised Crime Units should be set up in all States. Every State should also have a dedicated band of intrepid investigators, prosecutors and special courts, to deal with the challenges of organized and terrorist crimes. MHA may request State Governments to do the needful. [Para 4.91]</p> <p>Steps should be taken in consultation with and on the advice of the Ministry of External Affairs to secure international cooperation in countering the challenges posed by organized crime. An action plan for this purpose may be prepared by MHA. [Para 4.92]</p>	<p>Suitable amendments to provisions of the Cr.P.C, the I.P.C., the I.E. Act and other relevant laws as required may be made to deal with dangerous nexus between politicians, bureaucrats and criminals. [Para 17 (128)]</p> <p>A suitable provision may be made for interception of wire, electric or oral communication for prevention or detection of crime. [Para 7(39)]</p>		<p>(1) This Review Committee prefers the recommendation of the Group of Ministers.</p> <p>(2) Organised Crime is a great menace to the society. The recommendation, therefore, deserves urgent implementation.</p>

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45	Tackling Economic Offences	A separate economic offences wing may be set up in the State Police headed by an officer of the rank of Additional Inspector General of Police and staffed by officers drawn from the police, sales tax, transport, forest, excise, agriculture, supply and audit departments. The EOW may function under the overall charge of the head of the State CID. [Para 23.8 & 9]			For tackling economic offences, effective coordination must be ensured among the concerned regulatory agencies. The Central Economic Intelligence Bureau may play a nodal role in this regard. Suitable legislation should be enacted expeditiously for confiscating the assets of criminal and mafia elements and networks in consultation with Ministry of Finance and Law. [Para 4.93]	There are some economic offences of such magnitude and complexity, requiring investigation by a group of specialists. Hence, a 'Serious Fraud Office' should be established by an Act of Parliament, with strong provisions for investigation and prosecution.		Since the police have a crucial role in prevention and detection of economic offences as well, this Review Committee prefers the recommendation of National Police Commission.
46	Distinction between Non-cognizable and Cognizable offences	The Commission introduces the concept of conditional cognizability of certain offences. [Para 32.11]		There are roughly 120 non-cognizable offences listed in the IPC. The dividing line between cognizable and non-cognizable offences is sometimes very thin. As such, an SHO could convert a cognizable offence into a non-cognizable offence and vice-versa, depending on his inclination which leaves considerable scope for malpractices and corrupt practices at police station level [Para 46] The classification into cognizable and non-cognizable offences made 150 years ago		Suitable amendments be made to remove the distinction between cognizable and non-cognizable offences. [Para 7.40]	The classification of offences under the existing criminal law as cognizable and non-cognizable affects the image of the police adversely because it restricts their potentiality to be of service to the people. A wholesale abolition of this distinction is not practicable but Government should consider the problem urgently. [Para XVI-23]	(1) This Review Committee prefers the recommendation of Gore Committee, which projects a balanced view. (2) The list of non-cognizable offence needs to be scrutinized and revised, for this purpose. (3) Insistence on production of a copy of FIR for all and sundry purposes by several agencies, even in non-criminal situations, has also to be taken care of. Their rules will have to be amended suitably.

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				is not very relevant in the present circumstances. There are many categories of non-cognizable offences, which need to be treated as cognizable. [Para 47]				
47	Amendments to Sections 161 & 162 Cr.P.C.	<p>(i) It is desirable to make a specific provision in law that when a person is examined by a police officer under section 161 Cr.P.C. no other person shall, except in the exercise of powers under the law, have the right to be present during such examination. [Para 27.11]</p> <p>(ii) To do away with the detailed recording of statement as made by a witness in the course of investigation and substitute in its place a revised arrangement in which the Investigating officer can make a record of the facts as ascertained by him on examination of a witness. [Para 27.14]</p> <p>(iii) A great measure of credibility could be imparted to the statement of facts as recorded by a police officer after examination of a witness, if we provide in law that a copy of the statement so recorded shall, if desired by the witness, be handed over to him under acknowledgement. [Para</p>				<p>Section 161 of the Code be amended to provide that the statements by any person to a Police-Officer should be recorded in the narrative or question and answer form. [Para 7(33)]</p> <p>Section 162, Cr.P.C be amended to require that it should then be read over and got signed by the maker of the statement and a copy furnished to him. [Para 7(35)]</p> <p>Section 162 of the Code should also be amended to provide that such statements can be used for contradicting and corroborating the maker. [Para 7(36)]</p>		<p>(1) Amendments to these sections have been extensively dealt with by the Malimath Committee whose recommendation on the subject, this Review Committee is inclined to prefer.</p> <p>(2) The implementation of this recommendation will enhance the credibility of the process of investigation.</p>

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		(iv) For giving effect to the revised arrangements proposed, sections 161 and 162 Cr.P.C. may be amended. [Para 27.18]						
48	Amendment of Identification Prisoners Act	The existing "Identification of Prisoners, Act 1920" should be replaced by a new comprehensive law which may be called "The Crime and Offender Records Act" which would facilitate the collection of wide ranging, data and information regarding crimes and criminals. [Para 17.7]				Identification of Prisoners Act, 1920 be suitably amended to empower the Magistrates to authorize taking from the accused finger prints, foot prints, photographs, blood samples for DNA finger printing, hair, saliva or semen, etc. [Para 7(38)]		Both the recommendations on the subject are on similar lines, and their implementation will greatly improve the application of forensic science in crime investigation.
(7) POLITICAL INTERFACE								
49	State Security Commissions	There is immediate need to devise a new mechanism of control and supervision which would help the State Governments to discharge their superintending responsibility in an open manner under the framework of law, with due regard to healthy norms and conventions that may develop in due course. For this purpose, the constitution of a Statutory Commission in each State which may be called the State Security Commission which shall have the State Minister in charge of police as ex-officio chairman and six	The Committee considered establishment of State Security Commission as highly relevant to (i) check the arbitrary acts of politicians, (ii) to ensure transparency and accountability in governance, and (iii) to build public confidence in the police and protect police from unwanted pressures. In the view of the Committee, however, the SSC should be a non-statutory, advisory and			State Security Commission at the State level should be constituted, as recommended by the National Police Commission. [Para 7.16]		The Review Committee prefers the recommendation of National Police Commission, as endorsed by the Malimath Committee.

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		others as members. The Chief of Police will ex-officio function as Secretary of the Commission. Arrangements for funds for the functioning of this commission will be made on the same lines as for the State Public Service Commission. [Para 15.46]	recommendatory body. [Para 1]					

CHAPTER - 9

**WINNING THE PEOPLE'S RESPECT:
CHANGING THE FACE OF INDIAN POLICE**

9.1. The crucial test for the effectiveness of any reform process is the change it can cause in the quality of service rendered by the police to the people. Ultimately, the common man has to be considered as the customer of police service and his interest must be effectively served. This objective can be achieved only if a qualitative attitudinal transformation takes place at all levels of the police hierarchy, particularly the cutting-edge level, alongside necessary upgradation of professional capabilities and skills of policemen. Today, the police is perceived – rightly or wrongly – to subserve the interest of only the influential elite of the society and their own. The common citizen, even though a major stakeholder in policing, often feels marginalized. The Committee has tried to examine how this disagreeable state, which is antithetical to the Constitutional values and democratic ethos of the country, can be changed to a condition favourable and responsive to the legitimate democratic aspirations of the people, through implementation of the various recommendations on police reforms.

9.2. In a manpower-intensive organisation like the police, the ordinary citizens form their image of the police by observing and interacting, most of the time, with the constabulary. The professional conduct of a constable, including the behavioural component, contributes significantly towards making or marring the police image. Amiable, well-qualified, trained and motivated constables are a sine qua non for efficient policing. Viewed against this requirement, the present state of the constabulary leaves much to be desired. As vividly explained in the National Police Commission Report:

“Long and arduous hours of work without facilities for rest and recreation, continuous employment on jobs under extreme conditions of stress and strain, both mental and physical, prolonged stagnation in the same rank without even one rank promotion throughout their service for a majority of them, constant exposure to criticism and ridicule by a demanding public, a totally inadequate pay structure with no compensation for the handicaps and privations they undergo in their jobs, low status, and lack of involvement in planning and executing field jobs with a full understanding of the objectives set by the police

organisation, etc., have all had their telling effect on the morale of the constabulary throughout the country".

9.3. The recommendations short-listed by this Committee, when implemented, should impact the status of the constabulary in three ways. Firstly, the constable will be entering the service through a fair system of recruitment. The new entrant into the service under this system will also be younger in age profile and better educated than his predecessors. Secondly, his emoluments and service conditions will be commensurate with the complex and arduous nature of his duties. The other essential requirements, such as, housing, opportunities for rest and recuperation, etc., will also be taken care of. Thirdly, the professional calibre of the constable will be upgraded through proper induction training and regular retraining thereafter. It can, then be, but, expected that the human element in the police system will show a higher degree of motivation to excel in his job. Improvement in the conditions of the police station, such as basic infrastructure, computerization, adequate manpower based on scientific yardsticks, etc., will create a more conducive environment for the policemen to work there as well as for the members of the public to visit. These changes in the police station environment should go a long way in transforming the mindsets of the police personnel on the one hand and members of the public, on the other. The improved working conditions for the constable, including reasonable hours of duty, will reduce the level of his stress. As a result, the traditionally cold, indifferent and negative attitude of policemen towards public will be replaced by a more positive and friendly approach. The improved professional competence, accountability to the law and the public, and change in the attitudes of police personnel will, in turn, generate a favourable response towards the police from the public. Gradually, the public cooperation and trust in the police will increase, to the advantage of efficiency of police service.

9.4. Other measures of reforms suggested, such as, creation of Police Commissionerates in major cities and strengthening of the Village Police system will contribute directly to better policing in urban and rural areas. Separation of investigation from law and order will lead to better attention to investigation of criminal cases. Other infrastructural improvements, such as developing adequate forensic science facilities, training arrangements, etc., will also have a direct bearing on improvement of the standard of investigation.

Greater application of science and technology in police work, coupled with computerization and computerized networking of police stations, will further contribute towards changing the mindsets of police personnel by enhancing their professional self-esteem.

9.5. A major factor determining the quality of policing is the legal framework within which the police functions. The basic legislation that governs the functioning of the police today, does not adequately reflect the spirit of rule of law, which is fundamental to democracy; it assigns merely a mechanical rôle for the police, which is what ultimately gets reflected in the attitude of a policeman towards his job. Thus, in conditioning the attitudes of police personnel, the archaic Police Act of 1861, poses itself as one of the biggest handicaps. The fundamental legislation concerning the Indian police should envision a service-oriented, people-friendly and professionally-competent police, which conceives a positive and participative rôle for the citizenry in policing. To this end, legislation of a new Indian Police Act is sure to act as a catalyst to police reform since it will go a long way in changing the attitude of the police from being merely a mechanical tool of law enforcement to a vehicle of public service.

9.6. The proposed amendments in the Criminal Procedure Code and the Evidence Act, suggested for implementation, will considerably take care of the existing distrust between the police and the public. Improved trust will promote cooperation between the citizens and the police, which will improve police efficiency, by leaps and bounds. In the changed scenario, the state of alienation of the public from the police will yield place to a positive relationship, which is so very essential for the police to discharge its difficult internal security and order-maintenance rôles. The trust which the law will confer on the police will, it is expected, be reciprocated by the police in abundant measure.

9.7. The recommendations proposed for implementation also include those which address some of the major complaints of the public against the police, such as, the issues of non-registration of crime, unnecessary arrests, etc. Creating effective institutional mechanism to deal with public complaints and for audit of police performance will help in instilling greater confidence of the public in the police. These measures, along with the steps proposed for

weeding out the corrupt elements in the organisation, will greatly help the police earn the goodwill of the public.

9.8. The role of police leadership in ensuring efficiency and effectiveness of policing is of utmost importance. At present, in many States, as a result of excessive extraneous interference in the functioning of the police, the environment of policing gets vitiated. The police leadership has been, by and large, ineffective in checking this process. Arbitrary selection of Police Chiefs and whimsical transfers at various levels of police leadership, have a demoralizing effect on the police organisation as a whole. Unless taken care of, this, by itself, can prove to be a major impediment in the reform process.

9.9. The recommendation regarding State Security Commissions will help in insulating the police leadership from extraneous pressures and promoting transparency in police administration. With security of tenure and necessary mechanism for ensuring accountability, the police leadership should become more responsive to the needs of the public. This will also lead to higher levels of internal discipline within the police organisation.

9.10. In the proposed scheme, the officers who occupy higher echelons of police service would have risen through a rigorous system of selection, followed by pre-promotion as well as job-specific trainings. This can be expected to result in improving the professional standards of police leadership. Such a leadership will be able to command higher respect within the organisation as also greater acceptability outside - among other components of administration, criminal justice system, even social groups and the community at large. This will result in improving the overall police efficiency by creating a favourable 'boundary environment' for the police organisation, to discharge its functions.

9.11. Implementation of the recommendations proposed by this Committee will provide a conducive legal and institutional framework, for creating a favourable police image in the community. In such a framework, better-qualified, better-trained and better-motivated personnel at all the cutting-edge levels of the police will be able to overcome the traditional social barriers and forge a positive interface with the community at large. When such a police organisation is guided by a professionally-competent police leadership, accountable

to law and the people, and insulated from extraneous influences, it will certainly lead to changing the face of the Indian police, enabling them to win the people's respect.

CHAPTER -- 10

MAP FOR ACTION

10.1. Even though five important Committees, besides a National Police Commission, have examined the problems of the Indian Police system, from 1971 to 2003, no comprehensive action, with appropriate follow-up, on their recommendations has been taken till now. Only some attempts have been made at piecemeal corrections now and then, here and there. Though some States have implemented a few recommendations resulting in some improvement in the police infrastructure, salary, etc., the major recommendations crucial to police reforms remain yet to be implemented. Thus, the edifice of the Indian Police system finds itself tottering in the face of mounting multifarious threats emanating from social, economic, religious, political, etc., sources, compounded by the ever-growing expectations of the people. The demand of the times, therefore, is to take comprehensive steps to protect the edifice from collapsing.

Steps for Implementation

10.2. The following measures are, therefore, proposed by this Review Committee for implementation of the recommendations made by National Police Commission and other Committees on Police Reforms:

- (1) The Government of India should pay focused attention on the 49 recommendations identified by this Committee, and initiate concrete steps for their immediate implementation by all the States in the country.
- (2) Insofar as the police forces of the Union Territories are concerned, all the recommendations can be implemented straightaway by the Central Government themselves, under whom the Administrations of the U.Ts function directly. Such an initiative will provide a lead to the States and will have a catalytic effect on the process of police reform throughout the country.

- (3) Since the new Police Act, as visualised by National Police Commission, and endorsed by other Committees, can be a single major initiative towards police reform, immediate action should be taken by the Central Government for bringing about this legislation on top priority, in replacement of the existing Central legislation – the Police Act of 1861.
- (4) To ensure active involvement, support and cooperation of the States, in the process of implementation of these recommendations, efforts also will have to be made to evolve a political consensus in favour of police reform. For facilitating effective implementation of these recommendations and carrying forward the reform process, a wider consensus cutting across political lines, is absolutely necessary.

In this regard, the Inter-State Council, set up under Article 263 of the Constitution, could be used as an effective forum. As emphasised in the Report of the Group of Ministers on National Security, police reforms have a direct bearing on the maintenance of internal security of the country. It, thus, is a matter of "public interest" and a subject of "common interest for the Union and one or more of the States", as envisaged in Article 263(b) and (c) of the Constitution as part of the duties of the Inter-State Council.

Financial aspects of Implementation

10.3. Implementation of some of these recommendations will, no doubt, involve some additional financial burden. However, considering the immense significance of police reforms for not only promoting good governance but also for creating a more conducive climate for social and economic development of the country, this will be a small price to pay. In effect, it will be a minor investment in an all-significant step towards promotion of the people's faith in democratic governance of the country. Improvement in the functioning of the State police forces will also eventually reduce the Central Government's burden of providing assistance to the States in police-related matters, from time to time, besides strengthening the national security preparedness of the country.

Machinery for implementation and monitoring

- 10.4. (1) For effective implementation of these recommendations, with close monitoring, an administrative mechanism has to be evolved in the M.H.A., which will have to be headed by a sufficiently senior officer having the relevant background, expertise and experience in police matters. Necessary administrative support would need to be provided to this Unit.
- (2) This implementation and monitoring unit should ensure expeditious implementation of the recommendations in the Union Territories as also take up, for immediate implementation by the States, those recommendations which do not have any financial implications.
- (3) The implementation and monitoring unit should simultaneously work out the estimated expenditure for such of the recommendations, which involve financial implications, and the same should be considered by the Inter-State Council for sharing of financial burden between the Centre and States, where necessary, by suitably enhancing the Central allocation of funds under the scheme of Modernization of Police Forces, or otherwise.

Other emerging policing strategies useful for Police Reform

10.5. The charter of this Committee was limited to a review of the recommendations already made by all the previous Commissions / Committees, identify those recommendations which are not yet implemented, and suggest a course of action to implement the same. The Committee has strictly adhered to this brief and, hence, has not examined any issues of policing which are not already covered by the earlier Commissions / Committees. In this regard, it is pertinent to note that in recent times, some new strategies have successfully been experimented by police organizations in different parts of the world, which have helped them get closer to the community. These are variously christened as 'Community Policing', 'Proactive Policing', 'Policing by Objectives', 'Problem-oriented Policing', etc. This Committee has not gone into the efficacy of such strategies in the context of reforms of the Indian police. The Committee feels that

efficacy of such strategies in the context of reforms of the Indian police. The Committee feels that it may be worthwhile if such new policing strategies are got examined, for their relevance and utility for police reforms in the country, by an appropriate body. However, the implementation of the 49 recommendations suggested by this Committee, are fundamental to police reform and, therefore, these must be implemented urgently, without waiting for any additional inputs.

Taking care of Roadblocks

10.6. There are three major elements crucial for success of any reform process, which will, as well, need to be kept in view in the current endeavour of reforming the police system. These are :

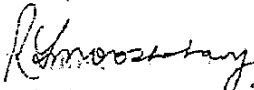
- (i) Total commitment of the top leadership – both political and professional – to the need for reform,
- (ii) Strategy to counter resistance to change from political, bureaucratic and other pressure groups and vested interests, and
- (iii) Taking care of obstruction against reform from status quoists within the organisation.


10.7. After all, reforming a system does not merely involve restructuring the legal and infrastructural frameworks in which the system operates. These will, at best, serve as vehicles for reform if, and only if, mindsets of all concerned also support the changes leading to reforms.

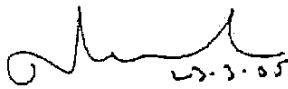
10.8. For the success of long-overdue reform process in the police system, the enlightened political leadership will have to surmount all such roadblocks, likely to be created by status quoists or vested interests within and outside the police system. This would require not only the political will and determination but a carefully structured strategy to muster support for the process from all the stakeholders.

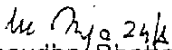
CONCLUSION

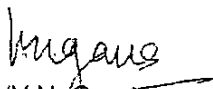
10.9. After its historic 'tryst with destiny', India has flourished as a vibrant democracy for more than half a century, while preserving its unity and integrity and surmounting many formidable challenges to internal security. The Police have played a stellar role in meeting these challenges. The Police can continue to counter the serious threats to national security from subversive and disruptive forces, only by garnering greater public cooperation and goodwill, for which the image of the police must improve. Alienation of the police from the public can be effectively exploited by fissiparous and other hostile forces, jeopardizing the unity, integrity and well being of the nation. In this scenario, police reform, which aims at creation of a people-friendly, service-oriented and professionally-competent police organisation, must receive the highest priority in the agenda of governance.

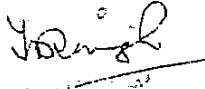

 (R.S. Mooshahary) 23/3/05
 Director General, B.S.F.

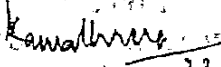

 (K.P. Singh) 23/3/05
 Additional Secretary (BM), M.H.A.


 (N.C. Joshi) 23.3.05
 Director General, BPR&D


 (Kanchan Chaudhry Bhattacharya)
 D.G. of Police, Uttaranchal


 (V.N. Gaur)
 Joint Secretary (Police), M.H.A.


 (Harminder Raj Singh)
 Joint Secretary (PM), M.H.A.


 (Kamal Kumar) 23.03.05
 Director
 SVP National Police Academy
 Member-Secretary

ANNEXURE - I

No. 11018/3/04-PM.II
Government of India
Ministry of home affairs
(Grih Mantralaya)

New Delhi – 110011, the 21st December, 2004

OFFICE MEMORANDUM

Whereas the Government of India is of the opinion that it is necessary to setup a Committee for going into the matter mentioned hereinafter: -

2. NOW, THEREFORE, a Committee of the following is, hereby set up: -

- (i) Shri R.S. Mooshahary, Director, NSG
- (ii) Shri K.P. Singh, Additional Secretary (BM), MHA.
- (iii) DGP, Uttar Pradesh*
- (iv) DG, BPR&D
- (v) Joint Secretary (Police), MHA
- (vi) Joint Secretary (Police Modernisation), MHA
- (vii) Director, SVPNPA – Member Secretary

**

3. The terms of reference of the Committee are as under: -

- (i) To review the recommendations of the previous Commissions and Committees set up on Police Reforms.
- (ii) To shortlist the recommendations which have not been implemented or partially implemented
- (iii) To recommend present course of action on the recommendations mentioned in (ii) above
- (iv) The committee will submit its report within one month.

4. Director, SVP National Police Academy, Hyderabad will provide necessary secretarial assistance to the Committee.

5. Director, SVP NPA Hyderabad may take assistance of the faculty at NPA as well as any other person to ensure timely submission of report.

Sd/-
(Harminder Raj Singh)
Joint Secretary to the Govt. of India
Tel.No. 23383827

* Could not participate in the proceedings due to preoccupations
** Smt. Kanchan Choudhry Bhattacharya, DGP, Uttaranchal was co-opted by the Committee as a member.

To

1. All Concerned
2. Copy to - PSs to HM/MOS(J)
PS to HS/SS(IS) All Additional Secretaries
JS(UT)/JS(CS)/JS(IS)/JS(J.I)/JS(J.II)
3. Copy for kind information to PS to Principal Secretary to PM/
PS to Cabinet Secretary.

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ANNEXURE - II

GISTS OF RECOMMENDATIONS OF THE REPORTS OF COMMISSIONS/ COMMITTEES ON POLICE REFORMS

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(1) National Police Commission	..	76
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NATIONAL POLICE COMMISSION, 1977-81

First Report

Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No Finance	Remarks
CHAPTER - II		CONSTABULARY							
2.17	Revision of promotional structure	The promotional structure within the police system should be radically revised to permit a smooth and quick promotional flow from the rank of Constable.		√		√			
2.18	Constables as Investigating Officers	In the revised set up a Constable would be thus looked upon as a potential Investigating Officer who would be entrusted with higher responsibilities in field jobs.				√			
CHAPTER - III		PAY STRUCTURE							
3.15	Pay of Constables	A rational pay structure for Constables in the police must be evolved.		√		√			Some improvement effected since then.
3.17	Constable - skilled worker	The Police Constable, both on the civil side and also the armed side, should be rated as 'skilled worker' for determining his pay structure.		√		√			
3.19	Day-off	There should be a strict system of giving one day off in a week by rotation among the constabulary in any working unit. Denial of this off day and compensating by paying extra allowance for that day is to be strictly discouraged.				√		√	
3.20	Additional leave to Constables and leave encashment	The obligation to work on other government holidays and inability to avail normal entitlement of leave every year should be compensated by entitling a Constable to 15 days additional leave every year.		√		√			Practice in some form now already in vogue in most states.
3.23	Over-time allowance	Overtime allowance for policemen may be straightaway fixed at 30% of his total emoluments including DA and CCA.		√		√			
3.25	Leave encashment	Leave encashment at retirement should be increased to 180 days in all States and this facility should also be made available in cases of retirement on any ground earlier than the date of superannuation.		√		√			Such provision already exists in some States.

Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No Finance	Remarks
3.26	Allowances for Constables	The conveyance allowance and washing allowance paid to the constabulary be raised.							for all employees.
3.27	Special qualification pay	A special qualification pay should be paid to policemen who acquire the following skills or technical/academic knowledge: (a) proficiency in driving and motor mechanism; (b) proficiency in handling wireless equipment for transmitting and receiving messages, etc.		✓		✓			
CHAPTER - IV		POLICE HOUSING							
4.4 & 4.5	Family accommodation	In future, excepting for the requirement of trainees in a training institution or some sections of armed police units, all ranks of non-gazetted police personnel be provided with family accommodation. The target of 100% family accommodation must be uniformly applied to all ranks of non-gazetted police personnel.		✓		✓			
4.18	Involvement of State Housing Boards	The association of State Housing Boards with Police Housing schemes, wherever possible. This arrangement would conveniently secure financial assistance from HUDCO.				✓		✓	
4.12	Police Station sanction to include housing	It would be a good arrangement, if in all future cases of sanction of police stations and outposts, the provision of residential accommodation for the police staff concerned is also settled simultaneously and all sanction orders are issued together.				✓		✓	
4.22	Prioritisation	In the future programme for construction of police housing, rural areas and metropolitan cities should be grouped together and be given first priority followed by other cities and towns in that order. As far as possible, police quarters be built in vicinity of Police Stations.				✓		✓	
4.23	HRA	The police personnel entitled to free accommodation should be fully reimbursed the actual house rent paid on their producing a certificate from their supervisory officer that the accommodation occupied by them is not more than what they are entitled to, under government rules.		✓		✓			
4.25	Police Housing	The minimum living accommodation for constabulary, i.e., Head Constables and Police Constables, should consist of two rooms, a kitchen and a bathroom.		✓		✓			

Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No. Finance	Remarks
4.26	Housing Loan	It would be appropriate in the present context for the government to aid police personnel in building small houses for themselves. The aid can be in the form of a housing loan repayable in convenient instalments.		✓		✓			
CHAPTER - V		SUPPLY OF ESSENTIAL COMMODITIES (FOOD PACKETS)							
5.8	Supply of essential commodities	Adoption of scheme for the police in all States for supply of some essential commodities to subordinate police officers at rates which remain fixed irrespective of the rise in price.		✓		✓			
5.9	Supply of food packets	When police personnel are required to remain on duty for more than 8 hours at a stretch without relief, arrangements should be made for the supply of food packets to them at their places of duty at government cost. This will be in addition to any daily allowance which they may be entitled to under the normal rules for the duty done that day.		✓		✓			
CHAPTER - VI		ORDERLY SYSTEM							
6.4 to 6.6	Orderly System	The orderly system as it exists at present be abolished. In lieu of this system, one Constable may be attached to an officer for attending to (1) petitioners (2) telephone calls, etc. A suitable monthly allowance for employing a private person to assist the officer in duties such as keeping his uniform, maintaining reception room, etc. may be additionally provided.		✓		✓			
CHAPTER - VII		MACHINERY FOR REDRESSAL OF GRIEVANCES OF POLICE PERSONNEL							
7.6	Police Associations	Guidelines regarding the formation and working of policemen's associations, as mentioned in the para may be followed by the States.				✓	✓	✓	
7.1.0	Joint Consultative Machinery	Immediate formation of a Joint Consultative Machinery in the shape of Staff Councils for the redressal of grievances of police personnel (at the district level and the State level) and also a scheme for compulsory arbitration.				✓		✓	

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Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No Finance	Remarks
7.37	Staff Council	The Staff Councils and the Joint Consultative Council as detailed above may be brought into being in the first instance through administrative orders. After gaining practical experience in working the scheme for sometime, they may be given a statutory cover by appropriate modification and additions to the Police Forces (Restriction of Rights) Act, 1966 and the rules framed thereunder.			√	√	√		
CHAPTER IX		RECRUITMENT TRAINING AND CAREER PLANNING							
9.1	Qualification of Constables	The educational qualification of Matric / SSLC should be the very minimum for a Constable recruit.				√		√	Already in vogue, in most of the States
CHAPTER X		MODALITIES FOR ENQUIRY INTO COMPLAINTS AGAINST POLICE							
10.14	Complaints against police - Special Cells	Need for a special complaint cell headed by a Deputy Superintendent of Police in each district to handle inquiries into allegations of police misconduct in which the normal hierarchical levels are likely to take a biased view for any local reason.		√		√			
10.15	Complaints against police - Special Cells	There shall be a similar cell working directly under each Range D.I.G. for handling inquiries...At the State headquarters, there shall be a special cell under a S.P. with supporting staff, working directly under the I.G of Police, to handle such inquiries which require attention at the State level.		√		√	√	√	
10.19	Mandatory Judicial enquiry	In regard to the following categories of complaints against police, a judicial inquiry shall be mandatory and be held immediately according to a set procedure described in the report: (1) alleged rape of a woman in police custody; (2) death or grievous hurt caused while in police custody; and (3) death of two or more persons arising from police firing in the dispersal of an unlawful assembly as defined in section 141 of the Indian Penal Code.				√		√	
10.31	Police Complaints Boards	A Police Complaints Board be set up at the State level to generally oversee the satisfactory implementation of the new scheme throughout the State.				√		√	

Second Report

Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept	No Finance	Remarks
	CHAPTER XIII	WELFARE MEASURES FOR POLICE FAMILIES							
13.5	Welfare fund	Set up a Welfare Fund by contributions from the police personnel, to be supplemented by adhoc grants from the government and to be sustained by recurring contributions and grants.		√		√			Already in vogue now in most States
13.5	Comments on Welfare work in ACRs of Officers	Work done in organizing welfare measures should be commented on in Annual Confidential Report of the officers concerned.				√	√	√	
13.7	Death in office	Financial aid to the families of policemen dying while in office should be: (1) Gratuity equivalent to 8 months of pay last drawn by the deceased. (2) Monthly pension to the family equal to the last pay drawn by the deceased till the date on which the deceased would have normally reached the age of superannuation (3) Ex-gratia grant Rs. 10,000/- as immediate financial assistance.		√		√			The amount of ex-gratia grant to be reconsidered now
13.8	Visit by doctor	Arrangements for home visits by a Government doctor should be made by authorising a small monthly allowance to him from Government funds.		√		√			
13.9	Treatment of retired personnel	Medical treatment in all police hospitals should also be extended to retired police personnel and their families.		√		√			
13.11	Welfare - education	(1) Free education to Wards of policemen upto high school standard (2) Children of policemen should get grant of Rs.50/- per annum per child in lump sum for purchase of books. (3) No fees to be charged in Government or Government aided schools. (4) Scholarships should be provided for vocational education. (5) There should be hostel accommodation. (6) Special scholarships for exceptional merit for university education.		√		√			Book grant amount to be fixed as appropriate now

Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No Finance	Remarks
13.13	Police education fund	Creation of separate police education fund in each State with the object of establishing at least one police school in each district headquarters, which could take in police children for education upto 12 standard, to be made of contributions from the police personnel themselves and supplemented and assisted by adhoc/recurring grants from the State government. Hostel accommodation for children of police personnel located outside the district headquarters should also be planned.		√		√			
13.14	Pensionary benefits	Pension papers to be finalized in good time, so that every policeman receives his full pension order along with the gratuity amount and other dues on the very day of retirement itself.					√	√	
CHAPTER XIV		POLICE ROLE, DUTIES, POWERS AND RESPONSIBILITIES							
14.46	Counselling	Counselling and warning should be deemed as legitimate police activities towards prevention of crime and recognised as such in law.	√		√	√	√	√	
14.50	Role of police to provide relief to persons in distress	The police should have a duly recognised service-oriented role to play in providing relief to persons in distress situations like those arising out of natural calamities like cyclones, floods, etc. The police should be trained and equipped properly to perform these service-oriented functions.	√		√	√	√	√	
14.51	New Police Act	A new Police Act may spell out the duties and responsibilities of the police to: (i) Promote and preserve public order; (ii) Investigate crimes, and where appropriate, to apprehend the offenders and participate in subsequent legal proceedings connected therewith; (iii) Identify problems and situations that are likely to result in commissioning of crimes; (iv) Reduce the opportunities for the commission of crimes through preventive patrol and other	√		√	√		√	

Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No Finance	Remarks
		<p>appropriate police measures;</p> <p>(v) Aid and cooperate with other relevant agencies in implementing appropriate measures for prevention of crimes;</p> <p>(vi) Aid individuals who are in danger of physical harm;</p> <p>(vii) Create and maintain a feeling of security in the community;</p> <p>(viii) Facilitate orderly movement of people and vehicles;</p> <p>(ix) Counsel and resolve conflicts and promote amity;</p> <p>(x) Provide other appropriate services and afford relief to people in distress situations;</p> <p>(xi) Collect intelligence relating to measures affecting public peace and crimes in general including social and economic offences, national integrity and security; and</p> <p>(xii) Perform such other duties as may be enjoined on them by law for the time being in force.</p> <p>Item (ii) above will give legal scope for police to be associated with the process in prosecution and have effective interaction with the prosecuting agency.</p> <p>Items (iii) and (v) will afford scope for police to be associated in a recognized manner with the other wings of the criminal justice system for preventing crime and reforming criminals.</p> <p>Items (ix) and (x) will facilitate the performance of service-oriented functions and will also recognise a counselling and mediating role for the police in appropriate situations.</p>							
	CHAPTER XV	POLITICAL EXECUTIVE OR EXTRANEIOUS INTERFERENCE							
15-38	Power of superintendence of State government	It would be appropriate to lay down that the power of superintendence of the State government over the police should be limited for the purpose of ensuring that police performance is in strict accordance with law.	✓		✓	✓		✓	

Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No. Finance	Remarks
15.40	No Intervention in investigative tasks of the Police	It may be projected as a fundamental principle governing police work that the investigative tasks of the police are beyond any kind of intervention by the executive or non-executive. Therefore, in the first place all the executive instructions issued by the government having a bearing on investigative tasks of the police may be scrutinized and either cancelled or modified to conform to the above principle.				√		√	
15.42	Role of Government vis-à-vis the police in preventive tasks and service-oriented functions.	The performance of preventive tasks and service-oriented functions of the police should be subject to the overall guidance from the government, which should lay down broad policies for adoption in different situations from time to time. There should, however, be no instructions in regard to actual operations in the field.				√		√	
15.43	Tenure of Chief of Police	The Chief of Police in a State be assured of a statutory tenure of office. Such a tenure will strengthen his position and enable him to stand up effectively against unhealthy pressures on the system. The tenure may be fixed as a period of four years or a period extending upto the date of his retirement or promotion in the normal course, whichever is shorter. This tenure should be put on a statutory basis by being included in a specific provision in the Police Act itself. It shall also be provided that the removal of the Chief of Police from his post before the expiry of the tenure shall require approval from the State Security Commission.	√		√	√		√	
15.45	Posting of Chief of Police	The posting of Chief of Police in a State should be from a panel of 3 IPS officers of that State cadre, prepared by a Committee of which the Chairman of the Union Public Service Commission will be the Chairman and the Union Home Secretary, the senior most among the heads of Central Police Organizations, the Chief Secretary, and the outgoing Chief of Police, should be members.	√		√	√		√	

Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept	No Finance	Remarks
15.46	State Security Commission	The constitution of a statutory commission in each State which may be called the State Security Commission which shall have the State Minister in charge of Police as the ex-officio chairman and six others as members. Two members shall be chosen from the State Legislature, one from the ruling party and another from the opposition parties. They shall be appointed to this commission on the advice of the Speaker of the State Legislature. The remaining four members of the Commission shall be appointed by the Chief Justice, subject to approval by the State Legislature, from among retired Judges of the High court, retired senior Government servants, eminent social scientists or academicians.	✓		✓	✓		✓	
15.48	State Security Commission Functions	The functions of the State Security Commission shall include: (i) Laying down broad policy guidelines and directions for the performance of preventive tasks and service-oriented functions by the police. (ii) Evaluation of the performance of the State Police every year and presenting a report to the State Legislature. (iii) Functioning as a forum of appeal for disposing of representations from any police officer of the rank of Superintendent of Police and above regarding his being subjected to illegal or irregular orders in the performance of his duties. (iv) Functioning as a forum of appeal for disposing of representations from police officers regarding promotion to the rank of Superintendent of Police and above, and (v) Generally keeping in review the functioning of the police in the State.	✓		✓	✓		✓	
15.56	Conduct Rules	Provision in the conduct rules prohibiting all government servants including the police personnel from being members of or otherwise being associated with any political party requires to be strictly enforced. Infringement of these conduct rules to be dealt by resorting to Article 311(2)(b) or (c) of the Constitution.	✓		✓	✓	✓	✓	

Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No Finance	Remarks
15.58	Protection against mala fide transfer/suspension	Provisions in the Police Act should be incorporated to specify the authorities competent to issue transfer/suspension orders regarding different ranks.	✓		✓	✓	✓	✓	
15.59	Transfer / suspension order	A rule may be laid down that every transfer/suspension order should also contain a brief paragraph indicating the reasons for the issue of the order.				✓	✓	✓	
15.60	Avoidance of oral orders	Oral orders to be avoided; if made, record of every oral order to be kept both by the issuing officer and the recipient officer in the relevant files.				✓	✓	✓	
15.62	Conduct Rules	Conduct rules applicable to police personnel of all ranks in the States may embody provisions similar to those in Rule 3(3) of the All India Services (Conduct) Rules which emphasise responsibility of a member of the service to act according to his own best judgement and not evade responsibility by seeking instructions from higher authorities.				✓	✓	✓	
15.63	Code of Conduct for Legislators	Ministry of Home Affairs may issue the Code of Conduct for legislators so that the elected representatives as also the general public at large may know and appreciate the requirements of ethics and propriety in important and sensitive matters.			✓			✓	
15.64	Primacy of Rule of Law	Every member of the police to swear or solemnly affirm a declaration embodying the primacy of the rule of law at the time of joining the police.					✓	✓	Already in vogue in most States now.
15.65	Training courses	Initial training courses and later in-service training courses for all police personnel should facilitate the growth of proper attitudes and sense of values on the part of the every police officer.					✓	✓	
CHAPTER XVI		GRAM NYAYALAYAS							
16.15	Gram Nyayalayas	New Courts called as "Gram Nyayalayas" be setup proposed at the grass root level.		✓		✓			
CHAPTER XVII		MAINTENANCE OF CRIME RECORDS AND STATISTICS							
17.5	Crime Records	Maintenance of Crime Records at the police station level and submission of periodic reports to district and State level should fit into a scheme of computerised maintenance of data/information at the State level/ National level.			✓	✓	✓	✓	

Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No Finance	Remarks
17.5	Merger of CFPB	The CFPB should merge with the NCRB to be located either in Delhi or in Hyderabad.			✓			✓	Already implemented.
17.5	Computerisation of Finger Prints	Computerisation of the Finger Prints, at the State level and National level, should be taken up on hand and completed within a reasonable time frame.		✓	✓	✓	✓		
17.5	Collators	One or more educated Constables to be specifically designated in every police station as Collators who will be responsible for maintenance of crime records at the police station, preparation of input forms in respect of all police computer applications.					✓	✓	
17.7	Prisoners Act	The existing Identification of Prisoners Act, 1920 should be replaced by a new comprehensive law which may be called "The Crime and Offender Records Act" which would facilitate the collection of wide ranging data and information regarding crimes and criminals.	✓		✓			✓	
17.8	Financial aid	The Government of India should continue financial aid in increasing measures to the States for installing computer in police communication and record systems and complete a time bound computerisation plan.	✓		✓	✓		✓	Being covered under MPF scheme already.

Third Report

Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No Finance	Remarks
	CHAPTER IX	POLICE AND WEAKER SECTIONS OF SOCIETY							
19.1	Redefining Weaker sections	Redefining weaker sections of society to consist of those subjected to social injustice and different forms of exploitation, so as to determine the special role and responsibilities of the police.				✓	✓	✓	
19.12	Special cells	Special cells may be set up in the Police Dept. in each State to look into all matters concerning investigation, prosecution, enquiries into complaints, collection of intelligence, and compilation of statistical data in relation to weaker sections.		✓		✓	✓		

Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No. Finance	Remarks
19.14	Staffing of district level Special Cells	District level cells to be constituted and staffed with senior and experienced officers from the Revenue, Police, Social Welfare, Education, Cooperation and Development Depts. within the district. A local accounts officer from the Local Fund Audit may also be associated to carry out the inquiry work. District level composite cell should be headed by a Sub Divisional Officer. Work to be overseen and supervised by a District Committee of which the District Collector could be Chairman and the SP, the Vice Chairman, with the District Social Welfare Officer and District Educational officer as members along with some interested members of the public.					✓	✓	
19.15, 19.17	Amendment to Sec. 155 CrPC to ensure effective police action	S. 155 of CrPC to be suitably amended to include effective police response to non-cognisable cases in order to (a) protect a member of weaker section of society from exploitation or injustice or (b) to prevent a possible breach of public peace that might result from absence of effective action on the complaint of a non cognisable offence which has the potential for generating public reaction with consequent repercussion on public order.	✓		✓			✓	
19.22	Need for legislation for allotment of land.	Separate comprehensive legislation to be enacted setting out the procedure for the allotment of residential and agricultural land to landless poor, particularly SC/ST, effective procedure for eviction of unauthorised occupants after allotment, police role in ensuring possession of land to be handed over to the rightful owner, redefining criminal trespass under S. 441.	✓		✓			✓	
19.23	Circulation of police responsibilities	PHQ of the States to periodically compile and circulate among the field officers a detailed note indicating the scope and responsibility of the Police for the investigation of specified offences under several Central and State Acts meant for the social uplift of the Weaker Sections of the society.					✓	✓	

Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No Finance	Remarks
19.25	Compensation	Adoption of the Tamilnadu scheme of awarding of Compensation through a Motor Vehicle Accident Claims Tribunal to victims of Motor Vehicle accidents resulting in death or serious injury to persons on the road.		√		√			Already in vogue now in most States
19.26	Compensation	Adoption of the Tamilnadu scheme on immediate cash relief/compensation for victims of accidents payable at the District level.		√		√			
19.29	Review of police response	State Security Commission to review the quality of police response to complaints from Weaker Sections in different situations.				√	√	√	
19.30	Staffing	No fixation of any rigid percentages for staffing the police system on the basis of caste or community. The composition of Police as a whole should reflect the general mix of Communities as exists in the Society.			√	√		√	
19.31	Weaker Sections	Sensitisation of Police personnel towards Weaker Sections, at different stages of training.					√	√	
CHAPTER XX		VILLAGE POLICE							
20.16	Village Chowkidar	To retain and strengthen the Village Chowkidar system through specified steps. Government to provide grant for purchase of cycles for use by members of village defence parties including the chowkidar and provide for cycle maintenance grant for the Chowkidar.		√		√			
20.28	Village Police System	To enact a legislation by a separate comprehensive Act by the State Govts to set up the Village Police system.	√			√		√	

Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No Finance	Remarks
	CHAPTER XXI	SPECIAL LAW FOR DEALING WITH WIDESPREAD BREACHES OF PUBLIC PEACE/DISTURBANCE OF PUBLIC ORDER							
21.18-21.35	Special law for violation of breaches of public peace	To enact a special law (comprehensive Central legislation) to deal with serious and widespread breaches of public peace or disturbance of public order. This special legislation would be invoked to a disturbed area whenever necessary. Sec. 151 Cr. PC to be amended to enable the police to get the arrested person remanded to custody for a period not exceeding 15 days as a preventive measure.	√		√			√	
	CHAPTER XXII	CORRUPTION IN POLICE							
22.9	Postings of SHOs/SPs	Postings of officers in charge of police stations to be the exclusive responsibility of the District SP. Chief of police should have the exclusive responsibility of selecting and posting SPs in charge of Districts.				√		√	
22.10	Compulsory Retirement	Provision in the Service Rules for compulsory retirement after 20 years should be resorted to without hesitation to weed out officers with corrupt reputation. A Standing Committee consisting of senior police officers and a senior representative from the State Judiciary or the Law Department of the State should assess the reputation.	√		√	√		√	
22.11	Amendment of Constitution	Art.311(2)(c) of the Constitution to be amended so as to facilitate the weeding out of corrupt officers in exceptional cases without the formality of an enquiry.	√		√			√	

Para.	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No. Finance	Remarks
22.12	Interaction & exchange of intelligence	There should be constant interaction and exchange of intelligence between the Chief of Police and the head of the State Anti-Corruption Bureau to identify officers of doubtful integrity. The conduct rules applicable to the State police personnel in different ranks may be suitably amended to incorporate a provision on the lines of Rule 16 (5) of the All India Services (Conduct) Rules, for obtaining a complete list of assets from a suspect officer.				✓		✓	
22.13	Manning of recruitment branches	Personnel manning the branches of recruitment and training should be specially selected with reference to their record of honesty, integrity and commitment to genuine police work and enable and encourage to function without interference. Procedures for recruitment to any level in the police (other than IPS) should not involve non-officials or functionaries outside the police departments.				✓	✓	✓	
22.14	ACR	A new column should be included in the ACR commenting upon the positive action taken by police officers to detect the corrupt elements under his charge and his effectiveness in dealing with them.			✓	✓	✓	✓	
22.17	Posting of ACB Chief	The posting of the head of the State Anti-Corruption Bureau should be from a panel of IPS officers of that State cadre prepared by a committee of which the CVC will be the chairman and the Secretary in the Department of Personnel and Administrative Reforms at the Centre, Director, CBI, the State Vigilance Commissioner (or in his absence the Chief Secretary of the State) and the existing head of the State Anti-Corruption Bureau will be members.			✓	✓		✓	
22.23, 22.25	Reduction in Arrests	ARREST-RELEASE ON BAIL-USE OF HANDCUFFS The number of arrests in police work to be reduced so as to reduce the scope for allied corruption. Sections 2 (c) and 2 (1) Cr.PC should be amended to remove the emphasis on arrest in the definition of cognizable and non-cognizable offences.	✓		✓			✓	

Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No Finance	Remarks
22.26	Amendment to Sec. 170 Cr.PC	Section 170 Cr.PC may be amended to remove the impression that it is mandatory to make an arrest in non-bailable cases. In the amended form, the section would also provide for taking security from an accused for appearance before the investigating officer or the court, without a formal arrest as such.			✓			✓	
22.28	Arrest - guidelines	Guidelines as laid out in this para may be adhered to. Departmental instructions may be issued to the effect that a police officer making an arrest should record the reasons for making the arrest in the case diary, thereby, clarifying his conformity to the specified guideline.					✓	✓	
22.29	Law commission recommendations	To implement the recommendations in the 78 th report of the Law Commission regarding release on bail	✓		✓	✓		✓	
22.31	Guidelines for use of handcuffs	Guidelines for the use of handcuffs on arrested persons should be issued and duly implemented.					✓	✓	
CONTINGENT EXPENDITURE IN POLICE STATIONS									
22.32	Provision of imprest in P.S	Police stations should be provided with adequate imprest amount to meet a variety of contingent expenditure in day-to-day work.		✓		✓	✓		Would involve only one-time sanction of imprest amounts.
CHAPTER XXIII: ECONOMIC OFFENCES									
23.8 & 23.9	Economic Offences Wing	A separate Economic Offences Wing may be set up in the State police headed by an officer of the rank of Additional IGP and staffed by officers drawn from the police, sales tax, transport, forest, excise, agriculture, supply and audit departments. The EOW may function under the over all charge of the head of the State CID.		✓		✓			Already in vogue now in many States
23.11	Training courses	Training courses to be organised by police training institutions for staff of EOW to upgrade knowledge and skills in investigation of economic offences.					✓	✓	

Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No. Finance	Remarks
23.13	Punishment for Economic Offences	Amendment to the EC Act, Drugs and Cosmetics Act, PFA Act etc. to be made to the effect that the minimum fine for an economic offence should not be less than the amount of the ill-gotten gains of the offender arising from the offence committed by him	✓		✓			✓	
23.14	Economic offences	The scope of the Smugglers and Foreign Exchange Manipulators (Forfeiture of Property) Act, 1976 may be enlarged to cover economic offenders also	✓		✓			✓	
23.15	Working of EOW	The State Security Commission to specially oversee the working of the EOW, assess the results achieved every year and make an annual report to be laid before the State legislature				✓		✓	
CHAPTER XXIV MODERNISATION OF LAW ENFORCEMENT									
24.4	Law enforcement	The State governments must give top priority in the allocation of resources to modernisation of law enforcement		✓		✓			
24.6	Modernisation of State Police	A central team to be constituted with representatives from the MHA, BPR&D and NICFS in order to visit the States once in two years and assess the actual ground position in regard to modernisation of State police. The quantum of Central assistance to the States to be decided accordingly			✓	✓			
24.7	Central assistance	The central assistance scheme to be further extended with substantial increase in allotment		✓	✓				Since already done
24.18	Wireless sets	Portable pocket sets should be provided to police officers on patrol duty		✓		✓			Scope covered under MPF scheme
24.20	Police Control Rooms	Control rooms with attendant patrol vans should be introduced in all cities with a population exceeding 1 lakh		✓		✓			
24.22	Police Radio Training Institute	Expansion of the Central Police Radio Training Institute and the enlargement of Directorate of Coordination (Police Wireless) to include a forward planning branch, pending consideration of MHA. May be decided and implemented		✓	✓				Present status and needs to be taken into consideration

Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No. Finance	Remarks
24.24	Investigation kits	Investigating officer's kit boxes presently lying in disuse in police stations should be brought up to date in their contents by localised arrangements and put to effective use.		√		√			
24.25	Crime scene vehicles	Scene of crime vehicles may be developed and made available in all district headquarters and other important towns.		√		√			Scope covered under MPF scheme and XI FC Grants
24.26	Forensic science laboratories	Two more Central Forensic Science Laboratories may be established, one in the Western region and another in the North-Eastern region.		√	√				
24.28	Regional laboratories	Regional Laboratories may be established to handle certain types of tests, which frequently arise in the normal crime work of the State. These regional units may have staff and equipment to deal with chemicals (including alcohol), toxicology, documents and photography.		√		√			Scope covered under MPF Scheme
24.30	Research study	The ultimate results achieved by the research studies under the Research Fellowship Scheme of the Ministry of Home Affairs should be properly followed up and documented in the Institute of Criminology and Forensic Science.			√			√	
24.32	Finger Print Bureaux	Single Digit Finger Print Bureaux should be developed in all district headquarters. The Single Digit Bureaux and the State level Finger Print Bureau should all function under the fold of the State Forensic Science Laboratory set up which in turn should be under the administrative control of the Inspector General of Police.		√		√			
24.34	Setting up of Central Forensic Science Service	A Central Forensic Science Service may be set up with a cadre structure designed to provide personnel for the science wing in the staff of the Bureau of Police Research and Development, Institute of Criminology of Forensic Science, National Police Academy, Central Detective Training Schools, Units of the Government Examiner of Questioned Documents, Central Finger Print Bureau and all Central Forensic Sciences Laboratories.	√		√			√	

Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No. Finance	Remarks
24.35	Financial aid to States	The existing scheme of Central financial aid to the States for a phased programme of installing computers for police use may be continued to cover all the States very early and meet the requirements of the State Crime Record Bureau and National Crime Record Bureau.		✓	✓				Scope covered under MPF scheme
24.37	Grants / loans	Grants / loans on easy term to be provided to police personnel for equipping themselves with some kind of transport.		✓		✓			
CHAPTER XXV			SCRIPTORY WORK IN POLICE						
25.3	Use of GD	Police Manual should be revised to limit the entries in the Station General Diary to the purpose spelt out in the proposed Police Act instead of using it as a general purpose register.	✓			✓	✓	✓	
25.7	Action on anonymous complaints	State Governments may ensure that no action should be taken on anonymous or pseudonymous complaints in keeping with the existing instructions in the Central Government.				✓	✓	✓	
25.8	Statistical cell	A small statistical cell may be constituted at the State PHQ to compile information from the material already available in Police Hqs. whenever required for answering Parliament or State Legislature questions, without making unnecessary references to the subordinate units in the field.					✓	✓	
25.11	Sanction of staff	Adequate staff should be sanctioned for the police to handle the scriptory work arising from having to furnish copies of prosecution documents to the accused u/s 173 (7) Cr.PC.		✓		✓			
25.12	Secretarial assistance	The supervisory ranks in the police hierarchy, particularly at the level of Inspectors and Sub-divisional Officers who do not have a full fledged office to give them ministerial assistance, should be provided with adequate stenographic assistance for expeditious handling of their scriptory work.		✓		✓			

Para.	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No Finance	Remarks
25.13	Mechanical Aids	Mechanical aids like typewriters and tape recorders or loans / grants / monthly maintenance allowance should be provided at the police station level. The State Police agencies may implement a system of payment of typewriting allowance to the investigating staff as is in vogue in the CBI.		√		√	√		
25.14	Separate Government press	Adequate supply of the standardised forms and registers for police use should be ensured by developing a separate press for the police department if the government press is found unable to cope with the requirements.		√		√	√		

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Para.	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No Finance	Remarks
	CHAPTER XXVII	INVESTIGATION							
27.6	Sec. 154 Cr.P.C. Registration of FIR	Amendments to the Sec 154 CrPC mandating: (1) Ascertain adequate information from the complainant (2) Registration of FIR to be made mandatory irrespective of jurisdiction. (3) Recording of FIR in constituent units of police stations.	√		√			√	
27.7	Restructuring of Police	Restructuring of police hierarchy to increase the number of Investigating Officers.		√		√			
27.8	Investigation	Provisions to improve the quality and quickness of investigation at PS level by proper supply of stationery and other infrastructure facilities including computerisation of PS.		√		√			
27.9	Enabling Police to conduct identification parade	Amendment to Sec 37 CrPC for conducting identification parade by police as an aid to investigation.	√		√			√	

Para.	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No. Finance	Remarks
27.10	Witnesses	Witnesses to be examined near the scene of crime					√	√	
27.11	Sec 161 CrPC	Amendment to sec 161 CrPC for examination of the witnesses in isolation	√		√			√	
27.14	Witness Statement	Recording of statement of facts by the IO, in third person, during the course of investigation. Section 162 CrPC should be amended for this purpose.	√		√			√	
27.18	Statement of Witness	A copy of the statement recorded by the IO to be given to the witness, if desired. Amendments to Sections 161, 162 Cr.P.C for this purpose.	√		√			√	
27.20	Sec 172 CrPC - Case Diary	Amendment to Section 172 CrPC to simplify the case diary	√		√			√	
27.21	Sec 100 CrPC - Search	Amendment to Section 100 CrPC to facilitate the admission of search list as evidence, without calling search witness to court.	√		√			√	
27.22	Sec 102 CrPC - Property seized by police	Amendment to Section 102 CrPC for giving greater discretion to the police for release of seized property.	√		√			√	
27.23	Case property	Prompt return of case property after disposal of the case in the court through departmental instructions.				√	√	√	
27.25	Arrest	Additions of Section 50 A in Chapter V, CrPC for intimation of arrest.	√		√			√	
27.26	Third Degree Method	Remedial measures/mechanisms to contain third degree methods in police working.			√	√	√	√	
27.27 & 27.28	Sec 167 CrPC - Remand to Police Custody	Deletion of subsection (3) & (4) of Sec 167 CrPC and addition of new subsection (3) to facilitate remand to police custody. Amendment to Sec 167 CrPC to facilitate remand by Executive Magistrate.	√		√			√	
27.32	Spl. Police Stations	Section 2 Cr.P.C. may be amended to facilitate establishment of special police stations to deal with particular cases or classes of cases.	√		√			√	
27.33	Sec 26 & 27 IEA - Value of confessions	Deletion of sections 26 and 27 IEA and substitution of a new section in IEA to facilitate the proof of confession recorded by any authority in course of any judicial proceedings.	√		√			√	
27.35	Supervision of Investigation	Linkage of quality of supervision of crime investigation to career advancement of the supervisory ranks.				√	√	√	

Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No. Finance	Remarks
	CHAPTER XXVIII	COURT TRIAL							
28.7	Traffic Offences	Adoption of ticketing system for on-the-spot disposal of traffic offences.	√			√		√	
28.8	Compounding	Amendment of sec 173 CrPc for compounding of cases at investigation stage.	√		√			√	
28.10 & 28.11	Withdrawal of cases	Withdrawal of pending cases after periodic review. Periodical review to be conducted by the SP/SDPO for withdrawal of pending cases.				√	√	√	
28.17	Sec 260 CPC - Summary Trial	Amendment to Sec 260 CrPC for making Summary Trials mandatory	√		√			√	
28.2	Pleading guilty	Pleading guilty by written communication - availing the provision of Sec 206 CrPC	√		√			√	
28.23	Expert Evidence	Amendment to Sec 293, 296 CrPC to facilitate easy evidence of experts.	√		√			√	
28.24	Appearance of Public Servant	Amendment to Sec 256 Cr.P.C. to avoid appearance of public servant, figuring as a complainant, in his official capacity in court	√		√			√	
28.29, 28.30, 28.31	Sec 321 & 397 - Withdrawal of Cases	Withdrawal of prosecution - Amendments to Sec 321 and 397 CrPC.	√		√			√	
28.32	Withdrawal of Cases	Information to the State Legislature regarding withdrawal of Session Trial cases - mandatory				√		√	
28.35	Probation officers	Private persons as Probation Officers - Amending Sec 13 of the Probation of Offenders Act.	√		√			√	
28.36	Probation	IO to mention about the probation work in his final report to the court.				√	√	√	
28.38	Children Act	Setting up of institutions as per the Children Act.				√	√	√	Now as per provisions of the Juvenile Justice Act, 2000.

Para.	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No Finance	Remarks
28.39	Juvenile Crime	Establishment of juvenile crime squads					√	√	Now as per provisions of the Juvenile Justice Act, 2000
28.40	Juvenile Crime	Abetment of juvenile crime by adults should be specially dealt with by addition of a separate section to Chapter V of IPC.	√		√			√	
28.42	Commission	Setting up of Criminal Justice Commission at Centre and States.	√		√	√		√	
CHAPTER XXIX		PROSECUTING AGENCY							
29.06	Prosecutors	Specialised cadre of Prosecutors and regular career structure for entire State.		√		√			
29.08	Legal Adviser	Role of Prosecuting staff as legal adviser to police on any matter. Amendment to CrPc in this regard.	√		√	√		√	
29.09	Prosecution	Creation of Director of Prosecution and Regional Directorates for meshing up with the police setup at various levels.				√	√	√	
29.17	Prosecutor	Amendment to Section 25 CrPc to enable the placement of the Prosecuting cadres under the administrative purview of the Chief of Police.	√		√			√	
CHAPTER XXX		INDUSTRIAL DISPUTES							
30.04	Industrial/Labour disputes	Establishment of special cell in the Intelligence Branch of SP office and State CID to monitor industrial/labour disputes.					√	√	
30.11	Strike	Security of vital installations - police actions				√	√	√	
30.16	Trespass	Flash strikes/Sit-in strike - police action				√	√	√	
30.18	Gherao	Police to treat Gherao as a cognizable offence.	√		√	√		√	
30.19	Strikes	Preventive action by the police as per sec. 149 Cr.P.C in handling Gheraos and sit-in strikes.				√	√	√	
30.20	Strike	Withdrawal of criminal cases during strike period shouldn't be done without due consideration.				√		√	

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Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No Finance	Remarks
30.22	Police action in dealing with strikers in essential services	Police action while dealing with strikers in an essential service. - To keep the essential services going. Preventive action against organizers. Prompt registration of cases Protection to loyal workers Protection to fresh recruits				√	√	√	
		CHAPTER XXXI: AGRARIAN PROBLEMS							
31.13	Agrarian dispute	Setting up of special agencies at district level to adjudicate on matters arising from agrarian disputes.				√		√	
31.15	Land disputes	Preventive action by the police in land disputes.					√	√	
31.19	Rural Policing	Spread of police network in rural areas.		√		√	√		
		CHAPTER XXXII: SOCIAL LEGISLATION							
32.11	Cognizability	Extending conditional cognizability at the stage when the police register a case and commence investigation to reduce the scope for harassment and corruption.	√		√			√	
32.12	Social laws	Categorization of social laws -nature and extent of police involvement in the enforcement of each group.	√		√	√		√	
32.13	Social laws	Group I - Laws related to marriage, divorce, adoption etc- Police should have no role at all in the enforcement of these laws.	√		√	√		√	
32.14	Social laws	Group II - Laws related to dowry, discrimination against women, begging, vagrancy- Police role should be limited to intervention where public order issues are involved.	√		√	√		√	
32.15	Social laws	Group III - Laws related to prohibition, etc- Greater role for Police	√		√	√		√	
32.16	Social laws	Group IV - Laws related to gambling, lottery, betting, etc- Police cognizability should be limited to those which have a public order aspect. Other offences may be made cognizable only on a specific complaint from affected party.	√		√	√		√	
32.17	Social laws	Group V - Laws related to Protection of Civil Rights, etc - Police should be fully involved in the enforcement of these laws.	√		√	√		√	

Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No Finance	Remarks
32.18	Conditional cognizability	Arrest by police not necessary in cases of conditional cognizability.	√		√			√	
32.19	Social Legislations	Amendments to social legislations/laws for conditional cognizability by social welfare departments in consultation with State police.	√		√	√		√	
32.21	Social Legislations	Special police squads to oversee effective implementation of specific social legislations especially in urban areas.		√		√	√		
CHAPTER XXXII		PROHIBITION							
33.11	Amendments to laws	Prohibition - Amendments to laws to facilitate effective enforcement	√			√		√	
33.13	Review of policy	Review of the prohibition policy in general and the structure of prohibition law in particular.	√			√	√	√	

Fifth Report

Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No Finance	Remarks
CHAPTER XXXV		RECRUITMENT OF CONSTABLES							
35.05	Recruitment at two levels - Constable and IPS	Limit the recruitment to the police to two levels viz. (i) Constables and (ii) Indian Police Service. Recruitment to other levels to be eliminated in a phased manner.			√	√		√	
35.06	Psychological tests	Psychological tests for weeding out those with lack of requisite qualities for police should be properly developed and introduced in recruitment of Constables.				√	√	√	
35.07	Police Cadet Corps	A 'Police Cadet Corps' should be established for creating interest among the youth in police work.		√	√	√	√		An idealistic suggestion perhaps.

Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No. Finance	Remarks
35.08	Minimum educational qualification	Minimum educational qualification for recruitment as Constables in Armed Police and Civil Police should be High School pass in all States / UTs. Bonus marks to be given to candidates with higher qualification.				√	√	√	Already in vogue now, in most States
35.10	Age of recruitment	Age for recruitment to be from 17 to 21 with normal relaxation of upper age limit for reserved categories.				√	√	√	
35.13	Physical efficiency test	Physical Efficiency Test to form an essential criterion for recruitment.				√	√	√	
35.16	District level recruitment	Recruitment for constabulary should be done at the district level to ensure adequate representation for every district in the police.				√	√	√	
35.20	Recruitment Selection Board - viva	A Selection Board consisting of the DIG as the Chairman assisted by a SP from one of the districts, an SP incharge of an armed battalion, a Sociologist or head of a local school and, wherever possible, the Head of the Police Training School of one of its senior instructors, should be constituted to test the candidate on his personality, comprehension, oral expression, temperament and response, social consciousness, etc.				√		√	
35.21	Recruitment Selection Board - physical	The same Selection Board coupling a Medical Officer, Physical Instructor, and the District SP, Dy.SP should evaluate the physical standards of the candidates.				√		√	
35.22	No written examination	Written examination for recruitment should be done away with and the marks of High School examination should form the basis in the final merit list.				√		√	May not be desirable in current times
35.24	Recruitment of Sub-Inspectors	Recruitment of Sub-Inspectors: Following criteria to be followed: (1) Minimum - Graduate degree from a recognised university (2) No Special weightage to Post Graduates (3) Age limit - 20 to 23 with relaxation for reserved classes (4) Physical standards applicable to be same as that of Constables				√		√	

Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No. Finance	Remarks
35.30	Competitive Examination - Service Selection Board	(1) Recruitment through competitive examination by the State Public Service Commission (2) A Service Selection Board (as in the defence forces) to be constituted with a member of State Public Service Commission as Chairman assisted by (i) IG or his representative (3) Senior Police Officer /IC of training or head of State Training College (4) Sociologist or academican (5) Personnel management expert or behavioural scientist or an officer from another department				√		√	
CHAPTER XXXVI TRAINING OF CIVIL POLICE									
36.28, 36.31, 36.32	Financial and other support by Central Government	(i) The Central Government should undertake the lead role in implementation of improvement in training facilities in States (ii) Centre to bear the recurring cost of these training institutions in a staggered manner (iii) Centre to develop parameters of psychological tests with the help of Ministry of Defence (iv) In-service and refresher courses should be attended compulsorily by officers. (v) Training reserves to be provided to fill posts of officers deputed for training			√	√	√		
36.39	Training of Constable as IO	The Constable, who is a potential Investigating Officer should be given training in investigation				√	√	√	
36.52	Degree Certificate in Police Sciences	A degree/diploma certificate in Police Sciences to be awarded on passing of departmental examination on promotion. The course content for the SI (promoted from the ranks) should be designed accordingly. Each academy should be declared as a Centre of Education in Police Sciences.			√	√		√	

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Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No Finance	Remarks
	CHAPTER XXXVII	DACOITS							
37.09 & 37.10	Proclaimed offender - Punitive Provisions	Proclamation for person absconding. S.82 Cr.PC to be amended to include a clause declaring persons accused of serious offences relating to murder, kidnapping, robbery, dacoity, arson, house breaking where death/grievous hurt takes place etc. as proclaimed offender if he fails to appear at the specified place and time mentioned in the proclamation. Further, S.174-A to be added to the IPC as a punitive section for failure to appear at specified place and time by a proclaimed offender.	✓		✓			✓	
	CHAPTER XXXVIII	ARMS ACT							
38.01 to 38.23	New Arms Act	Arms Act, 1959 to be replaced by a New Arms Act to control the proliferation of illegal firearms and ammunition. The New Arms Act must incorporate the following provisions: (1) Sale of arms and ammunition to be restricted to government agencies. (2) Arms Act and its operation to be the exclusive responsibility of the Central government (3) State Governments to only exercise powers delegated by Central government (4) Setting up of a Central Board to review the issue of arms and other licenses and check on the manufacture, sale, purchase and distribution of arms, ammunition and explosives. (5) Discretionary powers to refuse licenses to be included to replace Section 13 (3) of Arms Act, 1959. The words 'shall grant' to be replaced by 'may grant'. (6) Restriction on number of firearms and quantity of ammunition held by one individual (7) Officers in charge of police station to be invested with powers to conduct or cause a search of premises or recovery of arms etc. (8) S.Is and above to be empowered to check gun licences for annual verification and upon suspicion.	✓		✓	✓	✓	✓	

Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No Finance	Remarks
		<p>(9) Special task forces to be constituted to unearth illicit arms</p> <p>(10) A distinction to be made between inadvertent violation of law and rules and deliberate disregard or breach of law, and punishment awarded accordingly</p> <p>(11) Minimum sentence of one year to be prescribed in conviction for serious offences</p> <p>(12) Punishment of 3 years prescribed in Section 25 (1) b, c, d, e, g, I and J to be enhanced to 7 years and constitute a new Section 25 (A)</p> <p>Punishments of 6 months and 3 months imprisonment prescribed in Section 29 and Section 30 to be enhanced to 7 years and one year respectively with fine</p>							
	CHAPTER XXXIX	DISTRICT POLICE AND EXECUTIVE MAGISTRACY							
39.42	SP/DM hierarchy	<p>The list below includes some of the major areas, which subordinate the police and the SP to the DM which prevails in a few States. They serve no administrative purpose and should be done away with:</p> <p>(a) The DM initiating the Annual Character Roll of the SP</p> <p>(b) The DM commenting on ACRs of subordinate police officers particularly officers in charge of the police stations</p> <p>(c) Posting and removal of officers with the prior approval of the DM</p> <p>(d) The disposition of the police force within the district and its movement outside the district with the DM's approval</p> <p>(e) DMs authority to countersign TA bills, grant of casual leave to SP and insistence on the SP taking prior approval before leaving the headquarters</p> <p>(f) Proposals of building programmes, opening of new police stations, creation of additional strength of police force to be routed through the DM</p> <p>(g) The inspection of police stations by the DM and subordinate magistrates</p>							

Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No Finance	Remarks
		(h) Submission of a number of periodic reports about crimes in the district to the DM							
39.52	Certain Powers to vest in police officers	All powers relating to the removal of nuisance, the regulation and control of processions and other public activity, and powers of appointing special police officers should vest in police officers. Powers of licensing, in any matter where the licensing will affect public order in a substantial manner, such as the Indian Arms Act, the Indian Explosives Act, the Motor Vehicles Act, should also vest in police.	✓		✓			✓	Through specific provisions in the new Police Act
39.53		Powers under Section 144 CrPC, powers of disposing of cases under sec 107 CrPC, powers of externment of certain categories of persons, should be vested in SP.							
39.54	Amendments to Police Act	Amendments to Section 4 of the Police Act 1861 for the purpose of efficiency in general administration of the district. All the provisions in the State Police Acts, which would be contrary to the proposed amended sections of the Police Act, would need to be deleted.	✓		✓			✓	
	CHAPTER XL	CODE OF BEHAVIOUR							
40.01, 40.02, 40.03	Code of Behaviour	Code of behaviour for police officers to be redefined and training institutions should ensure that police personnel imbibe the code of behaviour in letter and spirit.			✓	✓	✓	✓	
	CHAPTER XLI	POLICE - PUBLIC RELATIONS							
41.17	Focus of training	The substantive message of training programmes in police should be: (1) That the police is a service dedicated to the protection of the common citizen and it is a force against the elements of lawlessness and disorder (2) That they are part of a democratic society and that citizens have a right to organise and express themselves; dissent on the part of the citizen is not to be construed as a threat to law and order unless there is a breach or apprehension of breach of the peace (3) That policemen are in the business of extending help and affording satisfaction to the people so that when they are approached for help their attitude should be to decide how best they can render the help sought and				✓	✓	✓	

Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No Finance	Remarks
		not, how, through subterfuge of law and regulation, they can evade their legitimate responsibility.							
41.31	Improving looks of Police Stations	Police Stations to be renovated with adequate civic amenities for visitors to make it more approachable and less forbidding.		√		√	√		
CHAPTER XLII		WOMEN POLICE							
42.01 to 41.13	Women Police to become Integral part of Police	Women police to become an integral part of the police organisation with special role in juvenile / gender crime.				√	√	√	
42.14	Gender Mainstreaming	Mainstreaming of women police into all areas of police work to be effected.				√	√	√	
42.15	Increase recruitment	Women police need to be recruited in much larger numbers than at present, preferably in the ranks of ASIs or SIs of police. Residential accommodation/rest rooms for women police near the place of work.		√		√	√		Included already in the scope of XI F.C grants to an extent.
42.17	Women police merged with regular police	Women police should not constitute a separate branch of the police with recruitment and promotion confined to women in that branch only.				√	√	√	

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Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No Finance	Remarks
CHAPTER XLIV		POLICE LEADERSHIP - THE INDIAN POLICE							
44.14-44.16-44.20-44.22	IPS/IAS parity	Quality of recruitment, pay, emoluments and career prospects of IPS to be at par with the IAS in order to attract the best in the service and compensate for the handicaps and drawbacks inherent in the police service.			√			√	
44.23	Allotment of services based on aptitude	Officers be assigned services based on aptitude and suitability, examined after the foundation course and subsequent specialised interviews to provide for psychological tests.			√			√	

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Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No Finance	Remarks
44.24-44.27	Recruitment quota	<p>Filling of vacancies in the IPS:</p> <p>(1) 50% direct recruitment through UPSC Examination</p> <p>(2) 16 2/3 % of total vacancies to be filled by Limited Competitive Examination conducted by UPSC, open for all police officers, even of the CPOs, of the age group prescribed 30-35 yrs and minimum of 8 yrs service</p> <p>(3) Remaining 33 1/3 % to be filled by promotion of DySPs from the State Service</p>	✓		✓			✓	Promotion Quota for State DySPs already raised to 33 1/3 %
44.31	Rank wise -Pay parity with IAS. Promotional exams	<p>(1) Pay of DIG equal to Commissioner, IG to Additional Secretary and DG to Secretary to Government of India.</p> <p>(2) Promotions to higher posts based on performance in courses, evaluation of ACR, interview by UPSC and assessment of physical fitness</p>			✓			✓	
44.33 (1)	Central selection Panel	Creation of Central Selection Panel for the post of DIG and IG to ensure uniformity of prospects within IPS			✓	✓		✓	
44.33 (3)	No home State cadres for IPS	All directly recruited IPS officers and those through recruited Limited Competitive Examination to be allotted cadres other than their home State	✓		✓	✓		✓	
44.33 (4) - (5)	Mandatory Central Deputation, other organisations	<p>(1) Each police officer should work with the Centre for 3-5 years</p> <p>(2) IPS officers to work with jobs within and outside the police organisation to broaden their outlook</p>	✓		✓	✓		✓	
44.33 (7-8)	Cadre management	Cadre management of IPS officers, both at the Centre and the State should be done by Committees which should have IPS officers in it.			✓	✓		✓	

Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No Finance	Remarks
44.35	2. Central IPS cadres For CPFs	(1) Two Central cadres to be formed - one for the BSF, CRPF, ITBP and other such organisations and the second of IB, RAW, CBI and the like (2) IPS officers to be allotted to these cadres (3) IPS officers of these cadres to go on deputation to the States and officers of the States to come on compulsory deputation to these organisations (4) CPOs to have three sources of filling up vacancies, namely, IPS officers allotted to the cadre, IPS officers on deputation and from lateral entry from army, engineers, etc.	✓		✓			✓	Creation of avenues for CPO Officers into the IPS would go a long way in providing an integrated structure to the Internal Security apparatus of the country.
CHAPTER XLV									
TRAINING AND CAREER DEVELOPMENT OF IPS OFFICERS									
45.7-45.10	Basic Training	(1) Basic training of IPS officers should be spread over 5 years, alternating between Basic course at NPA and on-the-job field training. (2) Training to include Foundation Course at LBSNAA, Civil Defence, Basic Course at NPA, Army attachment, State PTC, work as Constable, SI, attachments with the various wings of the police and then SHO of rural PS, followed by review course at NPA, SHO, etc.			✓			✓	Recommendation already implemented to a considerable degree
45.13	Compulsory Training	All promotions to SP, DIG and IG only after compulsory training courses, followed by examinations and objective selection process.			✓	✓		✓	
45.15	Senior Management Course	After completion of 15-18 yrs of service, officers to do a 5-month Senior Management Course at NPA for next promotion.			✓			✓	
45.16	Top Level Management Course	For promotion to IG, officers to undergo Top Level Management Course after which they undergo an exam conducted by a Selection Board headed by Chairman UPSC.			✓			✓	
45.19	Promotion exam	Those officers who do not qualify in the examination for the promotion of DIG and IG shall be given two more attempts to pass, failing which they will be compulsorily retired.			✓			✓	
45.20	Centre of Higher studies	To run these promotional and specialised courses, a Centre of Higher Studies be opened in NPA.		✓	✓				

Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No Finance	Remarks	
CHAPTER XLVI		POLICE AND STUDENTS								
46.19-21	Minimal use of Force	Police to use force to the minimal and only when necessary								
46.22-23	Liaison with Head of University	Police may inform the head of the institute before entering for any purpose, like prevention of crime, maintenance of law and order and on request of the university administration.					✓	✓		
46.27	Campus agitation, L&O problem	Police to deal with student agitations outside the campus as any other law and order problem and deal with it accordingly.					✓	✓		
CHAPTER XLVII		COMMUNAL RIOTS								
47.20-64	Handling Communal riots	<p>Suggestions:</p> <ol style="list-style-type: none"> (1) Separate Intelligence cell in district and State for analysis of available information. (2) Strict vigilance to be kept on day-to-day living problems. (3) Collection of intelligence by uniformed policemen to be reactivised. (4) Rehearsals of riot drill. (5) Preventive actions, normal beat patrolling, preventive arrests, increased police presence, etc. be taken alongside action under Sec. 107 Cr.P.C. (6) Police to have up-to-date records of criminals and trouble makers and keep surveillance on them. (7) Enlisting public cooperation. (8) Dissemination of correct information to the public through all available means. (9) Stringent action on small acts of lawlessness. (10) Strong action when riots break out. (11) Strong action against shirkers in police. (12) Manning of control room. (13) Proper investigation of riot cases. (14) Special courts for trial. (15) Compensation to the sufferers. (16) Rehabilitation of victims. (17) Adequate use of Home Guards. 								

Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No Finance	Remarks
	CHAPTER XLVIII	URBAN POLICING							
48.5	Computerisation	Computerisation of crime records, especially of vehicles and antecedents of persons of doubtful characters		✓			✓		
48.12	Police Commissionerate System	Police Commissionerate system for large cities (of population of 5 lakhs or more, or otherwise important) which offer more opportunities for crime and are prone to spontaneous explosion of law & order situations, calling for quick response.	✓	✓		✓	✓		
48.20	Police Public Relations	Police Public Relations officers to be posted in big cities		✓		✓	✓		
48.7 - 48.24	Effectiveness of Urban Policing	<p>Requirements for effectiveness:</p> <ol style="list-style-type: none"> (1) For every city, a triennial assessment of manpower be done as additional duties are constantly being given to the police (2) Patrol cars and flying squads (3) Better communication systems - all PSs and OPs to have telephone lines and VHF sets (4) Scene of crime vehicles and investigation kit boxes (5) Modern Control Rooms (6) Adequate anti-riot equipment to the force (7) Good Police Station premises with accommodation and reception facilities (8) Urban policemen to be trained in quick response, use of sophisticated equipment and to withstand stress (9) Investigation of minor offences to be given to the Constables too (10) SSP, City SP, senior SHO could be posted in big cities (11) Separate I/O and investigation wing under the SHO to function (12) Special squads for investigation of homicide, auto theft, burglary, economic offences, robbery, dacoity and kidnapping (13) Use of women police force (14) Special Branch for bigger urban centres, to also look after the security of installations (15) Smaller but more PS in urban centres to quicker 							

Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No Finance	Remarks
		response and better registration of crime (16) Too much use of patrol cars to be avoided as it makes the police more impersonal and also expensive. (17) New colonies that are planned in cities should have adequate space earmarked for creation of PS and its staff quarters							

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Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No Finance	Remarks
CHAPTER I									
ORGANISATION AND STRUCTURE OF POLICE									
50.2 - 50.09	Police Stations	Strengthening of police station for better satisfaction of public expectations Integrity, professional competence and impartiality of police station staff to be improved.		√		√	√		
50.10 - 50.21	Restructuring of Police Stations	Restructuring of PS (1) Jurisdiction of rural police stations to be delimited, made more compact and manageable - suggested area is 150 sq km for a rural PS. (2) Not more than 60,000 population for an urban PS; (3) Exclusive PS for urban areas, not a mix of rural and urban areas (4) Review of PS jurisdiction be done every 10 years (5) PS having more than 900 annual crime figures to be headed by a DySP (6) Police outposts to be minimal, but created in far-flung areas.		√		√	√		
50.22	Separation of Investigation & Law & Order	Provide adequate manpower in PS and then divide staff into investigative wing and law and order wing.		√		√	√		

Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No. Finance	Remarks
50.29-50.42	Manpower in Police Stations	Manpower planning and working in PS. (1) Beats be defined and knowledgeable Constables assigned to them (2) Next senior officer in PS be designated as Second officer of the PS and SHO and he share the work (3) Adequate reserves in manpower for leave, training, exigencies, etc. (4) Have larger numbers of ASI/SI/Inspectors, lesser Constables - this will provide more IOs (5) Increase number of investigating officers		✓		✓	✓		
50.36-50.37	Registration of Cases	Free registration of crime for increased public confidence. Effective steps for speedy investigation by increasing the Investigating Officers.		✓		✓	✓		
50.40	Yardsticks for Police Station performance	Better yardsticks to be devised to monitor functioning of the PS (than under stress on Crime Statistics)				✓	✓	✓	
50.46-50.51	Police hierarchy	Restructuring of police hierarchy (1) Only levels recommended (a) ASI, Head Constable, and Constable (b) Sub-Inspector (c) Inspector (d) DySP (2) Promotion from Constable to HC after completion of 8 years of service subject to conditions (3) Selection to the rank of ASI based on a written exam (4) Promotion to the rank of SI after completion of 5 yrs of service in ASI rank (5) Selection to the rank of Inspector after 6 yrs in SI rank and a pre-promotional course. Competitive exam with adequate weightage to ACR, physical fitness and interview (6) Selection to the rank of DySP after completing 6 yrs of service in the rank of Inspector		✓		✓			
50.54-50.55	Circle Inspector	Abolish rank of CI. Supervision, coordination and monitoring of Police Station work should devolve on SDPO. SDPO not to have more than 3 PSs under him or 1200 IPC cases. Supporting staff like typist, Reader/SI to be provided		✓		✓			

Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No. Finance	Remarks
50.56-58	Property returns	Annual property returns of Inspectors and above to be made public.				√		√	
CHAPTER II		STATE ARMED POLICE BATTALIONS AND DISTRICTS ARMED RESERVE							
51.7	Full strength of the unit	The armed police units should never be deployed below a strength of a Section and should be commanded by an ASI. Each section to have two HCs.					√	√	
51.8	ASP / DySP	Each Company to be headed by an ASP/DySP. A Battalion to have a CO assisted by a DC.				√	√	√	Posting of ASPs as COs of Coys. may not be desirable unless CPO cadres in IPS are created with regular recruitment.
51.9	DIG	DIG to have 5-6 Bns under him and IG to head the force.				√	√	√	
51.10	Battalion	Officers of Battalions should always be deployed with their men.					√	√	
51.13-51.15	Recruitment	Direct recruitment should be done for Constables only in Armed Police Units, who should move to the civil police if they qualify an examination, between 3-5 yrs of service and not beyond three attempts in the examination.				√		√	
51.20	Central enactment for State APBs	A Central enactment prescribing uniformity in composition, equipment, disciplinary rules, etc. of the State Armed Battalions should be passed.	√		√			√	

Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No Finance	Remarks
	CHAPTER LII	DELEGATION OF FINANCIAL POWERS TO THE POLICE OFFICERS							
52.26-52.29	Powers of DG	<p>The DG should have powers of to-</p> <ol style="list-style-type: none"> (1) Reappropriation within the sanctioned budget (2) Creation of temporary posts of Constables to DySP for two years (3) To condemn, purchase and repair vehicles (4) Sanction telephones (5) Purchase local stationery to 20% of total budget (6) Grant rewards upto Rs 5000 in each case (7) Sanction permanent advance (8) Powers similar to the DG, BSF and CRPF in financial matters (9) DG should be assisted by a Financial Advisor (10) He should have a contingency grant of Rs 1 lakh for emergencies 							
53.4	Traffic	<ol style="list-style-type: none"> (1) Need to increase strength of manpower in traffic police. (2) Traffic police to have research, enforcement, and education cells. (3) Traffic police to be fully equipped with traffic control equipments. (4) Institutions to be set up to check road fitness and pollution check of vehicles on fees. (5) Police to be associated with policy making regarding issue of permits. (6) NCRB to maintain records of traffic violation and driver's license to be impounded for repeated violations. (7) Government to set up driving schools and licences given after getting a learner's license and driving for a stipulated time frame. (8) A Comprehensive Road Traffic Act be formulated providing for ticketing, challans, etc. (9) 							
	CHAPTER LIII	TRAFFIC REGULATION							
53.10	Road safety cell	Road Safety Cell headed by an Engineer to be made at the State level for Road Engineering							

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Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No. Finance	Remarks
	CHAPTER LIV	MINISTERIAL STAFF AND ADMINISTRATIVE WORK IN THE POLICE DEPARTMENT							
54.12-13 & 53.14	Ministerial staff	Ministerial staff to come under the Police Act. This staff should have options of entering the regular police.	√		√	√		√	
54.15	Unified cadre	There should be one unified cadre of ministerial staff. This staff should have options of entering the regular police	√			√		√	
54.17	Use of computers	Use of computers should be encouraged		√		√	√		
	CHAPTER LV	HOME GUARDS							
55.10-55.20-55.18-28	Services of Home Guards	<ul style="list-style-type: none"> Need to make more use of Home Guards to supplement Police force. If enhances the community participation in policing. The HGs would be able to play an effective role in prevention of crime against weaker sections, being locals. Home guards to be used appropriately-- neither too regularly and nor too little. Home Guards to be changed every three years 		√		√	√		
55.34	NCC to HG	Cadets of NCC could slowly move to Home Guards.				√	√	√	
55.35	Home Guards	Home Guards organisation to remain voluntary.				√		√	
	CHAPTER LVI	PERFORMANCE APPRAISAL							
56.10	ACR	Appraisal system to be of two categories: (1) First which is continuous for correction and development (2) Second which is for organisational purpose for training and promotion			√	√	√	√	
56.12	Assessment	Officers of ranks of SI and above to keep a continuous assessment of their immediate subordinate staff on a week-to-week or month-to-month basis and grade them				√		√	
56.13-56.14	Assessment	Monthly or quarterly sessions of Constables, SI and Inspectors be made compulsory for counselling for improvement and correction				√		√	

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Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept	No Finance	Remarks
56.15	ACR	The Annual performance report can remain confidential and be written in three parts: first, on employees' performance, second on the integrity and fitness for promotion and third Reviewing Officer's remarks. Adverse comments in the first part can be communicated to the employee.			√	√	√	√	
56.18-20	ACR	Formats of assessments be designed based on nature of work for each job. Responsibility should be fixed on Senior Officers to ensure good behaviour on the part of subordinates.			√	√	√	√	
56.21	ACR	All ranks to write their self assessment for the year in 300 words.					√	√	
56.23	Constabulary rolls	Performance rolls of the constabulary to be kept separately from the service books.					√	√	
56.27	Annual Property returns	The Annual Property returns should be closely scrutinised by the superior officers.					√	√	
56.27	ACR	Each State to slowly go in for computerisation of performance appraisals.			√	√	√	√	
CHAPTER LVII		DISCIPLINARY CONTROL							
57.8	Certain Acts of indiscipline of Policemen to be made "Offences" in the Police Act	The new Police Act should incorporate violation of duty, wilful breach of lawful order, absence from leave, engaging in other employment, malingering, violating human rights of people, etc. as offences.	√		√			√	
57.9	Punishments	Major punishments to be removal, dismissal and reduction in rank.	√		√	√		√	
57.10	Punishments	Censure, withholding increment and withholding promotion to be treated as minor punishment.	√		√	√		√	
57.14	Appeal and revision	Appeal and revision be allowed for major penalties. Appeal be allowed for minor penalties. No appeal against petty penalties.	√		√	√		√	
57.15	State Administrative Tribunals	Administrative Tribunals to be set up.	√	√		√			

Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No Finance	Remarks
57.17-57.18	Punishments	Suspension to be resorted to only after a preliminary enquiry and if the punishment proposed would be a major one. Charge to be furnished to the delinquent within 45 days, failing which he will be reinstated				√	√	√	
CHAPTER LVIII		ROLE OF CENTRE IN PLANNING, EVALUATION AND COORDINATION							
58.8	BPR&D	BPR&D to be reorganised by reallocating a few units of IB & CBI to perform the following roles: (1) Conduct of Police Sports and Duty Meets (2) IGP and DisC conferences on Crime matters (3) Conduct research in police matters (4) Have a development wing to pay attention to modernisation (5) Coordinate growth of forensic science in police (6) Coordinate training programmes for police personnel (7) Render advice to Central Government on police matters, etc.			√			√	Some of these recommendations already implemented
58.10	Research	NICFS to take up basic research, train personnel from all branches of Criminal Justice System.			√			√	Since implemented
58.11	Police Communication	Directorate of Coordination, Police Wireless to develop the police communication system in India			√			√	Since implemented
58.13	Crime Records	NCRB be formed for central crime record management			√			√	Since implemented
58.14	Central Police Committee	Central Police Committee to be formed for expert advice on police matters and to provide consultancy			√			√	
		An All India Police Institute on the lines of those of Engineers, CAs, etc, be setup		√	√				
CHAPTER LIX		POLICING IN THE NORTH-EAST							
59.10-59.11	Tribal policing	Tribal culture of policing should not be tampered with			√	√	√	√	
59.13	Executive & Judiciary	No need to separate executive from judiciary in tribal areas. The existing arrangement should continue till socio-economic changes justify any modification				√		√	
59.14	Tribal councils	Tribal Councils to continue to deal with the criminal offences they are dealing with				√	√	√	

Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No. Finance	Remarks
59.15	Police Stations	No new Police Stations to be opened in interior places.				√	√	√	
59.16	Police Manual	A new Police Manual taking into considerations the special requirements of the region should be drafted expeditiously.				√	√	√	
59.17	Police Role	Role of the police in insurgency handling should be to concentrate on border areas, strict control over use of arms and explosives and policing in a manner that it does not alienate the locals.				√	√	√	
59.18	Coordination	Coordination of all the police intelligence agencies under the Lt Governor/ Governor in a State.				√	√	√	
59.19	Allowances	Generous additional allowances, once a year free home travel, one rank promotion to junior officers willing to go and hostel subsidy for 2 children can be started for attracting officers to the North-East.		√	√	√			Some of these measures already introduced for all Government employees since then.
59.20	Tribal officers	Tribal officers of this region should be encouraged to go out of the State.			√	√	√	√	
59.21	Recruitment	Recruitment should be for all ranks and open to all to have a homogeneous mix in the force.			√	√		√	
59.24	Training	Overall Training facilities must be improved. Training to be done especially in anti-insurgency.		√		√	√		
59.25	Para-military	Para-military to be under the operational and disciplinary control of the local police.	√		√	√		√	
59.27	North-Eastern Rifles	A special Northeastern rifle be raised from men from all the seven States and rotated in all these States.	√		√				
59.29	BSF	Entire border to be manned by BSF.				√		√	GOM recommendation on the subject now under implementation.
59.31	Anti corruption machinery	Need to strengthen the anti-corruption machinery.		√		√	√		

Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No Finance	Remarks
59.32	Security of Jails	Security of the jails to be beefed up		√		√			

Eighth Report

Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No Finance	Remarks
CHAPTER LXI		ACCOUNTABILITY OF POLICE PERFORMANCE							
61.12	Police performance assessment	Police performance should be assessed by the State Security Commission on the basis of Annual Administrative Reports received from districts, independent assessment by an external agency reporting directly to the Commission and also by a Central Police Commission.		√	√	√			
61.18	Posting of SHOs	SPs and Senior Officers should ensure posting of proper SHOs. In case of any deviation or complaint before the State Security Commission, the Commission may take necessary corrective measures.				√	√	√	
61.26 to 61.36	Complaints against Police to be defended at Government cost	Provision of sanction for prosecution under Sec. 132 and 197 of CrPC may be withdrawn. Instead officers against whom complaints are made in court may be defended at Government cost. In those cases where charge is found to be false the complainant should be punished following due procedure.	√	√	√	√			
61.42	Police performance yardsticks	Yardsticks should be adopted by the State Police Organisation for evaluating the performance of police in various areas such as Prevention of crime, Investigation of crime, Law and order, Traffic Management, Service, Reputation of Integrity and Courtesy.				√	√	√	
61.43	Accountability of officers	Accountability of officers for incidents should be carefully judged and assessed. Isolated incidents may not be taken to unduly reflect on the performance of any particular officer.				√	√	√	
62.42	Periodic analysis	Challenges before the Police are constantly changing. To deal with dynamic situation, a visionary approach is needed. The BPR&D could take up periodic analysis of the scenario. State Bureaux for Research and Analysis should also be established to study the situations at State level.		√	√	√			

Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No Finance	Remarks
63.3	New Police Act	The Police Act of 1861 should be forthwith replaced by the model Act suggested in the Report.	√		√			√	

RIBEIRO COMMITTEE ON POLICE REFORMS, 1998

Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No. Finance	Remarks
1	State security commission	The Committee considers the establishment of the State Security Commission as highly relevant under the present circumstances. The SSC is required to (i) check the arbitrary acts of politicians (ii) ensure transparency and accountability in governance (iii) build public confidence in the police and (iv) protect police from unwanted pressures. The SSC should be a "non-statutory, advisory and recommendatory" body. The DGP of the State would be the ex-officio Secretary and Convener of the Commission and would provide secretarial assistance from his own establishment. SSC should be called as 'Police Performance and Accountability Commission'.	√	√	√	√			
2	Police complaints board	Establishment of a non-statutory body in the district for examining the police excesses, arbitrary arrests and detentions, false implication in criminal cases, custodial violence etc.				√	√	√	
3	Police establishment board	Police Establishment Board should be constituted to monitor transfers, promotions and other related matters of and below the rank of DySP.				√	√	√	
4	Service related matters - sole prerogative of police	Transfers, promotions, rewards, punishments, including suspensions and all service-related matters of officers of and below the rank of Deputy Superintendent of Police should be the sole prerogative of the police hierarchy.	√			√		√	
5	Selection of DGP	A Committee consisting of the Chairman of the UPSC, the Union Home Secretary, the State's Chief Secretary and the Director I.B. for selection for the post of DGP of a State.	√		√	√	√	√	

PADMANABHAIAH COMMITTEE ON POLICE REFORMS (2000)

Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No Finance	Remarks
9	Constabulary – Recruitment	Recruitment of Constables to be restricted in future, till a tooth to tail ratio of 1:4 is reached.				√		√	
10	Constabulary – Retraining	Retraining of the existing Constabulary to imbibe right attitudes and professional skills. Those who do not successfully complete the training need to be compulsorily retired.	√			√	√	√	
12	Crime Prevention Cell	There should be a Crime Prevention Cell manned by specialized officers in each district.		√			√		
14	Reform of Criminal Justice System	In the coming 3 years, Government must give highest priority to the Reform of Criminal Justice System by reordering the priorities of Governance.			√			√	
17	Mission Statement	There should be a clearly spelt out Mission Statement, which should be affirmed as an Oath by every police personnel immediately after recruitment.					√	√	
21	Qualifications for various levels	Selection of Constables and Sub-Inspectors must be based on a pre-qualifying screening test, on the lines of the J.E.E. For constabulary, minimum qualification should be 10th class with upper age limit of 19 years and for Sub-Inspectors, 12 th standard pass with upper age limit of 21 years.				√	√	√	
22	National Board for Police Recruitment	National Board for Police Recruitment may be set up for setting question papers for recruitment to the level of SIs. Conduct of examination and evaluation of papers should be done by States.		√	√	√			
23	Skilled worker status	Constable should be given status as a Skilled worker and commensurate pay.		√		√			
24	IPS Age limit	The upper age limit for the IPS should be brought back to 24 years. Allotment of Cadre and Roster rules needs re-examination.			√			√	
24a	SHO charge for IPS / Dy.SP	All IPS Officers/Dy SPs recruits should work independently as SHOs after training, before posted as ASPs.			√	√		√	
27	Training / posting correlation	There should be correlation between the training undergone and posting.			√	√	√	√	
28	Police promotion exam board	Promotion should be linked with training like in the Army. A Police Promotion Examination Board should be set up in every State.				√	√	√	
30	In-service training	In-Service Training needs better attention.		√		√	√		

Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No Finance	Remarks
31a	Training of S.Is	All existing SIs and below need to be retrained within 5 years.						√	
36	Setting up of a Advisory Council	A Police Training Advisory Council should be set up at the Central and the State level.		√	√	√		√	
37	Infrastructure facilities at training institutes	Steps should be taken for improving the infrastructure at the training institutes, improving the quality of trainers by providing incentives.		√	√	√			
39	Priority for preventive programmes	Preventive programmes should be given higher priority as a strategy for crime prevention.					√	√	
40	Beat system	Beat system must be revived with necessary variations in rural and urban areas.					√	√	
41	Village Policing	The traditional system of village policing should be revived and proper utilization of the same should be made.				√	√	√	
42	Investigation under special and local laws	Investigation under many special and local laws should be taken out from the police and entrusted with officers of the concerned departments.	√		√	√		√	
44	Working of IAS/IPS as judicial magistrates	All IAS/IPS probationers should work as Judicial Magistrates for two years immediately after completion of training.			√	√		√	
45	Responsibility of police on internal security	The new dimension of internal security as a major police responsibility should be recognized.			√	√	√	√	
46 & 47	Reviewing of cognizable and non-cognizable offences	The classification of offences into cognizable and non-cognizable needs thorough review. Minor non-cognizable offences can be entrusted to 'Nyay Panchayats' for adjudication and trial.	√		√	√		√	
50	Highway patrolling	Patrolling on highways should be introduced to prevent inter-State crime.		√		√	√		
51	Augmentation of criminal intelligence	Criminal Intelligence gathering capability at the State and Central level must be augmented.			√	√		√	
53	Duties to be outsourced	Certain duties such as service of summons, verification of antecedents, static guard duties, etc. should be outsourced.		√		√	√		
54	Security of VIPs	Personal security of VIPs at the State expenses should be limited to about 200 individuals.			√	√		√	

Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No. Finance	Remarks
55	Building police image	For giving a positive image to the police and improving police behaviour, a set of well-defined positive duties should become part of police agenda.				√	√	√	
56	Sparing of police from other duties	Police should be spared by law from enforcing legal provisions, which are in the domain of other government agencies.				√		√	
60	Promotional avenues	Police department should prepare a good career plan taking into account the promotional avenues and needs of specialization.				√		√	
61	Career planning	The career planning in police should be done properly by classifying various postings into A, B and C emulating the practice in Foreign service.			√	√		√	
62	Promotions	At least 3 promotions should be given at every level of recruitment, especially for the Constables.		√		√			
63	Police Commissionerate System	Cities with a population of over 1 million and State Capitals should switch over to the Police Commissionerate System.	√	√	√	√			
66	Police budget	Police budget should be accorded the same priority as defence.	√	√		√			
67	Development fund	At least 10% Police Budget should be earmarked as a Development Fund for augmentation of manpower and upgradation of infrastructure.		√		√			
68	Financial powers for DGPs & CRs	DGPs and Commissioners should be delegated with adequate financial powers.				√		√	
71	Facilities for police stations	All police stations must be immediately provided with basic facilities. An 'imprest' money of Rs. 5,000/- should be sanctioned to each police station (Rupees 20,000/- in metropolitan areas).		√		√			
72	Computerisation of police stations	All police stations should be provided with computers and linked in a national network in the second phase of modernization.		√	√	√	√		
78	Review of arms and ammunition	There should be a high-powered standing committee to constantly review the arms and ammunition of the police.			√	√	√	√	
79	Family Accommodation	Family accommodation should be provided to 60% of police personnel in a phased manner over the next 5 years. The remaining 40% can be given barrack accommodation.		√		√			

Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No Finance	Remarks
82	High-technology Forensic Science facilities	Steps should be taken to build world-class forensic science facilities and to ensure that accurate reports are received without delay.		√	√	√			
84	Investigation	Investigation should be carried out by teams consisting of an investigating officer, a forensic scientist, legal advisor, etc.				√		√	
86	Mobile forensic science laboratory	There must be at least one mobile forensic science laboratory for each district.		√		√			
88	Division of NICFS	NICFS should be divided into two. National Institute of Forensic Science should continue in the present premises and the Criminology portion should be shifted to NPA.		√	√				
92, 93 & 94	Computerisation of Police	Police computerization should be expedited. The POLNET should be made operational without any further loss of time. MHA should coordinate the efforts by States towards computerization.		√	√	√			
95	Computerisation	Efforts should be made to computerize data on firearms, motor vehicles, driving licenses, etc. at the national level.		√	√	√	√		
96	Functioning of Police computer and wireless	Police wireless and police computer should function under one Director.				√		√	
97	Forensic Science Service	An All India Forensic Science Service comprising of Junior Class I should be constituted.			√			√	
99	Steps to deal with politicization & criminalisation of police	To deal with politicization and criminalisation of police, effective steps should be taken. In-house vigilance must be strengthened. Proper scrutiny of annual property returns should be undertaken. Departmental enquiry mechanism should be strengthened.				√	√	√	
100 & 101	Political interference	Operational autonomy must be ensured for police to reduce political interference.				√		√	
102	Tenure of police officers	A minimum tenure of 2 years should be ensured for police officers at various levels. There should be a Committee under the Chief Justice of the High Court to recommend a panel of names for appointment as DG.	√		√	√		√	

Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No. Finance	Remarks
102a	Examination for promotion upto DSP	Promotion up to DSP rank should be based on passing prescribed examination. Officers who repeatedly fail to qualify should be compulsorily retired.				√		√	
103	Separation of investigation wing and L&O	Separation of investigation wing from law & order should be implemented.		√		√	√		
104	Burking	Burking should be made a criminal offence.	√		√	√		√	
107	Imprisonment	Specialists in penal administration should study the pros and cons of imprisonment for different duration.			√	√		√	
108	Amendment of I.E. Act	Indian Evidence Act should be amended to make confessions made to officers of the rank of SP and above admissible.	√		√			√	
111	Indiscriminate Adjudgments	Higher Judiciary should examine the problem of indiscriminate adjudgments in courts.			√			√	
112	Quality of investigation	A series of measures should be taken to radically improve the quality of investigation. These include (i) Equipping police stations with adequate resources (ii) Effective action against third degree methods (iii) Liberal remand of accused to police custody, etc.		√		√	√		
113	Directorate of Prosecution	A Directorate of Prosecution should be created.				√		√	
116, 117 &	Community Policing	The useful elements of community policing relevant to the Indian context must be promoted. Government of India should play a supportive role for implementation.			√	√		√	
123	Human Rights cells	Human rights cells should be created at State Police Headquarters.		√		√	√		
124 & 125	Crime against women	Crime against women should be dealt with more effectively by networking with key NGOs.				√	√	√	
126	Legal Aid	Effective legal aid should be made available in deserving cases through crime against women cells.		√		√			
129	Increase of women police	Percentage of women police should be increased to 10% in a few years.				√	√	√	
132	Amendment of Cr.PC	CrPc should be amended to provide for arrest without warrant in cases of offences under Sections 376B, 376C and 376D of IPC	√		√			√	

Para.	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No. Finance	Remarks
134	PCR Act	State Governments should review the investigation and prosecution of cases under PCR Act and the SC & ST (Prevention of Atrocities) Act for improving the conviction rate.				√		√	
137, 138 & 139	Fighting of militancy	The local police must be fully involved in and capable of fighting militancy. Suitable counter terrorism capabilities should be developed. Communication and transport facilities for police must get a much higher priority in the insurgency affected areas.		√		√	√		
140	Strengthening of police station buildings	Police station buildings need to be suitably strengthened to withstand terrorist attacks.		√		√	√		
141 & 142	Police capability	Capability of police in insurgency affected areas and naxalite affected areas should be reviewed and proper weapons and training should be given.		√		√	√		
143	Response of other organisations	A coordinated response, of various organisations of the State to fight militancy, is needed.				√		√	
144	Panel of eminent lawyers	Police in militancy-affected States should be permitted to operate a panel of eminent lawyers from outside.		√					
146	Legal protection	State and Central Governments should provide legal protection to bonafide police actions in the militancy affected areas. There should be a law of limitation of 2 years for filing cases against police personnel.	√		√	√		√	
148	Surrender and rehabilitation of militants	There should be very clear policy for surrender and rehabilitation of militants.		√	√				
152	Countering terrorism	There should be a national counter terrorism coordinator to prepare a comprehensive counter terrorism plan and budget.			√			√	
153	Legislation to fight terrorism	A comprehensive legislation to fight terrorism is needed.	√		√	√		√	
159 & 160	Strategy to combat organised crime	An effective strategy to combat organized crime involving multi disciplinary experts should be made. Special task forces should work in close cooperation with police stations.	√		√	√		√	

Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No Finance	Remarks
162 & 163	Investigation of all members of the gang	At present the Indian Criminal Justice system is inadequate to deal with organized crime. Investigation should aim at prosecution of gang members at all levels including top leadership.			√			√	
166	Rigorous laws	Very rigorous laws similar to Racketeer Influenced and Corrupt Organizations Act of US should be made.	√		√			√	
168	Extradition laws	The Laws for extradition of criminals from abroad should be strengthened.	√		√			√	
169	Prosecution under Arms & Explosives Act	The necessity for obtaining sanction for prosecution under Arms and Explosives Act should be deleted.	√		√			√	
170, 171 & 172	Federal Offences	There is need to declare a certain category of offences as federal offences considering the deteriorating internal security situation and the national and international ramifications of certain offences.	√		√	√		√	
174	Strengthening of crimes division of CBI	The special crimes division of the CBI should be strengthened for investigating proposed federal offences. Another division should be created in CBI for improving collection of criminal intelligence.		√	√				
175	Assessment of police function by outside agency	There should be an independent outside assessment of police functioning by establishing independent inspectorate of police. Key objectives should be defined in advance. There is also need for developing performance indicators.		√	√	√	√		
179	Complaints against police	District police complaints authority should be set up for looking into complaints against police.				√		√	
180	Mandatory judicial enquiry for rape or death in police custody	There should be a mandatory and automatic judicial inquiry for rape or death in police custody.				√		√	
184	Conviction of militants	For improving conviction of militants caught, there is need for strengthening the prosecution agency.		√	√	√			
185	Issue of fire arm licences	There are large numbers of firearm licenses issued by authorities in Nagaland to people in other States. MHA should conduct a thorough probe into this considering the implications for National Security.			√			√	

Para.	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No Finance	Remarks
186	Anti-militancy activity	Capability for anti militancy activity should be improved with proper training.			√	√	√	√	
193	Development of NEPA	NEPA should be developed into a center of excellence.		√	√			√	
199	Crime situation	MHA should play a greater role for reviewing the crime situation in the country systematically.			√			√	
200	Infrastructure facilities in P.S.	MHA should concentrate on 7 priority items like computerization, communication, forensic science, police housing, weaponry and infrastructure of police stations.		√	√			√	
201	Amendments in IPC and Cr.PC	Comprehensive amendments in IPC and Cr.PC should be undertaken through coordination with concerned departments.	√		√			√	
202	Police standards	A National Commission for Police Standards should be set up.		√	√			√	
203	Setting up of Police Training Advisory Council	Government of India should set up a Police Training Advisory Council.			√			√	
204	Coordination among central agencies	A mechanism for coordination of investigation work of various central agencies should be instituted. The Union Home Secretary should play a nodal role. Similarly, DIB should coordinate the internal intelligence work.			√			√	
205	Coordination among State agencies	Similar coordination mechanism should be instituted at State level also.			√			√	
206	Modernisation grant	The release of modernization grant should be based on compliance of certain conditions.			√	√		√	
207	Replacement of Police Act	The Police Act 1861 should be replaced by a new Act with a new philosophy.	√		√			√	
208	Reorganisation of MHA	MHA should be reorganized with 3 Jt. Secretaries looking after CPOs, Training, HRD etc. One Jt. Secretary should be responsible for processing recommendations of this Committee on a time bound basis.			√			√	

MALIMATH COMMITTEE REPORT ON REFORMS OF CRIMINAL JUSTICE SYSTEM (2001-03)

Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No Finance	Remarks
2(6)	Investigation	Power of court to issue directions regarding investigation to investigating officer and supervisory officer.	√		√			√	
7		INVESTIGATION							
7(15)	Separation of Investigation & law & Order	The Investigation wing should be separated from the Law and Order Wing.		√		√	√		
7(16)	State Security Commission	State Security Commissions at the State level should be constituted, as recommended by the National Police Commission.	√		√	√		√	
7(17)	Investigation	To improve quality of investigation the following measures shall be taken: (i) The post of an Additional SP may be created exclusively for supervision of crime. (ii) Another Additional SP in each district should be made responsible for collection, collation and dissemination of criminal intelligence, maintenance and analysis of crime data and investigation of important cases. (iii) Each State should have an officer of the IGP rank in the State Crime Branch exclusively to supervise the functioning of the Crime Police. The Crime Branch should have specialised squads for organised crime and other major crimes. (iv) Grave and sensational crimes having inter-State and transnational ramifications should be investigated by a team of officers and not by a single Investigating Officer. (v) The session's cases must be investigated by the senior most police officer posted at the police station. (vi) Fair and transparent mechanisms shall be set up in place where they do not exist and strengthened	√	√	√	√	√		

Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No. Finance	Remarks
		<p>where they exist, at the District Police, Range and State level for redressal of public grievances.</p> <p>(vii) Police Establishment Boards should be set up at the police headquarters for posting, transfer and promotion, etc., of the District level officers.</p> <p>(viii) The existing system of Police Commissioner's Office, which is found to be more efficient in the matter of crime control and management, shall be introduced in the urban cities and towns.</p> <p>(ix) The burden of investigation placed by certain statutes on the Deputy SP level officers be reduced so that they can devote sufficient time to effectively supervise the investigation by subordinate officers.</p> <p>(x) Criminal cases should be registered promptly with utmost promptitude by the SHOs.</p> <p>(xi) Stringent punishment should be provided for false registration of cases and false complaints. Section 182/211 of IPC be suitably amended</p> <p>(xii) Specialised Units/Squads should be set up at the State and District level for investigating specified category crimes.</p> <p>(xiii) A panel of experts be drawn from various disciplines such as auditing, computer science, banking, engineering and revenue matters etc. at the State level from whom assistance can be sought by the Investigating Officers.</p> <p>(xiv) With emphasis on compulsory registration of crime and removal of difference between non-cognizable and cognizable offences, the workload of investigation agencies would increase considerably. Number of investigating officers may be increased atleast two fold in the next 3 years.</p> <p>(xv) Similarly for ensuring effective and better quality of supervision of investigation, the number of supervisory officers (additional SPs/Deputy SP) should be doubled in next three years.</p>							

Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No Finance	Remarks
		(xvi) Infrastructure facilities available to the Investigating Officers especially in regard to accommodation, mobility, connectivity, use of technology training facilities etc. are grossly inadequate and they need to be improved on top priority. A five-year rolling plan be prepared and adequate funds should be made available to meet the basic requirements of personnel and infrastructure of the Police.							
7(18)	Training	The training infrastructure, both at the level of Central Government and State Governments, should be strengthened for imparting state-of-the-art training to the fresh recruits and also to the inservice personnel. Adequate monetary incentive should be given to handpicked officers posted to training institutions.		√	√	√	√		
7(19)	Witness - statement	Law should be amended to the effect that the literate witness signs the statement and illiterate one puts his thumb impression thereon. A copy of the statement should be mandatorily given to the witness.	√		√			√	
7(20)	Amendment	Audio/video recording of statements of witnesses, dying declarations and confessions should be authorized by law.	√	√	√	√			
7(21)	Interrogation centres	Interrogation Centers should be set up at the District Headquarters in each District with facilities like tape recording, videography, etc.		√		√	√		
7(22)	FSL	(i) Forensic Science and modern technology must be used in investigations right from the commencement of investigations. A cadre of Scene of Crime Officers should be created for preservation of scene of Crime and collection of physical evidence therefrom. (ii) The network of CFSLs and FSLs in the country needs to be strengthened for providing optimal forensic cover to the investigating officers. Mini FSLs and Mobile Forensic Units should be set up at the District/Range level. The Finger Print Bureaux and the FSL should be equipped with well-trained manpower and adequate finance.		√	√	√			

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Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No Finance	Remarks
7(23)	Forensic services	Forensic Medico-Legal Services should be strengthened at the District and the State/ Central level		√	√	√			
7(25)	Police brief	Preparation of Police Briefs in all grave crimes must be made mandatory					√	√	
7(26)	Criminal Intelligence	An apex Criminal Intelligence Bureau should be set up at the National level for Criminal Intelligence. Similar mechanism may be devised at the State, district and police station level.		√	√	√			
7(27)	Police Act	As the Indian Police Act, 1861, has become outdated, a new Police Act must be enacted on the pattern of the draft prepared by the National Police Commission.	√		√			√	
7(28)	Custody	Section 167 (2) of the Code be amended to increase the maximum period of police custody to 30 days.	√		√			√	
7(29)	Sec 167	Section 167 of the Code which fixes 90 days for filing charge sheet failing which the accused is entitled to be released on bail be amended empowering the court to extend the same by a further period up to 90 days.	√		√			√	
7(30)	Custody	A suitable provision be made to enable the police take the accused in police custody remand even after the expiry of the first 15 days from the date of arrest.	√		√			√	
7(31)	Custody	A suitable provision be made to exclude the period during which the accused is not available for investigation on grounds of health etc., for computing the permissible period of police custody.	√		√			√	
7(32)	Anticipatory Bail	Section 438 of the Code regarding anticipatory bail be amended to the effect that such power should be exercised only by the court of competent jurisdiction, only after hearing the public prosecutor.	√		√			√	
7(33)	Sec 161 - Statement of Witnesses	Section 161 of the Code be amended to provide that the statements by any person to a Police-Officer should be recorded in the narrative or question and answer form.	√		√			√	
7(34)	Video Recording - Statement of Witnesses	Cases of offences where sentence is more than seven years it may also be taped/video recorded.	√	√	√	√			

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Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No Finance	Remarks
7(35)	Sec 162 - Statement of Witnesses	Section 162, Cr.P.C be amended to require that it should then be read over and got signed by the maker of the statement and a copy furnished to him.	√		√			√	
7(36)	Sec 162 - Statement of Witnesses	Section 162 of the Code should also be amended to provide that such statements can be used for contradicting and corroborating the maker.	√		√			√	
7(37)	Sec 25	Section 25 of the Evidence Act, may be suitably amended to make confession made to SPs and above admissible.	√		√			√	
7(38)	Identification	Identification of Prisoners Act, 1920 be suitably amended to empower the Magistrate to authorize taking from the accused finger prints, foot prints, photographs, blood sample for DNA. Finger printing, hair, saliva or semen, etc.	√		√			√	
7(39)	Interception	A suitable provision may be made for interception of wire, electric or oral communication for prevention or detection of crime.	√	√	√	√	√		
7(40)	Categorization of offences	Suitable amendments be made to remove the distinction between cognizable and non-cognizable offences.	√		√			√	
7(41)	Complaints	Refusal to entertain complaints regarding commission of any offence shall be made punishable.	√		√			√	
7(42)	Complaints	Similar amendments shall be made in respect of offences under special laws.	√		√	√		√	
7(43)	Arrest	A provision in the Code be made to provide that no arrest shall be made in respect of offences punishable only with fine.	√		√			√	
7(44)	Amendment	In the schedule to the Code for the expression "cognizable". The expression "arrestable without warrant" and for the expression "non-cognizable" the expression "arrestable with warrant or order" shall be substituted.	√		√			√	
7(51)	Witnesses	Presence of witnesses of the locality or other locality or neighbourhood is required under different provisions of the existing laws. The Committee recommends that such provisions be deleted and substituted by the words "the police should secure the presence of two	√		√			√	

Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No Finance	Remarks
		independent witnesses".							
		PROSECUTION							
8(52)	Director of Prosecution	In every State, the post of the Director of Prosecution should be created and should be filled up from among suitable police officers of the rank of DGP				√	√	√	
8(53)	Prosecution	The Assistant Public Prosecutors and Prosecutors (other than the State Public Prosecutor in the High Court) shall be subject to the administrative and disciplinary control of the Director of Prosecution.				√		√	
8(54)	Prosecution	The duties of the Director, <i>inter alia</i> , are to facilitate effective coordination between the investigating and prosecuting officers.				√	√	√	
8(55)	Prosecution	The Director must function under the guidance of the Advocate General				√		√	
8(56)	Prosecutors	<ul style="list-style-type: none"> (i) Appointments of APPs shall be through competitive examination (ii) 50% of the vacancies in the posts of Public Prosecutors or Additional Public Prosecutors at District level in each State shall be filled up by selection and promotion on seniority-cum-merit from the APPs. (iii) Remaining 50% of the posts of Public Prosecutors or Additional Public Prosecutor shall be filled by selection from a panel prepared in consultation with District Magistrates and District Judges. (iv) No person appointed as APP or promoted, as Public Prosecutor shall be posted in the home district to which he belongs or where he was practicing. (v) Public Prosecutors appointed directly from the Bar shall hold office for a period of three years. However, the State may appoint as Special Public Prosecutor any member of the Bar for any class of cases for a specified period. (vi) In appointing to various offices of Public Prosecutors and Assistant Public Prosecutors sufficient representation 				√		√	

Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No Finance	Remarks
8(57)	Training	Intensive training for Assistant Public Prosecutors.		√		√			
8(59)	Acquittal	To ensure accountability, the Director must call for reports in all cases that end in acquittal.				√		√	
8(61)	Prosecutor	Monthly review meetings of PPs/Additional PPs and APPs by CP/SP				√	√	√	
8(62)	Prosecutor	Posting Public prosecutor / Senior Assistant Public Prosecutors at the Commissionerate/District Superintendent officers for giving legal advice.				√	√	√	
15		RECLASSIFICATION OF OFFENCES							
15 (107)	Offences	Remove the distinction between cognizable and non-cognizable offences	√		√			√	
15 (110)	Arrest	Increasing the number of offences for which no arrest shall be made	√		√			√	
15 (111)	Offences	Increasing the number of offences where arrest can be made only with the order of the court	√		√			√	
15(112)	Offences	Increasing the number of offences which are bailable	√		√			√	
15(113)	Offences	Increasing the number of offences that can be brought within the category of compoundable offences.	√		√			√	
15(114)	Review	A comprehensive review of the Indian Penal Code, the Evidence Act and the Criminal Procedure Code by a broad based Committee.	√		√			√	
17		ORGANIZED CRIME, FEDERAL CRIME AND TERRORISM							
17(128)	Organised Crime	Suitable amendments to provisions of the Code of Criminal Procedure, the Indian Penal Code, the Indian Evidence Act and such other relevant laws as required may be made to deal with the dangerous nexus between politicians, bureaucrats and criminals.	√		√	√		√	
17(130)	Confiscation	That the Code of Criminal Procedure should provide for attachment, seizure and confiscation of immovable properties involved in organised crime.	√		√			√	

Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No. Finance	Remarks
18		FEDERAL LAW							
18 (131)	Legislation	A Central, special legislation be enacted to fight organised crime for a uniform and unified legal statute for the entire country.	√		√	√		√	
18(135)	Federal Law	Federal Law be included in List I (Union List).	√		√	√		√	
19		TERRORISM							
19(137)	Investigation	Crime Units comprising dedicated investigators and Prosecutors.		√		√			
19(138)	Terrorism	Definition of terrorists acts, disruptive activities and organized crimes be provided in the Indian Penal Code. 1860.	√		√	√		√	
19(140)	Terrorism	Possession of prohibited automatic or semi-automatic weapons should be made punishable with a term of upto 10 years.	√		√	√		√	
19(141)	Intelligence	Power of search and seizure be vested in the intelligence agencies in disturbed areas	√		√	√		√	
20		ECONOMIC CRIMES							
20(155)	Protection	A law to protect informers, covering major crimes	√		√			√	

REPORT OF GORE COMMITTEE ON POLICE TRAINING (1971-73)

Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept	No Finance	Remarks
	CHAPTER-III	TRAINING CONCEPTS AND OBJECTIVES							
9	Linkage of in-service courses to promotion and jobs	In-service training courses should be linked with the channels of promotion to various levels of higher responsibility. Persons who have undergone particular courses must be assigned to jobs where they can make use of the training imparted to them.			√	√	√	√	
	CHAPTER-VI	RECRUITMENT							
		Points to be kept in mind while formulating recruitment procedure:							
4	Recruitment of present and future	Recruitment procedures must keep in view the rank to which recruitment is made and also the higher ranks to which the candidate may become eligible in course of time.			√	√	√	√	
5	Freedom from influence	Ensure freedom from political, personal or corruptive influences.			√	√	√	√	
6	Adequate representation	Ensure adequate representation of all sections in recruitment process.			√	√	√	√	
7	Urban areas	Pay scales and service conditions of the urban police need to be improved to attract persons with an urban base to meet the needs of urban policing.		√		√	√		
13 to 15	Committee to introduce police administration subjects in Universities.	A high power committee may be set up by the Ministries of Home Affairs and Education, consisting of representatives of the Police, the Universities and the University Grants Commission, to examine the question of introducing some aspects of police administration in academic courses.			√	√		√	
	Police Cadet Corps	A Police Cadet Corps on the lines of the National Cadet Corps, in order to create an interest in police work among students by exposing them to the role of police during their school/college education.		√	√	√			
16	Inclusion of police programme in NSC scheme	The instructions issued by the Ministry of Home Affairs for the inclusion of a police programme in the National Service Corps scheme should be implemented with earnestness by the State Governments. Students who				√		√	

Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No Finance	Remarks
		have participated in this programme should be given some preferential treatment in the recruitment of Constables and Sub-Inspectors.							
20	Criminology Department in Universities	The University Grants Commission should make larger investments to facilitate the opening of departments of criminology in at least one University in every State and more than one in the bigger States.		✓	✓	✓			
20	Criminology to be optional subject	Criminology should be one of the optional subjects for the competitive examinations held at the Centre and in the States.			✓	✓		✓	
52	Equal percentage for promotion and direct recruit SIs.	A reasonable percentage of vacancies in the rank of Sub-inspector should be reserved for promotion from the lower ranks of the force. This should be raised to 50 per cent in due course.				✓	✓	✓	
53 to 56	Abolish direct recruitment to Dy.S.P. Increase promotion from Insp.	The promotion quota for appointment to the rank of Deputy superintendent should be increased gradually and direct recruitment in the States, where it exists, should, be discontinued in a period of five years. This may necessitate some amendment in Rule 4 of the I.P.S. (Appointment by Promotion) Regulations, 1995.			✓	✓		✓	
CHAPTER-VIII		TRAINING OF SUB-INSPECTORS							
41	Promotion Courses	The following promotion courses should be organised:- (i) A three months course for Assistant sub-Inspectors selected for promotion to the rank of sub-Inspector. In States in which there are no Assistant Sub-Inspectors and Head Constables are promoted directly as sub-Inspectors, the duration of this course may be 6 months. In States where Constables are also eligible for promotion to the rank of sub-Inspector, those selected for such promotion should undergo the basic course for direct Sub-Inspectors.		✓		✓	✓		

Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No Finance	Remarks
		(ii) A six to eight weeks course for Sub-Inspectors selected for promotion to the rank of Circle Inspector. This course may not be necessary in States where an Inspector has no supervisory functions.							
	CHAPTER - IX	TRAINING OF CONSTABLES							
18	Investigation of simple cases by HC	In all States, the investigation of simple cases should be entrusted to Head Constables and they should also be authorised to take up investigation of other cases in the absence from the police station of an officer of higher rank. Similarly, Assistant Sub Inspectors should be utilised as extra investigating officers.				√	√	√	
18	Promotion courses	The following promotion courses should be organised- (i) A course of six months duration for Constables selected for promotion to the rank of Head Constable. (ii) A course of three months duration for Head Constables selected for promotion to the rank of Assistant Sub-Inspector.		√		√	√		
21, 22	Refresher Courses for Constables mandatory	A refresher course of four weeks duration should be compulsory for Constables at intervals of seven years in order to maintain their professional efficiency and to ensure that they maintain the attitudes desirable in police officers. To be effective this training must be imparted in the police training schools according to the syllabus detailed in Appendix XXX. The course should be utilised to identify promising Constables for being encouraged to work their way up. Constables who have completed 25 years of service or 50 years of age, those who have a persistently unsatisfactory record of service, and Constables who have done a promotion course or have been approved for promotion need not be sent for refresher training.		√		√	√		

Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No Finance	Remarks
23	Refresher Courses for HC /ASI mandatory	All Head Constables and Assistant Sub-Inspectors, who have put in seven years service in their respective ranks, should be required to undergo, at intervals of seven years, a refresher course of eight to ten weeks duration with a bias on scientific methods of crime detection. The syllabus suggested is detailed at appendix XXI. The exceptions made in the preceding recommendation would apply in this case also.		√		√	√		
24	Incentive for furthering educational qualifications	Constables should be encouraged to avail of correspondence courses and/or evening classes for improving their educational qualifications to the extent this can be done without detriment to their duties. It would facilitate this process if Government bear the charges on account of the fees for these courses. To provide the necessary motivation, suitable allowances may be sanctioned in the form of advance increments to Constables who pass the High School or higher examination.		√		√	√		
CHAPTER X		TRAINING OF ARMED POLICE							
8, 9	Promotion courses for various ranks	The following promotion courses of fourteen/fifteen weeks duration should be organised (i) A course for Constable selected for promotion as head Constable. (ii) A course for Head Constable selected for promotion as sub-Inspectors. (iii) A course for Sub-Inspectors selected for promotion as Inspectors.		√		√	√		
10	Refresher courses	The following refresher courses should be organised- (i) A three months refresher course for NCOs (Head-Constables and Naiks) to be conducted in the units. (ii) A fourteen weeks refresher course for Sub-Inspectors (Platoon Commanders) to be conducted at the State armed police training centre. (iii) A fifteen weeks refresher course for Inspectors to be conducted at the State armed police training centre.		√		√	√		

Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No Finance	Remarks
11,12	Specialist Courses	The following specialist courses should be arranged- (i) Weapon training for section and Platoon Commanders. A platoon Commander should attend this course within the first four to five years of his service. Head Constables doing well in this course can be selected to work as instructors in their units (three months). (ii) Handling of un-exploded and explosives (one week). (iii) Field engineering (one month). (iv) Quarter Master's duties (one month).		√		√	√		
	CHAPTER XV	DETERMINANTS OF POLICE EFFICIENCY OTHER THAN TRAINING							
6	Housing	The housing of the subordinate police should be made a Plan Scheme in the Fifth Five Year Plan.		√		√	√		
7 & 8	Promotion	Promotion and retirement prospects of subordinate officers to be improved		√		√	√		
13 to 15	Review and augmentation of police station staff	The strength of the investigating staff posted to police stations needs considerable augmentation if the police are to be made effective and prompt in the prevention and detection of crime. The inadequacy in this regard is due to the fact that the police is a non-Plan subject in the sphere of the States and; there have been severe constraints on non-Plan expenditure. A systematic examination of the question of the strength of the police may lead to the conclusion that greater specialisation, mobility and mechanisation and better communications, and changes in the powers of the different ranks of the force may help to achieve an overall increase in the cost effectiveness of the force.		√		√	√		
16	Separation of Investigation from Law and Order	There is need for an effective separation of the investigation from the law and order staff in urban police stations.		√		√	√		

Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No Finance	Remarks
17 & 18	Police modernisation	Our national planning process takes no note of the need of strengthening the law enforcement agencies to the extent necessary to meet new challenges. Although the Government of India have started a loan-cum-grant scheme to give financial assistance to the States for the modernisation of the police forces, the needs in this respect are so great that all that is required cannot be achieved unless the modernisation of the police is made a part of the Fifth Five Year Plan		√	√	√	√		
19	Simplification of police procedures	There is need for introducing radical changes in the systems and procedures of police work, which continue to be the same as were prescribed many years ago in order to reduce unproductive labour, ensure better utilisation of highly trained personnel and improve the 'response time'.				√	√	√	
20	Augment supervisory staff	The number of Superintendents and Deputy Superintendents of Police does not appear to be adequate for exercising effective supervision over the subordinate ranks or for affording the much-needed motivation to them.		√		√	√		
22	Objective assessment	Advantage should be taken of research into systems of assessment and evaluation of performance to introduce objectivity into promotions at the various levels of the police force.				√	√	√	
	CHAPTER - XVI	POLICE-CITIZEN RELATIONSHIP							
2	Public cooperation	The success of the police in all their work is, in a great measure, dependent on the voluntary cooperation available from the community. The utter lack of communication between the police and the public attracts uninformed criticism, which affects the morale of the force adversely. The value of public co-operation should be driven home to the younger officers and the new entrants.					√	√	

Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No. Finance	Remarks
6 to 10	Principles of police conduct	A set of principles of police conduct was adopted by the conference of the Inspectors General of Police in 1960, in which the need for public co-operation and popular support was stressed. The three main principles evolved were that the police are also citizens with the only difference that they are employed on a whole-time basis to perform duties which are normally incumbent on every citizen, which means that the police must not think of themselves as a body apart from the public, that the efficient performance of police duties is dependent on the ready co-operation of the people, which will not be forthcoming unless they conduct themselves so as to gain the respect and the confidence of the people and try, as far as possible, to deal with situations without the use of force, and that they are sympathetic, considerate and mindful of the welfare of all sections of the people and always ready to offer individual service, friendship and assistance to people in need without regard to their social standing. Senior police officers should try to ensure that the principles of police conduct become a reality in practice.					√	√	
11 to 12	Police-public interaction	It should be ensured that the public participate in various Police functions like annual police parades, sports, etc. as frequently as possible and are encouraged to visit police institutions on suitable occasions. Organising village defence societies, etc., can be a useful part of citizens' participation programme, which will help to bring the public and the police close to each other.					√	√	
13	Weeding out corruption	Corruption is a taint, which deprives the force of public esteem and co-operation. There should be a concerted drive to make it impossible for a dishonest person to remain in service. All complaints of corruption should be promptly investigated and action against the guilty must be drastic whatever his rank be. The lead for a relentless campaign for weeding out corruption should come from the gazetted police officers.			√	√	√	√	
16	Spruce up P.S	The lack of properly furnished reception rooms and other amenities at the police stations for complainants and witnesses should be made good as quickly as possible.		√		√	√		

Para	Subject	Gist of Recommendations	Legislation					No Finance	Remarks
			Legislation	Finance	Centre	State	Dept.		
17	Reduce work load	The workload of police officers posted to police stations is much too excessive. It should be rationalised by so increasing the strength of the police station staff as to enable officer to carry out his official tasks promptly and have some spare time to attend to his personal necessities and follow individual creative pursuits occasionally for mental sustenance and recreation.		√		√	√		
18	Response time	A prompt response from the police to information reported to them greatly assuages the feeling of the aggrieved party or parties and brings the police closer to the public. For reducing the 'response time', the police should be equipped with a proper communications system and adequate transport. Besides, senior police officers should urge the necessity of cutting down the 'response time' in police action upon all their subordinate staff, particularly those posted at the police stations.		√		√	√		
19-20	Complaints against police	It should be one of the important duties of the District Superintendent to ensure that all complaints of misbehaviour, etc., received against his subordinates are promptly enquired into by a gazetted officer, appropriate disciplinary action is taken in cases in which the complaint is found substantiated and the action taken is communicated to the complainants concerned. Moreover, senior police officers should be readily accessible to the public at all times of the day or night, as far as circumstances permit.				√	√	√	
21	Proper registration of Crime	Reduce over dependence on statistics. Full and correct registration of crime be encouraged				√	√	√	
23	Cog / non-cog distinction reconsidered	The classification of offences under the existing criminal law as cognizable and non-cognizable affects the image of the police adversely because it restricts their potentiality to be of service to the people to the cognizable area only. The worst affected by this distinction are the poorer and weaker sections of society who do not have either the resources or the time to go to court. The promotional role that the police are expected to play in our welfare democracy by performing non-enforcement functions is also adversely affected when the police are prevented from taking positive or immediate action their own against	√		√	√	√		



Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No Finance	Remarks
		violations which happen to be non-cognizable in nature. A wholesale abolition of this distinction is not practicable, but Government should consider the problem urgently.							
29	Police publicity	Textbooks for young school children should contain lessons on how a policeman is of help to the people. Senior police officers should mix freely with litterateurs, journalists and film producers to enlist their assistance on projecting an objective picture of what the police do or can do for the good of the public. The Inspectors General should explore the possibility of inviting well-known persons to write articles on various aspects of police work and to bring out their difficulties and achievements. Suitable books, plays and documentary films could also make a significant contribution in raising the police in public estimation			√	√	√	√	
30 to 31	Neutrality in strikes	Police action in dealing with strikes and other agitational activities also has much scope for mis-understandings and strained relations with large sections of the people. The police should project an image of strict neutrality on such occasions and make it patently clear that the police are present on the scene to forestall breaches of the peace and to prevent violence and not to side with any party whatsoever. An attitude of mind should be developed that situations can often be tackled without the use of force if the approach is one of patience and understanding.				√	√	√	
32 to 33	Citizen's committees	The Superintendent of police should form Citizen's Committees at the district, sub-division and police station levels consisting of representatives of the various professional groups of the community and other respectable persons.				√	√	√	
34 to 35	Police media relations	A procedure should be standardised by which pressmen can have regular access to the information they desire, subject to the considerations of legitimate public interest. The senior officers should be readily accessible to the press at all times and particularly when there is a disturbance of the peace or a serious crime has been committed or an incident has taken place, which is likely to				√	√	√	

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Para	Subject	Gist of Recommendations	Legislation	Finance	Centre	State	Dept.	No Finance	Remarks
		arouse public interest. The process of regular communication between the police and the press can be facilitated by the institution of a press relations officer whose function can be performed by the Public Relations Officer, referred to later. While any desire to court cheap popularity should be eschewed, there is no need of any allergy to criticism in the press. The Sub-Divisional Police Officer should also be authorised to communicate with the press whenever required.							
36	PRO	A public Relations Officer should be attached to the head of each force. A Public Relation Officer at police headquarters will be of great help in furnishing prompt information to the press about matters of topical interest and in projecting the good work done and the welfare and other services rendered by the police which go unnoticed at present. He can also help to organise periodic publicity programmes, which can bring the people and the police closer than they are at present.				√	√	√	
37	Use of AIR	The police should make full use of the facilities offered by the A.I.R. Authorities for keeping the people informed of matters of mutual interest.				√	√	√	

REPORT OF THE GROUP OF MINISTERS (GoM) ON NATIONAL SECURITY (2000-01)

Para No.	Subject	Summary of Recommendation	Legislation	Finance	Centre	State	Deptt.	No. finance	Remarks
Functioning of the State Police Organisations									
4.33	Promotion, transfers and tenures of police officers	MHA should take necessary steps to consult the State Governments with regard to removal of factors, which have been responsible for weakening the functioning of the State police forces and for establishing clear-cut policies in regard to promotions, transfers and tenures of police officers.			√	√		√	
4.34	New Police Act	MHA should initiate consultations with the State Governments for replacing the existing Police Act. The task to be completed expeditiously so that a new Police Act can be put in place by 2003.	√		√	√		√	
4.35	Efficient police organisation	State Governments should maintain efficient police organization to effectively maintain law and order and for this purpose, they must mobilize necessary resources. They should also recognize their crucial role and responsibility in providing strong and sustained support to the Central Government, in its efforts to maintain internal security all over the country.		√		√			
4.36	Strengthen and modernize police forces	The State police forces have to be strengthened and modernized. MHA must closely monitor the modernization grants it provides to the State. The State police forces should be involved in the operations planned and executed by the Central Armed Forces.		√	√	√			
4.37	Scheme of Modernisation of State Police Forces.	MHA should provide assistance to the States to maintain well trained and equipped civil and armed police forces under the Modernisation of State Police Forces Scheme. The States should maintain adequate strength of police forces to meet their present and future requirements. The level of assistance has already been enhanced to Rs.1000 crores per annum.		√	√	√			

Para No.	Subject	Summary of Recommendation	Legislation	Finance	Centre	State	Deptt.	No. finance	Remarks
4.38	Creation- of specialized forces	Every State, must be encouraged to create specialized forces to meet its requirements. This is already being done by way of creation of India Reserve-battalions. State could also be provided sustained financial support under the Scheme of Modernisation of State Police Forces to improve the fitness, preparedness, strike capability, mobility, etc., for their police forces. The strength of the police offices should not be frittered away in peripheral duties.		√	√	√			
4.39	Proper police lines	Proper police lines may be established at least in disturbed areas to provide safety to policemen and their families. Establishment of police lines could be considered under Modernisation of State Police Forces scheme.			√	√		√	
4.40	Set up of FSL in each State	Each State should take action to set up a first class Forensic Science Laboratory with state-of-the art equipment and trained experts. MHA could provide funds for this purpose under the scheme for Modernisation of State Police Forces.		√	√	√			
4.41	Monitoring mechanism to ensure proper utilization of funds	MHA should have a monitoring mechanism to ensure that the funds provided to the State Governments for modernization of their police forces are properly utilised and targets achieved.			√			√	
4.42		A system may be devised for fixing annual targets for each State in consultation with them for upgradation / modernization of their police forces to make the State Governments self sufficient in handling even the most serious law and order problems. Thereafter, the State Governments should be held fully accountable for enforcing law and order.		√	√	√			
4.43	System to check corruption	State Governments should be required to pay special attention to the aspect of growing disillusionment among the people on account of a high level of corruption among the police. Modalities to build systems to weed out corrupt police officials would need to be worked out by the State Governments.				√		√	

Para No.	Subject	Summary of Recommendation	Legislation	Finance	Centre	State	Deptt.	No. finance	Remarks
4.44	Establishment of police training institutions, with training curricula to cover modern trends of policing and qualified instructors	MHA should take up with the States the need for every State, or a group of neighbouring States, to establish state-of-the-art-training institutions to impart training / refresher training to personnel at all levels. The training curricula should, inter alia, cover modern trends of policing. The police should change their attitude and style in dealing with the public so as to enlist their cooperation. This has to be an essential part of police training. State Governments should ensure that existing training institutions have suitably qualified instructional staff, who enjoy adequate tenure, attractive incentives and facilities.		√	√	√	√		
4.45	Restrict working hours for Constables	State Governments may be requested to introduce a shift system in order to ensure that police Constables do not have to work for more than 8 hours a day and on an average, 6 days a week.		√	√	√	√		
4.46	Police Establishment Board	A State level Police Establishment Board, headed by the State Chief Secretary / Home Secretary should be set up in each State to decide transfers, postings, rewards, promotions, suspension, etc., of gazetted police officers. Another Board, under the State DGP should decide these matters in respect of non-gazetted police officers. State Governments would implement this recommendation. It would be important to obtain their concurrence. MHA may initiate necessary action in this regard.			√	√		√	
4.47		State Governments should forge a cooperative approach towards policing, including recruitment and training of police personnel. Efforts may be made to impel the State Governments in this regard. MHA may take up this matter with State Governments.			√	√		√	
4.48	Model recruitment procedure	A model recruitment procedure should be prepared by the MHA and commended for adoption by the States to ensure transparency of the recruitment procedure and in order that persons recruited, possess the requisite aptitude and potential.			√	√		√	

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4.49	Establishment of State Police Recruitment Board	Recruitment of the constabulary should be entrusted to a State Police Recruitment Board, which should be headed by an eminent professional and not necessarily a police officer. Action in this regard will have to be taken by the State Governments.				√		√	
4.50	Recruitment of Constables	The minimum qualification for a civil police Constable should be 10 th pass with an upper age limit of 18 years. Recruitment should be on the basis of a physical test, followed by an objective-type written test, to be held by the State Police Recruitment Board. The candidates should also be subjected to an aptitude test before final selection. Selected candidates should be put through rigorous two-year training-cum-teaching routine at the end of which they should be given +2 level of the Central Board of Secondary Education. This, in effect, will raise the educational qualification of the police Constables to Higher Secondary level, without compromising the principle of catching them young.				√		√	
4.51	Direct recruitment to be only at level of Constables and S.Is.	Direct recruitment should be only at the level of Constable and Sub-Inspector. A proposal to stop direct recruitment at Inspector and Dy.S.P. level is under the consideration of M.H.A. Cooperation of the States will be required in implementing this. Also, the number of Sub-Inspectors in a police station should be suitably increased.			√	√		√	
4.52	Systematic functioning of police stations	State Governments should restore the orderly and systematic functioning of police stations, while ensuring that they are able to devote timely and methodical attention to their intelligence-gathering role. The police need to be more proactive in their functioning.				√	√	√	
4.53	Collaboration between State SSBs and IB	Close collaboration between the State Special Branches (SSBs) and IB along with upgradation of the capabilities of the former is necessary for enabling the country's intelligence apparatus to deal with emerging challenges.		√	√	√	√		
4.54	SSBs to be in close contact with	SSBs should keep close contact with the CPMFs deployed on the State borders and with central intelligence and		√	√	√	√		



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	CPMFs and central intelligence and enforcement agencies	enforcement agencies to gain better insight and to be able to keep a closer watch over the activities of known smugglers and mafia groups. Meaningful flows of intelligence from police stations and districts should be ensured. States should seek the help of MHA and IB to refurbish the SSBs. This should be an important component of the Scheme for Modernisation of State Police Forces. MHA may take up with the States the need to properly staff and equip the SSB							
4.55	Data base on organized crime, etc. and sharing information between Centre and States.	MHA and all States should maintain an updated data / information base with regard to the activities of the organized crime / mafia networks, smugglers and racketeers. Modalities are already being worked out in the MHA for creation of such a database, which may be located in the National Crime Records Bureau and CBI is also taking action in this regard. State Governments may be asked to create their respective databases, with arrangements for regular updating. Arrangements should also be made for sharing and exchange of information between the Centre and the States.			✓	✓		✓	
Central Para Military Forces									
4.56	Equipping CPMFs for handling IS and CI duties.	A phased programme of modernization of CPMFs and their enlargement / restructuring is already in hand. This must be executed in a time bound manner. Decision with regard to the extent of enlargement of individual CPMFs should be based on a clearly spelt-out future rôle and responsibility of each force. Ultimate objective should be to entrust Internal Security (IS) / Counter Insurgency (CI) duties entirely to CPMFs and the Rashtriya Rifles, thus de-inducting the Army from these duties, wherever possible.			✓			✓	
4.57	Border management by Border Management Forces and CI duties by CRPF.	In order to optimize utilization of Border Guarding Forces, it is desirable to employ them on the principle of 'one border - one force'. It is also imperative, in this context that Border Guarding Forces, which have been deployed for counter-insurgency and other allied duties, should revert to their role of border management and the counter-insurgency rôle progressively taken over by the CRPF.			✓			✓	

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4.58	CPMFs to revert to its originally mandated role	Similarly, each CPMF should revert to its originally mandated role. With the raising of additional battalions of CPMFs, Rashtriya Rifles and India Reserve, the Central Forces, presently diverted from their primary roles, may be reverted in a phased manner over the next five years. Once these additional battalions are in place, the CPMFs, other than the CRPF, may have to be mobilized only for short durations, in cases of extreme exigencies, natural calamities, elections, etc.			✓			✓	
4.59	Adding one Coy to each battalion	The experiment of adding one company to each battalion of the CPMFs may be tried out. The efficacy of this arrangement would be reviewed by the MHA after one year of restructuring.			✓			✓	
4.60	SOP of MHA on deployment of CPMFs to be modified	The SOP issued by the MHA on the deployment of CPMFs in aid of State Governments should be suitably modified to dispel the impression that when a situation has arisen where the use of Armed Forces of the union is called for, it is no more the primary responsibility of the State Government to maintain public order.			✓			✓	
4.61	State police to fully involve in IS / CI operations	The State police should be fully involved in the I.S. operations. The tendency of police in certain States to avoid getting involved with IS / CI operations needs to be curbed. MHA would need to work out a concrete plan of action to check this trend in consultation with the State Governments.			✓	✓		✓	
4.62	Constitution of Apex Body with Chief Minister as chairman to overview the functioning of the security forces once deployed.	Whenever CPMFs are deployed in a State for an extended period, with or without the Army being also involved, an Apex Body under the chairmanship of the Chief Minister should be set up to overview the functioning of the security forces. The CM should chair every meeting of the Apex Body and only in exceptional circumstances should it be chaired by his senior-most cabinet minister. This body should include Home Minister, Finance Minister and Ministers in-charge of various development departments, Chief Secretary, Home Secretary, DGP, the senior most Army and CPMF officers and others. States may be consulted on this issue.			✓	✓		✓	

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4.63	Coordination of operational planning and deployment	In operations against insurgency, militancy and terrorism, arrangements for coordination of operational planning, deployment, etc., should be evolved by the senior most officers presenting the Central Armed Forces, in close consultation with State Police Chief and officers of other concerned agencies. Nevertheless, even while Armed Forces are deployed to deal with civil agitations and public disorders, the control should remain with the civil authorities / magistracy. Standing instructions may be issued in this regard.			√	√		√	
4.64	When two or more Armed Forces involved, Army officer should have responsibility of operational planning	Whenever the functioning of two or more Armed Forces is involved, there should be no ambiguity whatsoever, in the chain of operational command. Thus, where the Army is involved, the senior most Army officer should have the clear responsibility and authority for all operational planning and execution. Clear instructions may be issued in this regard.			√			√	
4.65		State Governments would have to take action to involve the district administration and make it fully responsible for the implementation of policy decisions taken by the State-level apex body.				√		√	
4.66	CRPF to function as striking reserve.	CRPF should continue to function as 'striking reserve' for providing assistance to the States on terms and conditions notified by the MHA. It prescribes that CPMFs should be utilized only for operational duties and not for routine police duties or VIP security / static guard duties. MHA may take necessary action to enforce the instructions. ... The tendency on the part of State Governments to circumvent the prescriptions of the SOPs will have to be curbed through constant vigil or even by withdrawal of forces, in the event of continuing violations.			√	√		√	
4.67	Plan to adequate enlarge, upgrade, equip and train CRPF	A well-considered plan will have to be drawn up by MHA to adequately enlarge, upgrade, equip and train the CRPF for discharging its future responsibilities. Keeping in view the present internal security scenario, the whole of the CRPF is being trained for counter insurgency duties. Separate Rapid			√			√	

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		Action Force battalions exist to deal with emergent law and order situations.							
4.68	Training of Trainers for CRPF	Nine training centers of the CPMFs have been identified for development as 'Centres of Excellence' in specified fields. Training of Trainers, for the CRPF, could also be done at the Army Counter Insurgency and Jungle Warfare School at Varangte (Mizoram).			√			√	
4.69	Upgradation of training, equipment and weapons of CRPF	Training, equipment and weapons of CRPF should be upgraded and its restructuring should be based on clear decisions regarding the future role and responsibilities to be discharged by the force. The Intelligence set-up in the CRPF should be strengthened further.		√	√				
4.70	ITBP	An Inter-Ministerial Group should examine the feasibility of absorption of aging men and officers of Indo-Tibetan Border Police in other central forces.			√			√	
4.71	CISF	Security of vital points, areas and installations, as also of the VIPS should ideally be with the Central Industrial Security Force, which is a professionally trained force for industrial / installation security. A Special Duties Group should be created in the CISF for VIP security.			√			√	
4.72		CISF should be imparted appropriate training at par with other CPMFs before induction at airports.			√			√	
4.73	NSG	National Security Guard should not be deployed for duties, which stretch far beyond its original mandate, as this results in an enormous wastage of resources.			√			√	
4.74		Deployment of operationally autonomous components of NSG for anti-hijacking duty, at sensitive airports, especially at Srinagar, Amritsar, Delhi, Jaipur, Jodhpur, Calcutta and Guwahati, may be considered. In the long run, dispersal of the NSG units at strategic points across the country would enhance its operational efficiency.			√			√	
4.75		Arrangements should be made for the NSG to assist the States in training their commando instructors at the NSG Training Centre, Manesar.			√			√	

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Combating Crime through quicker Justice									
4.76	Revamp Criminal Justice system	There is an urgent need to revamp the Criminal Justice System, including making use of provision of Evidence Act and Criminal Procedure Code by the trial courts, for the expeditious conclusion of trials.	√		√	√		√	
4.77		A three-member committee, headed by a retired Chief Justice of a High Court has already been constituted by the MHA to recommend measures for the revamp of the criminal justice system. This committee should take into account the recommendations made so far on the subject by the Law Commission, Task Force on Internal Security, and Padmanabhaiah Committee on Police Reforms. Upon conclusion of the deliberations of the committee, a time-bound plan for implementation of its recommendations should be formulated by MHA.			√			√	
4.78	Review of IPC and CrPC	Law Commission has already given its report after review of the Indian Penal Code and the Cr.P.C. The reports are being processed in consultation with State Governments and concerned Ministries. This may be expedited. Legislative department may be requested to arrange a similar review of the evidence Act. The proposed review should be completed in a year's time.			√	√		√	
4.79	Empower local bodies to adjudicate cases of simple nature	Urgent action may be taken to empower the local bodies to adjudicate on cases of a simple nature. An action plan in this regard should be prepared by the Inter-State Council for time-bound implementation.	√		√	√		√	
4.80	Stay of proceedings in a court	The procedure for stay of proceedings in a court should be modified. The recommendations of the Law Commission in this regard, along with other recommendations, would be processed by MHA in consultation with concerned Ministries.	√		√			√	
4.81	Anticipatory bail	A proposal to amend Section 438 of the CrPC dealing with anticipatory bail, along with other amendments to CrPC has been considered and approved by the Parliamentary Standing Committee on Home Affairs. The proposed amendment puts	√		√			√	

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		certain restrictions over the grant of anticipatory bail and also makes the presence of the person seeking anticipatory bail in the court, mandatory at the time of hearing of the application. MHA may pursue to ensure early amendments of relevant provision.							
4.82	Granting of bail in serious cognizable and non-cognizable offences	In serious cognizable and non-cognizable offences, bail should normally not be granted. An amendment is being proposed to Section 437 of the CrPC, which puts certain restrictions over the grant of bail, particularly for those who have been previously convicted. Similarly, a person who has jumped bail, should remain in custody on re-arrest. This proposal also needs to be pursued for early implementation.	√		√	√		√	
4.84	Parole	Parole should be granted only on the merits of each case and the police should be given advance information about the decision to release a person on parole. State Governments should be requested to issue necessary instructions in this regard to the prison authorities. These instructions may contain guidelines to restrict unfettered use of the authority to grant parole.				√		√	
4.85	Burking of crime	Burking of crime contributes to corruption in police. Therefore, free registration of cases should be encouraged and any dereliction in this regard should attract stringent punishment. States / U.Ts should be urged to implement this recommendation, both in letter and spirit.				√		√	
4.86	Separation of investigation from law and order duties	Law Commission has already made a recommendation to separate staff engaged in investigation, from those to be deployed on law and order duties in the police stations. The recommendation has also been referred to the State Governments / U.T administrations. MHA may pursue this vigorously for implementation in a specific time frame.			√	√	√	√	
4.87	Prosecution	The issue of reverting control over the Prosecution to the police was considered. Noting that presently different systems were being followed in various States and that there was no uniformity in the Police-Prosecution relationship, it was felt that while preserving the independence of the prosecution, an amendment may be made to Section 25 of the Cr.P.C. to			√	√	√	√	

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		enable State Governments to exercise its control over the Assistant Public prosecutor through a police officer. MHA should also examine the details of the existing system in some of the States like UP, MP, Tamilnadu, etc. and study and evaluate the emerging patterns based on this study, effect appropriate changes in the existing system.							
4.88	Prevention of Terrorism Bill	A Prevention of Terrorism Bill should be enacted for dealing effectively with terrorism. Consultations in this regard with the State Governments, Law Commission, etc., which are already in progress, may be expedited.	√		√	√		√	
4.89	Protection of witnesses	A scheme should be evolved for protecting witnesses. This is already under consideration and should be finalized quickly.	√		√	√		√	
4.90	Organized crime	MHA may appropriately bring to the notices of the States the provision of the Act enacted by Maharashtra to deal with organization crime. The States may also be sensitized about the need to have an effective legal framework to deal with the menace of organized crime.	√		√	√		√	
4.91		Organised Crime Units should be set up in all States. Every State should also have a dedicated band of intrepid investigators, prosecutors and special courts, to deal with the challenges of organized and terrorist crimes. MHA may request State Governments to do the needful.			√	√	√	√	
4.92		Steps should be taken in consultation with and on the advice of the Ministry of External affairs to secure international cooperation in countering the challenges posed by organized crime. An action plan for this purpose may be prepared by MHA.			√	√		√	
4.93	Economic Offences	For tackling economic offences, effective coordination must be ensured among the concerned regulatory agencies. The Central Economic Intelligence Bureau may play a nodal role in this regard. Suitable legislation should be enacted expeditiously for confiscating the assets of criminal and mafia elements and networks in consultation with Ministry of Finance and Law.			√	√		√	

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Role of MHA in the Management of Internal Security									
4. 106	Senior IPS posts with uniform salary scale	MHA may consider to the next Central Pay Commission, at the appropriate time, a proposal for building greater flexibility in the management of the highest rungs of the I.P.S. cadre, by covering all senior IPS posts with a uniform salary scale, etc.			√			√	
4. 107	Weeding out of undesirable elements from service.	There are provisions, under the relevant rules based on which the performance of government officials is to be reviewed after a particular age and those found unfit or with doubtful integrity must be weeded out. State Governments may be requested to follow and implement these rules meticulously. In respect of AIS Officers, these provisions would have to be implemented by the Central and State Governments in concert. The action should begin with the top levels of the bureaucracy, both at the Central and State Government levels. This would serve as an example for the rank and file and facilitate the exercise to weed out undesirable elements from public offices.			√	√		√	