

No.21011/57/2017-PM-I
Government of India
Ministry of Home Affairs
P.M. Division

Jaisalmer House, 26, Man Singh Road,
New Delhi, Dated the 13th December, 2017

To

1. The Chief Secretaries of all States.
2. The Home Secretaries of all States.
3. The Directors General of Police of all States.

Subject: Guidelines for implementation of the sub-scheme of "Assistance to States for Modernisation of Police" (the new name of the scheme of Modernisation of Police Forces) under the umbrella scheme of "Modernisation of Police Forces" for three years from 2017-18 to 2019-20.

Madam/Sir,

I am directed to say that the Government of India has approved the continuation of the scheme for Modernisation of Police Forces with the new name "Assistance to States for Modernisation of Police" under the umbrella scheme of "Modernisation of Police Forces(MPF)" for a further period of three years from the financial year 2017-18 to 2019-20.

2. Under the sub-scheme, central assistance will continue to be provided to all the State Governments for weapons, megacity policing and equipment for Forensics, Information Technology, Communication, Training, etc. However, the scheme has been modified so as to facilitate targeted interventions and central assistance under 'mobility' and 'construction of police infrastructure including housing' will be linked to specific theatres viz. Jammu & Kashmir, insurgency affected areas of North East(NE) Region and Left Wing Extremism(LWE) affected areas. Further, the items under 'mobility' head would be used only for strengthening field level police offices and not state level police offices. The construction/upgradation of police stations, outposts, police lines, police housing, forensic science laboratories, training infrastructure, construction of buildings, etc. shall be funded under budget of MHA for utilisation only in specific areas. An overall outlay of Rs. 7380 crore under the sub-scheme has been approved for three years during the period from 2017-18 to 2019-20. The annual allocation of funds to States under the sub-scheme, however, will depend upon the actual budgetary resources made available by the Ministry of Finance in a given financial year.

3. The detailed guidelines are enclosed. State Governments are requested to kindly adhere to the guidelines and ensure successful implementation of the sub-scheme.

Yours faithfully,

Vivek Bharadwaj
(Vivek Bharadwaj)

Joint Secretary to the Government of India
Tel :23383827

Copy to:-

1. Secretary, Niti Aayog, Yojana Bhawan, New Delhi.
2. Additional Secretary & Financial Adviser(Home), North Block, New Delhi.
3. Director General, BPR&D, NH-8, Mahipalpur, New Delhi-37

Copy for information to:

PS to HM / PS to MOS(H)/PS to MOS(C) / Sr. PPS to HS.

(Vivek Bharadwaj)

Joint Secretary to the Government of India

Guidelines for implementation of the sub-scheme of “Assistance to States for Modernisation of Police” (the new name of the scheme of Modernisation of Police Forces) under the umbrella scheme of “Modernisation of Police Forces” for three years from 2017-18 to 2019-20.

Background

1. ‘Public order’ and ‘Police’ fall under the category of subjects in the domain of the States as per Entries 1 and 2 of List II of the VIIth Schedule to the Constitution of India. Thus, the principal responsibility for managing these subjects lies with the State Governments. However, the States have not been able to modernize and equip their police forces up to the desired level due to financial constraints. It is in this context that the Ministry of Home Affairs (MHA) has been supplementing the efforts and resources of the States, from time to time, by implementing the Scheme for Modernisation of State Police Forces (MPF Scheme) since 1969-70. The name of the sub-scheme has now been changed to “Assistance to States for Modernization of Police”.

Objective

2. The objective of the sub-scheme is to gradually reduce the dependence of the State Governments on the Army and the Central Armed Police Forces to control internal security and law and order situations by equipping the State Police Forces adequately through development of relevant infrastructure. The focus of the sub-scheme is to strengthen police infrastructure at cutting edge level by equipping the police stations with the required modern technology, weaponry, communication equipment, forensic set-up etc. in all the States and mobility and construction of police infrastructure including housing in specific areas. The sub-scheme will have supplemental and gap filling role. The sub-scheme should not be used for routine acquisitions.

Funding Pattern

3. States have been grouped into two categories:

Category ‘A’	Three Himalayan states, namely, Jammu & Kashmir, Uttarakhand and Himachal Pradesh, 8 North Eastern States including Sikkim.	Eligible to receive financial assistance on 90:10 Centre: State sharing basis
Category ‘B’	Remaining States	Eligible for financial assistance on 60:40 Centre: State sharing basis.

This is subject to modification as per instructions of Niti Aayog from time to time.

Inter-State Distribution of Funds

4. As per the guidelines on rationalization of Centrally Sponsored Schemes conveyed by the NITI Aayog, vide O.M. No. O-11013/02/2015-CSS&CMC dated 17.8.2016, inter-State distribution shall be on the basis of criteria evolved by a Committee comprising Secretary of the Nodal Administrative Ministry as Chairman, Financial Adviser of the Ministry and Adviser concerned of NITI Aayog as Members. This Committee may also devise criteria for identification of specific theatres of J&K, insurgency affected areas of NE Region and LWE affected areas.

Items/Activities covered

5. Expenditure is permissible on all the items relating to Police, subject to the scrutiny by the 'High Powered Committee'. The list given below only indicates the broad areas and the State Governments may prepare projects keeping in mind their actual requirements. The items to be funded under the sub-scheme are listed below:

A. Items other than Construction

- (i) Weapons
- (ii) Training aids/equipment required for imparting training to police personnel
- (iii) All equipment required for Police organisations including forensic equipment for forensic science lab, communication equipment, surveillance equipment, traffic control equipment, software, equipment related to SMART policing. For the purposes of this sub-scheme, vehicles such as Tractor, Vajra, Prison Van, Water Tanker, shall be treated as equipment and HPC will permit such equipment as proposed by the States.
- (iv) Equipment related to Cyber-crime detection, investigation, etc.
- (v) Communication and other related equipment
- (vi) Mobility (only for specific areas): Procurement of vehicles only where operationally required. The types of vehicles will be heavy, medium, light and motor cycles. Further, the items under 'mobility' head would be used only for strengthening field level police offices and not state level police offices

The State Governments are not authorized to use funds for procurement of ammunition for regular use. However, ammunition for practice/training can be provided under the sub-scheme.

B. Construction works

- (i) Construction of police infrastructure, i.e. police station buildings, police outposts, police lines. Police Housing: Housing for lower subordinates (Constables & Head Constables) and upper subordinates (ASI, SI and Inspectors).
- (ii) Construction of hi-tech forensic science laboratories/cyber forensic labs.
- (iii) Construction of police training institutions.

Note-1: The police stations that are to be constructed under the sub-scheme should have basic facilities such as reception, waiting room, rooms for police officials, interrogation room, armoury, wireless room, rest room for personnel, toilet facilities for women, crèche, etc. The ultimate objective for construction of police stations, police lines and outposts should be to improve police functioning and delivery of police services.

Note-2: Construction of police training institutions in the States under the sub-scheme will be decided in consultation with the State Governments and the Bureau of Police Research & Development. Construction of forensic science laboratories in the States is to be decided in consultation with the Directorate of Forensic Science Services, Government of India.

Note-3: Central assistance will continue to be provided to all the State Governments for weapons, megacity policing and equipment for Forensics, Information Technology, Communication, Training, etc. However, the scheme has been modified so as to facilitate targeted interventions and central assistance under 'mobility' and 'construction of police infrastructure including housing' will be linked to specific theatres viz. Jammu & Kashmir, insurgency affected areas of North East (NE) Region and Left Wing Extremism (LWE) affected areas. Further, the items under 'mobility' head would be used only for strengthening field level police offices and not state level police offices.

C. Megacity Policing

Mega City Policing is a separate component of this sub-scheme. An allocation of Rs.432.90 crore had been approved for Mega City Policing Plans, with two phases, of six cities, namely, Hyderabad, Chennai, Mumbai, Bengaluru, Kolkata and Ahmedabad, during the 12th Plan. Funds to the tune of Rs.251 crore were released against the approved Plans during the 12th Plan period. Since delay in completing of Phase-I has not been anticipated while conceptualization of Action Plans of the megacities, funds are yet to be released in case of three cities. These cities will be released funds for Phase-II of their Plans during the three-years' period (i.e. 2017-20). Details of components under Mega City Policing are enclosed at **Annexure-I.**

Contingency Reserve

6. In order to meet emergent requirements and contingent needs of States, there will be a Reserve Fund of 5% of the Annual Allocation, both under 'construction'(for eligible States) as well as 'other than construction' components of the sub-scheme. Allocations out of these funds shall be made over and above the annual allocations of the needy States after obtaining approval of the Home Secretary/Home Minister. Accordingly, 5% of the total allocation shall be released to the States as Contingency Reserve for various 'construction' as well as 'other than construction' purposes.

Incentives to States for Police Reforms

7. To incentivize the implementation of Police Reforms as recommended by various committees, the HPC shall be competent to sanction up to 10% of the total annual allocation of the sub-scheme to States who have done exemplary work for the same. A list of these reforms is provided in the Annexure-II. The funding pattern shall be applicable.

Approval Mechanism of State Action Plans

8. The mechanism of approval of State Action Plans will be as follows:

- (i) The Ministry of Home Affairs will intimate the tentative annual allocations to the States before 30th September of the financial year previous to the financial year under consideration, issue detailed instructions to all the State Governments for formulation of State Action Plans(SAPs). The States will also furnish tentative Plan for the year 2019-20 while submitting SAP for 2018-19.
- (ii) State Governments shall submit SAPs under the sub-scheme to MHA with the appraisal/approval of the State Level Empowered Committee (SLEC). SLEC is presided over by the Chief Secretary, with the ACS/Principal Secretary-Finance, the ACS/Principal Secretary- Home, the Planning Commissioner and the DGP as Members. Once sanctioned by the SLEC, no further sanction shall be required from any other forum at the State Government level.
- (iii) SAPs need to be formulated by the State Governments after making a base line assessment of the ground situation, identification of gaps & deficiencies and a time – horizon of at least three years apart from reviewing the previous years' plan, the State Strategic Plan, and after conducting an analysis of local needs and goals to see how they fit in with the State's Strategic priorities.

- (iv) It is advised that the States project their requirements in terms of its priority in the SAPs.
- (v) The use of funds for mobility for the specific areas in the eligible States shall not exceed the limit of 25% of their total Plan. Vehicles are to be purchased for operational purpose only and for use by field office and not by State level police offices.
- (vi) In the MHA, the High Power Committee(HPC) shall consider and approve the SAPs. The HPC shall be chaired by Joint Secretary looking after the charge of Police Modernisation Division of the Ministry of Home Affairs. The other members will be nominees of AS&FA(Home), and DG, Bureau of Police Research & Development (BPR&D).
- (vii) On consideration of the proposal of the State, the HPC may suggest modifications and changes in the proposal submitted by the State Government. Thereafter, the State Governments may be required to finalise and resubmit the same.
- (viii) After passing of the Union Budget, final State-wise allocations will be conveyed to the States.
- (ix) In order to ensure that the State Annual Action Plan proposals are prepared, reviewed and approved in a timely manner, a calendar for the Annual Action Plan approval cycle is given below: -

S. No.	Activity	Date/Month by which activity is to be completed	Responsibility
1.	Letter from the PM Division, MHA, to all States inviting State Action Plans (SAPs) proposals for the next financial year, indicating guidelines as well as formats for SAPs and the tentative annual allocations.	30 th September	PM Division, MHA
2.	Submission of SAPs to the PM Division, MHA	31 st December	State Governments
3.	Meetings of the High Powered Committee to review/approve in principle the SAPs**	January/February, (of subsequent calendar year)	PM Division, MHA
4.	After passing of the Union Budget, final State-wise allocations will be informed to the States	April	PM Division, MHA

** State Governments will immediately and in any case within 15 days, submit revised SAP as per directions of HPC to MHA.

- (x) Funds released for a particular item included in the approved SAP will not be diverted by the State Government for any other item without obtaining specific approval from the SLEC and the Ministry of Home Affairs. Chairman HPC is empowered to make modifications in the SAP approved by HPC to the extent of 25% of the total Plan. This clause will be applicable in case of State Action Plans approved in previous years as well.

Release of funds

9. Funds will be released to the States where Utilisation Certificates(UCs) in respect of funds released during previous year to the last financial year are available from the State Governments. Where UCs have not been received and therefore funds cannot be released to such States, the overall allocation will get reduced to that extent. Where on account of non-receipt of UCs from a particular state, it is not possible to release funds to the State, such unreleased amounts as on 31st December of the financial year shall be pooled and released to better performing States with no pending/overdue UCs.

Additional important points

10. The State Governments may kindly note the following general points regarding the implementation of the sub-scheme:

- i) The State Action Plans should be outcome oriented.
- ii) The State Governments will ensure contribution of State share, as is due, from their own budget towards the sub-scheme and provide intimation of the same to MHA.
- iii) The State Governments will follow the prescribed administrative and financial rules / regulations, procedures of budgeting, accounting, internal control, auditing while formulating State Action Plans and releasing funds under the sub-scheme.
- iv) Advice and assistance of Bureau of Police Research and Development may be taken wherever necessary and norms circulated by that BPR&D may be given due consideration.
- v) The Central Government will continue to aid and support crucial items needed by the State Police Forces through Ordnance Factory Board (OFB). The procurement of imported weapons and other equipment by States will be tagged

with ongoing Centralized procurement of the CAPFs. The State Governments will be advised to take advantage of the discounts obtained due to aggregating orders of both the CAPFs and States.

- vi) Fund released to the States by MHA under the sub-scheme are to be utilized for the intended purpose and parking of funds should be avoided.
- vii) Funds released for a particular item included in the approved SAP will not be diverted by the State Government for any other item without obtaining specific approval to the effect from the SLEC and the Ministry of Home Affairs.
- viii) The State Governments shall furnish the Utilization Certificates (UCs) on the proforma prescribed in GFR 12-C (as per General Financial Rules, 2017) within stipulated time-frame.
- ix) A Programme Management Unit (PMU) will be constituted in the PM Division of the Ministry of Home Affairs to examine the proposals of the States and conduct performance reviews in the States regarding implementation of the sub-scheme. Besides this, the sub-scheme implementation will be monitored by deputing teams of officers from the Ministry of Home Affairs who will visit the States and make periodic assessments regarding achievement of targets.

Sunset Clause

11. The sub-scheme has approval up to 31.03.2020. No further extension is likely to be sought for this sub-scheme. States are, therefore, requested to allocate adequate resources for modernisation of State Police.

Details of components under Mega City Policing (MCP)

A plan for Mega City Policing (MCP) has been included under the Scheme of Modernization of State Police Forces (MPF) of Ministry of Home Affairs during 12th Plan Period for continuous upgradation of technology and integration of various technological components of urban policing. MCP has been framed with a view to equip the Police system in the Megacities of the country so as to enable them to meet the challenges of the modern times. Technological upgradation is a key factor in enhancing the efficiency of Police. At the same time, it is not to underplay the importance of the human factor, i.e., the manpower, which is manning the Police system and that also needs to be upgraded in terms of its capacity by imparting relevant and regular training. The idea is to have the best combination of man and machine, which can deliver the goods in the present context of multifaceted challenges faced by the Police.

2. MCP has technological and non-technological components as elaborated below:

A. TECHNOLOGICAL COMPONENTS:

a) **CCTV surveillance:** The mega city or any other city, for that matter, should be completely covered with a network of CCTVs. The CCTV network must have analytics. Depending on the financial constraints, the density of CCTV instruments may vary in the initial stages. However, it must be ensured that vital public places and critical/sensitive infrastructure is covered by the CCTV network. This network could cover places like airports, railway stations, metro stations, bus stations, public hospitals, universities, schools and colleges, major crossings and roundabouts on the roads, important Government buildings, etc. Special care may be taken to cover such areas, which are more densely populated or prone to crimes. The CCTV network should be based on wireless system to the extent possible except certain places which are important from national security point of view wherein it may not be advisable to share data openly.

Apart from installation of CCTV by Government agencies, it is equally important that private sector is also encouraged to play an important role on equal footing. Accordingly, the private sector and business houses may be encouraged to install similar and compatible CCTV network from where data generated could be transmitted to the Central Command and Control Room. The storage capacity in the servers may be for at least 45 days.

b) **Command and Control Centre(CCC):** CCC would be the heart of the entire Safe City Project. This in the shape of a large hall, may have two or three Sections within it. The CCC should have a network of computer systems, which would enable collection of feeds(data-audio, video, text) from CCTVs/Social Media/TV Channels and other devices and should have the capacity to store, analyze and disseminate it, wherever required. There would be video walls,

where live feed from the CCTV installed in the city would be received continuously with flexibility to focus (zero-in) on a particular CCTV camera. It should also have the facility of GIS (Geographical Information System) to know the exact location of a source from where the data is coming to the Command Centre. This Centre would be something like ATC at Airports, which will control and direct the functioning of Policemen, Police Patrol cars, etc. for timely action. It should also have a link to CCTNS and I4C Network

A part of the Command and Control Room can be dedicated for storing and handling segregated data, which comes to the CCC for proper analysis. This can be called data centre (smaller version of fusion centre). The data centre should have 1-3 Data Analysts, depending on the size of the city. These analysts would work in the Data Centre on the lines of working of the Fusion Centre (USA). They shall be responsible for generating vital information for taking preventive action or helping the investigation process in case of crimes and other emergencies. The Data Centre can also have the facility of face recognition and other analytic/AI facilities.

It may also be possible to undertake Research work in the high-tech institution of the country i.e., IITs, IIITs, etc. on security related issues as sponsored by these Data Centres with the ultimate objective of aiding safety and security of public life and also keeping pace with advances made by criminals and to meet challenges thrown up by them.

The Control Room should also have another small Section, where data from CCTVs relating to specific areas of the city, which are sensitive from crime or law and order point of view can be received and analyzed in a dedicated fashion. This section should have dedicated and efficient staff to take prompt action in the event of emergencies.

The CCC should also have the facility of a Conference Hall, where important meetings at short notice could be organized in view of the urgency of the occasion. It should also have Dial 100/112 system in the immediate vicinity (in an adjacent Hall).

c) **Dial:100/112 system:** Dial 100 system is available in some cities in our country. However, it is not adequate to handle a variety of emergencies arising out of law & order problems, incidents of crime, fire incidents, traffic related emergencies or health related emergencies. Ideally, the Police related emergencies, fire and health related emergencies should be integrated in one system. Since, there are viable solutions available (NERS/ERSS) for having integrated solutions for emergencies including Police and Fire together or Police, Fire and Health system together, it would be advisable to have such a system and upgrade the Dial 100 system, which should have a State-of-the-art technology and well equipped with GIS, GPS, GPRS and computer based dispatches. It should be ensured that there are sufficient number of lines, say at least a 100 channel in a major city so that at no point of time, the caller seeking help in emergency finds the system busy. Under this system, it should also be possible to redirect the calls which are not related to Police, Fire or Health related emergencies to other offices of the Government whether local administration (Municipal Corporation etc.) or the State Departments.

d) **Fusion Centre/Data Centre:** Fusion Centre has been partly mentioned in the details of CCC as mentioned above, where focus has been laid on the data centre. The Fusion Centre is a much bigger concept and this facility, if at all necessary, may be created at the State level or National level only to collect, analyse and disseminate various data inputs having bearing on safety and security. The State Governments may also have one at the State capital level. These Fusion/ Data Centre would be playing very crucial role in prevention and detection as also investigation of crime or security related challenges. It will, however, be necessary to have upto date and comprehensive databases from various fields, for example, CCTNS, NERS, I4C Vehicle registration numbers, Unique ID numbers of the citizens, residential addresses, Pan card details, Crime related details, etc. The accessibilities to these Data bases by the Fusion Centres will have to be ensured by defining MOU or Law Enforcement Agreements(LEAs) or State Legislations to enable the State to have access to the private data of individuals without any encroachment on the privacy rights of the individuals.

e) **Highway Patrol Cars:** Modern highway patrol cars have a very vital role in the maintenance of law and order and control of crime by Police. These cars should be capable of high speed with capacity to chase and overtake the criminals. These cars should be well equipped with surveillance equipments like ALPR (Automated License Plate Reader), intelligent cameras, computer system (Ruggedized laptop), internal connectivity with CCC and other security equipments. These vehicles should be both mobile as well as stationary in an optimum mix.

f) **Aerial Surveillance (UAV/Helicopters):** It is very essential to have surveillance from Air with regard to law and order and other crime related activities in the cities. Air Surveillance can be obtained by positioning various equipment i.e., balloons, UAVs and unmanned air vehicles, Helicopters, etc., which should have gadgets like cameras, sensors, etc. to cater to the specialized requirements on the occasion. The data (video, audio, text) collected from these devices should be fed to the CCC for necessary action for both preventive and post incidence operations. This element can also serve as a very effective means to check incidence of law and order as also check on the activities of criminal elements as a deterrent factor apart from traffic jams.

B. NON-TECHNOLOGICAL COMPONENTS:

a) **Community Policing:** The involvement of community in controlling law and order situations and crimes in the cities is of paramount importance. One of the ways to enlist the support of the community is to have a regular schedule of interaction at the Police Stations. For this, the Police stations should have Room/Conference Hall having bold marking on the front of it as Policy-Community Centre. It should have the capacity of say, 100 people, where face to face interaction with community leaders and Police personnel could take place. These meetings could be organized at least once every week on fixed days in a week. The community leaders would in this way work as agents of Police to spread necessary awareness in the society. The creation of Room/Conference Hall in the Police Stations could be made an integral part of design of a Police Station and could be funded through MPF (Modernisation of Police Forces scheme).

b) **Reaching out through Educational system:** The involvement of schools/colleges and the students in the safety and security of the community specially safety of women and children is extremely important. The children in their school days should be imparted lesson on community safety and security as also responsibility and duties of citizens towards society. Such activities could be funded under the scheme.

c) **Training on soft skilling, attitudinal change in Police men:** The training of Policemen should include components on soft skills, attitudinal change etc. along with their operational training. The physical fitness of the policemen needs to be strictly maintained so that they can perform their duty efficiently. The overall look including the uniform and the gadgets that the policemen use need to be made smart and friendly.

d) **SMART Policing:** Suitable action/projects need to be taken for "SMART" Policing. 'SMART' Policing stands for S-Sensitive and Strict; M-Modern and Mobility; A-Alert and Accountable; R-Reliable and Responsive and T-Trained and Techno-savvy. States may utilize MCP funds on SMART Policing initiatives.

e) **Women Police:** Women in Police at all levels in Police hierarchy say, about 30% of the force, will go a long way in building trust between the society and the Police as also for control of crime against women in the society, Necessary legislation, if necessary, need to be undertaken by the different State Governments in this behalf. Women presently need to be treated at par with their men folks so that they can work with equal confidence and efficiency.

Annexure-II

List of subjects on which the Review Committee has made 49 recommendations regarding police reforms

S.No.	Recommendation concerning to the State Governments/ UTs
1.	Educational qualification & age limit for recruitment as Constables.
2.	Educational qualification & age limit for recruitment of Sub-Inspectors.
3.	Establishment of State Police Recruitment Boards.
4.	Scale of pay for Constables.
5.	Working hours for Constabulary.
6.	Promotional prospect for Constables.
7.	Training of policemen at all levels.
8.	Linkage of promotion with training.
9.	Co-relation between training and posting.
10.	Police Housing.
11.	* Levels of direct recruitment to Police Service.
12.	Teeth-to-tail ration in the police force.
13.	Police Commissionerate System.
14.	Separation of Investigation from Law & Order.
15.	Manpower strength in Police Stations.
16.	Orderly system.
17.	* Internal Security role of Police.
18.	Village Police System.
19.	Merger of Women police with regular police.
20.	* IPS Cadres for Central Police organization.
21.	Method of selection of Chief of Police.
22.	Tenure of Chief of Police.
23.	Fixity of tenure of key functionaries.
24.	Police Establishment Board.
25.	Adequate financial powers for DsGP and CPs.
26.	Modernization of Police Forces.
27.	Upgradation of Police Training facilities.
28.	Inprovement of Forensic Science Infrastructure.
29.	Common Central Forensic Science cadre for central organization.
30.	Computerisation of Police Stations.
31.	Restructuring of Police Stations.
32.	Basic facilities in Police Station.
33.	Outsourcing of some police duties.
34.	Weeding out corrupt police personnel.
35.	Accountability of Police to Public.
36.	Police Complaints Board.
37.	Free registration of crime.
38.	Reduction in the number of arrests.
39.	New Police Act.
40.	Directorate of prosecution.

41.	Legal advice to police.
42.	Confession under Section 25 & 26 of the Evidence Act.
43.	Federal Offences.
44.	Organized Crime.
45.	Tackling Economic Offences.
46.	Distinction between non cognizable and cognizable offences.
47.	Amendments to Section 161 and 162 of Cr. P.C.
48.	Amendment of Identification of Prisoners Act.
49.	* State Security Commission.

* dropped – No action required.
