Creating People Centric Police Administration
- A Change Management Toolkit

CENTRE FOR GOOD GOVERNANCE
• Knowledge • Technology • People

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The Centre for Good Governance (CGG) was established by the Government of Andhra Pradesh (GoAP) to help it achieve its goal of transforming government. CGG coordinates and supports the designing and implementation of GoAP's Governance Reform Programme and undertakes action research, provides professional advice, and conducts change management programmes for government departments and agencies to help them implement their reform agenda successfully

CGG aims to be a world class institution to guide governance reforms in Andhra Pradesh, other states in India, and the developing world by bringing together knowledge, technology and people

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Contents

Introduction, Purpose and Overview of the Toolkit

The first decade of the 21st century has witnessed an India developing fast with an average growth rate of 8%. The World Development Report, 2006 noted that a continuous growth of 8.5 to 9% over the next 20 year period would result in quadrupling the real per capita income and almost eliminate the percentage of Indians living below the poverty line. This trend will catapult India to the 4th position from the top in 2020 among 207 countries transforming her into an upper middle to high income country bustling with energy, entrepreneurship and innovation.

Globally, rapid rise in the levels of education, high rates of technological innovation, faster and cheaper communication, reducing physical and social barriers, greater and easier access to information, will gigantically open up the markets. Human and knowledge resources, technology, organisation, information, systems based management, education and productive skills will be the major drivers of growth.

India has better opportunities to get much more integrated with the global economy and become a major player in terms of trade, technology and investment provided she creates an environment of inclusiveness, a true democracy, social and economic equity and an orderly functioning society and the rule of law prevailing over any sort of sectarian interests - political, social, regional and economical.

However, our efforts to exploit the opportunities are more often hampered by regional disparities, socio economic inequities, and marginalisation of vulnerable sections and poor governance causing social discord, deteriorating internal security, communal violence, extremist attacks and such criminal tendencies in the society.

In every democratic and civilized society, the Criminal Justice System of which the Police is the key player is expected to provide maximum sense of security to the larger public by dealing with crimes and the internal security issues promptly and effectively without any political distortions, legal and resource inadequacies. Police accountability has become a topic of national and international importance having ramifications for the economic growth and social well being.

In a competitive and open market environment, citizens experience the delight of extreme customer orientation from the industry and services. With the presence of multinational companies in India, the technology based service industry, in the banking, insurance, travel, telecom and medical sectors provide "state of the art" services and significantly impacting the life of the common man.

With increased levels of literacy, education and awareness of rights, the society expects citizen – community centricity and good governance practices from all public service providers and more centrally from the police. It is not an exaggeration to state that, in contemporary times, the police face far more formidable challenges of varied and complex nature more than any other service delivery organisation in our country. The sheer range of the customer base for the police from the individual citizen to different interest groups throws up nightmares of challenges. Most often the conflicting interests of the clientele groups place complex demands on the police necessitating very careful and sensitive handling of the situations.

Issues and challenges for Police

As the country progresses into the 21st century, and globalises, she will also face tremendous and unprecedented challenges of civil policing and internal security. The macro issues such as population growth, urbanisation, economic growth and its resultant income disparities between the rich and poor, literacy and awareness, human rights, natural and man made calamities, trafficking, exploitation of women and children, corruption, pendency in courts, economic offences / cyber crime, naxalism, terrorism, communal and caste tensions and several such issues will predominantly impinge on the policing effectiveness.

On the administrative front, the Indian police are severely constrained by resource deficits, lack of adequate and modern training, poor in service conditions, lack of career progression for the vast majority of the constabulary and highly politicised decision making culture. Above all these, the major dampener on the police morale is the political unwillingness to usher in effective reforms despite the recommendations of several commissions, committees and even the judgement of the Supreme Court.

Not withstanding these enormous challenges, some outstanding police officers, both at senior and operational levels continue trudging on to bring credibility to the police service. They make sacrifices of their lives in fighting criminals, terrorists and anti social elements. They also build excellent organisations within their ambit which become hallmarks in public service delivery. The 'Friends of police Movement' in Tamilnadu, the Mumbai's Ambernath police station transformation into efficiency, the Shipra Path police station of Jaipur city getting awarded as the best police station in Asia by the international agency Altus Global Alliance, the Cyberabad Police Culture Change Management experiment, and several other IT integration projects for crime detection and investigation are some of the examples of commendable leadership and service delivery improvement initiatives undertaken by reform oriented police officials.

Every officer contributes her/his innovation and creativity to improve the public service standards and the police internal administration. However, most often these good cases remain as isolated events and happen at random. The police organisations as such do not have standardised methods to encourage best practices. In the absence of systems and processes to institutionalise the best practices, more often than not, the initiatives become the sole babies of the officers who have initiated them. More so often they get discontinued once the officer leaves the position.

With institutionalisation processes built within right through the design stages, the best practice projects have better chances to become long term result yielding endeavours. The personnel at the operational levels also will get committed to implement the projects which have the scope of succeeding in the long run and have the potential to solve the deep rooted problems and malaise that affect the public service institutions.

The Purpose and Organisation of the Toolkit

This Change Management Toolkit has been developed primarily to support the Police Organizations and Police Leaders to explore and develop new tools and techniques for grappling with the challenges of transforming police organisations. Managing such a change is complex. The change process is dependent on local context of each police district / unit. Most of the changes can be implemented in collaboration with other stakeholders encouraging discussion and consultation. This Toolkit addresses the policing issues mainly from the view point of service delivery at the Police Station levels, since this is the first and critical point of contact to the citizen with police. Reform at the police station level will force other wings of police to improve the requisite service delivery efficiencies at their end. In the process, the entire police organisation will implement the reform processes over a period of time.

This toolkit provides a road map for the total change programme, the rationale, skill requirements and detailed methodologies for designing, implementing and institutionalising change interventions.

Of all the change management and quality improvement models available internationally, the performance excellence model provided by the European Foundation for Quality Management stands out as most suited to the police organisations in Indian conditions. This model is detailed in Fig. A: Police Change Management components based on EFQM Performance Excellence Model given below. The chapters and contents are organised in the sequence as per this model.

Box A. Tools and Skills provides an index of topics with reference to the components of the EFQM model detailing the interventions, their purpose and which tools and skills will be of use to implement those interventions. Fig. B: Change Management Tools and their Application for Improving Policing Efficiencies identifies the basic policing activities and indicates the related tools that can be used for improving the efficiencies of those activities

Fig. A: Police Change Management based on EFQM Performance Excellence Model

Enablers ➤

Results ➤

Leadership

- Building long term organisational goals and creating a citizen centric and performance driven work environment
- Paradigm shift - routine bureaucratic and authoritative styles to transformational, institution building and participative managerial styles
- Leadership and Change Management Skills Building
- Gaining policy and resource support to the organisation through advocacy and focus groups

Personnel

- Service Excellence Skills
- Technical, Functional & Behavioural Skills
- HRD and Employee Welfare

Policy & Strategy

- Strategic policing plan
- Performance Metrics
- Participative Project Monitoring
- Social Audits and Third Party Assessments
- Participating in Service Excellence Award Programmes of Govt. of India such as Sevottam Mobilizing citizen support in favour police

Partnerships & Resources

Partnership with Civil Society Organisations and allied Governmental & Non Governmental agencies involved in promoting public safety unity

Processes

- Citizen centric service delivery
- Citizen Grievances and Complaints Handling
- Basic Policing
- Terrorism & Extremism Handling
- Reengineering
- Competency Building
- Work Efficiencies Improvement
- Performance Management &
- Accountability
- Technology Integration
- Community Policing
- Resource Management
- Satisfaction Measurement

Process Improvement Levels

- **Level-1**: Police Station / Work Unit
- **Level-2**: District Unit / Commissionerate
- **Level-3**: State

Personnel Results

- Job satisfaction
- Team Effectiveness
- Decision Making
- Empowered Climate
- Health & Stress
- Working conditions
- Family satisfaction

Customer (People coming in contact with Police) Results

- Service without demands
- Sensitivity towards the needy
- Communication of case progress
- Problem Solving
- Equal treatment to all

Society Results

- Improved sense of Safety and Security
- Lesser fear of crime
- Improved Accessibility
- Voluntary Partnership initiatives
- Community Initiatives

Key Performance Results

- Reduction in Crime and Fear of Crime
- Better standards of Law & Order
- Speed of service delivery
- Consistency in service delivery
- Better Resource utilization & Value for Money
- Political and Governance support
- Institutional Growth and primacy for policing organisations

◀ **Learning and Improvement**

Fig. B: Change Management Tools and their Application for Improving Efficiencies Improving Policing Efficiencies

Socio-Political Changes and increasing Stakeholder Expectations

Need for Good Governance Service Delivery Practices

Creating Public Service Work Environment

Capacity Building & Constabulary Empowerment

HR Management and Employee Welfare

Strategic Change Management in Police (Improving citizen centricity, professionalism and service delivery efficiencies – quality, response and cost)

Changing Safety and Security (Crime) Scenario

- Strategic Policing Plan
- Performance Metrics
- Focus Group Consultations for District and State Administration

- Work Processes Streamlining and Standardisation
- IT, Automation and e –Gov solutions

Field Operations
(Crime Handling and all Citizen Interface Activities)

Law & Order

Traffic Management

VIP Bandobust

Crowd Handling

Emergency Response

Terrorism & Extremism Handling

Crime Prevention

Community Policing

Intelligence and Surveillance

Reception & Case Registration

Victim Witness Handling

Citizen Grievances and Complaints Handling

Police Station Management

Case Investigation

Prosecution Activities

- Citizen Feedback, and Satisfaction Studies
- Grievances & Complaints
- Handling
- Citizen charters
- RTI Act Implementation

- Self Evaluation Tools
- Continuous Improvement Work culture – kaizen techniques
- Internal supervision and Audits
- Social Audits

- Stakeholder Consultations & Oversight
- Advocacy, Civil Society Partnership

Box A: Tools and Skills

Change Management Interventions	Purpose	Tools /Skills
Leadership, Partnership and Resources		
Leadership	Clarifying the leadership roles for undertaking change initiatives. To help the leaders with certain key tools to enable them build the change management support structures	• Participatory Leadership • Forming Focus Groups for District and State Administration • Building Partnerships • Change Management Transitions
Advocacy and Building Partnerships	To create awareness among the public on public safety issues and police roles To garner professional support from civil society organisations, professionals, NGOs, academia for the community involvement activities initiated by police. To create public awareness on the positive contributions and the work environment of police To positively mobilize public opinion in support of police department's requirements for better resources and supportive legal enactments	• Public Safety Awareness Campaigns • Publications • Police personnel participation in public workshops and symposia on issues of public safety • Networking • Initiating short research activities and publishing them with sponsorship from civil society, academia, developmental institutions such as UNDP, DFID, UNESCO, etc.
Policy and Strategies		
Strategic Planning and Goal Setting	To set the direction in which the change management programme should move Creating clarity and motivation among the personnel at all levels on the significance of the change management to achieve the citizen-customer service and organisational effectiveness objectives	• Strategic Planning • Organisational Vision, Mission and Values Development • Project Planning and Monitoring System • Stakeholder Analysis and Citizen Score Cards • Strategic Policing Plan • Performance Metrics
Personnel – Enablers and Results		
Competency Building	Preparing the Organisation to deliver the Change Strategy	• Change management Workshops • Training in 5S, Kaizen and Service processes Reengineering • Learning Centers • Constabulary Empowerment
Human Resource Management and Employee Welfare Activities	To initiate employee welfare measures to satisfy genuine individual and family welfare requirements (health, children education, housing, transport and social development) To show concern for the employee wellbeing and facilitating better performance	• Employee Satisfaction Studies • Employee Suggestion Scheme • Physical Health Maintenance Plan • De-addiction campaigns • Family Welfare Activities • Family Visit to police Stations • Sports and Cultural Events • Career counseling the employees Children

Change Management Interventions	Purpose	Tools /Skills
Improvement Processes		
Public Service Work Environment Creation	To create confidence in the minds of the public that police renders trustworthy services in a transparent manner To provide the police staff an encouraging and professional work environment	• 5S Techniques
Continuous Improvement in Work Efficiencies and Policing Results	To provide the citizens better accessible, predictable and reliable services To institutionalise tools and techniques that will help the achieving the policing results consistently To improve the organisational capacity through adoption of modern and productive management techniques To streamline, simplify and standardize work processes	• Work Processes Streamlining and Standardisation • Continuous Improvement Work culture – kaizen techniques • IT, Automation and e –Gov solutions • Team Building Skills
Community Policing	Empowering the local Communities and involving them in policing decisions and collective problem solving activities To leverage local resources To expand benefits / impacts	• Stakeholder Analysis • Problem Solving (kaizen) Tools • Participatory Approaches • Group Facilitation • Team Building skills
Citizen, Society and Key Performance Results		
Monitoring, Review and impact Evaluation	To periodically assess the performance and to bring timely corrective, preventive and improvement actions for achieving programme / project objectives To generate useful information for improving the effectiveness of change management programme To improve organisational accountability for results To learn lessons for future activities	• Periodical Performance Assessment with reference to Measurable Performance Indicators • Regular Review Meetings • Citizen / employee satisfaction studies
Building Performance Accountability Measures	To improve the accountability of the organisation for citizen-community centric results To get the effectiveness scrutinized by the stakeholders Mobilizing stakeholders to influence the policy makers for better and more resources to the department and pass public safety conducive legal measures To make the department's performance details transparent and information available I the public domain..	• Oversight Mechanisms • Internal supervision / Audits • Social Audits
Documentation	To systematically capture the project events and correlating the interventions to the results To examine and validate the relevance of the tools / interventions to the desired results To publicise the results in an organized manner to create a right impact and motivation for further activities	• Case studies • Satisfaction Study Reports • Multi-media capturing of the project processes • Newspaper, Journal, Website articles • Bulletin Boards, News letter – print, website • Web cast in electronic media • Third party assessment reports

1 Change Management in Police: *Need for Transformation within*

1.1 Policing in the 21st Century

Policing overall is getting redirected and refocused in several countries across the world. Countries such as UK, Canada, Australia and USA have been implementing major institutional reforms to usher in proactive and community partnered policing driven by public service doctrines. While the political and governance structures and the civil society behaviour are different in these countries, compared to India, at the organisational level it is worthwhile understanding how these counties are managing their policing in the rapidly changing times. With widespread dissatisfaction being voiced that the existing criminal justice system in India no longer meets the aspirations of a society undergoing an unprecedented socio-economic transformation, it becomes imperative for the Indian police managers to develop wider perspectives based on the collective wisdom of administration, political executive, judiciary, civil society expectations and managerial determination.

A few case briefs of police reforms and internal changes brought out in UK, US and Australia are given in Appendix – I. All these cases amply demonstrate that these reforms have been brought by the police managers with their activism, professional fervour to serve the community for which they have been engaged, involving the civil society, and convincing the political executives (otherwise reluctant) through advocacy and partnership for good governance.

1.2 Challenges in delivering policing results in India for the 21st century

Senior police officials, human rights activists, right-minded politicians, media and public are unanimous in their view that urgent and drastic reforms in the Indian police have become an imperative. A careful observation of police department's image and functioning in our country reveals that much needs to be improved in its organisational methods of how it deals with the people and in the behaviour of police personnel as individuals and law enforcing officials. Studies reveal that people who come across police are dissatisfied more with the inconsistent and intemperate approaches of the police organisation than its efficiency in preventing or handling the crime and criminals. Periodical surveys and newspaper reports reveal that more than 54 per cent of the people feel that the people hesitated to meet the police fearing their rudeness, indifference and biases, and police organisation is not pro-people. The Commonwealth Human Rights Initiative notes, as of year 2005, that nearly 60-70 percent of human rights violation complaints received by the National Human Rights Commission are related to the police. It has also been the experience of people in all walks of life that violence has become the convenient resort for police.

Despite the sacrifices and hard work put in by the police personnel at all levels, the image of the police with respect to their commitment and competence in general becomes a matter of contention in all walks of civil life. The police image has always been on the receiving end for several complex and compounding reasons.

Lack of managerial will and competencies

Most of the police managers including senior leaderships currently hold a paradigm that the police is not able to deliver better results owing to issues of politician-criminal nexus, overwhelming political interference in dealing with the criminals, heavily politicised appointments, promotion, transfers, and disciplinary matters, low motivation and morale of personnel at all levels of the organisation, a disorderly society and administrative inadequacies. Most often these leaders don't recognise that lack of proper processes and systems for crime analysis, investigation; information processing, law & order mapping and crime prediction are major causes of police inefficiencies. In addition, it is also not recognised that people are more embittered with the sordid behaviours of brutality, inhuman treatment of even the poor and vulnerable, internal corruption and nepotism. In the given democratic structure as professional managers, police are expected to develop alternative strategies, plans and programmes for overcoming the limitations and deliver the larger constitutional mandate.

> **In a democratic framework as we are in today, there is a need to have in the police forces, a managerial philosophy, a value system and an ethos in tune with the times.**
>
> **The spirit of public service, of respect for the rights of individuals, of being just and humane in one's actions must permeate the entire police force.**

Increasing volumes of Crimes

Increasing volumes of crimes, especially white-collar offences compounded by using sophisticated and methods has been making the safety and security scenario depressingly grim. Lack of resources / infrastructure / scientific approach, poor utilisation of intelligence, knowledge, technology & systems, low investigation and conviction rates significantly mark the police organisation's inefficiencies.

Perceptions of contact & non-contact groups

Considerable research findings reveal that 98% of People, who do not come in direct contact with police, have more negative opinions about police than 2% of people who come in direct contact. Police is seen more as a part of political and crime nexus that serves the needs of the rich and powerful. In the absence of proactive dissemination of information and awareness creation among the common public, they don't get opportunities to understand the positive results that the police achieve. Frequent occurrences of police excesses and media exposure reinforce the negative impressions on the police.

Service delivery at the Police Stations

The service delivery environment at the police stations is generally marked by:

- Lack of systematic Reception Management processes to receive and record complaints
- Coercive and abusive behaviour at all levels of the staff
- Throwing complainants at the mercy / whims of the police staff with no assurance of dignified/ civilized interaction
- Dominance of Middlemen & Brokers
- Lack of fool proof mechanisms to protect the victims and witnesses from the accused
- Lack of regular feed back to the complainants on the stage of the case progress

Physical Environment of the Police Stations

Police station physical environment normally reflects inadequacy of resources and poorly kept work places. They also present a picture of threatening and unwelcome atmosphere and the   general complaints at majority of police stations are:

- Non-availability of decent physical facilities for visitors – reception, signboards, water, toilet, first aid.
- Poor staff facilities–toilets, drinking water, rest places, ventilation, vehicle parking, and transport while on work.
- Any decent recreation facilities.
- Poor physical facilities for records keeping, arms & ammunition maintenance, lock up, and interrogation activities.

These facilities are mostly far below the required standards in adequacy and availability. The Constabulary doesn't have proper work tables / seating, leading to a situation that they normally loiter outside the police stations, whenever they are not engaged on any field duty. The police station surroundings also generally kept like junkyards of seized articles.

Productivity and Role of Constabulary Staff

Though the constabulary constitutes 83% of the force, it contributes only 15-20% of its potential. The official procedures also provide less or no accountability to the constabulary in the overall policing results. The supervisory officers and public have no / less confidence in the capability of the constabulary to deliver. For the needy public, it is most often a frustrating experience to get across to the constabulary because of their poor communication capabilities and obvious lack of any power to take significant decisions; it is also too annoying for the public to wait endlessly for approaching the senior officers. This poor esteem at the work place has also seriously affected the personal lives of the constabulary staff and vice versa the ill equipped constabulary is not able to bring credibility to the organisation. However, the department also has not initiated systematic efforts to improve their skill & competency levels on a continuous basis.

Other than the entry level training at the time their joining the service, no systematic training inputs are given to them to improve their public relations, communications, situational decision making, use of technology and other such professional acumen.

Interface with Community (social exclusion)

As it happens in practice, the complainant / community is not consulted in determining the policing priorities that directly affect them. Police does not have any systematic interaction with the community in non-incident situations added to this way of exclusive functioning, excessive use of abusive language and brute force even on law abiding citizens, distances the community from the police. Police most often focuses it attention on crime & criminals rather than focusing on proactive approaches for bringing about the community safety, security and well being.

Work Methods and Decision Making Processes

The police work methods place the department and the personnel in oppressive situations that are characteristic of:

- Lop sided priorities and too many crisis situations
- Inconsistent & unreliable in delivery
- Mechanistic & lacking humane considerations
- Person driven rather than process/system driven
- Incident oriented rather than process/reason oriented

Most often all levels of hierarchy do the same job, and do not adopt systematic tools for data collection, analysis, interpretation, decision making & review as required differently at different levels. There is also no inclination to adopt Knowledge Management Systems and learning from experience

Police Sub-Culture

The organisation's subculture more often than not reflects:

- Feudalistic and master-servant approach
- Power centric, hierarchic & mechanistic roles
- Blame culture rather than ownership culture
- Lack of camaraderie & professional collaborations
- Alienation of staff from the officers
- Unilateral decisions without involving the staff at implementation levels
- Excessive use of abusive language against staff and in turn against community

> **Police Change Management should address multiple issues:**
>
> - Citizen – Customer orientation: increased accountability, openness to consultation, two-way communication
> - Organizational Systems Issues: developing systems & educating people to follow them
> - People issues of leadership, teamwork, training & development, performance management
> - Organizational culture issues: professionalism and service delivery
> - Streamlining service delivery processes
> - Physical infrastructure: modern amenities, leveraging information & communication technology

1.3 Required Police Change Management in Indian Context

What is required in India is good and people friendly policing. `Good policing' does not merely involve reduction in crime rates. It is more of creating an environment conducive to good citizen focused policing. Many of the ills plaguing the police organisation could be rectified internally by police officers themselves through strategising, planning, adequately training the staff and partnering with the civil society. Any impetus by external sources to bring about police reforms

Police Change Management in India:

the way forward calls for profound change in the thinking of the police leadership on the requirements for police change management and the community's thinking, on its role of mobilising the law makers on the need and urgency for police reforms

will not bear fruit unless there is an acknowledgement within the service at senior levels, especially Superintendent of Police upwards, that it is imperative upon themselves to bring about necessary behavioural and attitudinal changes in police personnel. No amount of structural changes initiated by legislative measures is likely to bring about required improvements in efficiency and change of image, without the whole hearted involvement of all the personnel in the change process. Waiting for legislative measures cannot be an excuse for not implementing early reforms within the police. Within the perceived constraints as they exist today, reform processes have to be initiated. The positive effects of the changes will mobilise the community, and political support leading to larger budget allocations and legislative changes. The police leadership should develop its capability for advocating the need and support for change. As in the Fig. 1.31: required leadership paradigm shift indicates that police leaders should adopt a strategy of changing from within in order to mobilise the citizen and the political executive support for large scale structural reforms and bigger financial resources.

1.4 What is Change Management?

Change Management is a systematically planned long term programme involving the total organisation, its orientation and commitment towards the citizen needs, its people-their competencies and service approaches, service delivery systems and processes, adoption of modern technologies, creating an internal work environment with commitment for excellence and partnership building with the stakeholders. Change Management programmes are mostly designed and implemented in response to the changes in the external environment (e.g., rapid economic growth & urbanisation, increasing crimes, increasing citizen expectations and so on).

Fig. 1.31: Required Leadership Paradigm Shift

External
Pressures

Administrative
inadequacies

Resource
Constraints

Low Motivation
and Morale of
Police personnel
at all levels

OUTSIDE-IN PARADIGM

**This paradigm makes the
police feel helpless and
constrained without any
power and energy to act.**

Required Transition

INSIDE-OUT PARADIGM

**This paradigm makes the
police feel in control of the
situations and bring out
different change processes
to fulfil its constitutional
obligations, and become an
appreciated vital
organisation in the
democratic polity.**

Team Strategies to
overcome external
pressures

Administrative
Reforms

Resource
Mobilisation &
Utilisation by
partnership and
other Management
Strategies

Human Resource
Management
Strategies

In the contemporary times, Change Management has become an effective tool adopted by most of the forward looking organisations in the government and public sector driven by their own governments and multilateral agencies such as UNDP, ILO, ADB, DFID, and World Bank. Universities and management schools conduct applied research and training programmes for building the capacities of the public service managers and organisations. Development practitioners and professionals adopt the change management tools and techniques under the banners of Organisational Development and Institutional Development. Most often, the methods of Organisation and Institutional Development tend to have their impact on the internal organisational processes. Change Management distinctly focuses its attention on the benefits of enhanced service delivery to the stakeholders and beneficiaries and thereby having its impact on the larger socio-economic and political environment.

Organizational change management processes include techniques for creating a change management strategy (readiness assessments), engaging senior managers as change leaders (sponsorship), building awareness of the need for change (communications), developing skills and knowledge to support the change (education and training), helping employees move through the transition (coaching by managers and supervisors), and methods to sustain the change (measurement systems, rewards and reinforcement).

> **Promoting professionalism**
>
> An activist profession is one that is open to ideas and influence from the communities it serves, actively seeking to build trust with those communities, having a clear vision of the society it is trying to create in the future. Professionalism recognizes the importance of engaging in research, public mobilisation, advocacy, and civil society partnerships to help realize that future. Such a culture exists in pockets of the police service, but it is far from widespread.

Currently, right-minded politicians, human rights activities, civil society organisations, senior police officials, media and public are unanimous in their view that urgent and drastic legal and structural reforms for the police has become an imperative. While the statute changes and structural interventions such as fixed tenure posting for the DG, SP and SHO, Police Services Board, Complaints Board will bring much needed impetus for improving the police efficacy, these reforms alone are not sufficient to make the police in our country citizen centric and people friendly, humanistic in approaches and a systems and process driven organisation. The police organisation requires comprehensively planned change management interventions to transform it from a state of mechanistic and bureaucratic orientation, attitude and mindset to organic and humanistic orientation. Too often the police blame their environment, resource constraints and political interference for failures instead of recognising their inability and unwillingness to adapt to the changing environment. The metamorphosis calls for unlearning and challenging old assumptions, mindsets, experiences, motives which have gone into their subconscious and affecting the work culture, decision making and service delivery patterns. Change Management interventions have potential to identify the reasons for organisational inefficiencies, constrained, risk averse and indifferent work attitudes, structural regulations and controls and to find solutions for making the police responsive to the growing societal needs, sensitive in dealing with people, especially the poor and disadvantaged.

In the absence of an accompanying change management programme, mere structural reforms may not yield the desired results from the point of view of citizen centric service delivery and organisational efficiency marking humanistic values, beliefs and practices. The Box 1.4.1 illustrates the comparative elements of reform and change management processes and Boxes 1.4.2, 1.4.3 and 1.4.4 bring out some of the significant outcomes the change management processes could yield at the organisational, community and citizen-customer levels. Genuine change takes time. These factors also can be used as measurement indicators to check if the initiatives are leading to achievement of desired and planned results. Hence, it is necessary to plan capacity building and change management as a long-haul journey.

Box 1.4.1 Police Reforms and Change Management Components – A comparison

What Police Reforms can promise	What Change Management can contribute to the police organisation

• Organisational structure – Police Board, Establishment Committees
• Appointments to Posts, Fixed Tenure
• Creation of police jurisdictional divisions
• Recruitment, pay and allowances, Promotion, service conditions policies and procedures
• Roles, Functions Duties, and Powers and Responsibilities
• Policies – Financial Management
• Bifurcation of L&O and Investigation works
• Regulation, Control and Discipline
• Welfare and Grievance Redressal of Police personnel
• Regulation of Public conduct
	• Stakeholder Needs Analysis
	• Organisational Vision Building
	• Removing the internal inertia and bringing an organisational cohesiveness
	• Changing the service and work culture of the Organisation
	• Systems reengineering
	• Technology integration
	• Capacity Building and Training of personnel for people friendly policing:
	  • developing operational systems and processes
	  • Performance Management
	  • Team Building
	  • Building partnerships with allied organisations and civil society
	  • Problem analysis & situational decision making
	  • Partnership Building
	  • Influencing and Negotiating
	  • Conflict Resolution
	  • Monitoring, Reviewing and Evaluating
	• Changing the organisational Image Building

8

Box 1.4.2

Change Management - Organisational Outcomes

- **Effective leadership at all levels:** All police personnel irrespective of the hierarchy should have ownership for the performance of the police organization.

- **Efficient and equitable service delivery:** All citizens irrespective of their caste, gender, and economic status should be given appropriate service on time.

- **A healthy work culture:** Police organization's work culture should be professional and maintain the self-respect of all levels of police personnel.

- **Increased transparency:** The working processes of the police should be legitimate and open to public scrutiny.

- **Enhanced accountability:** The answerability of the police to internal authorities and external agencies, and citizens.

- **Increased interface between police and public:** Systematic and multiple methods of consultation and interaction of the police with citizens, special interest groups, & NGOs.

- **Respect for human rights:** Each police person showing in his / her thought and action consideration for the citizens, especially the poor and the weak.

- **People friendliness and better adherence to the rule of law:** Every police person should show fair respect to the citizens and uphold the spirit and word of the law of the land.

- **Decent service and living conditions for police**: Constables who form the majority of the police personnel should have personal and professional facilities that help them in performing their jobs well and maintain a good standard of living.

- **Improved infrastructure:** Police organization should have better physical facilities, and leverage information and communication technology in their work.

Box 1.4.3

Change Management – Community Centric Outcomes

- All policing processes to keep the citizen and the larger community as the focal point and the centre of all service delivery processes.

- Citizen feedback to become the guiding factor for service delivery.

- Organized Community involvement and mobilisation in deciding the policing priorities.

- Transparency of police procedures, police facilities and details of investigation to the media and community

- Annual reports on police performance in preventing and solving crime and promoting social amity to be made public.

- Special, effective and operational protective measures to vulnerable groups such as women, children, disadvantaged and marginalised.

- Creating safe communities in partnership with public, civil society, governmental & non governmental allied organisations

- Measurable performance standards for all the police stations and work units.

- Police approaching the people voluntarily through community policing activities to find their problems and solving them through partnership with other related agencies, NGOs, corporates and others.

- Periodic statutory and social audits to assess the quality of the policing effectiveness and the government's role in facilitating such results.
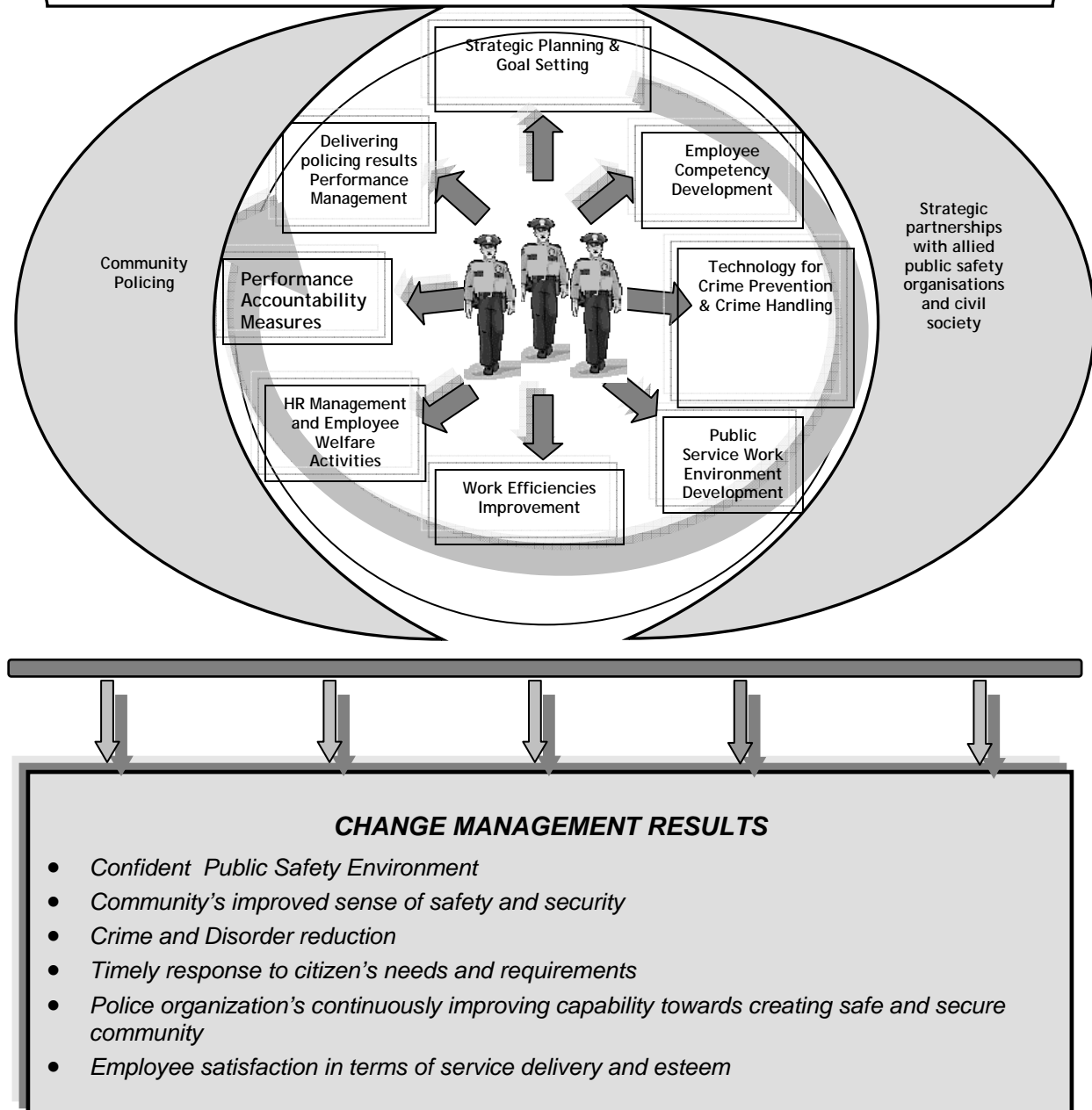
Figure 1.4.1 below provides details of the set of change management interventions as appropriate and relevant to the police functioning. The flow pattern also indicates the interconnectedness of the interventions. In the following chapters all these interventions are explained in detail. The relevant checklists, formats, and help tools are given as annexure and the corresponding reference is given at connected places in the chapters. Box 1.4.5 provides a time schedule and illustrates the sequence in which the detailed interventions are required to be implemented to gain advantage of the complementarity of the interventions.

Box 1. 4 .4

Change Management – Citizen Centric Outcomes

- Quick response and   assistance to citizens when they approach police for help and protection

- Police Stations to become people-friendly and receptive public service centres

- Prompt response to emergencies

- Proactively solving problems – crime prevention, crime control and maintaining law and order

- Courteous behavior in the police interface with the citizen

- Any commoner feeling free to   approach Police, without fear or favour for getting justice done quickly, fairly and in a transparent manner

- The police personnel treat the people with friendly, welcoming and problem solving attitude

- Visible policing to improve citizen confidence and deter criminals

- Following rule of law and just practices without prejudices borne out of power, money, social status, caste, creed, gender and all such differences

- Respect for human rights and human dignity – victim, witness, accused, poor, women, children disadvantaged

- Clarity in use of force and abusive practices by police

- Fair trial, conviction and reasonable sentencing of criminals

- Ventilated lock ups with drinking water and separate toilet facilities

- Fear of law among criminals

- Effective control of rioting and mob violence

- Increased citizen satisfaction and community confidence in Police

- Increased commitment among the police personnel for achieving service level improvements

- Effective feedback systems to the complainants on the case progress

- Uniformity and predictability in service delivery

Fig.1.4.1 An Integrated Model for implementing Change Management Initiatives

Strategic Planning &
Goal Setting

Delivering
policing results
Performance
Management

Employee
Competency
Development

Community
Policing

Performance
Accountability
Measures

Technology for
Crime Prevention
& Crime Handling

Strategic
partnerships
with allied
public safety
organisations
and civil
society

HR Management
and Employee
Welfare
Activities

Public
Service Work
Environment
Development

Work Efficiencies
Improvement

CHANGE MANAGEMENT RESULTS

- *Confident Public Safety Environment*
- *Community's improved sense of safety and security*
- *Crime and Disorder reduction*
- *Timely response to citizen's needs and requirements*
- *Police organization's continuously improving capability towards creating safe and secure community*
- *Employee satisfaction in terms of service delivery and esteem*

11

Box 1.4.5 Suggestive Time plan for district / commissionerate unit level implementation												
Interventions ↓ Months →	1- 3	4-6	7-9	10-12	13-15	16-18	19-21	22-24	25-27	28-30	31-32	33-36
Strategic Planning & Goal Setting	▓	▓										
Employee Competency Building - 5S, Kaizen & Effectiveness Improvement			▓	▓	▓							
Systems Standardisation for efficient delivery of Services			▓	▓	▓							
Strategic Policing Plan Implementation				▓	▓	▓	▓	▓	▓	▓	▓	▓
Police Stations and offices Work Environment Creation (5S techniques)				▓	▓							
HRM Activities (DPO / CPO &Police Station activities)				▓	▓							
Constabulary Empowerment Activities			▓	▓	▓	▓	▓	▓	▓	▓	▓	▓
IT Automation & e-Gov Solutions			▓	▓	▓	▓	▓	▓	▓	▓	▓	▓
Public Safety improvement &Crime Control Projects (Kaizen & EFQM models)				▓	▓	▓	▓	▓	▓	▓	▓	▓
Community Policing Activities				▓	▓	▓	▓	▓	▓	▓	▓	▓
Community Reach out programmes				▓		▓		▓			▓	
Satisfaction Studies, Audits and Reviews		▓			▓		▓			▓		▓
Documentation & Dissemination			▓	▓	▓	▓	▓	▓	▓	▓	▓	▓

2   Vision for Police Leadership: *Every officer is a Leader*

As the challenges get more and more formidable for the police in the changing times, developing leadership abilities in police officers becomes a critical priority. Having leaders at all levels of the organisation is crucial to becoming more efficient in a time of fewer resources and many difficult working situations. Regimental policing practices and sporadic experiments based on individual whims have not proven to be best strategies to reform a department which is fraught with many limitations. More than ever, the department today requires transformational leaders at senior levels. Transformational leaders build leadership organisations. They strive to make positive differences in organisations and in the lives of others wherever they go. Transformational leaders assert their role as change managers and reformists and utilise all the opportunities that Constitution provides to the police functioning.

Fig. 2.1.1 Change Continuum

Personal Leadership Development Stimulates Team Development

Team Development Stimulates Organisation Development

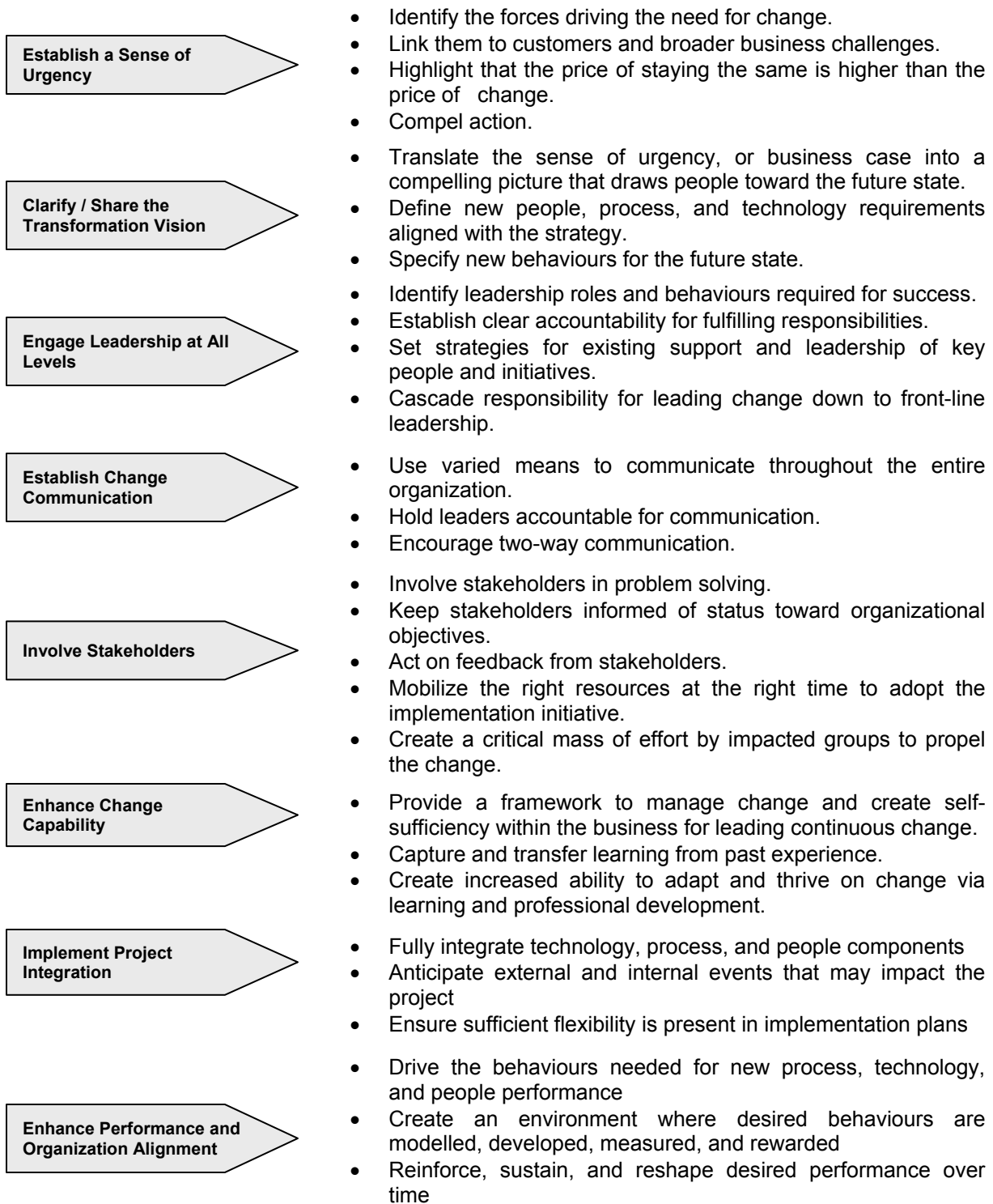**Organisation Development Stimulates Community Development**

Besides other leadership abilities a transformational leader needs

1. A visionary view of an encouraging future
2. Skill in planning, managing, and leading in unpredictable change environments
3. An indomitable spirit
4. Coaching staff and team development
5. A caring and nurturing environment in which employees feel taken care of.

The famous book Fifth Discipline written by Peter Senge(1990) describes five disciplines which every transformational leader should cultivate. Brief descriptions of these disciplines viz. **systems thinking, personal mastery, mental models, building shared vision and team learning** are given in Annexure- 1 .
Box. 2.1.1 below identifies eight success factors that will help the change leader to lead his organisation through successful change processes.

Box. 2.1.1   Change Management Success Factors

Establish a Sense of Urgency

- Identify the forces driving the need for change.
- Link them to customers and broader business challenges.
- Highlight that the price of staying the same is higher than the price of change.
- Compel action.

Clarify / Share the Transformation Vision

- Translate the sense of urgency, or business case into a compelling picture that draws people toward the future state.
- Define new people, process, and technology requirements aligned with the strategy.
- Specify new behaviours for the future state.

Engage Leadership at All Levels

- Identify leadership roles and behaviours required for success.
- Establish clear accountability for fulfilling responsibilities.
- Set strategies for existing support and leadership of key people and initiatives.
- Cascade responsibility for leading change down to front-line leadership.

Establish Change Communication

- Use varied means to communicate throughout the entire organization.
- Hold leaders accountable for communication.
- Encourage two-way communication.

Involve Stakeholders

- Involve stakeholders in problem solving.
- Keep stakeholders informed of status toward organizational objectives.
- Act on feedback from stakeholders.
- Mobilize the right resources at the right time to adopt the implementation initiative.
- Create a critical mass of effort by impacted groups to propel the change.

Enhance Change Capability

- Provide a framework to manage change and create self-sufficiency within the business for leading continuous change.
- Capture and transfer learning from past experience.
- Create increased ability to adapt and thrive on change via learning and professional development.

Implement Project Integration

- Fully integrate technology, process, and people components
- Anticipate external and internal events that may impact the project
- Ensure sufficient flexibility is present in implementation plans

Enhance Performance and Organization Alignment

- Drive the behaviours needed for new process, technology, and people performance
- Create an environment where desired behaviours are modelled, developed, measured, and rewarded
- Reinforce, sustain, and reshape desired performance over time

2.1 Participatory Leadership

As professional policing in an increasingly complex environment is a challenging matter, the police organisation needs to create competent and confident internal organisational capabilities. Major changes happen over a period of time. As change is a process, not an event, feelings of ownership and involvement are critical for success. In other words, a limited commitment system can manage an 'event' (like an emergency situation or a crisis), not a 'process' that unfolds over a period of time and therefore, requires persistent and consistent set of actions over time. Therefore, sufficient efforts in building ownership, involvement and commitment of people at operating levels are to be invested, without which we would not be able to elicit major commitments of time, energy and effort from the operational staff to make implementation successful.

Also since the change processes are long drawn efforts, police leadership team should include specialists in change management. These may be either civilians, retired police officers, preferably both. This partnership will improve the credibility, professional standards, and sustainability propensities of the change programmes.

Visionary and transformational leaders adopt participatory methodologies as their working styles for institutionalizing any change process they bring in. Participatory management is a conscious and informed activity to be advocated and implemented at every stage of the change management activity cycle.

The process of continued, active stakeholder and employee involvement results in various improvements. Cultivating this style is becoming very crucial for senior police leaders. All along the leadership styles of the senior officers have been dictatorial and regimentation. They styles create a deeper sense of alienation in the minds of the people at the operational level. Ironically these dictatorial and regimentation styles are exhibited downwards making every person in the hierarchy feeling crippled and powerless, leading to lack of ownership. In the process, organisation loses the capability and opportunity to continuously improve the capacities of the organisation. Participatory leadership styles have great potential to create the possible impacts as given below.

Sustainability and sustainable impact:
More people get committed to carrying on the activity. Active participation helps develop skills and confidence.

Effectiveness:
There is a greater sense of ownership and agreement of the processes to achieve an objective.

Responsiveness:
Effort and inputs are more likely to be targeted at perceived needs so that outputs are used appropriately.

Efficiency:
> Inputs and activities are more likely to result in outputs on time, of good quality and within budget if local knowledge and skills are tapped into and mistakes are avoided.

Transparency and accountability:
> This accrues as more and more stakeholders are given information and decision making power.

Equity:
> This is likely to result if all the stakeholder needs, interests and abilities are taken into account.

Participatory Methodologies

Participatory methodologies aim to actively involve people and communities in identifying problems, formulating plans and implementing decisions. Participatory methodologies enable people to do their own investigations, analyses, presentations, planning and action, and to own the outcome. People across all levels of the organisation and the community stakeholders can be involved in different decision making and implementation activities

♦ **At the problem identification**, **analysis and solution designing stage**, by involving personnel in identifying problems e.g. needs assessments, Cause effect analysis, Crime L&O impact analysis, analyzing the crime trends, developing crime prevention programmes,

♦ **At the Implementation stage**, through examination of a particular problem or topic e.g. identifying priorities, resource utilisation, or implementing new activities where information needs to be collected;

♦ **At the Monitoring and Evaluation stage**, by enabling employees to examine their own effectiveness and involvement

Fig. 2.2.1 pictures the leadership interventions to be carried adopting participatory approaches.

Fig.   2.2.1 Leadership interventions adopting participatory approaches

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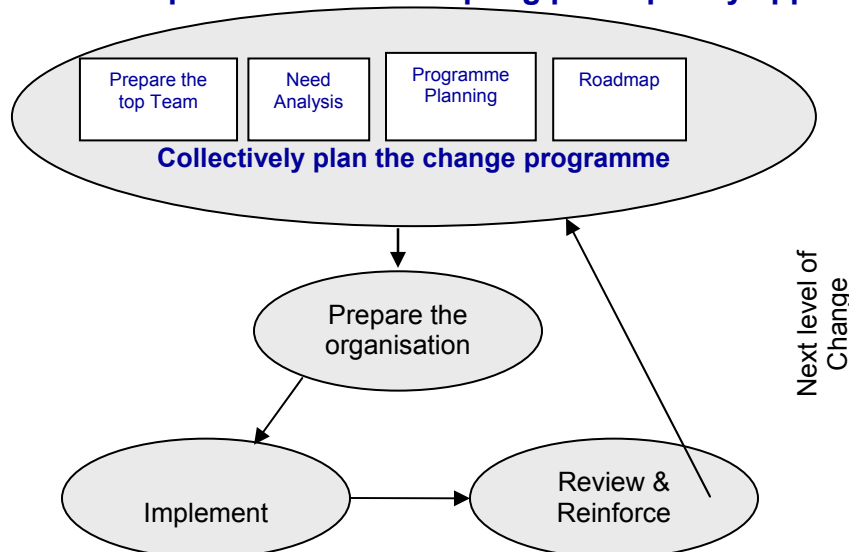
At the same time, the participatory style should not be the exclusive domain of the top leader alone. When the top leader leaves the position, the organisation runs the risk of receding back to the old ways of working. A transformational leader consciously works to cultivate the participatory ways of working among all the levels in the hierarchy. The following methods of working develop a participatory work culture in the organisation.

- Develop a self critical / learning culture in the team
- Cultivate a partnership relationship by

   - building trust and confidence in the field / operational staff

   - giving the full responsibility of solving certain problems by clearly describing the end results, indicators though which the results will be analysed and the resources given for carrying out the tasks.

   - Adopting a facilitator leadership style as opposed to a traditional control leadership style.

The following behavioral approaches will support the managerial styles and reinforce the participative culture. In the absence of the senior leaders' demonstrating participatory behaviors, the attempts at building a participatory work culture will appear tactical, short term and manipulative. Personnel at the operational levels will start doubting the credibility of the seniors and though appear to be involved in the programme, will internally develop a deep disdain for the leader and the programme. Leaders' participatory behaviours are:

- Respecting staff's ability to solve their own problems.
- Encouraging the staff to express, share, enhance and analyse their Knowledge
- Getting to know what they know, say, and do
- Not lecturing - Look, listen and learn
- Facilitating, not dominating
- Not interrupting or interfering
- Allow reasonable time for the staff to come forward, of their own accord
- Being humble and not arrogating

Annexure -2   provides a set of self assessment questions to help the leader make an assessment of her/his participative styles.

2.2 Forming Focus Groups

Forming Focus Groups is a participatory and consultative method of planning strategic interventions for wider organisational problems, especially in public service organisations. Focus groups are collectives of well informed individuals, media experts, professionals and public figures primarily formed to guide, focus and inform planning and implementation of larger organisational change activities, and to ensure that the activities undertaken respond to the needs of the community.

Focus group members normally gauge the views of citizens, understand their perceptions about the problems and also provide strategic directions to the organisations on how the problems can be solved from a long term perspective.

Focus groups in the policing context are very relevant and immediately required intervention. Currently, police requires wider public support- from the policy makers, administrators, judiciary and the larger society to

a. Pressurize and advocate the long pending structural and legal reforms

b. Advise and support the police for developing practical change management interventions to improve the safety and security situation in the society and also to improve the police image

c. Make the police organisation a respected and responsible public service institution safeguarding the democratic principles and practices in all walks of civic life.

Focus groups can be used as an institutionalized mechanism at each stage of policing effectiveness improvement activities. Focus groups should not be misconstrued as community policing project teams. Community policing groups are smaller in numbers (say 12-15), formed locality-wise and they have long term existence. They go though the full cycle of problem solving projects. Community policing groups bring closer bondage between the neighborhood communities and the local police. Focus groups are issue based advisory to the police, representing genuine and impartial needs and requirements of the larger society for creating and improving public safety environment. Focus groups will improve the horizon and sensitivity of the police personnel to the emerging issues in the community in the fast changing socio- economic and political environment. This intervention, well organised and appropriately publicized will improve the image of the police as a professional organisation.

- In **problem and situation analysis**, focus groups are used to understand citizen needs and requirements, or reactions to new or proposed or service idea.

- In **mobilizing public support** e.g., when the police introduces new methods of traffic regulations, initiates communal amity programmes, controlling ragging, eve teasing, women harassment, emergency handling preparedness of the community, awareness and alertness on extremist activities and such other issues.

- During **implementation**, focus groups can be used to ensure that activities are on track and performing to user standards.

- At the time of **Completion**, focus groups can be used to determine to what extent an activity has accomplished its objectives and to identify lessons learned for improving future activities.

Focus groups can be created for different subject areas. The police department also will become accountable for results to these focus groups, besides the formal accountability to the government, legislature and judiciary.

Box 2.3.1 : Guide for conducting a focus group meeting

In the context of the Indian police, focus groups can be created at the levels of the police station, district unit and state administration.

1. A large group of 30-50 members academically qualified and experienced in their professions representing different sections of the society. viz: academia, legal professionals, health professionals, industry, civil society organisations, media, NGOs, women organisations etc. This group will not become a power wielding group deteriorating into power broking and mediating between police and individuals with vested interests. Therefore, while choosing this group a lot of independence needs to be exercised. Focus group discussions also can be held in a transparent manner and even televised. It is a consultative body for the police leadership and the department

2. A moderator / facilitator with the knowledge of group dynamics and facilitating skills to generate ideas and action points

3. The facilitator needs to develop norms for the discussions, idea generation process using a consultative methodology. In every focus group meeting, these norms have to be adopted

4. There needs to be a set of people who will take notes of the proceedings and at the end of the discussion will provide a recommendatory document to the police

5. A comfortable conference or meeting place where everyone can sit in a theater type arrangement facing each other

6. These meetings can be held at regular schedules (say one in a month) at appointed time, duration and place

7. An academic institution, school or college can be a preferred location for this purpose. The place should be hired on a rental basis. It should be voluntarily spared for this purpose. After a set of 6 meetings at one place the venue can be changed. Long term association between venue owners and police might lead to speculation of vested interests and manipulations

8. The meeting can be opened by the police leader giving a small account of the previous focus group meeting proceedings, recommendations given by the focus group and the actions taken there on and actions not taken there on and their reasons. This process will communicate a sense that the focus group discussion points are taken seriously and implemented

9. Then the police leader can request the moderator to conduct the focus group on given topics. Since the objective is to sensitize the police personnel to the community's view points and opinions, large groups of police personnel from different levels can participate. It will be good if they are only observers. However, they can give clarifications on the issues raised, with the permission of the moderator

10. The group discussion can end with the police leader thanking the group members, very briefly highlighting the key points

11. The discussion points of all the meetings can be edited and brought out as a small publications

12. The entire activity of focus groups should be conducted with minimal costs met by the police department. This event should not be used as a publicity tool to project officers or specific individuals. This is an objective and sensitive organisational process to bring the community and the police closer on professional issues

2.3 Building Partnerships

Policing involves broader issues which fall in the domain of other public service organisations with an element of public safety, e.g. municipal administration, road transport, water, electricity, revenue, and similar organisations. On the community welfare, human rights, protection of weaker sections, women and child protection, anti trafficking, economic offences and similar issues, governmental agencies, civil society organisations, multilateral bodies get involved. Policing interventions happen to be connecting threads in all the issues affecting human life, liberty, safety etc. Police by itself, within its legal boundaries and limited resources, can impact only to a limited extent. Solving the problems at their root cause requires, the cooperation and involvement of all the allied agencies. Police, in partnership with the connected agencies can solve the problems effectively. In this context, partnership building capabilities emerge as a key capacity requirement for the police organisation.

Partnerships are a special kind of relationship that transcends traditional bureaucratic boundaries and compartmental working. Through partnership arrangements, all the connected agencies can evolve common goals, drawing upon the comparative advantages of the agencies involved, a commitment to mutual learning, a high degree of trust, respect for local knowledge and initiative, shared decision-making and commitment to capacity building. Partnership arrangements have the advantages of:

- Increased programme scope, impact and sustainability
- Increased cost-effectiveness of programmes
- Increased resource mobilisation
- Better use of local skills and resources
- Increased capacity of national organisations
- Improved relationships with associate partners

Partnership Development Stages

Understanding the different stages of partnership development, the issues involved at each stage and how to respond to these, gives police a framework for planning how they can intervene to support specific activities.

Stage I: Preconditions for partnership

Any successful co-operation must be driven by real problems and needs that touch all potential partners. It is important to understand the problem (or opportunity), how it relates to the interests of potential partners and what capacities the organisations must have to collaborate. Consider these issues.

ο What is the nature of the problem that a partnership might solve, and why is it necessary to bring together several actors to solve it?
ο Who are the key stakeholders?
ο How are the stakeholders affected by the problem?
ο To what extent are resources from different stakeholders required?
ο What is the organisational capacity of stakeholders to get involved in partnership?

Specific tools and skills that police can use at this stage include:

- Stakeholder Analysis to develop an understanding of key actors and their interests in the partnership
- Problem Analysis to deepen the understanding of the development problem that the partnership might try to tackle
- An initial assessment of the extent to which certain groups are ready to engage in partnering

Stage II: Convening partners and discovering their unique aspects

Identifying a strategy to bring potential partners together needs to be based on an understanding of the problem and its stakeholders. It is important that the right group or individual be identified to convene the potential partners - someone with credibility among all the participants. Initial meetings need to be organised in such a way that mutual trust, commitment and appreciation of the assets of each organisation can be established among them. Several key questions at this stage are:

- Who should call the meeting and where should it be held?
- What are the unique aspects of each organisation?
- What have been peak moments in organisational life to address similar issues?
- What are the parameters of the issue to be addressed?

An initial meeting of potential partners should be simply exploratory, with the goal being to build enough trust and commitment to meet again. Trust is often cited as a key factor in successful partnerships, but it requires sufficient time to grow.
An agenda for the first meeting might focus on two things:

o Personal and organisational introductions
o Sharing of viewpoints on the key issue

Stage III: Creating shared directions

In order to be successful, members of a partnership need a joint understanding of the issue, problem or opportunity and most importantly a shared vision of what they hope to achieve together. Identifying the intersection of interests of the partners, and later, keeping a focused on the vision are key to building the relationship. Partners work to develop a realistic strategy and joint action plans. Key issues at this stage are:

- What are our common values?
- What are our bold hopes for the future?
- How must we change our organisations to become more effective partners?
- What is our common strategy and action plans?

Stage IV: Implementing action plans

The implementation of the partners' strategy and action plans will pose challenges given the differences among the partners and the evolving nature of the relationship. Different partners will need to learn how to work together, respect differences, manage conflict, bring on board new actors-all the while keeping focused on common objectives.

3   Change Management Strategic Planning and Goal Setting

Which Direction ????

H E L P
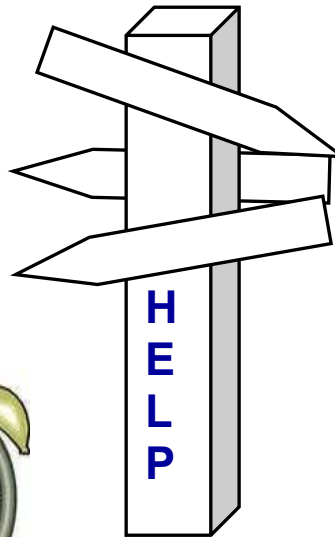
- Unclear and stressful state of affairs for all stakeholders
- Bogged down by inaction or fragmented action
- Too many demands and lack of priorities in policing work
- Different levels having different priorities
- Lack of overall organisational planning and goal setting

Strategic Planning
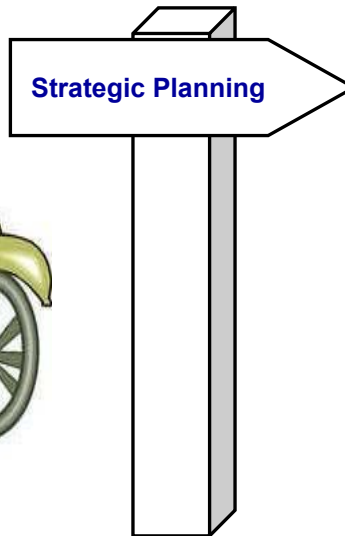
- Setting long term and short term goals for the police organisation
- Focused action and better services to the citizens
- Alignment of goals between different levels of personnel
- Emotional involvement & commitment to the vision, mission and values
- Clarity about the work issues and reiterating the rationale for democratic policing

3.1 What Is Strategic Planning?

Key words: Vision, Mission, Values, Strategy, Commitment, Organisational Performance, Citizen Satisfaction

A strategy is an overall approach and plan for any programme of action. So, strategic planning is the overall planning that facilitates the good management of a change initiative or even running an organisation on a holistic perspective in which the interests of all the stakeholders are given equal priority and especially that of the customers, citizens and the larger society. Strategic planning takes the organisation outside just the day-to-day activities. It provides the big picture of what the organisation is doing and where it is going. Strategic planning gives the organisation clarity about what it actually wants to achieve and how to go about achieving it, rather than a plan of action for day-to-day operations.

Strategic planning enables the organisation answer the following questions:

1. What is this organisation? Why has it been established?

2. What capacity does it have / what can it do?

3. What problems is it addressing? What services is it providing its Customers / Clientele?

4. What difference does it want to make?

5. Which critical issues should it respond to?

6. How should it allocate its resources? What should be its priorities?

When these questions are answered, it is possible to proceed to the next stage of programme planning:

7. What should be the objectives of the change project – long term, immediate and prioritization of these objectives?

8. How should the organisation organise itself to achieve these objectives?

9. What should be the action plan? – Who will do what, when, where and how?

> *Vision without action is a daydream. Action without vision is a nightmare."*
>
> *- A Japanese Proverb*

The Strategic Planning of an organisation is normally carried out through the processes of preparing the organisation's Mission, Vision, Values and Programme implementation plans, which can also be termed as Change Interventions. The scope and magnitude of change management in the police organizations is tremendous and it needs to be consistently implemented at multiple levels. The police organisation is currently bogged down with several problems, some within their control and some not. These situations may deter the efforts of the people involved in the change process.

However, for achieving the organisational and community satisfaction objectives, the change processes have to be initiated and implemented with rigor.

Carefully and comprehensively planned and implemented change management programmes have more probabilities to succeed. Managing change successfully requires an understanding of the process of change and all the aspects that are integral to change.

Change Management operates at two levels:

> **Classically change management is defined as an effort (1) planned, (2) organization-wide, (3) managed from the top, to (4) increase organization effectiveness and health through (5) planned interventions in the organization's 'processes', using behavioural-science knowledge.**

a. At the strategic level, the change management processes impact the larger organization on a broader scale and seek to build support and commitment to create a culture that embraces the methods, tools and techniques of Organisational and Service Delivery Transformation.

b. At the tactical level, Change Management focuses on the workforce and improves the work flow processes, thereby bringing operational and functional efficacy. The employees are motivated and inspired to take up larger challenges and provide better and efficient services to the citizen- customers. Employees undertaking continuous performance improvement projects is an indicator of change management success at the tactical level.

Purpose of evolving Strategy, Mission & Vision

During the last decades, tremendous socio-political changes have influenced the need and shape of the administrative reform processes of the government and public service organisations. Evolving expectations of society and altering performance efficiency indicators of the public service organisations have encumbered the public sector in general. The apparent apathy, indifference and failure of performance of government organisations are cited one of the main reasons for the growth of issues like extremism, demands for separate statehood etc.

In order to meet the growing demands of the society for quality and customer focused services, several national governments throughout the world have adopted policy changes forcing the public service organisations to work in a competitive market driven environment. Many public service organisations have been adopting the "proven" private sector management tools into their organisations.

The process of strategic management starts with visualizing the future state and the direction in which the organisation wants to move. Vision is created to provide most desirable service delivery to the customers and as well achieving optimal operational efficiencies.

Vision is an image of the future state of the organisation, creating the most desirable scenario for the foreseeable future.

Vision Statement explains

- How the organisation will be working in the desired future
- When the citizens are happy with our work what will they talk about our service
- What we will give at our best

Vision is the art of seeing things invisible
- Jonathan Swift

Mission
Mission is a statement describing the essence of the organisation's existence, what is the purpose, for whom and why.

Mission statement essentially explains:

- How do we want the citizens / beneficiaries / customers identify the police organisation?
- What is unique of police service?
- Why do the beneficiaries need police?

A well crafted Mission statement charges people with enthusiasm, energy and commitment to collectively achieve what the organisation is mandated to fulfill.

The most common benefits from mission statements are: (1) They reinforce the commitment of the people and emotionally charge them to strive for achieving the organisational results. (2) They also make promises to the customers and stakeholders such that the organisation stands committed to fulfill those promises. (3) They also throw up challenges for the organisation's personnel so that they stretch their efforts to achieve what they promise.

In an environment, as in Police, the change processes generally are intended to transform the age old and hardened practices and belief systems that mostly serve the self serving interests of the few in power.

In the present juncture of independent India, after more than 60 years of experimentation with a framework of state controlled Police Organisations, it is most important to revisit the purpose of the organisation, and evaluate its performance in the context of its proven services to larger masses, vulnerable groups, poor, needy and those who need the protection of law.

Work Values

Values provide commitment and morale to act.

They are principles, standards and qualities inherently worthwhile to be embedded into actions for realizing the vision and mission. Values are sources of strength and give psychological power to people to take desirable actions even at the cost of sacrifices and apparent benefits. They are deep and need a shared perspective of the team to implement them unfailingly.

Presence of values has the ability to influence employee behaviour. Core values are the organisation's basic precepts about what is important in both the organisational and personal life. The concerns like how the activities of the organisation should be conducted, its view of the society, its problems as they evolve in the changing socio-cultural milieu, its role in society, the way the world works, and what is required in the organisation as the inviolate principles and practices are all important considerations when an organisation evolves its value principles.

Box: 3.1.1 illustrates the unique functionalities of the interventions of the Mission, Vision and Values and their guiding inputs for strategy formulation and operational activities, while Box 3.1.2 provides guidance inputs on various methods through which the Mission, Vision and Values can be deployed. Figure 3.1.1 gives step by step processes though which Mission, Vision and Values can be generated. Adopting these steps in the same sequence is very crucial because the very process of generating these interventions will get the organisational buying in.

Box 3.1.1 Linkages between the different Elements of Strategic Plan

Mission

For what cause the organisation was set up?

Purpose creates Mission and Mission drives Strategy

Vision

A visual of the future state

- Citizen Satisfaction
- Organisational Satisfaction

Strategy

- Policies, methods for realizing the vision and accomplishing the Mission
- Resource Management, Cost, Effort and Time Efficiencies
- Partnership for achieving Results

Actions & Behavioural Standards

Collective behavioural patterns that underpin the organisational competencies to deliver focused services to stakeholders

Operating Values

Non negotiable principles and beliefs the organisation will demonstrate in all its actions even against odds.

Organisational Commitment and Performance

Citizen / Client / Societal Benefits

Box 3.1.2 How to disseminate the Mission, Vision and Values?

Mission, vision and values have to be disseminated throughout the police organization including its constabulary staff by various methods.

Vernacular language: The mission, vision and values should be translated into the local vernacular language for easy understanding, as most of the constabulary staff is educated in the local language and English comprehension may be difficult for them.

Handbook: The mission, vision and values should be published in the form of a booklet that should be accessible to all the police personnel and other stakeholders. Publishing and making the mission, vision and values public knowledge will increase the commitment of the police personnel to them as well as hold them accountable to practice them in their activities.

Training Programs: The core group should conduct a series of training programmes for all the personnel of a police organization. These programmes should explain the purposes of having mission, vision and values and they can guide the police personnel in their implementation in their daily tasks.

Experience sharing sessions: Monthly sessions can be conducted at the police station and sub-division level in which all the police personnel from all the levels can participate. They can share their experiences they faced when they were practicing the mission, vision and values in the course of their work. These sharing sessions can transfer learning and help them in resolving issues they are likely to face.

Public interaction sessions: The police personnel of each police station can reach out to their local communities and they can explain to the community their mission, vision and values.

Fig. 3.1.1: What is the process of generating the Mission, Vision and Values?

Step 1

Form a Core Team with senior police officials to facilitate the process of churning, generating ideas, collate the data and information and conduct a series of in-depth focus group discussions with all the stakeholders. Involve external consultants, change management specialists to facilitate the process along with the core team of internal personnel.

Step 2

Collect, Analyse and discuss information regarding
- Present performance levels of police in the context of the community in which it exists
- The expectations of the stakeholders and of the police personnel at different levels
- Future plans of the police
- Long term strategies that the police want to adopt to attain their future plans
- Present capabilities at individual and organisational level and identified skill gaps

Step 3

Crystallize the information collected from all levels of the police and other stakeholders and draft them into relevant Vision, Mission, and Value Statements

1. **Capture the core ideas:** Make sure that all the core ideas are captured that were generated during the information and idea generation processes.

2. **Use actionable terms:** While writing the vision, mission and values, use action verbs that are simple, clear and convey a common meaning to all the police personnel and their stake holders.

3. **Capture the enthusiasm and the direction:** The vision, mission and values are emotionally charged ideas. They should be drafted using such words and phrases to evoke emotional commitments and willingness to invest efforts and energies.

4. **Clarify the behavioral requirements:** The vision, mission and values should express the expected behaviors from the police personnel individually and collectively.

Step 4

Disseminate the vision, mission and values throughout the organisation repeatedly and reinforce how important they are for achieving the organisation's service goals and purposes. Carefully ensure that they don't become mere slogans and cacophonic. Ensure that they get internalized into the organisation's everyday walk of life.

Step 5

Evaluate and measure whether the Mission, Vision and Value statements have yielded the expected results

1. Which statements relate most strongly with employee commitment?
2. To what degree does employee commitment influence organizational performance?

Step 6

Celebrate and encourage employees to inculcate these statements into actual work practices
Identify and reward employees who have contributed exemplarily to achieve the stated objectives of the organization
Identify, document and publish success stories

Step 7

Identify the impeding organizational procedures and methods that come in the way of effectively deploying the mission, vision and values and carefully improve upon them

Step 8

The senior officers should not get personally identified with these processes, so that these efforts are not viewed as the personal agenda of the leaders. The senior officers should create an environment that these efforts are organizational, give credit to the junior officers and involve them in the entire process so that the change process gets institutionalized and the ownership for change is taken by the entire organization including the last person or the junior most

Who should be involved in generating mission, vision and values?

All the stakeholders of the police services should be involved in generating the mission, vision and values of the police organization. The top management of the police, the broad representative sample of people from the officer level and constabulary staff, members of the public and opinion makers should be involved to elicit their inputs.

Dos	Don'ts
√ Involve all the top management and a representative sample of all police personnel in generating the mission, vision and values	X Don't limit the mission, vision and values statements to merely decorating the walls of police stations and other police offices with framed statements without linkage to implementation
√ Base them on the plans concerns and data that are relevant to all stakeholders	X Don't make it a one-time activity without linkage to implementation
√ Make the link between the conceptualization and expected actions clear	

3.2 Some case examples of Mission, Vision and Values of different Police organizations – national and international

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CHENNAI POLICE

Mission Statement: To work towards a safe, just, humane and progressive society

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MUMBAI POLICE: Custodians of Trust

Mission Statement:

- Mumbai police shall ensure the Rule of Law, enforce the law of the land impartially and firmly without fear or favor, and strive to create a fear free environment that is conducive to growth and development.

- Mumbai Police will remain committed to maintain public order, preventing and detecting crime, maintaining and promoting communal harmony, ensuring a smooth flow of traffic, and taking strong action against terrorism, organized crime, anti-social/illicit activities/elements.

- We will serve and protect all; particularly the downtrodden, the weak, women, minorities, senior citizens, slum dwellers, the poor& other marginalized sections of society. Prompt & compassionate response to every call of citizen's in distress.

- We will keep our personal integrity high, work as a team to make the force corruption-free, bring in transparency in our functioning, and strive continuously to raise the professional skills and work for the welfare of our force.

- Making Mumbai a safer and better place to live is our mission and we will work for this in partnership with the community.

NEW YORK POLICE DEPARTMENT (USA)

Mission Statement: The Mission of the New York City Police Department is to enhance the quality of life in our city by working in partnership with the community and in accordance with the constitutional rights to enforce the laws, preserve the peace, reduce fear, and provide for a safe environment.

Values: In partnership with the community, we pledge to:

- Protect the lives and property of our fellow citizens and impartially enforce the law

- Fight crime both by preventing it and by aggressively pursuing violators of the law

- Maintain a high standard of integrity that is generally expected of others because so much is expected of us

- Value human life, respect the dignity of each individual and render our services with courtesy and civility

LONDON POLICE SERVICE (United Kingdom)

Mission Statement: The London Police Service is committed to providing a safe and secure community through community partnerships and by striving to attain the highest level of professionalism and accountability.

Vision: Recognizing that our strength stems from our partnerships with all sectors of the community, we envision an organization structured to meet the changing needs of citizens and our profession. Our success in accomplishing this goal depends on our ability to:

- Provide optimum pubic safety an security to enhance the quality of life in the community
- Foster trusting, caring partnerships with the community in all its diversity
- Develop effective communications within our organization and with those we serve
- Promote a safe and equitable workplace, allowing for the professional development of employees to their fullest potential

Statement of Values:

The London Police Service, in pursuit of its mission, believes in providing quality service with the highest possible degree of excellence, based upon the principles of fairness, integrity, honesty, and respect for human dignity.

Employees are reminded to familiarize themselves with the Mission Statement, Statement of Values, and Vision of Success, and to embrace these goals as we collectively strive to provide the most effective police service for our citizens.

- Promote training and life long learning; and
- Acquire and use resources efficiently and responsibly.

SINGAPORE POLICE FORCE

Mission Statement: The mission of the Singapore Police Force is to uphold the law, maintain order and keep the peace in the Republic of Singapore.

Our Shared Vision: "A Force for the Nation"

- We are a force for the nation, ensuring its security, survival and success of Singapore, and helping the build into our best home.
- We are a political force that inspires the world.
- We are united with the community. We are for and serve the community that we work in and with.
- We are feared by those who are inclined o crime and disorder. We are always ready to deal with any threats to the safety and security of Singapore.
- We are a harmonious family. Each of us saves and leads, contributing to the objectives of the team we are part of.
- Our work place is enjoyable to be in.
- Our people are more valued assets.

Values:

- In partnership with the community, we pledge to:
- Protect the lives and property of our fellow citizens and impartially enforce the law.
- Fight crime both by preventing it and by aggressively pursuing violators of the law.
- Maintain a higher standard of integrity than is generally expected of others because so much is expected of us.
- Value human life, respect the dignity of each individual and render our services with courtesy and civility.

Cyberabad Police Commissionerate (AP, India)

Mission: Transforming Cyberabad Metropolis into a Safe and Secure Community through best-in-class Police Services

Shared Vision (2004-2006) Our shared Vision is creating a Process Oriented, Responsive and People Friendly Police organization, upholding Human dignity through constabulary empowerment, Community Partnership and a Culture of Continuous Improvement in Service Delivery

Work Values

3.3 Change Management Project Planning and Monitoring System

Initiating and sustaining multiple interventions in a complex organization like the police with many work units and police stations requires meticulous planning and monitoring systems. It has to be participative planning with representative personnel from all levels of the police hierarchy. All the levels of police personnel should spend several hours in brainstorming and idea generation exercises to identify the gaps in the current systems and processes and plan for improvement measures. After detailed analytical processes they should develop a holistic Change Management Approach with guidance from external professional agencies. **The total programme should be implemented in a project management mode with measurable indicators of success, time frame and key process parameters.**

Change Structure- District/Commissionerate level:

<u>**Create a facilitative unit (a wing / cell / department / section / centre)**</u> to implement and monitor the institutionalization process of the Culture Change Management within the District / Commissionerate. This unit will be a nodal office and secretariat for planning, implementing, monitoring and reviewing all the change initiatives in the total District / Commissionerate. It should coordinate all activities related to developing, designing and implementing the police change management programmes and community partnership activities. It should draw representatives from different work units and across the levels, and form the following subject wise task teams

- **Change Management Core Team**
  (Overall monitoring of the project success, Internal Audits, Third Party Audit, Social Audits and Documentation)
- **Strategic Policing Plan Team**
  (District / Commissionerate Strategic Plan and Police Station (PS) Local Plan,)
- **Competency Building Team**
  (Constabulary Empowerment, Learning Centre, Training coordination)
- **Station House Management and Upkeep Team**
  (PS House Management, Records and Properties and up keep through 5S)
- **Process Standardisation and Technology Team**
  (Kaizen – Continuous Improvement Projects in basic policing activities, IT integration, e-Gov,)
- **Citizen-Community Interface Team**
  (Reception, Community Policing, Satisfaction Studies)
- **HR Management and Employee Welfare Team**
  (Establishment, Employee Motivation, sports and cultural activities)

Change structure – Police Station / work unit level:

In each Police Station and the other work units, Change Management Project Teams (not more than 8-10 members in each team) should be identified involving all the police personnel to work on the issues as identified at the District / Commissionerate. These teams must make fortnightly plans for setting their improvement targets, implementation, review and continuous improvement in these aspects.

Monitoring: Continuous supervision and monitoring is essential to take stock of the different change initiatives and take timely course correction. Monitoring should take the following factors into consideration:

a. At the CPO / DPO level an officer at the level of a DCP, Addl. SP should be made the Change Management nodal officer. (Change Management Centre- CMC)

b. Close monitoring and guidance should be given by DCP and CP /SP

c. Every fortnight the concerned DSP/ACP should make a progress report and send to the CMC for considering and discussing the reports in the monthly crime review meetings. The preventive, corrective, and improvement action decisions taken in the MCR meetings should be communicated to all the police stations for necessary improvements. The police stations should send action taken reports to the MCR meetings. MCR meetings will observe the trends in the improvements at the police stations and will recognise and reward best practices.

d. The immediate Supervisory Officers (the ISP): SHOs and SIs concerned should give guidance and closely monitor the constables in all the implementation activities.

e. All Officers and the staff should access the information regularly and update themselves on the progress made by other officers and work units, and bring in necessary improvements in their own activities.

f. Monitoring should be done on specific factors for each of the change initiatives that indicate the level of achievement and noticeable improvements.

g. Monitoring should be systematic and well-planned and it should cover all aspects of the change initiatives.

h. Quantitative rating should be given to various factors in each of the change initiatives to bring in objectivity between different officers who are monitoring.

i. Ratings also make for ease of comparison between different police stations and other work units. And it also helps in self-monitoring for the personnel of each police station.

j. Inspecting officials should monitor by interacting with the police personnel who are implementing the initiatives at the police station and other work units including the SHOs, SIs, HCOs and PCOs.

Review: Assessment and evaluation should be done against set criteria periodically. It supplements and reinforces the monitoring mechanism. Regular Review of the change management implementation should be done by the senior officers (CIs, DySP, DCP, and CP/SP). They will review the progress and implementation of change activities along with their regular work review while they are on their inspection to the Police Stations and work units. A formal review should also be scheduled every fortnight.

Monthly Review Meet: Every month, a Monthly Review Meet should be organized to assess the progress of the change management initiatives in the entire District / Commissionerate. Its agenda should be the following:

a. **Progress Reporting:** The Senior Officers and the improvement project's team leaders must give a progress report on their respective activities. (Work environment improvement, crime control capabilities, Standard Operating Procedures, and Welfare & Improvement Projects)

b. **Team Presentations:** The Police Stations/ Work Units teams that have successfully completed projects should make presentations. They should also bring exhibits of photographs, and other material evidences that detail the contents of the Project.
Prior to sending the teams for this presentation, the Dy.SP and other controlling officers should select one team for each subject, in their sub division / work units which has outstandingly completed the Project. For selecting this team, they should use the collective ratings from all the inspecting officers who have done the inspection in that month.

c. **Awards and Recognitions for meritorious projects:** The individuals and teams from police stations that have successfully completed the projects in each subject area should be selected for awards and recognition by a panel of judges that may include external experts. A Rolling Shield can be given in each subject area. This shield can be rotated every month in the District / Commissionerate. The Rolling Shield can be kept in the respective Police Station/ Work Unit that has won the shield.

  The award criteria as well as the method of selection for both individual and team projects should be clearly set and communicated to all.

Review factors: The change initiatives should be reviewed on the relevant factors of the particular change intervention. Some of the review factors are as follows:
- Perceptible and distinct changes in the police personnel
- Number of meetings held involving all levels of police staff
- Physical improvements to work environment as per plans
- People's involvement and their real commitment
- Documentation of change interventions including the relevant formats developed and used
- Actual implementation to match with the processes as laid down in the SOPs.
- Number of solutions / cases solved using Kaizen tools
- List of community partners (Youth associations / Corporate / NGOs etc)
- Number of partnership programmes taken up
- Improvements from the feedback during the above programmes
- Specific cases in all change initiatives and their documentation
- Before and After Measurements and supportive photographs wherever relevant
- Charts and pictures showing improvements
- Staff exhibiting visible improvements
- Number of police personnel who have obtained new skills, qualifications etc. with proof.
- Number & quality of family welfare activities undertaken

Roles And Responsibilities during the Change Process		
Senior Police Official [**Addl. SP, SP & above**]	Change / team leader [**Dy. SP, CI, SI, ASI**]	Team Members [**HCO, PCO, HG**]
• Provide leadership to Change interventions in district / work unit • Provide resources and time for implementing interventions and skill – building training regularly • Ensure that teams at all levels regularly meet • Seek explanation or reasons when they fail to meet • Provide support for implementation • Appreciate the efforts taken by the members • Publicize the achievements • Monitor the progress regularly • Be a role-model	• Show enthusiasm for implementation of change interventions • Organize the venue and required resources for initiating and implementing change interventions • Ensure all members are informed about the meeting time • Arrange to get all the discussions recorded • Ensure that all members communicate and contribute in meetings • Sort out conflicts, if any, between the members • Participate in the meeting like a member. Avoid dominating • Involve all members in implementation • Give credit to the team members	• Be actively involved in change interventions' implementation • Encourage co-members to participate in meeting • Take initiative to attend the meetings regularly • Participate and contribute positively in meetings • Be keen to listen to other members and do not withhold any ideas • Actively participate in implementation programmes • Encourage positive behaviour in other members for change interventions • Follow the tools, techniques and methods of change process meticulously • Be self-disciplined

Specific Concerns of the Police Staff during the Change Process These should be resolved by reinforcing the benefits of change management interventions.		
Senior Police Officials	Middle level Police Personnel	Constables
√ Uncertainty about the change program and its consequences √ Feelings of loss of control and authority √ Feelings of loss of prestige and fear among the subordinates √ Discomfort with modern management thoughts and techniques √ Disquiet with the new citizen-centric orientation √ Concern about empowering the lower staff √ Apprehension about increased transparency in police organization	√ Tendency to brush aside the change initiatives as short-term projects √ Fear of loss of autonomy from senior officials √ Feelings of loss of prestige and fear among the constables √ Experience of loss of position and power in society √ Feelings of being sandwiched between the senior officials and the constables √ Fear of insubordination from the constables √ Pressure to perform and adopt change from the senior officials	√ Increased work burden √ Too many and too fast changes in the type and number of activities √ Burden of unfamiliar expectations from many quarters √ Lack of skills and exposure to customer orientation √ Pressure to perform and increased accountability to senior and middle level officials √ Loss of prestige and power among the common public √ Increased scrutiny from the public

3.4 Change Management Transitions

Change occurs when something current ends and something new starts. The period between these two points is transition. This is where people have to learn to let go of the old and embrace the new. Usually it means moving from the familiar to the unknown. Most of us have a strong response to any change. One of the strongest emotional experiences can be a feeling of loss, along with the struggle to accept a new direction**.**

The most common error in managing change is underestimating the effect it has on people. Many senior police officials think that if they just tell their police personnel to change, they will. They do not realize how upsetting it is to give up work patterns that are familiar. Always remember how much will be disrupted and understand that people need time to adjust, especially in Indian police organizations that have not undertaken major change initiatives for a long time.

Fig 3.4.1 Change Management Transitions portrays employees' resistant behaviours and the required responses from the senior management to get organisational buy-in. The graph shows the transitioning behaviour of the employees starting with shock and later rising to a level of integration when they experience the positive effects of change. As it comes out from this illustration, the responsibility is that of the senior officials to work out two-three year agenda, implement the agenda with full commitment and ensure that the organisation 'buys-in' the ownership for the success of the programme.

The senior officers will need to be situational in their application of techniques to help the people through the change. The checklist below can help to diagnose which stage employees are in. Also, it is not uncommon to find an employee swinging between two stages.

During Denial
- Confront individuals with information. Let them know that the change will happen. Explain what to expect and suggest actions they can take to adjust to the change.

- Give them time to let things sink in. Schedule planning sessions to talk things over, to get the doubts clarified

During Resistance
- Listen, acknowledge feelings, respond empathetically and encourage support. Don't try to talk people out of their feelings or tell them to change or pull together.

- If you accept their response, they will continue to tell you how they are feeling. This will help you respond to some of their concerns.

During Exploration
- Focus on priorities and provide any needed training. Follow up on projects underway.

- Set short-term goals. Conduct brainstorming, visioning and planning sessions.

During Commitment
- Set long-term goals. Concentrate on team building. Create a mission statement.

- Validate and reward those responding to the change.

- Look ahead

Fig 3.4.1 Change Management Transitions

2. Refusal
When their perceived comfort zone is threatened defense mechanisms surface. It requires overcoming inertia and dismantling the existing "mindset".

6. Realisation

People gain competence as they implement new behaviors and learn newer things. They open up their minds for new explorations and heightened organisational achievement. They accept newer challenges and set standards for improving situations.

Levels of momentum, speed and overall psyche

Perceived Competence

7. Integration

2. Refusal

6. Realisation

5. Exercising

3. Rational Understanding

1. Shock

4. Emotional Acceptance

Time

7. Integration
People totally integrate new methods of functioning into their operational activities. Change and Improvement behaviors become a routine in the organisation

1. Shock
When the people are exposed to information on how the external world has changed and the extent to which they are lagging behind they experience shock and surprise.

4. Emotional Acceptance
When people visualize the long term commitment to change from the top management and evidence it in consistent actions, they show willingness to change.

5. Exercising

People try new behaviors and processes, with success and failures. Top management needs to support and motivate people for early wins and increased competence. Identify and recognise improvements. Set best practice awards. Document and prorogate

3. Rational Understanding

People realize the need for change. People focus on finding short term solutions, thus they only cure symptoms. There is no willingness to change own patterns of behavior.

3.5 Strategic Policing Plan and Annual Local Plan

Preparing long term strategic policing plan (3-5 years horizon) and annual local plans is an assured method for improving the policing performance in measurable terms. It also helps in promoting a strong culture of performance management in policing. It helps in visualizing the future scenario, set specific goals and targets and work on mobilizing resources, and implementing the planned interventions. UK police has been practicing system of setting their performance objectives through a performance management framework. Through this they are measuring the performance on the factors of Citizen Focus, Reducing Crime, investigating Crime, promoting Public Safety, providing Assistance and Resource usage. The annual performances are compared against peer groups, and performance trends are published for improvement. The police standards unit uses this information to identify good practices in the forces and disseminates them to other forces.

Interestingly, the draft Model Police Act, 2006 for Indian police also envisages the State Police Boards preparing a strategic policing plan for a five year period duly identifying the objectives of policing sought to be achieved during the period and setting out an action plan for their implementation. Annual Plans are expected to be prepared with implementation details prioritising the goals of the strategic plan. The Strategic and the Annual Plans shall be prepared after receiving inputs on the policing needs of the districts from the District Superintendents of Police who, in turn, shall formulate the same in consultation with the community. The Strategic Plan, the Progress Report and the Annual Plan shall be made readily accessible to the public.

Cyberabad Police Commissionerate in Andhra Pradesh had made an attempt of preparing a strategic policing plan for 2005-2007 setting a set of seven strategic goals, methods of achieving them along with specific measurement indicators. The details of this plan are given in Annexure 3 for reference. A schematic for preparing police station level Annual Local Policing Plan is given in Annexure 4.

3.6 Stakeholder / Citizen Score Card (Satisfaction Assessment & Feedback)

Other than the media reports which are mostly event based, police normally do not get an opportunity to know what their customer-citizens and the larger community they serve feel about the various aspects of police services. In the absence of such direct feedback, police will also not be able to plan their own improvement actions on the micro issues of the service, which are generally in their own control.

Description

A Citizen Score Card is not just one more opinion poll. It reflects the actual experience of people with the police in different situations, time and the place of contact. The score cards can be made for contact (people who have come in direct contact with the police in the recent past-certain time period) and non contact (people who have not come in direct contact with the police for any service or under any circumstances) differently.

The Indian Police do not practice a culture of seeking public opinion as an organised process, since it is too cut up with the uncharitable media publicity. Majority of police officials have an opinion that any public survey will only highlight and reinforce the already existing negative perceptions about police.

However, in the absence of any direct contact by police with their own customers in seeking their feedback, opinion and assessing their satisfaction levels, the communication gap only widens. Also in the absence of any authentic measurement of the citizen satisfaction levels, the organisation as such does not have a starting point or a base line upon which it can start it's improvement activities.

For several decades, researchers have been using citizen surveys to test hypotheses about police-citizen interactions. Surveys have also come to be used as a tool for mobilizing public opinion and advocating police reform. As a barometer of the state of police-community relations, citizen surveys provide a reliable snapshot of police performance. While grievances and complaints only reflect the negatives and the gaps, surveys can reveal what is also right about police-community relations. They can measure citizen satisfaction with the police in areas such as crime-fighting effectiveness, response time to calls for service, and responsiveness to the situations of emergencies. Citizen Score Cards can also become an output of stakeholder need analysis.

When the assessment studies are undertaken at periodic intervals, they can become an interactive tool in the implementation of change management programmes. Studies can measure the state of police-citizen relations prior to the implementation of a change management programme, can suggest mid-course corrections during the implementation process, can gauge the impact of the change programme, and can suggest reasons why the reform effort was or was not successful. Satisfaction studies can also be used to identify the good or better practices that are being implemented across the service.

Building Score Cards

Citizen Score Card (CSC) is a tool to assess the citizen satisfaction on various dimensions of policing in a focused manner with reference to a particular geographical territory. CSCs are built through many methods of collecting public opinion:

- Grievances and Complaints Analysis
- Suggestion Boxes
- Contact and non contact surveys
- Qualitative research on specific issues through focus groups
- Household surveys
- Panel surveys
- Exit surveys
- Online feedback via internet or email

The ratings of different citizen groups on different parameters of policing are aggregated, averaged, and a satisfaction score gets expressed in the form of raw scores, bar charts, pie charts, web diagramme etc. Once these score cards are displayed in the work places, they keep providing indications for the staff concerned on the levels of improvement they need to achieve further. The organised and interpreted data can be organised differently for the intended audience.

Involving the personnel in score card building

In order to promote the cause of change, the staff and organisation buy-in is very essential. When the score card building and survey planning are taken up, designed, the police staff at different levels needs to be involved. The police staff needs to understand that the survey will be of value to them by pointing out ways they can improve or by identifying police stations, problem areas, districts and units that are outperforming or underperforming the average. Survey designers should elicit topics to be covered or fine-tune questions with the help of the field police staff. Most importantly, the data collected should be shared with the unit staff first, analysed and action plans worked out before sharing the data with the media or any other publishing activity. The real benefit of these interventions can be realized only when the results of the score cards are taken seriously and solutions are found for the problems and implemented.

Annexure-5 provides a sample and simple questionnaire that can be used to gather satisfaction information from the citizens who are visiting police stations. Annex-6 provides a host of satisfaction measures that can be used as indicators for building citizen score cards. This annex also gives inputs on periodicity for the reviews and the police personnel responsible for undertaking reviews. If these processes are undertaken seriously, they will usher in a culture of continuous improvement in the police functioning. To bring in a sense of neutrality and objectivity to the whole exercise, civil society organisations, professional bodies, colleges, universities and management consultants can be entrusted this task of conducting periodical surveys, build score cards and also take part in the monitoring of the implementation.

4   Preparing the Organization to deliver the Change Strategy through Competency Development

4.1 Creating an Atmosphere for Change

Transforming organizational culture is a formidable task. Learning organizations are the ones that continually keep themselves alive to changes in the environment and benchmark themselves with the best in the globe. In changing the organizational culture, its members have to develop new talents to suit the needs.

Change starts by dreaming about the desired state of the future vision for the organisation after clearly understanding its Mission. Designing the strategies, goals and tactical plans is a process as well as means of change itself. The torchbearers of change under the guidance of the senior leadership normally do this. The change plan itself must contain a roadmap for delivery of change. This requires a three-step action plan:

Create discontentment with current state	Showcase Change and create culture shock	Push Change agenda to create a new climate

- To create discontentment with the current state of affairs, one needs to observe the hindering factors to one's happiness and performance. This is best done by asking the following questions:

  - Are you happy with your work?
  - Are your family members happy with your work?
  - Are your customers (who you serve) happy with your work?

  These questions would make anyone think and come out with honest answers out of a deeper introspection. When the answers to above questions are negative, the individuals feel discontented with their current state.

- To showcase change and create culture shock, the change managers should use case studies, performance indices, films and visuals, pictures of before and after, personal visits to 'ideal' changed situations. It raises hope in the minds of people. Usual questions that come to one's mind when exposed to new culture are:

  - Is it possible in our culture / our department / our environment?
  - We have tried this before…
  - This is not the right time…

- To answer these queries effectively, one should do reality check by introducing change in a pilot project mode with a few believers. Based on its success, the change effort should be scaled up. Once groundwork is done, a massive competency development programme must follow .

4.2 Competency Building

What is Competency?

Competency is the ability to perform given roles in their fullest form. This comprises Knowledge, Skills and Attitude required for delivering results in the specified roles. The roles keep evolving from time to time, and so do the competencies. Competency is at best descried by its acronym 'SPARK':

> S = Skill
>
> P = Physical requirements
>
> A = Attitude
>
> R = Relationships
>
> K = Knowledge

What is Competency Mapping?

Competency Mapping is an exercise to elicit the critical dimensions required to perform the roles at their best. Many techniques are used for competency mapping from simple observation, focused group discussions to behavioural event interview. Focused group discussions can give good idea about the jobs and the competencies needed to deliver the required responsibilities. These competencies are grouped into generic and specific

Some Competencies required for Police

- Investigative capability
- Persuasive questioning
- Quick learning ability
- Assertive communication
- Physical strength to overpower criminals
- Counselling skills
- Basic computer skills
- Problem solving skills

ones and scaled up as levels increase. For instance, decision-making competency at a constable level varies from decision-making competency at SP / Commissioner's level.

What is Competency Gap Analysis?

Assessing each individual's current capabilities against the requisite competencies from time to time is called Competency Gap Analysis. Through systematic competency need analysis, gaps must be identified and a comprehensive Competency Development Plan must be designed for each individual.

What is Competency Development?

Competency Development is a process of developing the required skills – behavioural, technical and functional (according to the roles and positions one holds). Competency Development is a continuous process and a life long learning. However, when one is able to unfailingly fulfil the required demands of a job on one's own, without much supervision and prodding, that person can be considered to have acquired the required competencies. The ability to repeatedly perform similar tasks in differing situations can also be considered as the competency of the person.

A sample list of competencies required for Police personnel

Job-related Competencies	Behavioural Competencies	Technical Competencies
• Investigative skills • Emergency handling • Combating skills • Traffic management • 5S and Kaizen techniques	• Communication • Working in teams • Counseling skills • Leadership and Self development • Decision-making • Work etiquette	• Basic Computer skills • Handling VHF and other communication equipment • Use of modern weaponry

How to develop competencies?

There are many measures for developing competencies but the key is individual's 'desire to learn'. Police personnel should systematically expose themselves to the knowledge available, followed by practical experience to reinforce the learning.

Competency Development measures

- Attending Training workshops
- Practical on the job exposure
- Executing pilot activities
- Being an understudy with an experienced senior
- Understanding the customer requirements and the service delivery gaps
- Reading books
- Visiting similar organizations
- Action learning
- Participating in small group activities and discussions
- Making presentations to others

Professional Development: All the police staff, especially the constables, have to be equipped with adequate technical, managerial and behavioural skills and knowledge to make them better professionals.

Learning centers: All police personnel in the police organization should be facilitated to learn continuously on their jobs and any free time on the job should be utilized productively. Each police station can be equipped with a learning center with audio-visual equipment, books on self-development and all the other related topics of interest and relevance to the police. The SHOs should be motivated to take the initiative in promoting, learning and sharing knowledge and information among all his staff. The learning centre is not a mere physical location. Many organisations in corporate and other sectors have well equipped reading rooms and libraries; but hardly used by the employees. In the context of the police, it is a practice of regular teaching / coaching activities at appointed times by one of their members in the police station premises itself. This activity should take place as a regular practice.

- **Computer education:** Technical skills required include computer literacy and intensive computer training, because computer-enabled services are one of the most important methods of leveraging technology to deliver advanced services to citizens. On-line integration of all the required information for policing services also saves the police redundant paper work and makes for faster data analysis and effective action planning.

- **Managerial and behavioural competencies development:** all levels of police personnel including the constables should be given intensive and on-going training in different managerial and behavioural competencies to improve their effectiveness in the field. They should be taught leadership, time management, questioning and listening skills, planning and organizing, public speaking, and other related skills.

The competency development activities can be undertaken with the active involvement of the police leadership at the unit, sub-divisional, circle and police station. The technical and professional support of outside experts, educational institutions, NGOs and corporate organisations can be taken to enrich the processes of competency development.

How to design a training programme?

An example of developing a training module for communication skills is illustrated in the following pages. Similar modules can be developed for other skills to ensure effective competency development.

Programme objectives must be clearly specified and the outcomes of training should be spelt out. The design of the programme should consider the context in which the participants actually deliver the service. For instance, communication skills can be given in a generic as well as specific manner.

| 1. Understanding the context of the participants | → | 2. Matching the relevance of the competency to the context | → | 3. Designing the inputs to be given |

| 4. Developing methodology for training | → | 5. Evaluating the training effectiveness | → | 6. Observing the changed behaviour |
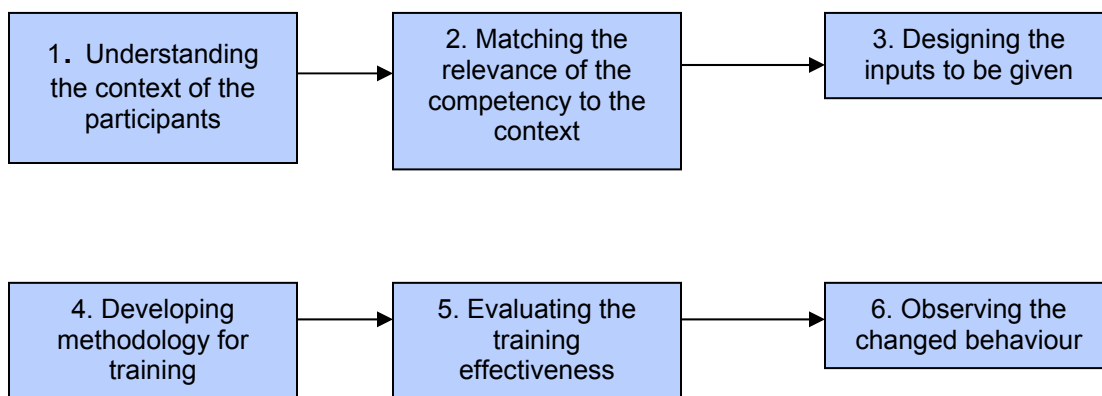
4.3 Constabulary Empowerment

What is constabulary empowerment?

Constabulary empowerment is redefining the roles and responsibilities of the constable officers; it clearly lays down the decision-making and problem solving tasks that can be performed by them and specifies their accountabilities.

Responsibilities of the constabulary officers: The current responsibilities of the constables are limited to routine patrolling, guard duties and carrying out the limited and fragmented tasks allocated to them by the SHO and others in the police stations. These tasks do not utilize their potential to the maximum extent effectively.

They can be allocated specific duties with clear instructions, proper accountabilities and identified outcomes that they can perform effectively. The following tasks are the specific focus areas in which the constables can be mobilized effectively:

Handling the receptionist activities in Police Stations: In police stations, the constabulary officers can perform the job of receptionists for receiving the visitors, attending to their requests, receiving petitions, helping them in writing petitions handling petitions, guiding the visitors, and informing the complainants on their case progress and similar activities.

Petition enquiry for case handling for non-cognizable offences, by documenting the facts of the case by interacting with the victim or the witness.

Investigation of cases at the scene of offence; interactions with the victim, witness, offenders & others; getting leads; finding loopholes and other activities .

Handling disputes in the community, especially minor disputes between people in the community, family related disputes.

Counselling and solving problems at the community level, counselling the disputants and other community members or groups for preventing or solving issues at the beginning stage itself.

Regular community interface activities and community policing activities to understand the problems and issues of concern to the community.

How constabulary empowerment is done:

Constabulary empowerment is a radical concept within the purview of the Indian policing system. It can be attempted without much discussion, deliberations from higher level officials. It should be a sequential process beginning with the acceptance of the concept by the SHO and other officials and then by the constables and their systematic preparation.

Step 1: Awareness creation among the seniors (the station house officers and other inspectors) about the need for constabulary empowerment: Any new idea will be accepted by the stakeholders only if it has personal stake and advantages for each of the concerned people.

Advantages to the seniors

• Reduction in their work burden	• Free their time for planning, than for routine activities
• Concentrate on preventive actions	

Advantages to the constable officers

• Increase their decision making and problem solving capabilities	• Faster response to the community's requirements & need for help

Increase their knowledge about crimes and related activities	Faster enquiry of cases
	Faster disposal of cases
Increase their interface with the community	Effective preventive action
Increase their self-esteem and involvement	Better & continuous attention to community needs

Advantages to the police organisation

• Faster response to the community's requirements & need for help	• Faster disposal of cases
	• Effective preventive action
• Faster enquiry of cases	• Better & continuous attention to community

Advantages to the community

• Increase in the readiness of police to respond to the community	• Sense of security and confidence in the police increases
• Resolving the petitions and problems while they are minor in nature and preventing flaring up of issues	• Prevents piling up of minor cases at the judicial leve

Step 2: Preparing the Constable Officers: The constables have to be systematically prepared by equipping them with appropriate knowledge, skills and abilities in different areas including technical and behavioural skills. The SHO and other police officials and subject experts should coach the constables in the areas indicated in the box. After the constables have been prepared with all the requisite skills, a proper system for working has to be established for utilizing their services effectively. The system should have clearly demarcated responsibilities for the constables and their seniors. It should have a sequential manner of workflow so that the petitioners who come to the police station get the intended benefit and the police organization also benefits due to maximum resources utilization.

• Case handling skills
• Investigation skills
• Decision making and problem solving skills
• Documentation skills
• Knowledge of crimes and cognizable and non-cognizable offences
• Developing citizen-friendly behaviour
• Communication skills

A three-stage workflow process for transacting the petitions registered in the police stations is identified below. Each of the stages moves the petition towards successful resolution. The concerned constable to whom the petition has been allotted may resolve some cases at the second stage itself. But if it is not successfully resolved, it goes to the third stage in which the petitioner again approaches the SHO to express his dissatisfaction with the outcome given by the constable and appeals for further action on his petition. Depending on the parameters of the case, the SHO takes further action on it.

Dos	Don'ts
• Ensure concurrence of all the different levels of police personnel for constabulary empowerment	• Don't initiate the system in the police organization without positive culture creation for its acceptance
• Build up the capabilities and skills of constable officers constantly	• Don't allot cases that are beyond their capabilities
• Positively reinforce the constable officers continuously	• Don't dictate all minor steps too minutely to the constables
• Allot the cases to individuals based on their capabilities	• Don't delegate cases without building their skills systematically
• Ensure support from senior police officials and SHOs	• Don't criticize them in public for handling the case in a particular manner
• Handhold the constables while handling the first petition	

5 Creating a Public Service Work Environment through 5S Techniques

Precious time of Police personnel is usually lost in looking for information or documents, items etc. and they put in more time and effort in looking for things rather than finishing the task assigned. This reflects on the police organization's efficiency and in the long run, the growth and recognition of the police personnel in the society. If certain information, which is very critical to solve a case, is not retrieved at the crucial moment, an opportunity of solving and closing the case may be lost. At times, this can be of statutory or public significance.

In Police Stations, the station house management is procedurally required to be performed on a regular basis, to maintain a neat and orderly work and service environment. The 5S techniques enable all the levels of the police station staff to clearly understand the need and the importance of keeping the station work environment in neat and orderly manner. The techniques also create a greater sense of ownership among them and make them willingly come forward to maintain and take care of their work place for improving the productivity of their services.

To continuously improve internal efficiencies of the police organization, each police station and work unit must be organized. Police workplace efficiency starts with the way the police station looks. A clean, neat, orderly and well-maintained police station where all police personnel take pride to keep up and improve the surroundings is the basic requirement for achieving results. A systematic method to ensure workplace upkeep is the practice of 5-S. 5-S stands for five Japanese words, each word starting with the letter S.

Japanese word	English Meaning	Definition
Seiri	Sort / Segregate	Sorting out or Segregating the useful and frequently used materials and tools from the unwanted and rarely used things.
Seiton	Systemize	A place for everything and everything in its place- Systematically keeping things in the right place and layout so that the searching or movement time is eliminated and the material is readily available at the point of use
Seiso	Shine / Clean / taking care	Spic and Span - Keeping everything around you cleaned and kept in a neat manner ready for use at any time of requirement
Seiketsu	Standardize	Standardization is to follow the above principles in everyday work life by everyone, to develop and cultivate, a motivating and sustaining environment
Shitsuke	Self-Discipline	Habit Formation- Make your habits compulsory and continuous, develop within yourself the ability to do things the way they are supposed to be done, do it again and again, to create and sustain good habits

FOCUS AREAS FOR IMPLEMENTING 5S TECHNIQUES IN THE POLICE STATION

Focus factor	Objectives	Details
Individual On-duty / On-uniform	To maintain standards of appearance and behaviour befitting the role	• Physical appearance, dress code, language, etiquette and protocols • Dealing with public politely, in a friendly manner • Dealing with criminals without affecting human dignity and respect
Off-duty / Off-uniform	To maintain personal standards of life and behaviour befitting the role	• Personal etiquette, family and neighbourhood relations • Non-indulgence in vices
Basic Amenities at Police Station	Develop clean and hygienic conditions for the staff and the visitors to the police station	• Improving the facilities for visitors, staff and suspects • Provision for ladies toilets • Upkeep of all toilets • Drinking water • Lighting and ventilation
Barracks / Rest rooms	To provide facilities for rest for police personnel in transit	• Personal lockers • Optimum Space utilization • Ventilation and mosquito control • Cleanliness
Learning Centre	To provide a learning environment for the Police to hone their competencies	• Equip with boards, furniture, books, and posters • Conduct daily briefs, discussions, and counseling sessions
Work Behaviour	To project Police as smart, efficient and agile personnel with people friendly approach	• Personal behaviour standards • Polite, friendly and concerned • Business-like approach • Decency in language and behaviour • Official etiquette (Manners)
Reception	To make Police Stations approachable and sought for by the needy	• Ambience and facilities • Quick and prompt service • Friendly and concerned • Polite and friendly behaviour
Offices of SHO, writer and others	To provide right climate to turn out work efficiently	• Furniture and storage space • Relevant information boards and records • Files organized according to workflow
Lock-up	To provide a space for remanding the detenues during the process	• Clean, safe and hygienic cell • Lighting, ventilation, free from mosquitoes • Eliminate possibilities to cause personal harm
Bell of Arms / Ammunition	To keep the arms and ammunition in working condition with constant readiness to use	• Display and required maintenance • Safe custody and accountability • Periodic schedule to keep them in fit condition
Confiscated Property	To ensure safe custody and traceability when called for	• Labelling and storing safely • Ensure traceability
Ceased / Crime / Abandoned Vehicles	To retain and retrieve during the trial process	• Place for safe storage and retrieval • Procedure for disposal after due period
Information storage including personal computers	• To store records and information for easy retrieval • To aim at less paper PS with optimal use of PCs, and • Optimum utilization of e-COPS	• Storage space • File banding, binding and organizing for easy irretrievability • Organizing files in the PCs
Surroundings	• To beautify Police Station premises	• Provide hygienic environs • Develop gardens and pathways • Parking arrangements • Space for outdoor games

Focus factor	Objectives	Details
Offices other than Police stations	• To keep the work premises and work area in clean, organized and professional manner • To ensure prompt and efficient service	• Premises upkeep • Organized Information handling • Personal upkeep • Professional behaviour
Personal and family issues	• To attend to all round requirements of the employees • To make the workplace enjoyable	• Personal and family counselling where required • Family meets • Cultural and creative activities • Welfare and health issues
Traffic management points	• To ensure safety, security and efficiency of traffic police	• Carrying all the relevant equipment, documents like challan book and accessories required for Traffic management • Carrying personal safety gadgets like nose masks, earmuffs, radial coats etc. • Carrying salt tablets, water bottles and jaggery during summer
Mobile Patrol Vans	• To always keep the Vehicle in fit condition to serve the emergency requirements • To ensure safety and efficiency in service delivery	• Periodic preventive maintenance of the Mobile Van and filling the fuel • Keeping the breakdown maintenance equipment in the van • Carrying accident relief kit including first aid • Carrying cones, nylon ropes for cordoning off the scene of occurrence • Carrying all the formats, documents required • Ensuring working of Communication Equipment in the van

Relevance of 5S:

• Five-S has great relevance in managing information collection, storage, retrieval and updating methods. Standards should be established in terms of ease and speed of retrieval of information in both physical and electronic form. Periodic recycling of trash and unwanted information does magic.

• Although this appears very simple and insignificant issue, the impact it can create on the working methods of the Police is enormous. Successful implementation of Five-S impacts:

  • Increased performance levels of all police personnel
  • Enhanced speed of operations in delivering various services to the citizens
  • More time at disposal for other works
  • Enhanced human relations and team work among all the police personnel

- Reduction in cost, and waste of various resources used by the police

- Transparency in the working of the police

- Positive work climate in the police stations and the total police organization

- Pride and belongingness of each police person

- Mindset for innovation promoted among all staff of the police

How to implement them?

Step 1: Training for exposure and concept learning: A series of training sessions should be conducted wherein all levels of police personnel should be given intensive learning experiences about

- 5S, its application in their work environment, and their personal lives

- Positive outcomes that will accrue to them personally, professionally and to the organization

These skill-building workshops should be highly interactive, interesting and relevant to the context of the police work environment.

Step 2: Projects for implementation: After skill building through training sessions, all of the police personnel should be formed into teams in their own police stations. The teams should have personnel from all the levels in the police organization. Each of the teams should be responsible for a particular zone in the police station as well as for the personal development of every team member. Each of the teams should take up projects in their own zone, and they should apply all the 5S techniques and show noticeable improvements in a particular time period.

Step 3: Continuous Monitoring: 5S implementation requires constant encouragement and regular monitoring for successful implementation. The senior police authorities should make regular visits to the police stations to monitor the 5S implementation and the difficulties the field officers are facing. The senior officers should try to resolve all their difficulties. Their regular visits will also show all the police staff that 5S is more than routine cleaning and it has wider organizational implications. Structure of 5S implementation: roles and responsibilities

Unit/Commissionerate — level – For monitoring & review, rewards, disseminating best practices

Sub-division –level - For guiding and motivating

Police Station and Circle –level – For implementation by 5S teams

Who & where	What to monitor	Why	When	How
Level 1: police station / work unit staff	All the zones in the police stations in which 5S was implemented	• Constant evaluation • Maintenance • Improvement	• Daily for routine maintenance • Monthly for taking stock of 5S implementation	• Implement all 5S techniques • Maintain related formats & registers
Level 2: sub-division senior police officials	All the police stations and other work units in the sub-division	• Supervise efforts of police personnel • Motivate police staff • Assess the 5S implementation	• Weekly for assessing the efforts of police staff • Monthly to assess the impact of implementation	• Interact with concerned police personnel • Visit some police stations • Trouble-shoot • Study the outcomes of entries in registers
Level 3: District / Commissionerate	• All the sub-divisions & other work units • a sample of police stations	• Motivate all police staff • Assess 5S implementation • Link with improving police organizational effectiveness	• Monthly for evaluating sub-divisions • Quarterly to assess the impact of implementation and link to citizen related outcomes	• Interact with sub-division level police officials • Interact with a sample of police staff from police stations • Visit police stations

Step 4: Five-S Audit: The top police officials of the District / Commissionerate should ensure the establishment of an effective and efficient audit process to assess the strengths and weaknesses of the 5S implementation and monitoring system. The audit process acts as tool for independent assessment of any process or activity, and provides objective evidence that existing requirements have been met, since the audit evaluates the efficiency of the police organization.

Who & Where	What to audit	Why	When	How
A team of trained auditors at the district level	• The designated system for 5S implementation • The monitoring mechanism of the 5S implementation • The improvements in the police stations and its impact on police work	• To identify the strength & weakness of the 5S implementation & monitoring system • To evaluate the systems effectiveness • To take corrective measures • To take preventive measures	• Every six months to evaluate the system	• Decide on the criteria of audit • Interact with the citizens • Study objective evidence / physical settings in the police stations, and records • Study the impact of 5S on different outcomes like speed of action

Precautions

- Don't reduce its implications to only clean physical settings. Extend it to behavioural aspects at individual and team level. It is an excellent tool for attitude change and team building.

- Stress on workplace ownership

- Stress on individuals' doing or getting done the 5S process. Do not engage cleaning and decorating people from outside and call it 5S.

- Stress on the 4th S and 5th S to realize its inherent potential

- Let not useful things be discarded unmindfully

Sample list of what to audit:

- Effective and efficient implementation of 5S processes

- Retrievability of information and physical resources within standard time

- Opportunities for continual improvement

- Effective and efficient use of statistical techniques

- Analysis of 5S related data

- Effective and efficient use of resources

- 5S performance results and expectations

- Adequacy and accuracy of 5S implementation measurement Improvement activities in the police station

Case: Cyberabad Police

Faster file retrieval

Staff of a Police Station in Cyberabad Commissionerate has decided to take 5S movement forward in their work place after attending the training. Following the techniques of fixed-photography, red-tagging and disposal process

They have sorted out and disposed off unwanted papers and materials. Using name-and-home, stratification and colour coding techniques, they rearranged ten-year-old files by coding year wise, subject wise entities with proper indexing and labelling.

They cleaned up entire police station premises, took action on ceased and abandoned vehicles, cleared junk material and used the space for staff and visitors' vehicle parking.

They clearly marked all the places with signages and notice boards including parking, developed small garden in the front, repaired many unused items like water filters, repaired and maintained all the toilets including that of suspects, arranged for continuous water supply especially drinking water.

Employing 5W1H method they developed 'responsibility charts' for maintaining all the zones by clearly mentioning and displaying 'what' should be done 'why', 'when' 'where' and by 'whom' with exactly 'how'.

All the files now are banded and are traceable by any staff at any time, and they succeeded in placing back used files in the same place, since they practice one-is-best. The members internally conduct periodic audits to ensure that 5-S is implemented continuously.

Just before the members deployed 5S in their workplace, an accused requested for certain essential documents that are five year old for producing in the court, which the staff could not locate. After two futile visits, the accused had sought the same information third time, escorted with two lawyers. By now, the 5S is in place. To their pleasant surprise, the policemen politely enquired and provided the required documents in two minutes flat!

6 Improving Policing Work Efficiencies through Standardisation, IT Integration and Quality Improvement

6.1 Reengineering and Service Processes Standardisation

Any service-oriented organization, especially the police requires consistency in its service delivery in the range of services it offers. The process of service delivery should be standardized through detailed operating procedures. The standardisation process should be followed by simplification and streamlining of the activities and process steps. Simplification and streamlining will have to solve the problems of redundancies, non-value adding activities, and resource optimization. The standardised work processes need to be brought out in the form of '**Standard Operating Procedures' (SOP).** These SOPs are integrated and comprehensive instructions for each work process to be performed in a specific method within prescribed time limits, meeting specified quality criteria.

I. The SOPs contain specific work instructions to be carried out by specified personnel at each stage of the work.

II. They facilitate carrying out the work in a specific sequence in order to avoid delay, redundant and unnecessary steps in the workflow and similar non-value adding activities.

III. They help in achieving citizen-beneficiary satisfaction, easy work execution, neat and clean work place, easy and timely information – file retrieval, stress free and blame less work environment and ultimately employee satisfaction.

IV. Standard Operating Procedures are essential to eliminate person related biases while performing different tasks.

V. They will ensure consistency in service delivery from person to person and situation to situation.

A Standard Operating Procedure for each of the work processes, includes-

1.1 A rationalized procedural methodology detailing

a. The rationale and purpose for carrying out the activity

b. The details of all the legal provisions, case laws, link documents, references to be looked into, verified and thoroughly checked

c. The sequence in which the activities are to be performed to avoid unnecessary delays, overlapping decision making steps, information overflow, confusion, and all similar non value adding activities

d. Clear delegation of powers to make the functionaries at each level independent to required degree, in order to prevent over dependence on very few senior functionaries at critical levels

e. Clear identification of who should do what by making each individual's role and responsibilities clear with respect to each work process

1.2 Standardized Formats for all levels and stages of the case processing in the required sequence. The standardized formats will prescribe :

  a. The step-by-step activities to be carried out (receiving citizens, receiving petitions, verification, case registration etc.)
  b. Information to be provided (information, data, records pertaining to the case)
  c. Decision parameters (citizen rights in the statute, government orders, legal and governance implications)
  d. Case processing

Specific Tasks and Activities

Improving the efficiency of the work processes will be achieved through:

- Understanding the processes as they are now
- Establishing the key value additions in each process
- Establishing the dependencies on each work processes
- Rationalizing, streamlining and simplifying the work processes
- Bringing out standardised work process manuals
- Training the service providers
- Developing control and measurement mechanisms

Fig. 6.1.1 provides the flow process, following which standardisation activities can be carried out. For gaining sustainable benefits, the standardised processes should be integrated with IT tools.

The Police Station Work Processes (basic policing activities) that can be standardised into SOPs for initial level systems streamlining

A. Citizen Related Processes	PS House Management	B. Work Processes
- Citizen Satisfaction Measurement - Customer Complaints & Suggestions - Petitions Handling & Reception - General Services - Issue of licenses, NOCs etc - Case Registrations - Beats & Patrols - Community Policing - Communication & Contact Programmes 5S of Parking Places, Reception, Interview Room	- Station House Routine - Property management - Vehicles Management - Station Facilities - Law & Order Maintenance - Traffic Management - Bandobust 5S of Parking, Bell of arms, Surroundings, Stores, Gardening, Guard Room, Rest rooms, Toilets	- Investigations - Intelligence & surveillance - Victim / Witness Handling - Crime prevention projects (all non property offences) 5S of Office Rooms, Work Stations, Learning Centre, VHF, Telephone

C. Custodial management	D. Quality systems, documentation, records management
• Arrest • Lock up • Court work • Crime prevention projects (property offences) • 5S of lock up, case property, abandoned properties	• Quality systems management • Employee behaviour & competency development • Records management • 5S of record room, computers, e-cops, type writers

6.1.1: Steps in developing Standard Operating Procedures

Step 1: Capturing the present method of transacting work

- The current process of transacting the task should be captured in written form so that all the different steps involved in it should be understood and logic for them can be examined and their relevance to the final outcome to the citizen can be established

Step 2: Identifying the core purpose and the scope

- Each activity in the process of service delivery to the citizen or transacting other work related to the police should have a basic purpose for which it is performed and the scope of the task
- Both the purpose as well as the scope for each of the standard operating procedure should be identified

Step 3: Identifying the essential and non-value adding activities

- The purpose and scope of the task will provide a guide in identifying the essential activities that are crucial for the outcome and segregating the non-value adding activities that are basically bureaucratic in nature and lead to red-tapism

Step 4: Streamlining the essential activities and eliminating the non-value adding activities

- The next step after identifying the essential and non-value adding activities to add, modify, simplify, or organize a set of related activities to deliver better value.
- Non-value adding activities should be eliminated to reduce the cycle time in service delivery and give effective and efficient services to citizens

Step 5: Identifying the responsibilities for performing tasks through 5W and 1H

- The next step in systems development is to identify and fix the responsibilities for task performance on appropriate service providers, with the help of the 5W & 1H process that provides answers to the series of questions of '**what**' are the activities and tasks, '**who**' should perform them, '**where**', '**when**', and '**why**' these activities or tasks should be performed and '**how**' they should be performed

Step 6: Formats, tips for usage and public notice

- Some standard operating procedures may require the development of formats related to the process including application formats, forms for official use, format for communication to the public and other related formats that will make the outcome of the task citizen friendly
- For some standard operating procedures, tips may be given to the citizens on availing of the services in a cost effective and timely efficient manner
- For standard operating procedure, it may be important to give public notice explaining the features of the new procedure and the citizens' role in utilizing it better

A sample SOP is given in Annex – 7. Based on this model SOPs for all the processes can be developed.

6.2   IT Automation and e-Gov Solutions

Considering the importance of handling and analyzing information with respect to the role of the Police, there will be a need to plan for large scale information repositories in standardized fashion which are integrated across different governmental organizations from the grassroots right up to the national level. This need translates to the following:

- Governance and Standards Body
- Police Information Exchange
- National Information Exchange
- Technology Domains

Governance & Standards Body

All the data and information across India has to be based on set standards to ensure seamless interoperability. A national level body needs to be available to define and implement such standards and protocols. Such a body comprising people from both the Center and States will be highly crucial in ensuring that the IT vision is properly implemented and that technical assets acquired meet the national and state vision for policing.

Communications Interoperability

There will be a need to define standards for data and information exchange that will enable all governmental information exchanges to integrate seamlessly in a near real-time environment.   This will also ensure that disparate communications infrastructure operate in consonance during a disaster response, across critical agencies.

The Police Department needs to closely associate itself with the national level and state level bodies that are performing the above function, to ensure that the IT initiatives by the Police Department are in tune with the overall vision.

Police Information Exchange

The Police Department would need a secured centralized information repository that is accessible to all its personnel. Availability of information on an online basis will help in giving a strong boost to the overall productivity in policing activities. Further, the existence of the information repository would enable the Police Department to analyze all the data to extract meaningful information, helping in crime mapping and crime prevention.

(a)   Service Oriented Architecture

This information exchange will thus be a framework on which IT solutions, technologies and data sources can be connected using a rules based engine. Introducing OS agnostic structures and interoperability via web-services using a Service Oriented Architecture will ensure that the framework can be used to deploy disparate IT solutions. Further this will help in easy integration with IT systems of other government bodies involved in the overall justice delivery framework.

(b)   Information Mobility Framework (Data & Video)

The Police Information Exchange will be accessible via a single secure biometric sign-on capability and would be capable of delivering voice, data and video. It will be designed to enable information access via mobile devices like PDAs. Integrating these with GPS and satellite technologies (including spatial data and thermal imaging) would enable critical location-specific decisions to be taken quickly with the Police Exchange taking the role of a command centre.

National Information Exchange

This will be a highly structured information network, enabling the Police Exchange, the Transportation Systems, Government Research Institutes, National Security Systems and other critical systems to integrate and share crucial information, thereby saving lives and loss of property during critical or disaster situations.

(a)   National Disaster Recovery System

This network will have evolved to and become a part of the National Disaster Response System, which will be activated through a highly structured process with adequate controls to prevent abuse. The network will also connect into critical care facilities, enabling medical and Para-military personnel to be kept informed as the events unfold, enabling them to prepare in advance.

(b)   Communications Infrastructure

In areas wherein traditional police wireless networks are not in place, a mobile platform based on Mesh Networks across a physically large area can be created. This will enable wireless communications feed Data, Voice and Video to critical personnel, allowing intelligence to be shared with the teams on the ground. In such a scenario, the satellite & thermal images can be transmitted to hand-held devices in the hands of first responders.

Technology Domains

The information accessed via the exchanges and systems described above will incorporate new technologies as detailed below:

(a)   Biometrics
Centrally deployed biometrics system will help in online verification of people across different geographical locations and enable quick decision-making on related security issues. Further, incorporation and integration of DNA information and Forensics to provide real time information to the field will help in crime investigation.

(b)   RFID (Radio Frequency Identification)
The movement of materials across the nation will require RFID tags to be incorporated in the bills of materials that are shared with the appropriate authorities so that transportation systems can be verified to prevent movement of unauthorized materials affecting public safety.

(c)   IP (Internet Protocol [based]) Cameras
IP based visual feeds of all public places (to a Command Centre) integrated with sophisticated software will enable large volumes of video to be analyzed in the event of any incident. Segments of the video feed can then be transmitted to the mobile systems of police personnel, giving them inputs to effect the arrest of any perpetrators. In addition, facial recognition technology, incorporated into the IP Camera systems will help ferret out known suspects from locations of large population gatherings.

(d)   GPS & Satellite Imaging Technology & GIS applications
GPS & satellite imaging technology along with thermal recognition requires to be fully integrated into an overall policing strategy. Using information available via GIS applications, the movement of extremists, terrorists etc. in large land expanses which are hard to patrol, can be tracked with data and video feeds to police personnel, enabling them to take action proactively.

(e)   Intelligent Sensors
Transportation systems fitted with intelligent sensors will provide real-time information to Command Centres for better traffic management supported by applications using centralized traffic violation databases. Integration with IP Cameras and GPS will enable decision making regarding traffic routing and minimizing congestion – on roadways as well as waterways.

(f)   Data Warehousing and Analytics (Data Mining)
The Police Information Exchange will hold large volumes of data. Analytics software systems can analyze the data using effective meta-data models and identify meaningful information and business intelligence which can be very useful for the Police. Such analytics, for example can help determine the path of retreat of extremists / naxalites that might adopt after an attack, with the highest probability.

Scenarios involving ICT

The Police Department would have an Information and Communication Technology (ICT) Framework in place that would provide the following key benefits:

- Centralized Information Repository

- Real-time information access across geographical locations

- Ability to coordinate operations across vast regions

- Data analytics and Intelligence extraction

- Inter-operability with other Governmental bodies

Police operations would leverage all the above benefits for enhancing their productivity and delivering better service to the public. While the ICT tools help the police for better service delivery, typical application frameworks that leverage these benefits are detailed below:

Document Management System: All information that is collected via all operations by the Police Department would be maintained in standardized manner for efficient storage, retrieval and analysis. This will be integrated with the data warehousing systems and help in data mining.

Resource Management System: This application will help track and maintain all the assets for the Police Department with the objective being to best utilize the existing resources.

Single Sign-on System: This feature will allow all the personnel to access all applications permissible to them in a secured manner.

Workflow Management System: All operations within the department, either operational or administrative, can be incorporated into a workflow framework for better tracking, reporting and escalation monitoring.

Human Resource Management System: This framework will address all the requirements related to personnel management, related finances, promotions etc.

Citizen Interface System: The public will be able to view information regarding status and transactions of police operations and would be empowered to provide feedback on the same.

Management Information Systems: The operational information available at the Information Repository will be useful for MIS based monitoring applications

Without secure and efficient access to critical information, coupled with the ability to share and / or access information across jurisdictions and agencies, the Indian Police will be shackled in attempting to tackle the growing demands, placed on it by the stakeholders of our nation and those of other law enforcement agencies of other countries.

Emerging Scenarios involving use of ICTs

This section depicts the ideal scenarios that will exist, once the police make the use of Information and Communication Technology (ICT) as part of their functioning. Indicative metrics have also been suggested for some of the functions.

The eleven emerging scenarios are:

1. Emergency Response Management System
2. Crime Prevention
3. Crime Detection and Investigation
4. Prosecution
5. Criminal Intelligence
6. Traffic Management
7. Human Resource Administration
8. Efficient Internal Communication
9. Management Information Systems
10. Police Corporate Communication through the web

1	**Emergency Response Management System**
Metrics	√ Average turnaround time for attending to the incident
Scenario	**Infrastructure**

Infrastructure

- A single number (100 for the entire Country for Emergency Response for Police, Fire and Ambulance on par with 911 in US or 999 in UK.
- Citizens can access 100 either from landline or mobile phone irrespective of the jurisdictions
- Centralized call taking with Call Centers located in all State Headquarters
- Seamless transfer of calls to the dispatchers
- Call Centers supported by a dedicated network of Emergency patrol cars, ambulances and Fire Engines
- Standard Response time as Service Level Agreements for call taking, vehicle dispatch and vehicle arrivals
- Interactive voice recording of all calls and conversations
- Capability of the patrol officers to access data related to that incident, including any antecedent verification and violation databases available at the central repository
- Video recording of activities of all patrol officers on reaching the Emergency Crime Scene
- Continual improvement through professional management of Call Centers, Patrol cars etc

Operations

- Victim or a witness contacts the emergency number / police station
- Control room / Police station traces the caller on GIS based maps and records the basic details
- Dispatch cell within the control room locates the nearest GPS-enabled patrol vehicles
- Patrol vehicle receives the information about the incident, any past incidents in that location, previous criminal history of the suspects/offenders
- Police visit the scene of offence, receive the complaint, and register the FIR right from the scene of the incident
- Police capture information in the form of still images, audio, and video digitally right at the scene of offence through their mobile devices eliminating the need for repetitive data entry
- Case diaries are maintained, essentially as digital files with information digitally captured and relayed
- Public are agnostic of the police stations jurisdiction limits and the visits to the police station are minimized to the extent possible
- Non-emergency contact numbers are provided to keep the emergency contact numbers dedicated to emergency calls
- Police have the common command structures and standard information sharing systems to collaborate with external stakeholders like Fire Department, Hospitals for a unified approach to the incidents
- Tracking of the case status is done by the responsible police personnel right through the justice delivery system via workflows

2	Crime Prevention
Metrics	√ Percent change in the reported crimes from the previous instance (normalized for population growth and crime trends across the country/world)
Scenario	• Analysis of hotspot identification based on data warehousing, data mining techniques and graphical representation of the incidents in the area
	• The patrols/beats are allocated based on the hotspot analysis
	• All places of public resorts including Traffic junctions, Shopping Malls, Recreation parks, Market places, Cinema Theatres, Hotels and Eateries, Multi-storied Complexes, Public Transport Terminals etc provided with Video Surveillance which are stored at the central repository for subsequent analysis
	• Police access the relevant socio-economic events in the area to correlate the incident occurrence with possible root causes
	• Police have the communication mechanisms for timely dissemination of information to the public to increase the awareness and communicate the possible safety measures
	• Better databases and analytics ensuring quality intelligence regarding criminal activities

3	Crime Detection & Investigation
Metrics	√ Investigation cycle time & percentage of cases resulting in convictions
Scenario	• Police can remotely access the central knowledge base populated with the information on criminals, arrested persons, vehicles involved in crime, lost/stolen/recovered property, outstanding warrants, suspect fingerprints/pictures, prison inmate information and release details, area crime details, driver license, and vehicle registration data
	• Police carry remote fingerprint scanners that capture and check the fingerprint database of the known suspects/criminals
	• Police can search and retrieve the information required for investigations from the inter-state and intra-state information sources that are linked and accessible remotely
	• Police with proper rights can monitor the suspect/accused transactions, voice/data communications as well as financial, and detect patterns that can act as evidence in the courts through text/data mining solutions
	• Analysis of the criminal information to deduce the associate networks following similar patterns
	• Police use biometric identification systems that can detect the suspect through matching the facial/biometric features of the suspect with the available information
	• The registration of the case details in the FIR will trigger the creation of a suggestive investigation template in the case management system
	• The system will ensure that investigation officer completes the necessary steps in the process before filing the charge sheet, which is then generated and transmitted to the courts in an electronic format
	• Work closely and share information with the Income Tax Department and Financial Institutions to detect and track the identity and credit card thefts
	• Police will be monitoring the chat rooms and scanning the logs with the help of internet service providers for detecting the crimes that are committed through internet medium

4	**Prosecution**
Metrics Scenario	√ Percentage of cases resulting in convictions for each type of Crime • The case information is relayed electronically within the police department, the prosecution, and the courts • Police and the prosecutors can build stronger cases on the accused with access to complete information of the criminal history of the repeat offenders • The case is managed in an integrated fashion where the investigation officers, public prosecutors and the judiciary have a 360 degree view of the case facts • A relationship management system will help Police track and communicate with the victims and witnesses in the case • Availability of all the information will help track the case progress and ensure minimal delays on account of any operational lapses

5	**Criminal Intelligence**
Metrics Scenario	√ The possibility of detection of offender proactively before commission of a crime • Integration of databases from across disparate sources, such as Police, Passport, Vehicle Registration, Driving Licenses, Immigration, Income Tax / PAN, Electoral Rolls, Ration Cards, Banks, Municipalities, Telephones, Educational Institutions, Hospitals, Video Surveillance feeds etc • Interoperability of Databases through SOA Architecture • Data mining and report generation through powerful query systems / search engines • Forecasting the trends for proactive crime prevention and detection

6	**Traffic Management**
Metrics Scenario	√ Number of fatal and non-fatal traffic incidents and lowering of transit time • Holistic traffic management in collaboration with Municipalities, Road Transport Authority, Highway Authorities, and Roads & Buildings department • The traffic police will have the information about upcoming rallies, processions, and major events that'll be used to divert the traffic where necessary • The traffic police control room can monitor the density of traffic at peak times and send messages to the commuters and the public transport agencies for re-routing the traffic • Electronic message boards on the roads are updated at regular intervals on the possible delays or traffic jams downstream on the road • Installation of closed circuit televisions at major intersections relaying the data to the centralized control room • Traffic enforcement is carried out on road and also through the control rooms with monitors capturing the facial images and vehicle numbers of the offenders • Leverage on consolidated violation database to focus on high impact and visible traffic enforcement procedures helping overall citizen discipline and learning in the long-run

7	**Human Resource Administration**
Metrics	√ Number of Police personnel availing sick leave/absence without advance
Scenario	• Evolve standard metrics for performance evaluation of the police personnel and monitor the key performance indicators on a regular basis • Human resource systems track and alert the management on the pending increments, duty reallocations, and promotions • The electronic capture and processing of incidents will reduce the redundant work of maintaining the paper-based records in the police station • Salaries, leave encashment, and sanction of leave are managed through information systems reducing the degree of discretion within the administration section • Employee training with increased emphasis on Information Technology tools relevant to the job • Data consolidation across the state will help design overall policies on the HR front

8	**Efficient Internal Communication**
Metrics	√ Time taken to respond to the Internal Information Needs
Scenario	• Employees send messages through secure email within and across the wings • Employees access the intranet for all the required internal and government orders, training calendars, openings in other wings, best practices, success stories, address book, employee surveys, and computer-based training exercises • Internal communication coupled with workflow helps in quicker response

9	**Management Information Systems**
Metrics	√ Graphical exception reporting based on critical success factors
Scenario	• As the department faces increasing demands for accountability and transparency, there will be requests for additional reports from the Government, public, and other agencies like Human Rights Commission. In order to collect the required information and generate the reports the department will have to rely on the Information Technology Systems • The reports accompanied with visual aids can be generated without any human intervention as the data is captured and processed electronically • Even though the operational reports will continue to be data intensive, the executive and middle-management reports will be exception-based where the users see it on their report only if the metrics do not match the pre-defined targets • The reporting engine is capable of generating ad-hoc reports on user requests to satisfy the requirements of external stakeholders • MIS can be coupled with simple decision support systems to help senior management in achieving better utilization of resources

10	Police Corporate Communication through the web
Metrics	√ Public perception of the Police
Scenario	• Website with general information for public, crime statistics in the area, feedback mechanisms, and success stories within the department
	• Portal providing access to documents required for the victims/witnesses/accused
	• Delivery of general service requests through website precluding the need for visits to the police station
	• Safety tips for crime prevention in the locality
	• Listing of public/media events organized by the police department
	• Ability of public to track progress in case of any investigations – also ability for the public to provide information in case of investigations

6.3 Continuous Quality Improvement

What is Kaizen methodology?

The effectiveness of the service delivery processes of the police services can be increased exponentially by the use of systematic data based methods. These methods can help the police in becoming empirical about their own manpower and resource utilization; concentrate their resources in areas of need and reallocating or withdrawing resources from non-essential activities and in analyzing the effectiveness of their interventional strategies and actions.

Kaizen is a combination of two Japanese words '*Kai'* meaning Change and '*Zen'* meaning Good. It simply means **Change for Good**. In essence, Kaizen involves step-by-step small improvements done by everyone as individuals and in teams. Practicing Kaizen should lead to continual improvement in the ways work gets performed.

Kaizen is an achievement oriented working methodology that should be adopted by police personnel at all levels in the police organization in respect of their own activity, and of the work team to attain Kaizen in their operational results.

- Kaizen is a habitual way of life by which more than 80% of improvement opportunities are found within the scope of one's own work.

- Kaizen has been a proven management philosophy and work culture practiced by most Japanese and Western organizations to bring about technology, product and service innovations.

Fig. 6.3.1 diagrammatically describes different types of Kaizen tools and also the purpose for which these tools can be used.

Fig. 6.3.1 Kaizen Tools:
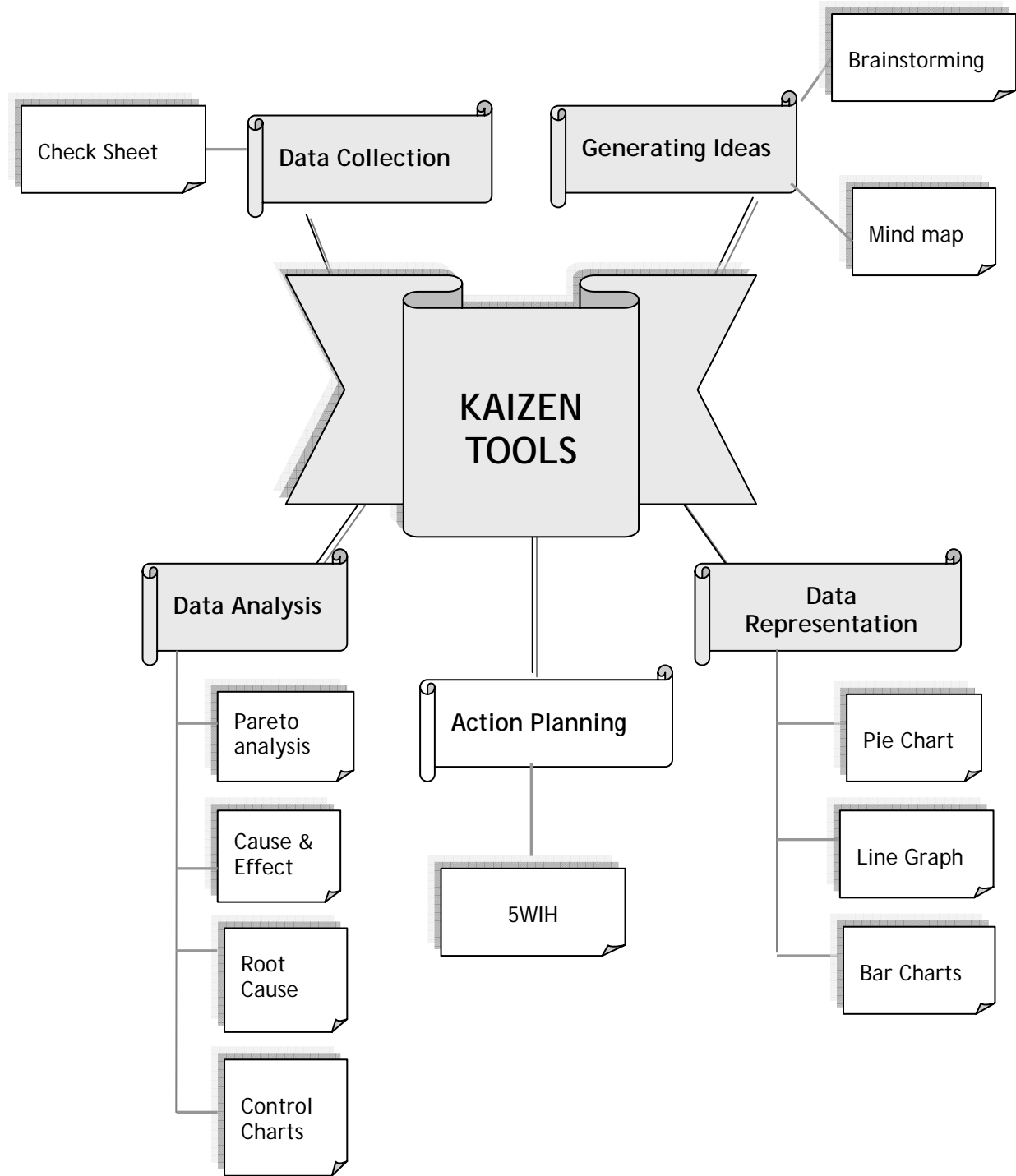
Continuous Improvement Tools are the backbone of the Kaizen mindset and they are the basic tools for data based decision-making and effective implementation. They are used for the five basic purposes of:

1. **Generating ideas:** Any concept has to be explored in depth as a prerequisite for further action on it. Two of the methods for generating ideas are **brainstorming** and **mind mapping**.

2. **Data Collection**: Systematic and authentic data is essential to understand the issue in realistic terms and **Check sheet** should be utilized to gather data as it is generated.

3. **Data Analysis:** Data has to be analyzed to identify the patterns and facilitate action planning as well as track the effects of action already initiated. Some of the tools that can be used include **Pareto analysis**, **cause** and **effect** analysis, **root**-**cause** analysis and **control charts**.

4. **Data Representation:** The analyzed data has to be represented visually and shared to arrive at a common understanding and **pie chart, line graph and bar chart** are some of the tools for data display.

5. **Action Planning:** Effective service delivery depends on thorough and detailed action planning that allocates clear responsibilities for results to identified individuals and **5W1H** is the integral methodology for action planning.

SOME TYPICAL EXAMPLES OF PROBLEMS SOLVED THROUGH KAIZEN

1. Reduction of chain snatching incidents from 15 to 4 per month
2. Analysis of industrial thefts in industrial estates
3. Solving the case of inter-state dickey-offenders
4. Reaching to crime spot / scene of occurrence in 10 minutes
5. Reduction in road accidents in accident-prone zones
6. Increase in customer satisfaction at police station
7. Crime reduction through Community Policing
8. Reduction of incidents of housebreaking by night

HOW TO SOLVE PROBLEMS THROUGH KAIZEN?

At Police station level, the field data is generally collated and transmitted to CCRB / DCRB for progressive analysis and dissemination. Analysis at Police station level is minimal and not shared amongst the personnel. However, through Kaizen, constables are trained to use these techniques and resolve field level problems in weekly Kaizen meetings. Table given below shows the stages, critical questions that should be raised, how to measure and what tool to apply.

Box 6.3.1 Problem Solving Stages

Stages	Critical Questions	Measurability	Problem Solving Tools
PROBLEM DEFINITION	What is the problem?	What data is available on the problem and in what form? Is the data available for past one year?	• Brain storming • Mind map
DATA COLLECTION	How to collect the past, current and future data?	How to capture the ongoing data and in what form? Who will collect the data?	• Check Sheet • Control Chart
DATA ANALYSIS	How to analyze the data to show the vital signs, major and root causes of the problem?	What is the root cause of the problem? What are the vital few reasons for the problem? What are major and sub-causes for the problem? Is a pattern emerging in the data to point out the problem precisely?	• Pareto analysis • Why-why analysis • Fishbone diagram • Histogram
DATA PRESENTATION	How to present the data to make sense through graphs and pictures?	What appropriate tools should be used for depiction? What pictorial descriptions would help explain the problem?	• Line graph • Bar chart • Pie chart • Radar diagram • Before-after pictures
GENERATING ALTERNATIVES	What are the alternatives to solve the problem?	How to weigh the alternatives? How to arrive at right solution? How to assess the practicality of the solution?	• Mind map • Brainstorming • Nominal group
SUSTAINABILITY OF SOLUTION	How to ensure that the solution is fail-safe?	Did the expected result arrive on implementation? Is it satisfactory and consistent? How to ensure failsafe adaptation of the solution?	• 5W1H chart • Check sheet • Control chart
PREVENTION OF PROBLEM	How to avoid recurrence of the problem?	What are the root-causes of the problem? What are the preventive measures? How to eliminate the problem forever?	• CAPA analysis • Poka-yoke

HOW TO IMPLEMENT KAIZEN?

Step 1: Training for exposure and concept learning: A series of training sessions should be conducted wherein all levels of police personnel should be given intensive hands-on training about Kaizen tools, its application in identifying and resolving crime and community related issues, and the positive results to the community and to the police organization. These skill-building workshops should be highly interactive, interesting and relevant to the context of the police work environment.

Step 2: Projects for implementation: After skill building through training sessions, all of the police personnel should be formed into teams in their own Police Stations. The teams should have personnel from all the levels in the police organization. Each of the teams should take up projects and they should apply the relevant Kaizen tools and resolve the crime and community issues. A sample is given below:

Techniques	Applications	Examples
Check sheet	Collect data about the issues	FIRs registered in the police stations in last one year. Most happening crime, say burglaries
Brainstorming	Identify issues facing the local community	Why burglaries happen and what causes them
Cause and effect	Analyze data into logical headings	Analysis of the major and sub- causes of burglaries – people, criminals, police, jails, society
Pareto analysis	Identify the vital few from trivial many	Isolate most crime happening places, timings, vulnerable people
Root cause	Analyze the data to identify the root cause	Identify the specific causes of the burglaries
Mind mapping	Generate possible alternatives to solve the problem	Come up with action plans to reduce the incidents of burglaries in crime prone zones.
Line/ bar/ pie diagram	Represent the data visually	Show the collected data graphically
Radar chart	To measure changes between desired and actual effects	Set the targets for reduction of burglaries and plot the current and desired status
5W1H	Plan and take actions based on the above data	Fix responsibilities and specific actionable points and implement
Control charts	Monitor the action plan	Check periodically to track the effectiveness of the action plan and measure if desired extent of decrease in burglaries happened in set time.

Step 3: Continuous Monitoring: Kaizen implementation requires constant application of the tools to the communities' needs for a safe and crime free community. Regular monitoring for identifying the issues, planning for actions, evaluating the effectiveness of actions and constant course correction are essential for successful implementation. The senior police authorities should be actively

involved in utilizing the Kaizen tools and support their subordinate police staff by eliciting the difficulties they may be facing and try to resolve them.

Structure of Kaizen implementation: roles and responsibilities

Unit / Commissionerate-level - For monitoring & review, rewards, disseminating best practices

Sub-division –level - For guiding and motivating

Police station and Circle –level - For implementation by police teams

Who & where	What to monitor	Why	When	How
Level 1: Police Station / work unit staff	Use of Kaizen tools for solving crime, preventing it and giving citizen satisfaction.	• Track the effectiveness of actions taken • Improve the use of data based methods	• Daily for taking action • Weekly for evaluating the actions, and planning • Monthly for taking stock of Kaizen tools implementation & effectiveness	• Utilize the relevant Kaizen tools • Maintain related formats & registers
Level 2: Sub-division senior police officials	All the Police Stations and other work units in the sub-division	• Supervise efforts of police personnel • Motivate police staff • Assess the Kaizen implementation • Share best practices	• Weekly for assessing the efforts of police staff • Monthly to assess the impact of implementation	• Interact with the community members • Interact with concerned police personnel • Visit some police stations • Trouble-shoot • Study the outcomes of entries in registers
Level 3: District Unit / Commissio-nerate	• All the sub-divisions & other work units • a sample of police stations	• Motivate all police staff • Assess Kaizen implementation • Disseminate best practices • Link with improving police organizational effectiveness	• Monthly for evaluating sub-divisions • Quarterly to assess the impact of implementation and link to citizen related outcomes	• Interact with focus groups of citizens • Interact with sub-division level police officials • Interact with sample of police staff from police stations • Visit police stations

Step 4: Sharing best practices: Police performance can be improved dramatically in the community and their effectiveness will increase manifold by the use of these Kaizen tools. All the actions and interventions will be based on data and with sharp focus on the results that remedy the concerns of the communities. It is important to share the best practices of each police team and each police station with other police personnel. The top management of the police district should have sub-division level monthly meetings and district level quarterly meetings in which they can review the contributions and the effectiveness of each police station in their jurisdiction. This will also provide all police personnel a learning opportunity to share and learn best practices from each other.

A Case on Kaizen practice: Cyberabad Police

Reaching to scene of occurrence in standard time

When a Kaizen team of Cyberabad analyzed the average time they take to reach the scene of occurrence in emergency cases, it was over half-an-hour, which was not acceptable by best standards. Using brainstorming technique, they analyzed the causes for the delay as:

- Distance from police station to crime spot

- Traffic jams and road condition

- Vehicle problems – no vehicle, no diesel, not in working condition etc.

- Role clarity – in the absence of SHO, no one knows whom to depute

- Not having correct information about the place – no landmarks, nearby telephones, not having local area topography

- Not having relevant tools (first-aid kit, camera etc.) and formats ready

On identifying the reasons, they developed possible solutions and implemented the same:

- Route maps with landmarks, and area details booklet was generated

- Traffic peak timings observed and alternate routes and short cuts identified

- Vehicle condition responsibility was taken by the drivers and everyone in the police station decided to learn driving of four and two wheeler.

- Members decided to use their own vehicles when in emergency

- Constable list for assigning duties standardized. Senior most officer can take decisions in the absence of SHO

- Personnel receiving the news first will ensure collecting all the relevant information in prescribed format including landmarks, names, mobile and landline numbers for easy identification of place. They also got postman involved to know more details of addresses

- Standard tool kits and formats required for critical incidents (accident, murder, rape, kidnap) developed

This exercise helped them maintain the standard time of 15 minutes for reaching to the crime spot within three months and progressively improve their performance to 10 minutes in normal cases and 5 minutes by Mobile Patrol Van!

7 Community Policing: Empowering Local Communities for creating Safe and Secure Environments

7.1 Understanding Community Policing (CP)

CP is a project initiated and implemented by the police in active partnership with the local community / neighbourhood / citizen groups / business community for identifying the needs and solving issues related to the common safety and security requirements of the local community.

> "To maintain at all times a relationship with the public that gives reality to the historic tradition that the police are the public and that the public are the police. The police are the only members of the public who are paid to give full time attention to duties which are incumbent on every citizen."
>
> **Sir Robert Peel:
> (Father of Modern Policing)**

Objectives of Community Policing:

- Improving the quality of life and ensuring safer living conditions by motivating and facilitating community members and other community interest groups to organize themselves into problem solving groups in partnership with the police

- Educating people on their rights, eligibilities and responsibilities in relation to criminal law

- Fostering a sense of respect for the legal process and eliminate fear of police in the minds of the people

Benefits of Community Policing:

- Improved community initiative and response for crime prevention, problem solving and conflict resolution

- Enhanced community support for policing efforts

- Improved public safety and sense of security in the community

- Reduced fear of crime

- Improved law abiding nature in the community

- Improved sense of voluntarism in the community to solve common problems through collective approaches

- Enhanced trust, improved credibility and image of the police

7.2 Community Policing Project (CPP) Management Skills: For undertaking a Community Policing Initiative in the Police Station Jurisdiction

1. Develop a strategy on which aspects and which localities it is desirable to take up community policing activities

It is better to take up CPPs in the localities where there is high level of success to start with. The middle and upper middle class areas surrounded by business, trade, educational activities, religious, social activities are better places to start with. Gradually the projects can be extended to the areas of need and places occupied by poorer sections

2. Develop a CPP Team consisting of 3-4 persons (from among SIs, ASIs, HCs and PCs in the police station) **as CPP project monitoring team**. This team will monitor, supervise and guide the CPP projects with patrol officers and location-wise specific CPP officer. One or more internal coordinators, and outside sources such as consultants should also be included in this team. Avoid people or organisations who would like to join these activities purely for their personal benefits.

3. Mobilize the support of the local communities (3-4 locations). Talk to influencing members of the community in the select locations and build interactions, networks for initiating the CPPs. Only when you are sure that these members will actively participate in the CPPs get the projects launched. It is better to launch 2 pilot projects before you scale up the number.

4. Communicating the CPP Values. CPP projects can achieve successful results only when certain values are implemented in the projects without any compromise. Community policing is a very sensitive and most difficult subject in the Indian socio political environment. Since CPP is a professional practice, it requires implementation according to certain professional values and tenets. Communicate these values very clearly to all the CPP staff and the project associates before launching any CPP.

This should be widely disseminated

A clear statement of beliefs and goals gives direction to the Police and the community and helps ensure that values are transformed into appropriate actions and behaviours.

Core Values and Principles

- **Broadened commitment to public safety and security**
- Fostering **mutual Trust** between the Police and the Community
- The community policing projects will be implemented **cooperatively** by police, other agencies and the community
- All the project transactions will be **transparently** communicated, documented and published
- All the personnel involve in the project will practice **integrity** and not take undue advantage of the situations/ issues for their personal benefits
- Every member of the project should take **initiative** and **responsibility** for achieving focused results
- Members will exercise **discretion** while communicating or in actions showing integrity of their behaviour
- **Collective Leadership**
- All members of the project will **respect** the community issues, values and the culture as expressions of realities in a democratic, multi-cultural society, such as India.

5. Select a Message and an Image (logo) for the CPPs in your PS.

Before implementing a community policing strategy, communicate the concept of community policing to its own personnel and to the community, including political and business leaders and the media. Different emphases and images may be appropriate for different audiences; however, a message to one group should not contradict or neutralize an equally valid message to another.

A. Skills for undertaking specific locality based projects

Develop Clear Objectives for the Project

a. Create a small write up which will clearly

- Describe the current problem in the community and how it affects the community well being (If possible, to bring certain quantification of the issues).
- Describe the process through (community discussions, opinions of experts, related agencies etc.) which the problem description and analysis was done
- Describe the solutions planned and methodology of implementation
- Describe how the project will be monitored and course corrections implemented
- Identify specific people and write out their responsibilities

Facilitate the Implementation Process

- Enlist the help of people whose ideas, drive, and ability will help spur the progress of CPP. However, police officials must take responsibility for directing implementation efforts and outlining the parameters for addressing the various facets of community policing. Strong and continued leadership from the top of the organization will reduce confusion and disagreement at lower levels.
- Members of an implementation team, task force, or committee will also have other responsibilities. Therefore, an internal coordinator may be needed to provide daily support for team efforts. For greater effectiveness, internal coordinator should be appointed from the command level of the organization
- Outside consultants can also facilitate implementation, because they are frequently able to gain access to all levels of the organization more easily than an internal coordinator. Consultants can bring a wealth of experience to the implementation process, including knowledge about the implementation of community policing strategies and suggestions for gathering relevant information. Occasionally consultants may encounter resistance within agencies that are not accustomed to external assistance. Executives loaned from private sector companies also may be useful to police organizations. The private sector uses such programs to allow one or more employees to work, with pay, for a not-for-profit or community organization

- To ensure a smooth transition to community policing, create a broad-based implementation team. A location / project-wide team, which could be divided into a number of committees, should adequately represent all aspects of the problems which the project is addressing
- A certain amount of opposition to community policing should be anticipated, both inside and outside the agency
- Timing – the project should not move too slowly

3. Deployment of Personnel

Permanent or long-term shifts and beat assignments must be instituted if patrol officers are to form lasting and productive partnerships with the community. Community policing depends on this stability. In addition, community boundaries should be carefully drawn to preserve the integrity of existing neighbourhoods and to encourage cooperation within the community. A comprehensive analysis of workloads across shifts and areas is essential to guide the deployment of personnel. This analysis should include data for each community covering the following areas:

- The frequency and nature of calls for service
- The frequency and nature of criminal activity
- The expectations for response time
- The estimated time needed for community partnership and problem solving activities

Some Police Stations will need to increase the number of officers who are assigned to patrol operations and to readjust existing patrol assignments. Criminal investigation units may need to be surveyed to determine if efforts are being duplicated, which could allow some officers to return to patrol. Civilians could also be hired for support positions not requiring policing skills, in order to reassign police personnel to community patrols.

4. Human Resource Development
Training is the key to effective implementation of community policing. Training should communicate and reinforce the changes taking place in organizational values and policies, and should help build consensus, resolve, and unity both inside and outside the police organization.

5. Performance Evaluation and Reward
Performance evaluation can be a valuable management tool for facilitating change and can help communicate agency priorities to employees.

6. Workload Control and Information Systems
The problem-solving orientation of community policing requires a greater emphasis on analytic skills and expert systems management to obtain the most valuable information support. Information support will have to be provided for problems that have not been previously studied and for the incorporation of data from outside the department. Analysis must go beyond identifying and forecasting crime patterns; tactical analysis should be supplemented with strategic analysis. Strategic analysis

seeks to identify factors that contribute to crime and non-crime problems. Strategic analysis is a natural by-product of the problem-oriented approach. Strategic analysts should attempt to identify why problems exist in neighbourhoods as well as identify the conditions that contribute to and perpetuate crime. This information will certainly prove useful in the planning and implementation of tactical responses and crime prevention strategies.

7. Assessing the progress of community policing

The assessment process should consider all the following dimensions and be properly documented. It is also better to engage a third party agency to properly evaluate the project progress and provide periodic feedback to the project team. Corrective and improvement actions are the joint responsibility of the total teams.

Effectiveness	Efficiency	Equity
An effective community policing strategy will reduce neighbourhoods crime, decrease citizens' fear of crime, and enhance the quality of life in the community. An important goal of community policing is to provide higher quality service to neighbourhoods; therefore, customer satisfaction becomes an important measure of effectiveness. • No. and type of community partnerships • No. and types of problems solved applying community partnership and problem-solving components of community. • Increased levels of community participation in crime reduction and prevention efforts are another indication of program success.	Efficiency means getting the most results with available resources. To measure the efficiency of community policing, the resources of the police agency, local government and private agencies, citizen groups, the business community, and the neighbourhoods must first be defined. The assessment must then determine whether these resources are being used to their fullest to solve any given problem. Agencies that can successfully enhance and realign their resources by forming community partnerships will be able to make community policing more efficient and cost-effective.	A foremost tenet of community policing is equity; that is, all citizens should have a say in how they are governed. Officers may relate better to citizens as individuals because they cooperate closely with and are recognized as an integral part of the community. Community Policing can thus become a force for enhancing democratic principles. Equity, as understood in community policing activities, has three dimensions: • Equal access to police services by all citizens, • Equal treatment of all individuals • Equal distribution of police services and resources among communities.

To clearly understand the community safety issues in the neighbourhood localities, each police station can create issues based data bank. Local particulars based on which community policing issues can be developed are given in Annexure-9. Annexure-10 also lists several suggestive issues for starting community policing projects.

8   HRD and Employee Welfare Activities

Police organization is a service provider to all segments of the society. It is by nature, a people intensive organization and all its employees at different levels should have requisite types of knowledge, skills and motivation to provide services to the citizens. The police staff comprises over 80% constables, who are the front-line employees, who are constantly in contact with the citizens for provision of services and other policing activities. These constables are poorly educated staff with minimal human relations skills and are not trained and equipped with all the knowledge, skills and motivation to effectively deliver the range of policing services to the communities they serve.

The employees are the most important and irreplaceable assets of an organization, especially in a service organization like the police. Their development and welfare is essential, so that they can be freed from worries of personal and professional growth, family, finance and health related issues, so that they can give their full and positive concentration on serving the citizens.

In a large-scale culture change initiative of the police organization, it becomes imperative to give foremost attention to building the capabilities of the internal stakeholders, especially the constables, to groom them with appropriate citizen service skills. Since constables form the most important and the largest segment of workforce of the police, the issues connected with them should be addressed through various welfare measures.

What are Employee Welfare activities?

They are a set of activities and interventions that make employees feel that the organization cares for their welfare and develop ownership towards their work. It involves providing all the necessary establishment support to the employee as per his/her entitlement promptly. An employee who is dissatisfied with the system will only transfer the same to his customer.

How should a Police organization ensure Employee Welfare?

Employee welfare can be ensured in two ways: one is by prompt settlement of entitlements by the department through CPO / DPO services. The second one is by developing overall HRD culture in the Police station where the system is sensitive and humane to the needs of its employees.

Why are Employee Welfare activities important?

Every individual employee, especially those belonging to the lowest cadre have multiple needs that are not satisfactorily addressed by the police organization. So the employee welfare activities are intended to take holistic care of the individual in all its aspects, not just as an employee. His health, family, children, and other requirements, besides job related requirements, should also be sufficiently addressed.

Employee Welfare measures by CPO /DPO

Police personnel are entitled to several service benefits through their career, from recruitment to retirement like leaves, transfers, promotions, claims, rewards etc. These entitlements of the personnel, when denied or delayed, can become a great source of dissatisfaction and frustration, which affects their service delivery.

Often CPO / DPO staff is alienated from field police personnel. They do not understand the difficulties and suffering of their internal customers; hence they take their own time in settling the legitimate claims that staff are entitled to. Going round the offices for several times and hours will frustrate the police personnel, who develop antagonism towards the establishment itself. This reflects on the job performance also.

By efficient, prompt, proactive and hassle free service to their internal customers (field police), DPO or CPO can play a vital role in employee satisfaction. CPO/ DPO must play a supportive role to field Police and treat them as internal customers. They must be trained to serve them with efficiency and courtesy. Their grievances have to be dealt with concern and care.

Some initiatives taken by Cyberabad CPO staff: A case

- Giving master serial numbers to claims and settling them serially, in the order of first-application, first-served basis within a specified time

- Processing and disbursement of personal claims made by the employee promptly and proactively

- Timely settlement of career based rewards

- Paying salaries consistently on the first of every month

- Prompt settlement of retirement benefits

- Prompt settlement of in-service deceased employees' dues

- Two-minute file retrieval system through 5S

To deliver the services effectively, DPO /CPO staff should visit the police stations regularly to acquaint themselves with the working conditions, come up with standard times for disposal of claims and communicate the same to the police personnel, so that they know the duration of process.

1. **Information Management:** This requires proper organization of information, personnel files, formats, creating employee data base, developing HRIS, continuous updating of service records, simplification of systems, computerization and networking, file management using 5S techniques.

2. **Service mindset:** Staff of DPO/ CPO should transform their attitudes towards their internal customers and must become proactive. DPO staff must periodically visit police stations and understand the working conditions of a policeman. They must understand the impact of being rude and indifferent to their customers' needs. This helps them develop positive mindset towards the service.

3. **Improving work efficiency:** Staff of DPO / CPO should be trained in modern office management techniques, faster file movement methods, computer skills, better English and drafting skills for smarter working.

4. **Bridge courses:** Some of the staff who is recruited through 'compassionate' grounds requires special skills in English and office working, as often they do not possess suitable competencies. These bridge courses will make them perform on par with others and make them fully functioning.

5. **Regular interaction meetings:** Must be conducted between the Police Station personnel and the DPO staff to generate understanding and cooperation amongst each other. Police personnel must be trained to provide right information to DPO / CPO for processing their claims on time.

Employee Welfare at Police Station level

Best part of an employee's life and time is spent in the work place. Happiness generated at workplace has far reaching effects on his overall well-being. Workplace ethos can make or break a person's life. While work takes over most of the time, making the work life a happy and healthy affair ensures that the employee develops a sense of ownership and his relationship with his team as well as the organization will enhance. Introducing certain HRD initiatives brings about culture change with long lasting effect.

Some initiatives at Police Station level

- Conducting Employee Satisfaction Study and initiating actions
- Celebrating employee birthdays / farewell parties
- Conducting summer camps, periodic health checks, family counselling sessions etc.
- Conducting career counselling sessions for children of police personnel
- Employee Suggestions scheme
- Conducting Yoga and de-stressing camps
- Providing for Sports, Gym and Parades
- Conducting de-addiction campaigns
- Service rewards for excellence in service, recommendations to *Seva* medals

1. **Employee Satisfaction Study:** Periodic Employee Satisfaction Studies are a good measure for taking a peep into employees' mind and understand the motivation level from their point of view. This can be conducted on several dimensions like working conditions, rewards, communication, leadership, resources, job satisfaction, personal development, fair treatment etc. and the output should provide guide light to initiate relevant actions to ensure better satisfaction. Annexure -10 provides a sample questionnaire for assessing Employee Involvement and Satisfaction.

2. **Creating friendliness and warmth in the work environment:** Moments of sentiments like birthdays, farewells on retirement or transfers must be celebrated to make the Police personnel feel the significance as well as warmth in relationship. These simple measures bring employees closer to each other. Employees should be visited at home when in grief.

3. **Employee Suggestion Scheme:** Healthy environment can be created by placing a suggestion box in every Police station where employees can post their suggestions for improvement of performance. A committee should be constituted to go through these suggestions once fortnightly and implement the useful ones. Employees must be congratulated for making good suggestions and their photos must be displayed on notice boards. Where convenient, monetary rewards and merit certificates can be given to the employees.

4. **Physical Health maintenance plan:** Police personnel must be periodically examined for physical fitness and appropriate actions must be suggested to keep them healthy and fit. The space in the Police Station premises must be used for playing outdoor games as well as regular parades. Tie-ups with local gyms must help them with physical fitness. Yoga and de-stressing camps must be regularly conducted.

5. **De-addiction campaigns:** Some of the police personnel fall prey at vices like chewing pan, ghutka, smoking, drinking alcohol and womanizing under the pretext of overcoming stress. Slowly they lose their health, functional capabilities and morale. Professional counsellors must counsel such individuals along with their family members. Several NGOs run de-addiction camps regularly to get them back to normal life.

6. **Family Welfare:** Owing to their round the clock duties, stress on the job, personal habits, police men will not be able to cater to family needs like holidaying, taking care of children's future and attending to family functions and social affairs. Periodic outings and summer camps with families must be organized where family members of different ages can participate in different events. This will bring them close to other members and develop oneness.

7. **Family visit to Police Stations:** As part of sensitization of family members to police job, they must be brought to the Police Stations and shown the working conditions. When the family members understand the hardships of the Policemen they will support them in delivering their duties.

8. **Sports and Cultural events:** Family members of policemen who are talented in sports, arts and cultural activities must be identified and encouraged to perform in functions and awarded suitably.

9. **Career counselling to students:** Children's education is a cause of concern to most of the policemen. Owing to transferability of jobs, their children will not have standard education in one school, due to which most of them fare badly in their studies. Employees' children must be provided with timely counselling on various career options and their suitability, to help them get fixed in a proper path. To encourage good performance, students with scholastic brilliance can be given momentos.

All these activities are part of leadership functions at Police Station levels. The senior officers must recognize SHOs who initiate and sustain these measures as 'role models'. If an SHO decides to create a fully functioning atmosphere at unit level, taking care of the employees should be the first step.

Family support initiatives in Police Station

A Police Station in Cyberabad decided to train and provide support to its staff families by training the housewives of police personnel in tailoring, embroidery and handicrafts. They also organized for supplying tailoring machines for these women, who now can earn money to support family needs. They also enjoy and use time productively!

9 Building Performance Accountability Measures

9.1 Third Party Evaluation

The Police Change Management efforts aim at achieving:

− Appreciable improvement in the service delivery of Police, in keeping with the changing needs of the society
− Increase in the satisfaction indices of different customers and stakeholders

To measure and evaluate the impacts of the Change Project, there is a need to conduct periodical assessment studies. A baseline assessment should be conducted before initiating the change processes to gauge the current levels of satisfaction on different parameters that affect the organisation, its effectiveness and ultimately the image in the public minds. At periodical intervals similar assessments can be conducted to evaluate the improvements made over a period of time.

Evaluation of the impact of the change by a third party can be useful rather than the Police doing it by themselves, to eliminate the element of bias. The evaluation could be done by a well-known survey agency such that the study can be made more objective. This study can be done at regular intervals to get feedback from the various stakeholders of the organization for bringing improvements in the Service delivery.

Scope of the Study
The broad objectives of the citizen satisfaction studies could be:

- To provide ideas to make Police a people friendly institution
- To capture the effects of Change Management initiatives over a period of time

The specific objectives could be:

- To understand the current status of service delivery
- To understand the internal strengths and weaknesses which have a bearing on service delivery
- To know the customer satisfaction levels on various parameters
- To generate a list of expectations of customers from the Police
- To recommend steps for improvement in the internal processes and community satisfaction levels

Study Details
For a comprehensive investigation, the following studies can be conducted:

   A. **Study among Citizens (contact and non-contact).**
   B. **Study among Detenues**
   C. **Study among Police Personnel.**
   D. **Observation in the Police Stations.**

A. Study among Citizens

This exercise enables to understand the perceptions of the citizens regarding behaviour of police; satisfaction levels on services rendered, expectations, suggestions for improvement in services etc. This would enable the police to plan strategies that would be more customer friendly, thereby achieving the goal of "people friendly institution". Efforts can be made in the study to capture the perceptions, satisfaction, expectations etc. of citizens who have come in contact with police for some service and those who have not contacted police directly till date. This would help in capturing the differences in terms of various parameters.

Target group and Research Technique

The study can be covered using semi-structured interviews* among the two target groups:

   a. Contact– citizens who have utilized police services in the past six months

   b. Non-contact – citizens who have not utilized police services till date directly

(*Semi structured interviews are one to one free flowing interviews conducted with the help of a questionnaire with close ended questions and some open-ended questions)

The following could be the measurable parameters for the survey for the **contact group** (who have contacted police in the last 6 months):

   1. Sense of safety and security
   2. Crime frequency and fear of crime
   3. Effective ways of solving law & order problems
   4. Preferable ways of crime reporting
   5. Methods a person uses to approach the Police
   6. Frequency of contact with Police for the case reporting/registering
   7. Impressions on Police Station
   8. The confidence/trust levels of people on the Police
   9. The way they are received in the Police Station
   10. The influence required for registering their case

11. Impressions on police officials – their problem solving & behavioural approaches

12. The process of the case proceedings

13. Their personal experiences during the case proceedings

14. Police roles, responsibilities and effectiveness.

15. General perceptions on Police

16. How best the Police Community Contact / Service Programme could be made effective

17. Expectations from and suggestions to the Police

18. Police's efforts to make it a people friendly Police

The following could be the measurable parameters for the survey for the **non-contact** group

1. Sense of safety and security

2. Crime frequency and fear of crime

3. Effective ways of solving law & order problems

4. Methods a person uses to approach the Police

Impression about police and awareness of police contact:

1. Police roles, responsibilities and effectiveness

2. General perceptions on Police

3. Impression about the Police Station

4. The approachability and effectiveness of police contact facilities like the Call Center, Patrol Mobile System, Control Room, and 'May I Help You' Booth

5. How best the Police Community Contact / Service Programme could be effective

6. Expectations and suggestions from/to the Police for improvement
7. Police's efforts to make it a people friendly Police

B. Study Among Detenues
- This exercise helps to understand the ways in which the detenues are handled by the Police officers. The efforts should be focused to capture the perceptions, satisfaction, expectations etc. of detenues so that improvements can be made in handling them such that their dignity is upheld.
- Target group and Research Technique
- Semi Structured Interviews could be conducted for the detenues in the cell as well as former detenues.

The following could be the measurable parameters on the satisfaction survey of the detenues

Experiences with the Policemen:
1. Any information given on the grounds of arrest
2. The kind of handling in the lock-up
3. Frequency of interaction with the policemen
4. The behaviour and attitude of the policemen.
5. The process of interrogation and how they felt while they were interrogated
6. Change in the opinion about the police they had before and after interrogation
7. Any kind of approach with a human touch was noticed during their stay in the cell
8. Suggestions on improvement in the above areas

Facilities in the Police Station
1. Satisfaction on the physical facilities available in the lock-up and whether they were allowed to avail the services
2. The quantity and quality of food given

C. Study Among Police Personnel
This exercise enables to understand the perceptions of police personnel regarding the prevailing working condition, lacunae in the system and suggestions for improvement.

Target group and Research Technique
Semi structured interviews could be conducted among police personnel of different cadres including personnel at police stations, circle offices, sub divisional offices and all district / commissionerate level work units, police call centres, administration wing etc.

The following could be the measurable parameters for the survey
1. Clarity on their role to be performed
2. Facilities and support systems presently available
3. The behaviour of their immediate bosses, colleagues and subordinates with them
4. Their satisfaction levels on various parameters such as the physical facilities available, resources, crime rate and behaviour about the other officers in the Police Station
5. The kind of services provided by the DPO / CPO and the satisfaction levels on their work processes
6. Their perceptions of how the community perceives organisation, its behavioural aspects and its usefulness to the society
7. An insight into the personal life – quality of personal and family life

D. Observation at the Police Stations

This exercise enables to understand the basic functioning of the Police Stations. The observations could include all the aspects involved in the functioning of the Police Stations.

Target group and Research Technique

The study could cover one-day observation of a few sample Police Stations to understand their day-to-day functions. The observation could be carried out with the help of a checklist.

The following could be the measurable parameters for the survey for the observation of the Police Stations (PS)

1. The general physical facilities/infrastructure available in the PS
2. The reception in the PS
3. Cleanliness / upkeep and orderliness in the PS
4. Traceability of papers /files and documents
5. The availability of the concerned officer in the PS
6. Kind of interaction the user had with the policemen
7. The problem solving techniques used by the policemen
8. Efforts by the personnel to educate, counsel the users.
9. Satisfaction levels of the users
10. Inter-personal relations among the policemen
11. Clarity of their roles

The survey can be evaluated both qualitatively and quantitatively and these indicators will form the basis for improvements in service delivery, such that the vision of transforming the Police into a people friendly organization is successful.

9.2 Participatory Monitoring and Evaluation

Participatory Monitoring and Evaluation (PME) is yet another method of collective monitoring and evaluation while enhancing the local ownership of the stakeholders and also the police personnel.

PME is a broad set of practical approaches, methodologies and techniques for monitoring and evaluating programmes. Like other participatory methodologies, PME is focused on increasing local learning and ownership over development activity.

PME produces important benefits including valid, timely and relevant information for management decision-making and development activity improvement, especially when PME systems feature in the planning and early implementation phases. During implementation, PME systems provide a framework for collaborative learning and for involving different partners in the M&E process.

PME is most effective when it reinforces participatory processes that are already operating, but it can also help to make up for lost ground where participation has not been integral to earlier phases, although this poses a greater challenge.

Groups that are seriously considering PME approaches must be willing to commit to participatory management approaches, a positive attitude towards partnership, and they must commit the time and resources needed to support PME systems.

Thoughtful, focused participation of stakeholders - especially local ones - in decision-making is at the heart of successful development activity. Developing a participation plan with stakeholders and staying with it throughout the activity cycle will help to keep stakeholders involved and committed. The plan should encompass

- A thorough stakeholder analysis
- Identifying key interventions during the life cycle to build local participation and ownership, specifying when these interventions will take place
- Identifying who will be involved in each of these activities

9.3 Social Audit

Social audit is currently gaining much acceptance among the public service organisations as a form of public accountability mechanism. Social audit is an effective tool to measure the performance effectiveness of an organisation through an independent evaluation by a set of knowledgeable persons chosen from the civil society. They openly examine the documents of the organisation and also conduct public interviews eliciting the public opinion on the economic, social and environmental benefits this organisation has created. Social audits measure the extent to which public organisations are giving value for the tax payer's money in terms of the services they render to the citizens and the larger community.

The purpose of conducting Social Audit is not to find fault with the individual functionaries but to assess performance in terms of social, environmental and community goals of the organisation.

In Andhra Pradesh , this practice has gained much credibility with the state rural development department conducting periodical social audits to measure the effectiveness of the functioning of the Employment Guarantee Scheme. Another very interesting case of social audit voluntarily being undertaken by Tata Steel, (Box 9.3.1) a private sector company is an eye-opener for scores of government sector organisations to initiate such processes

For the police, initiating such processes as social audit will bring predominantly two benefits:

1. Make the organisation, its personnel right form the head of state police down to every police official feel accountable and answerable to the citizen and the community for whose service the organisation has been created

2. The social audit will clearly bring the limitations in the system and the root causes of organisational failure and thereby the government's responsibility for resource augmentation, providing freedom of functioning and bringing required legal and structural reforms.

Box   9.3.1 Social Audit and Tata Steel

Social responsiveness became integral to organisational objectives of Tata Steel, even before the Company was established in 1907. In 1970, however, Tata Steel formally incorporated its commitment to the stakeholder concerns, including those of the nation and environment, in its Articles of Association.

> 'The Company shall have among its objectives the promotion and growth of
> the national economy through increased productivity, effective utilisation of
> materials and manpower resources and continued application of modern
> scientific and managerial techniques in keeping with the national aspirations,
> and the Company shall be mindful of its social and moral responsibilities to
> the consumers, employees, shareholders, society and the local community.'
> —-Clause 3A of Articles of Association

In order to objectively and effectively assess its corporate social responsibility in terms of the impact of its activities on stakeholders, Tata Steel conducts a Social Audit of the organisation every ten years, carried out by an Audit Panel consisting of members, independent of, and unconnected with, the Company, selected by the Board. The exercise is guided by the following 'Terms of Reference' (TOR), based on the 'Articles of Association'.

> 'To examine and report whether, and the extent to which, the Company has
> fulfilled the objectives contained in Clause 3A of its Articles of Association
> regarding its social and moral responsibilities to the consumers, employees,
> shareholders, society and the local community.'
> —-Terms of Reference for the Social Audit

As such, the audit strategy includes the following:

1. Take a look at Tata Steel's response to key concerns of stakeholders, as reported by the Company
2. Direct interface with stakeholder groups
3. Visit places of relevance, within and outside the Organisation
4. Report findings, in line with the international trends, as far as practicable

And, the audit reporting strategy included the following three key perspectives of reporting:

1. Organisational Perspective
2. Stakeholders' Perspective
3. Panel's Perspective

The methodologies of conducting social audits are similar to that have been described in the sections on third party audit and the participatory monitoring and evaluation.

10   Methods for Sustaining Change

Change Management is a continuous journey, not the end. It has to be sustained for the long-term, and institutionalized in the Police organization. The various interventions have to be imbibed and internalized by all levels of police personnel. Continuous monitoring and review are to be systematically conducted by the senior police officials to track the progress of the implementation of different change initiatives.

Issues in sustainability: There are many factors that negatively impact sustainability and they have to be identified and dealt with appropriately. Some of them are:

- **Keeping up the enthusiasm:** In the initial stages of the change initiative, all the police personnel will be charged up and enthusiastic. They will make extra efforts and spend more time to make a success of the change interventions. But gradually it becomes difficult to sustain the high energy levels and their efforts will slow down.

- **Showing impressive results continuously**: at the beginning of the change interventions, many results will be shown that will be more impressive and show a significant impact on the intended aspects including effective working methods and rise in citizen satisfaction. But later on, the results will not be as striking as the results at the beginning; they will become more incremental and less impactful.

- **Time frame**: any large-scale change initiative, especially in the government sector will take atleast three years to take root. The change has to be accepted and internalized by a significant number of people in the police staff for it to show a noticeable impact on its workings. Unrealistic timeframes that are too short or too long vitiate the change initiatives on the whole.

- **Unrealistic expectations:** expectations of different internal and external stakeholders have to be identified and clarified for a common understanding at the beginning of the interventions. Generally, expectations are set too high at the beginning, due to different reasons including lack of experience, lack of baseline data about factors impacting on change interventions.

- **Too many issues to be dealt with**: Each change intervention has specific outcomes that are associated with it. However one particular change intervention cannot deal with multiplicity of issues that occur during the process of change in a dynamic organization like the police. Trying to resolve too many issues at the same time also results in unrealistic expectations and lead to failure of the total change initiatives.

- **Routine takes over**: Routine activities are normally dealt with expediently and they don't require much time and importance. But whenever backlogs occur, people start withdrawing from the change initiatives as routine starts taking over and the initial enthusiasm flags off.

- **Unresolved issues pile up**: Change cannot be hurried or compressed without creating negative impact elsewhere. Issues related to the internal and external stakeholders, structure, system, technology, process or people issues are likely to be ignored during the course of the change, and these unresolved issues accumulate and impede the progress of the change.
- **Failed interventions**: change interventions are likely to fail due to many reasons and in some cases they may show negative results also. These aspects will make the change managers defensive and call into question the need for change and the methodology adopted for it.

Three types of sustainability measures:

Sustainability has to be ensured through specific methods. There are three broad categories of sustainability measures.

1. **Internal sustainability measures:** These methods are internal to the police organization and they have to be performed by the senior police officials.
    a. **Monitoring and review:** Each of the interventions should have regular monitoring and review at fixed intervals. The agenda for the reviews and the factors of review should be decided in advance and communicated to all the police personnel who are to be reviewed. Specific, measurable, achievable, realistic and time bound goals should be set and the review feedback should be specific, and result-oriented rather than person-oriented.
    b. **Internal audits:** Senior police officials should audit all the police stations at regular intervals and different change interventions at periodical intervals. These audits should be conducted on specific factors by a trained team of internal auditors on the lines of the external ISO quality audit.
    c. **Awards:** Formal systems of reinforcement should be instituted to identify and recognize outstanding achievements in the process of implementing change interventions. These awards could be at the individual-level, team-level and police station-level. The criteria for the awards should reflect the desirable outcomes of each of the change interventions and they should be widely publicized. The process of identifying outstanding performers at all levels should be transparent.
    d. **Recognition:** Recognition has enormous motivating power and it should be used liberally in the change process by all senior police officials, among colleagues and subordinates. Recognition should be any informal way of expressing appreciation, and acknowledging any achievement, however small it may be. It could be a pat-on-the-back or mentioning it among colleagues.
    e. **Sharing best practices:** The change process in the police organization will show many good methods of working and best practices. These should be captured and documented during the monthly meetings and they should be publicized through various media including police in-house newsletters, and websites; and also published in reputed journals and newspapers.

f. **Experience sharing workshops:** Periodical experience sharing workshops should be conducted for the senior and middle levels of police personnel, wherein they share their individual experiences and learning, during the process of implementing change. These learning workshops can be cross-learning experiences if they are conducted with other government departments who have carried out similar change initiatives, and also with private sector organizations.

2. **Community based sustainability measures:** The police organization that has initiated change should institute systems for eliciting feedback from the citizens, collating it and utilizing it for improving their services and citizen satisfaction continuously.

   a. **Structured community consultations:** A broad-based survey of representative samples of citizens should be conducted every year, which should map the areas of citizens' satisfaction and dissatisfaction with the policing services. These inputs can be used to design and implement focused interventions to address the identified issues.

   b. **Citizens' focus groups/ expert panels:** Focus groups are small groups of concerned citizens who can be asked to give their considered opinions on an identified issue. Focus groups should be used in police change management program when a particular issue relating to the citizens has to be explored in depth and in exhaustive detail.

   c. **Special interest groups:** Groups of citizens with special needs and vulnerabilities like women, weaker sections, slum dwellers have special requirements from the police and policing services. Annual interactions should be conducted with all such groups of people to elicit their special issues and focus attention on it.

   d. **Emails / letters from citizens:** Any form of written communication from the citizens should be systematically encouraged and duly acknowledged. Appropriate actions should be taken and communicated to the concerned individual. Media should be involved in getting to know the problems of the citizens.

   e. **NGOs:** non-government organizations can be partners with the police in advocacy for ensuring human rights and more receptive citizen services and they can play the role of the watch-dog along with the media.

3. **Third party sustainability measures:** Objectivity in assessment is critical during the course of large-scale change activities in the police organization. Third party assessment should be conducted at least once in two years to assess the status and take corrective measures.

   a. **ISO 9001:2000 Quality Certification:** The process of getting certified for ISO 9001:2000 QMS by an ISO quality agency signifies that the parameters set by Police Station have been fulfilled satisfactorily. Periodic audits based on the ISO quality parameters ensure that quality systems are diligently followed by the police station.

Learning Organization Concepts of Peter Senge
(Page reproduced from the encyclopaedia of informal education [www.infed.org])

Annexure 1

Peter Senge envisions a learning organization as a group of people who are continually enhancing their capabilities to create what they want to create has been deeply influential. We discuss the five disciplines he sees as central to learning organizations and some issues and questions concerning the theory and practice of learning organizations.
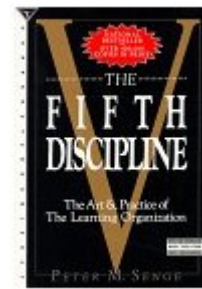
The learning organization

According to Peter Senge (1990) Learning Organizations are:
…organizations where people continually expand their capacity to create the results they truly desire, where new and expansive patterns of thinking are nurtured, where collective aspiration is set free, and where people are continually learning to see the whole together. The basic rationale for such organizations is that in situations of rapid change only those that are flexible, adaptive and productive will excel. For this to happen, it is argued, organizations need to 'discover how to tap people's commitment and capacity to learn at all levels' (*ibid.*: 4).

While all people have the capacity to learn, the structures in which they have to function are often not conducive to reflection and engagement. Furthermore, people may lack the tools and guiding ideas to make sense of the situations they face. Organizations that are continually expanding their capacity to create their future require a fundamental shift of mind among their members.

When you ask people about what it is like being part of a great team, what is most striking is the meaningfulness of the experience. People talk about being part of something larger than themselves, of being connected, of being generative. It becomes quite clear that, for many, their experiences as part of truly great teams stand out as singular periods of life lived to the fullest. Some spend the rest of their lives looking for ways to recapture that spirit. (Senge 1990: 13)

For Peter Senge, real learning gets to the heart of what it is to be human. We become able to re-create ourselves. This applies to both individuals and organizations. Thus, for a 'learning organization it is not enough to survive. "Survival learning" or what is more often termed "adaptive learning" is important – indeed it is necessary. But for a learning organization, "adaptive learning" must be joined by "generative learning", learning that enhances our capacity to create (Senge 1990:14). The dimension that distinguishes learning from more traditional organizations is the mastery of certain basic disciplines or 'component technologies'. The five that Peter Senge identifies are said to be converging to innovate learning organizations. They are:

♦ **Systems thinking**
♦ **Personal mastery**
♦ **Mental models**
♦ **Building shared vision**
♦ **Team learning**

He adds to this recognition that people are agents, able to act upon the structures and systems of which they are a part. All the disciplines are, in this way, 'concerned with a shift of mind from seeing parts to seeing wholes, from seeing people as helpless reactors to seeing them as active participants in shaping their reality, from reacting to the present to creating the future' (Senge 1990: 69). It is to the disciplines that we will now turn.

Systems thinking – the cornerstone of the learning organization

Peter Senge argues that mostly public managers / executives tend to focus on the parts rather than seeing the whole, and to fail to see organization as a dynamic process. The systems viewpoint is generally oriented toward the long-term view. That's why analysis of the delays and community's feedback loops are so important. In the short term, you can often ignore them; they're inconsequential. They only come back to haunt you in the long term.

Peter Senge advocates the use of 'systems maps' – diagrams that show the key elements of systems and how they connect. However, people often have a problem 'seeing' systems, and it takes work to acquire the basic building blocks of systems theory, and to apply them to your organization. On the other hand, failure to understand system dynamics can lead us into 'cycles of blaming and self-defense: the enemy is always out there, and problems are always caused by someone else' .

The Core Disciplines

Alongside systems thinking, there stand four other 'component technologies' or disciplines. A 'discipline' is viewed by Peter Senge as a series of principles and practices that we study, master and integrate into our lives. The five disciplines can be approached at one of three levels:

♦ Practices: what you do.
♦ Principles: guiding ideas and insights.
♦ Essences: the state of being those with high levels of mastery in the discipline (Senge 1990: 373).

Each discipline provides a vital dimension. Each is necessary to the others if organizations are to 'learn'.

Personal mastery. 'Organizations learn only through individuals who learn. Individual learning does not guarantee organizational learning. But without it no organizational learning occurs' (Senge 1990: 139). Personal mastery is the discipline of continually clarifying and deepening our personal vision, of focusing our energies, of developing patience, and of seeing reality objectively' (*ibid.*: 7). It goes beyond competence and skills, although it involves them. It goes beyond spiritual opening, although it involves spiritual growth (*ibid.*: 141). Mastery is seen as a special kind of proficiency. It is not about dominance, but rather about calling. Vision is vocation rather than simply just a good idea.

People with a high level of personal mastery live in a continual learning mode. They never 'arrive'. Sometimes, language, such as the term 'personal mastery' creates a misleading sense of definiteness, of black and white. But personal mastery is not something you possess. It is a process. It is a lifelong discipline. People with a high level of personal mastery are acutely aware of their ignorance, their incompetence, their growth areas. And they are deeply self-confident. Paradoxical? Only for those who do not see the 'journey is the reward'. (Senge 1990: 142)

Mental models. These are 'deeply ingrained assumptions, generalizations, or even pictures and images that influence how we understand the world and how we take action' (Senge 1990: 8). As such they resemble a professional's 'repertoire'. We are often not that aware of the impact of such assumptions etc. on our behaviour – and, thus, a fundamental part of our task is to develop the ability to reflect-in- and –on-action.

The discipline of mental models starts with turning the mirror inward; learning to unearth our internal pictures of the world, to bring them to the surface and hold them rigorously to scrutiny. It also includes the ability to carry on 'learningful' conversations that balance inquiry and advocacy, where people expose their own thinking effectively and make that thinking open to the influence of others. (Senge 1990: 9)

If organizations are to develop a capacity to work with mental models then it will be necessary for people to learn new skills and develop new orientations, and for there to be institutional changes that foster such change. 'Entrenched mental models… thwart changes that could come from systems thinking' (*ibid.*: 203). Moving the organization in the right direction entails working to transcend the sort of internal politics and game playing that dominate traditional organizations. In other words it means fostering openness (Senge 1990: 273-286). It also involves seeking to distribute business responsibly far more widely while retaining coordination and control. Learning organizations are localized organizations (*ibid.*: 287-301).

Building shared vision. Peter Senge starts from the position that if any one idea about leadership has inspired organizations for thousands of years, 'it's the capacity to hold a shared picture of the future we seek to create' (1990: 9). Such a vision has the power to be uplifting – and to encourage experimentation and innovation. Crucially, it is argued, it can also foster a sense of the long-term, something that is fundamental to the 'fifth discipline'.

When there is a genuine vision (as opposed to the all-too-familiar 'vision statement'), people excel and learn, not because they are told to, but because they want to. But many leaders have personal visions that never get translated into shared visions that galvanize an organization… What has been lacking is a discipline for translating vision into shared vision - not a 'cookbook' but a set of principles and guiding practices.

The practice of shared vision involves the skills of unearthing shared 'pictures of the future' that foster genuine commitment and enrolment rather than compliance. In mastering this discipline, leaders learn the counter-productiveness of trying to dictate a vision, no matter how heartfelt. (Senge 1990: 9)

Visions spread because of a reinforcing process. Increased clarity, enthusiasm and commitment rub off on others in the organization. 'As people talk, the vision grows clearer. As it gets clearer, enthusiasm for its benefits grow' (*ibid.*: 227). There are 'limits to growth' in this respect, but developing the sort of mental models outlined above can significantly improve matters. Where organizations can transcend linear and grasp system thinking, there is the possibility of bringing vision to fruition.

Team learning. Such learning is viewed as 'the process of aligning and developing the capacities of a team to create the results its members truly desire' (Senge 1990: 236). It builds on personal mastery and shared vision – but these are not enough. People need to be able to act together. When teams learn together, Peter Senge suggests, not only can there be good results for the organization, members will grow more rapidly than could have occurred otherwise.
The discipline of team learning starts with 'dialogue', the capacity of members of a team to suspend assumptions and enter into a genuine 'thinking together'. To the Greeks *dia-logos* meant a free-flowing of meaning through a group, allowing the group to discover insights not attainable individually…. [It] also involves learning how to recognize the patterns of interaction in teams that undermine learning. (Senge 1990: 10)

When dialogue is joined with systems thinking, Senge argues, there is the possibility of creating a language more suited for dealing with complexity, and of focusing on deep-seated structural issues and forces rather than being diverted by questions of personality and leadership style. Indeed, such is the emphasis on dialogue in his work that it could almost be put alongside systems thinking as a central feature of his approach.

Leading the learning organization
Peter Senge argues that learning organizations require a new view of leadership. He sees the traditional view of leaders (as special people who set the direction, make key decisions and energize the troops as deriving from a deeply individualistic and non-systemic worldview (1990: 340). At its centre the traditional view of leadership, 'is based on assumptions of people's powerlessness, their lack of personal vision and inability to master the forces of change, deficits which can be remedied only by a few great leaders'. Against this traditional view he sets a 'new' view of leadership that centres on 'subtler and more important tasks'.

In a learning organization, leaders are designers, stewards and teachers. They are responsible for *building organizations* where people continually expand their capabilities to understand complexity, clarify vision, and improve shared mental models – that is, they are responsible for learning…. Learning organizations will remain a 'good idea'… until people take a stand for building such organizations. Taking this stand is the first leadership act, the start of *inspiring* (literally 'to breathe life into') the vision of the learning organization. (Senge 1990: 340)

Leader as designer. The functions of design are rarely visible, Peter Senge argues, yet no one has a more sweeping influence than the designer (1990: 341). The organization's policies, strategies and 'systems' are key areas of design, but leadership goes beyond this. Integrating the five component technologies is fundamental. However, the first task entails designing the governing ideas – the purpose, vision and core values by which people should live. Building a shared vision is crucial early on as it 'fosters a long-term orientation and an imperative for learning' (*ibid*.: 344). Other disciplines also need to be attended to, but just how they are to be approached is dependent upon the situation faced. In essence, 'the leaders' task is designing the learning processes whereby people throughout the organization can deal productively with the critical issues they face, and develop their mastery in the learning disciplines' (*ibid*.: 345).

Leader as steward. While the notion of leader as steward is, perhaps, most commonly associated with writers such as Peter Block (1993), Peter Senge has some interesting insights on this strand. His starting point was the 'purpose stories' that the managers he interviewed told about their organization. He came to realize that the managers were doing more than telling stories, they were relating to the story: 'the overarching explanation of why they do what they do, how their organization needs to evolve, and how that evolution is part of something larger' (Senge 1990: 346). Such purpose stories provide a single set of integrating ideas that give meaning to all aspects of the leader's work – and not unexpectedly 'the leader develops a unique relationship to his or her own personal vision. He or she becomes a steward of the vision' (op. cit.). One of the important things to grasp here is that stewardship involves a commitment to, and responsibility for the vision, but it does not mean that the leader owns it. It is not their possession. Leaders are stewards of the vision, their task is to manage it for the benefit of others (hence the subtitle of Block's book – 'Choosing service over self-interest'). Leaders learn to see their vision as part of something larger. Purpose stories evolve as they are being told, 'in fact, they are as a result of being told' (Senge 1990: 351). Leaders have to learn to listen to other people's vision and to change their own where necessary. Telling the story in this way allows others to be involved and to help develop a vision that is both individual and shared.

Leader as teacher. Peter Senge starts here with Max de Pree's (1990) injunction that the first responsibility of a leader is to define reality. While leaders may draw inspiration and spiritual reserves from their sense of stewardship, 'much of the leverage leaders can actually exert lies in helping people achieve more accurate, more insightful and more *empowering* views of reality (Senge 1990: 353). Building on an existing 'hierarchy of explanation' leaders, Peter Senge argues, can influence people's view of reality at four levels: events, patterns of behaviour, systemic structures and the 'purpose story'. By and large most managers and leaders tend to focus on the first two of these levels (and under their influence organizations do likewise). Leaders in learning organizations attend to all four, 'but focus predominantly on purpose and systemic structure. Moreover they "teach" people throughout the organization to do likewise' (Senge 1993: 353). This allows them to see 'the big picture' and to appreciate the structural forces that condition behaviour. By attending to purpose, leaders can cultivate an understanding of what the organization (and its members) are seeking to become.

One of the issues here is that leaders often have strengths in one or two of the areas but are unable, for example, to develop systemic understanding. A key to success is being able to conceptualize insights so that they become public knowledge, 'open to challenge and further improvement' (*ibid.*: 356).

"Leader as teacher" is not about "teaching" people how to achieve their vision. It is about fostering learning, for everyone. Such leaders help people throughout the organization develop systemic understanding. Accepting this responsibility is the antidote to one of the most common downfalls of otherwise gifted teachers – losing their commitment to the truth. (Senge 1990: 356)

Participatory Management — Leader Self-Assessment

As the unit manger – leader, you may be already involving the unit staff, and stakeholders (citizens, different sections of community representatives, media representatives and political executives, to some extent. Assess how many participative behaviours you are currently using. This self- assessment may help you focus on areas you wish to improve.

Please put a tick in the appropriate column which reflects your almost near behaviour.
An honest assessment will help for developing an appropriate improvement plan

	Mostly	Some times	Never
1. I believe that involvement of programme staff is critical to the programme's success.			
2. I believe that the active involvement of other stakeholders is critical to the programme's success.			
3. I believe that I have a lot to learn from stakeholders.			
4. I believe that programme staff have a lot to learn from stakeholders.			
5. I review the programme goal, purpose and outputs with programme staff regularly.			
6. I review the programme goal, purpose and outputs with other stakeholders regularly.			
7. I review and refine the programme indicators and their means of verification with programme staff.			
8. I review and refine the programme indicators and their means of verification with other stakeholders			
9. I clearly communicate how the programme team contributes to the overall success of the programme.			
10. I establish clear performance measures with all programme staff.			
11. I provide informal but clear performance feedback to all programme staff.			
12. I involve programme staff in determining recognition and rewards.			
13. I involve other stakeholders in determining recognition and rewards.			
14. I appropriately delegate responsibilities to programme staff.			
15. I appropriately delegate responsibilities to other stakeholder groups.			
16. I support programme staff by providing the resources that they need.			
19. I support other stakeholder groups by providing the resources that they need.			
19. I clearly emphasise the importance of teamwork.			
20. I use a facilitative style of management as opposed to a traditional style.			
21. I cultivate ways of building trust and confidence with programme partners.			
	Total points X3	Total points X2	Total points X1
	Add up all the totals =		

Scores
51—60: You are already a participative manager
40—50: You are well on the way to becoming a participative manager
30—39: You have begun the shift to participative management
Below 30: You are still a traditional manager — you have a lot of work to do

Performance Management Framework – Strategic Policing Plan

Strategic Policing Plan is intended as a management tool setting out policing priorities for the total Police Unit, Policing Divisions, Police Stations and other Work Units for a Plan period of three-five years. In the normal course, police perform about 150 activities ranging from registering an FIR, case investigation, arrest, remanding a person, frisking, traffic control, VIP bandobust, crowd control and a host of similar activities. Police performing these activities are mostly in the nature of reacting to an event or controlling the event. Less or no amount of time or effort is spent on forward thinking in terms of forecasting the changing socio-economic situations, and preparing the organisation in terms of its managerial capabilities, resource mobilization and project management. The activities that the police is called to perform can be grouped under broad categories of *citizen focus, preventing and reducing crime, promoting public safety, terrorism and extremism control, protecting people and properties, emergency response.*

For each of these categories performance targets can be set. In an environment of clearly defined and focused approaches, the department will be able to prepare for capacity building and establishing a culture of optimising resource usages and achieving performance excellence. With the help of clear performance indicators, police also will be able to measure their success levels periodically and plan for achieving those desirable levels of satisfaction in citizen focus areas and organisational result areas. In this context, a Strategic Policing Plan will help the organisation set its overarching goals within which the regular activities can be grouped in. These goals can be directly indicative of the policing results as expected by the larger community and the police organisation as the custodian for law & order. The Strategic Policing Plan includes a set of Performance Indicators that ultimately measure whether the goal has been achieved within the satisfactory limits or not. The performance goals and satisfaction indicators can be separately set for the law & order police units, support service units, police headquarters, staff departments, investigation and all such units. Within the law & order police units at the districts and city levels, the operational units such as Police Stations, Armed Reserve, Control Room, Special Branch, CCRB, and Administration can be the target units for strategic planning. At the unit level, the strategic policing plan can have a longer time horizon of 3 to 5 years.

Local Annual Policing Plans

The Local Annual Policing plans are operational and tactical in nature. Within the frame work of the police unit's goals, the direct operational and support service units are required to identify specific policing needs of the local communities and incorporate these needs into their yearly performance targets. In operational terms the local plans should essentially reflect prioritized needs of the local communities and the targets intended to be achieved within the plan period of a year.

Developing Local plans

In developing local annual policing plans (see Annexure 11), the Unit, Sub Divisions, Circles, Police Stations, operational work divisions and support service divisions will focus mainly on achieving the key performance targets that address the particular local needs and circumstances. This arrangement will provide the officers at various levels, flexibility to set their own targets and autonomy to decide for themselves how effectively they can meet their divisional, sectional and local goals through planned processes and strategic approaches. During the planning process, the officers can also identify the resource requirements for their divisions and work units to achieve their goals. While allocating the resources, the police unit chief will give the required priorities to increase the resource availability for improving the safety & security of the community

A model of Unit Level Strategic Leadership Goals	Benefits from the Planning Process
1. Creating Safe and Secure Communities in the Police Unit Area 2. Improving police response to vulnerable sections of the society 3. Preventing and Controlling Organised Crimes 4. Promoting Community Policing for improving quality of life and ensuring safer living conditions 5. Improving Road Safety, Handling Disasters and Crisis Management 6. Transforming the Unit Police into a People-Oriented and People-Friendly Organisation 7. Building a modern Police Organisation through technology and other support strategies	The strategic plan is designed to primarily help the Police gain better time, resource, people and organisational efficiencies at all levels leading to • Improving the police's accountability to the people it serves • Improving the policing philosophy, value system, and ethos in tune with the changing needs of the time • Better methods for identifying the needs of the community and incorporating them in the policing decisions • Improving community relations and approachability to people • Improving the crime investigation capability • Improving the managerial and supervisory capabilities for handling major incidents • Better crime recording and management • Redeployment of police constabulary officers to operational policing of investigations, criminal intelligence collection, law & order maintenance, community policing, and people friendly policing practices • Making the whole organisation deliver its results in a performance regime

b. **Participation in award programmes such as GOIs Sevottam Award:** Government of India, Department of Administrative Reforms & Public grievances has constituted a service excellence framework and an award titled 'Sevottam' . This framework helps the public service organisations like police assess and improve the quality of service delivery to citizens. It guides government departments to identify the services delivered, to set service norms, to align delivery capability with citizen expectations, to gauge the quality of service through an objective assessment, and to improve quality using interventions like service process reengineering and information technology.

c. **Community surveys:** External agencies should be engaged to conduct periodic surveys in the community about different aspects of the police change interventions. These surveys will also establish objectively whether the citizen service standards have been successfully met and if gaps exist, they are identified.

d. **Social audits:** Trained social auditors should conduct periodic social audits of the police organization and all its change interventions to assess the outcomes of the interventions. These audits should be able to provide overall social cost-benefit and the relevance of the police organisation in contributing to the social well being.

Criteria for Developing Goals, Strategies and Operational Plans

Goals are statements of aims or objectives and identified from the viewpoint of the clientele or the end user of the police services. Goals are developed in broader terms and indicate the intentions or the desirable state of the improved conditions or situations. Goals should be identified in specific terms and should be stated in a way that the results of such goals are measurable in Quantitative and Qualitative Terms.

Strategies are tactical approaches expressed in the manner of policy and plan statements. Strategies, in other words, state *the line of attack or dealing with the issues*. While formulating the strategies the issues of resources needed for solving the problem, timelines required, cost benefit analysis, the impact of the solutions on the clientele and the police, sustainability of the programmes will be carefully considered and the most advantageous strategies will be chosen.

The total planning process reflects the *strategic thinking capabilities* of the personnel involved in the process. One of the major aims of this planning process is to develop the strategy formulation capabilities of the police.

For each of the seven performance goals, separate strategies have been identified and given along with the goals in this document.

Operational Plans are action steps or details of how the objectives are intended to be achieved. For developing operational plans the 5W1H formula is recommended. *5Ws are, What, Why, Who, When, Where and 1H is How.*

Fig. 1: Planning, Review and Improvement Structure

Strategic Policing Plan (3-5 years)	**Improvement**	
	Improvement	

Community Feedback

Monitoring, Review & Continual Improvement Plans by the Reviewing Officers (ongoing)

Unit Level Leadership Annual Plan

To be completed by end October for the plan period starting in January of the following year.

Responsibility: CP/SP, DCsP, ADCsP, and ACsP.

Performance Review

Every six months by CP/SP, DCsP, ADCsP, and ACsP.

Review Coordinator: CP/SP

Division / Command Unit Local Annual Plan

To be completed by end November for the plan period starting in January of the following year.

Responsibility: Head of Command Units, ACP, Inspector and SHO.

Performance Review
Every three months by Zonal DCP
Every six months by CP/SP

Review Coordinator: Zonal DCP

Police Station / Work Unit Local Annual Plan

To be completed by end November for the plan period starting in January of the following year.

Responsibility: ACP, SHO, Head of the Work Unit

Performance Review
Every three months by ACP
Every six months by DCP
Every twelve months by CP

Review Coordinator: ACP / Work Unit Command Officer

Community Satisfaction Surveys (Annual)

105

Police Performance Measurement Framework (PPMF)

The PPMF identifies how the key areas of performance will be measured and tracked to sustain continued improvement in police performance. The framework helps to measure and judge whether the police force is delivering the quality of service that the community expects. It also provides the means of measuring and comparing the performance across comparable units to support delivery against the strategic goals and continuously improving the performance standards uniformly throughout the unit without sectoral or divisional imbalances.

Policing Performance consists of three significant factors.

- **Community Satisfaction**
- **Policing Results**
- **Policing Efforts**

The performance on all the three factors will be assessed, and based on a combined measure of all these parameters, the Police Unit Performance Satisfaction Index will be computed. This is an annual index, indicating the overall performance of the Police Unit on all the key factors of best policing, made clear through the eight strategic goals.

Community Satisfaction: The community satisfaction is an index of the community's assessment of the police department's actions and results. The satisfaction index will be obtained through a satisfaction study conducted by an external professional organisation. The study will cover the responses of all sections of the people. For the purpose of rational analysis of the findings of the study and appropriate corrective actions, the community is divided into the following categories:

Contacts (people who have come in contact with police for any police service and offenders who have been interned by police for law enforcement)

Non contact general public (people who have not come in direct contact with police either as a victim, witness or accused)

Special Focus Groups (Vulnerable sections of the community that require special protection of the police)

Organisations (Organisations and Institutions of all types)

Opinion Makers (intellectuals, government officials, media, law makers and others who have informed opinion and influence on the larger societal well being)

The opinions and experiences of these categories will be assessed on different parameters of policing services, police personnel's behaviour and overall policing environment. Using statistical correlation and weighted averaging, an overall satisfaction quotient in terms of a percentage will be arrived at, indicating the overall Community Satisfaction Index.

Fig.2: Police Performance Index (PPI)

> **Policing Results is an overall Annual Policing Performance Quotient (APPQ) indicated in terms of Percentage Satisfaction achieved by summing up the weighted average scores of Community Satisfaction + Policing Results indicators + Policing Efforts indicators as given in the boxes below.**

Measurement Factor	Method of calculation	Overall Weightage for calculating APPQ

Community Satisfaction Index (CSI)
 	
CSI is a measure of satisfaction of the Community on the factors of:
    People orientation & people friendly practices
    Promoting public safety and reducing fear of crime
    Assurance of police protection to vulnerable sections
    Control of organised crime
    Community empowerment
    Road safety & disasters and crisis management
	Assessed through yearly Satisfaction Study for different segments of the community, with weighted averages for each segment	30%

Policing Results Indicators (Annual) Goal -1: Reducing crime and fear of crime (Weightage 15 %) Goal -2: Vulnerable groups reassurance (Weightage 10%) Goal -3: Control of organised crime (Weightage 10%) Goal -4: Community policing (Weightage 15%) Goal -5: Improving road safety & handling disasters and crisis (Weightage 10%) Goal -6: Developing a people friendly policing culture (Weightage 20%) Goal -7: Organisation building (Weightage 20%)	The total Percentage of the committed Results achieved as per the Annual Local Plans on all the **Seven Goals**	40%

Policing Efforts Indicators (Annual)
Efforts leading to community results; combined Weightage 50 %
Goal -1: Reducing crime and fear of crime
Goal -2: Vulnerable groups reassurance
Goal -3: Control of organised crime
Goal -4: Community policing
Goal -5: Improving road safety & handling disasters and crisis
Goal -6: Developing a people friendly policing culture
Efforts leading to Internal Capacity Building
Goal -7A: Organisation Building & Support Strategies
    i.   Competency building (Weightage 15%)
    ii.   HR welfare (Weightage 15%)
    iii.   Support strategies (Technology, Resources, infrastructure etc. Weightage 10%)
Goal -7B: Station House routine (Weightage 10%)
	The total Percentage of the committed efforts achieved as per the Annual Local Plans on all the **Eight Effort Factors**	30%

Notes:
1. CSI will be assessed through Annual Satisfaction Survey conducted for the total Commissionerate; The CYPOL Unit Chief is the officer responsible for this process.
2. The Sub Divisional Officers, the Heads of the Work Units (Police Stations & other operational divisions) are responsible for the processes of assessing the Results and Efforts Indicators)

Performance Reporting

In order to transform the task based work culture of the police department into a performance based work culture the following systems of performance reporting can be adopted.

1. **Regular Reviews:** Weekly and monthly reviews will be conducted on the crime and safety situations using the current system of crime reviews and performance. Reports will be made for immediate corrective and developmental actions by the officers undertaking the review process.

2. **Bi-monthly Performance Reporting:** There will be a bi-monthly performance reporting meeting conducted in the Commissionerate. All SHOs and above rank officers will be present for the Commissionerate level review. The factors of Policing Results and Policing Efforts will be reviewed. This will also be a status reporting for the public information on the issues of crimes reported, apprehended, solved and similar such information. At the end of the meeting a News Bulletin will be released from the Commissionerate. This meeting will be chaired by the Commissioner or his nominee. This meeting will improve the sense of police accountability to public and also improve public confidence in Police.

3. **Periodical Performance Reviews:** The supervisory officers will perform periodical reviews of the policing performance as indicated in Fig.1. Planning, Review and Improvement Structure.

Table 1: Strategic Policing Plan Accountability		
Geographical Territory	**Accountability**	**Reviewed By**
Commissionerate /District unit	Commissioner /SP	Director General of Police, A.P. through Addl. DG (L&O)
Zone	Dy. Commissioner / Addl.SP	Commissioner /SP
Division	Asst. Commissioner / DySP	Dy. Commissioner / Addl.SP
Police Station	Station House Officer	Asst. Commissioner / DySP
Law & Order Sector	Law & Order SI	Station House Officer
	ASI, HCO & PCO (L&O duties)	Law & Order SI and Station House Officer
Police Station Crime Section	Crime SI	Station House Officer
	ASI, HCO & PCO (Crime duties)	Crime SI and Station House Officer

4. **Annual Performance Reporting:** The Annual Performance Report will consist of the public satisfaction assessment and the internal assessment of policing results and policing efforts. The Annual Performance Report will be published at the Commissionerate level. "Performance radar" diagrams will also be introduced to provide a quick and visual representation of the performance for the total Commissionerate, Divisions and the Police Stations and Work Units. There will also be comparative performance assessment indicators on most comparable parameters and most comparable Policing Divisions and Police Stations.

In the second year annual reporting, comparative results for the previous year also will be indicated. These efforts are mainly intended to institutionalise the performance assessment culture as an ongoing process.

Accountability

The implementation of the Strategic Policing Plan needs to be managed by a cascading structure and the progress of the service excellence initiatives will be mediated through these partners. The accountability structure is indicated in the Table 1. Strategic Policing Plan Accountability.

However, police officials are accountable to the larger community for providing an efficient and effective police service, one that is increasingly effective in combating crime and increasing the sense of security and freedom from fear of crime. The satisfaction of the community is important in scrutinizing police performance and in drawing up local plans and strategies. A key measure of the success of the police will be the degree of public satisfaction with the service the people receive.

Annexure 4

Strategic Performance Goals and Measurement Indicators (3-5 years)

Goal 1: To create safe and secure communities through planned and accountable policing
Results:

a. Reducing crime and the fear of crime
b. Increasing public confidence that police assistance is available when needed
c. Increasing public confidence that the Metropolis is a safe place to live, work and visit

This goal will be achieved by: (Key Result Areas)

a. Improving visible police presence in the most troubled areas in the limits of each PS
b. Improving police response time in all cases of emergency
c. Reducing armed criminality, disorder & anti-social behaviour in public places
d. Narrowing the justice gap by increasing the number of offenders brought to justice through improvement in their conviction rates
e. Reducing re-offending through counselling & rehabilitation
f. Improving citizen feedback & information services
g. Controlling social vices contributing to crime (gambling, prostitution, consuming liquor in public places etc.)
h. Establishing citizen feedback & information services in all Police Stations, Division Office, CP & Call   Centre

Strategy: Effective and accessible Basic Policing and working in partnership with allied criminal justice organisations

Measurable Performance Indicators

Police Performance Measurement Indicators

A1. Reduction in the number of reported cases of property offences, bodily offences, organized crimes and Law & Order disturbances in each Police Station limits, measured every quarter
A2. Percentage of calls answered within 5 seconds in the call centre / Police Station
A3. Percentage of cases of reaching the crime scene within 15 minutes of receiving the call (30mts.- Rural)
A4. Percentage of emergency calls attended by patrol cars within 15 minutes. (Response time of Patrol Cars)
A5. Percentage of arrests made against the no. of true cases reported
A6. Percentage of cases convicted against the no. of cases charge sheeted
A7. Reduction in the no. of cases failing in the court for want of clinching scientific evidence
A8. Reduction in the no. of cases of re-offending
A9. Number of cases booked related to social vices
A10. Number and Quality of the Community partnership/ Education programmes undertaken by patrol cars every month.
A11. Number and Quality of the Community partnership/ Education programmes undertaken by Police Station every month.
A12. Number of community partnership programmes organized in most troubled areas in each PS limits by Patrol cars/ Police Stations every month.

B. Community Satisfaction Indicators

B1. Percentage of the surveyed residents answering 'very safe' / 'fairly safe' in their residential localities
B2. Satisfaction levels of victims of reported crimes, petitioners with respect to :
    i.   Making initial contact with the police for reporting crime / petitioning
    ii.   Issue of acknowledgements for all complaints lodged
    iii. Arrival time of the police at the crime place
    iv.   Action taken by the police
    v   Being kept informed of the case progress
    vi   Their treatment by the police staff whenever the victims have approached the police
    vii The overall service provided
B3. Percentage of the surveyed people who say their local police do a good job in solving their crime related problems
B4. Percentage of the surveyed people who say their local police is taking appropriate actions to remove the fear of crime
B5. Percentage of the surveyed people answering on the police visibility to be 'very high' and 'high'
B6. Percentage of the surveyed people answering that city is increasingly becoming safer to live, work and visit.

Goal 2: To provide reassurance on responsive police services to vulnerable sections of Women, Children, Weaker Sections, Minorities and other disadvantaged people

Results:

a. Reduction in crime and fear of crime among vulnerable sections
b. Increasing confidence among the vulnerable sections that effective police assistance is available whenever needed.

This goal will be achieved by : (Key Result Areas)

a. Providing focused services to vulnerable sections of the community to always inspire their trust and confidence in the police.
b. Empowering (social, economic and physical) the most vulnerable sections of the community against violence and crime
c. Providing more of proactive and preventive policing services to vulnerable sections of the community
d. Improving the victim care and sensitive handling
e. Improving the investigations - quality & timeliness
f. Improving witness support systems
g. Ensuring convictions
h. Education and Awareness
i. Understanding local priorities and involving focused groups in developing solutions
j. Identifying and minimising the causes of reduced re-assurance
k. Improving the quality of service delivered at the first point of contact

Strategy: Working in close partnership with focused citizen groups, NGOs and professionals

Measurable Performance Indicators

A. Police Performance Measurement Indicators

A1. Percentage of arrests made against the no. of cases registered for violence against vulnerable sections of the community (victims)

A2. Percentage of cases convicted against the no. of cases charge- sheeted for violence against vulnerable sections of the community (victims)

A3. No. of criminal incidents averted through proactive policing (preventive actions)

A4. No. of special projects (awareness, education, empowerment and involvement for crime prevention) undertaken to create confidence among vulnerable sections of the community

A5. No. of vulnerable section- focused processes developed & implemented

A6. The number of victims/ witnesses contacted and reassured

A7. No. of citizens belonging to vulnerable sections availing Counselling Services at each Police Station/ Community Counselling Centers

B. Community Satisfaction Indicators

B1. Percentage of the surveyed respondents among vulnerable sections answering satisfaction of police protection against the crimes

B2. Satisfaction levels of victims /witnesses of reported crimes, petitioners with respect to
   i. making initial contact with the police for reporting crime / petitioning
   ii. arrival time of the police at the crime place
   iii. action taken by the police
   iv. being kept informed of the case progress
   v. their treatment by the police staff whenever the victims have approached the police
   vi. victim / witness care
   vii. sensitive handling
   viii. The overall service provided

B3. Percentage of the surveyed people among vulnerable sections who say their local police do a good job in solving their crime related problems

B4. Percentage of the surveyed people among vulnerable sections who say their local police is taking appropriate actions to remove the fear of crime

B5. Increasing satisfaction of the surveyed people among vulnerable sections who say that crime and fear of crime among them is reducing consistently.

Goal 3: To effectively prevent and control Organized Crimes
(Rowdyism, group rivalries, violent & professional property crimes, white collar crimes, economic offences, extortions, pseudo naxalism, land mafia, drug peddling, bootlegging, kidnapping for ransom, gambling, prostitution, audio and video piracy etc.)
Results:

a. Reduction in overall organized crimes & criminals.

b. Improved sense of security & public safety among the citizens in the community that the city is free

from or less in the incidence of organized crimes

c. Increased sense of safety and security in the community that the Rule of Law prevails in the

commissionerate/ district unit.

This will be achieved by: (Key Result Areas)

a. Improving surveillance and intelligence on organized crimes in standardised ways

b. Building databases, accurate identification and analysis of the patterns of crime, disorder hotspots, and repeat incidents to deploy available resources on priority targets

c. Using an Intelligence led approach and focusing on prevention and enforcement priorities every six months through the Core Strategy Group

d. Public awareness on methods of organized crimes and ways and means to seek police help

e. To instil trust and confidence in public to report incidents of crimes at the earliest (conducting raids on public information)

f. Deterrent Actions - frequent raids, timely response,   invoking Goonda Act (for preventive detention), City Police Act (for externment) & APCOCA

g. Improving investigations-closely monitoring the quality & timeliness at every stage in the process of crime investigation to ensure best evidence in every case

h. Continuously revising / updating the planning processes to align and work closely with partnership agencies and the community to combat serious and organized crimes

 i. Working very closely with all affected groups in combating serious & organized crimes

j. Setting up a core team of investigators (SOT) to identify and investigate serious/ organized crimes

k. Reinforcing the drive to narrow the justice gap by focusing on persistent offenders and improving the processes to obtain convictions in all cases proceeded against

l. Increasing public confidence and in particular that of victims & witnesses through various contact / help / support programs

m. Using appropriate problem solving techniques and all legal powers to intervene at an early stages of crime, disorder & anti-social behaviour so as to stifle growth of organized crime

Strategy: Targeted Policing with focus on measurable results

Measurable Performance Indicators

A. Police Performance Measurement Indicators

A1. Reduction in the number of organized crimes

A2. No. of organized criminal gangs arrested

A3. No. of organized criminal gangs apprehended before commission of Crimes

A4. No. of organized criminals detained under PD Act (Goonda Act)

A5. No. of organized criminals prosecuted under APCOCA

A6. No. of sheets opened against the organized criminals operating in the area

A7. No. of searches / raids that led to the arrest of organized criminals and anti social elements

A8. No. of preventive actions

A9. Percentage of arrests made against the no. of cases of reported crimes

A10. No. of organized criminal gangs brought to justice (convicted)

A11. Percentage of cases convicted against the no. of cases charge sheeted.

A12. Reduction in the no. of cases failing in the court for want of clinching scientific evidence

A13. No. of special projects (awareness, education & empowerment) undertaken against organized crimes

A14. No. of public education & awareness programs on the impact of organized crimes on the society.

A15. No. of instances in which public help Police in apprehending organized criminal gangs

B. Community Satisfaction Indicators

B1. Percentage of the surveyed respondents answering satisfaction of police action on organized crime

B2. Percentage of the surveyed respondents answering satisfaction on Public Awareness on methods of organized crimes and ways and means to seek Police help

B3 Satisfaction levels of victims /witnesses of reported crimes, petitioners with respect to

i.   Making initial contact with the police for reporting crime / petitioning

ii.   Arrival time of the police at the crime place

iii.   Action taken by the police

iv.   Being kept informed of the case progress

v.   Their treatment by the police staff whenever the victims have approached the police

vi.   Protection and care of victims / witnesses

vii. Sensitive handling of victims

viii. The overall service provided

B4. Percentage of the surveyed people who say their local police do a good job in solving their organized crime related problems

B5. Percentage of the surveyed people who say their local police is taking appropriate actions to remove the fear of organized crime

B6. Percentage of the surveyed people who say that the rule of law is prevailing in the Metropolis

Goal 4: To improve the quality of life and ensuring safer living conditions in the jurisdictional area by empowering and partnering with Neighbourhoods and Communities through Community Policing.

Results:

a. Improving community ownership for crime prevention, problem solving & conflict resolution
b. Enhancing community support for policing efforts
c. Improving public safety & sense of security in the community
d. Reducing fear of crime and public satisfaction of the community
e. Improving law abiding nature of the community
f. Improving a sense of voluntarism in the community to solve common problems through collective approaches

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This will be achieved by: (Key Result Areas)

a. Preventing and proactively managing incidents of crime, disorder & anti-social behaviour through community's active involvement
b. Seeking greater understanding of public priorities about crime, disorder & anti-social behaviour and involving communities in developing solutions
c. Designing and initiating a series of Policing Projects incorporating community partnerships on a continuous basis
d. Working very closely with all affected groups in the community in order to promote public safety & sense of security in the community
e. Working very closely with various partnership agencies and the community to combat crime, disorder & anti-social behaviour
f. Working proactively with the community to minimize the causes of reduced re-assurance and to enhance a heightened sense of reassurance on safety and security in the community
g. Achieving increased public/ community confidence, in particular that of victim & witnesses through various community policing programs
h. Actively addressing the quality of life issues of the communities by monitoring the volume and nature of anti-social behaviour incidents, identifying and disrupting any nuisance hotspots through active community involvement
i. Educating police personnel on the systems and methods of Community Policing Initiatives
j. Education, Awareness and Training to community (Maithri groups, Residents / Colony Welfare Associations, Women Organisations, Volunteers, Senior Citizens, Youth Clubs, Student Associations, NGOs, Trade Unions, Employees Unions etc.,) to inculcate the following skills and capabilities in the community**.**

   i. **Identification of felt needs of the Community -** Safety issues, Determining resources, Applying innovative strategies, Collective problem solving and Development Approaches
   ii. **Patrol methods**- Surveillance; normal patrolling; identification, surveying and information collection on crime prone areas, crimes, bad habits, anti-social elements, vulnerable sections etc.
   iii. **Problem solving methods and approaches (through right and experienced persons)** - Individual and group counselling, mediations, conflict resolution in issues related to : petty issues, domestic, matrimonial, communal harmony, mediating faction groups, mediating petty business rivalry, educating against social vices and evils etc.
   iv. **Crime scene protection** - Securing and protecting the material evidences
   v. **Victim care and witness support**-Shifting victims for immediate medical aid, psychological consolation, moral support, legal literacy & aid, helping in getting govt. legal and other benefits etc.
   vi. **Crime reporting** - Timely reporting through available means with all available information with confidence and trust in Police
   vii. **Assisting in investigations** - Identifying & encouraging probable witnesses, helping in nabbing the accused, volunteering to be Panch witnesses etc.

114

viii. **Traffic safety** - Identifying the causes of traffic safety hazards, and probable solutions within their reach, volunteering for traffic management on special occasions (religious and political processions)

ix. **Law enforcement ethics** - To function within the legal boundaries, to apply peer pressure for preventing extra legal and illegal conducts, to avoid favouritism, improper use of influence etc.

x. **Safety and protection methods**- In cases of emergency, disasters, crisis and unruly situations, controlling riotous mobs

xi. **Community policing norms** - Acceptable, sensitive and humane methods of community policing implemented in a uniform, consistent, impartial and judicious manner

Strategy: Adopting CAMP model (Consultation, Adoption, Mobilization and Participation)

Measurable Performance Indicators

A. Police Performance Measurement Indicators	**B. Community Satisfaction Indicators**
A1. No. of community policing projects initiated A2. No. of incidents of crime control, and achieving policing results through community policing A3. No. of offenders caught by Patrol Officers/ Beat Officers with/ without the help of the community A4. No. of offenders caught by the public and handed over to Police A5. No. of projects in which community took proactive role in tackling disorder & anti-social behaviour A6. No. of citizens who availed Citizen Information Services A7. No. of areas in which citizen feedback services are established with the help of the community	B1. Percentage of the surveyed respondents answering satisfaction on community policing as an effective means of crime control and community empowerment B2. No. of community policing projects voluntarily initiated and sustained by the community B3. Percentage of the surveyed citizens responding that the community has an active role in creating a safe and secure environment in the area

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Goal 5: To Improve Road Safety, Handling Accidents, Disasters and Crisis Management
Result:

a. Reducing accident rates & damages
b. Improving traffic flow and easy access to places

This will be achieved by: (Key Result Areas)

a. **Road Engineering** (Road Furniture - signages, illuminations, road markings, parking /no parking zones, delineators, traffic signals, etc; road engineering - road geometry, widening, line of sight visibility, medians, service lanes, parallel roads, by pass roads, highway services, etc.)

b. **Traffic Regulations Enforcement** (speed limits, drunken driving, lane discipline, over taking, safety precautions, license, vehicle fitness, etc.)

c. Promoting more responsible driving habits among people through **Education & Awareness** campaigns, enforcement drives etc

d. Reducing road casualties by using education where possible, enforcement where necessary and lobbying for engineering where needed

e. Promoting extensive usage of signages in partnership with others for improving road safety

f. Targeting our enforcement activities at collision hotspots and routes and evaluate the results of our activities

g. Supporting our Police Divisions/ Police Stations for achieving road safety related local priorities, by providing specialist support in Traffic Management & Operations

h. Networking with Private Ambulance Services for effective and timely medical aid and transport to the nearest hospital

i. Networking Police Patrol Cars and Private Ambulance Services with Call Centre dial 100 facility

j. Improving police response through Patrol Cars, Call Centre etc.

k. Involving community in road safety measures for achieving optimum results

l. Linking up RTA databases with police databases for effective control

m. Delinking the processes of challaning and fine collection

n. Adopting all Schools, Institutions, Companies etc. for 100% compliance of road safety norms

o. Encouraging people to help and shift the victims (rewarding them in public and not citing such people as witnesses)

p. Improving response to accident victims(response time, first aid, ambulance, handling procedures, communication to family, trauma care etc.,)

q. Building databases on accidents and their analysis

r. Disaster and Crisis Management - Natural and man made, (flood, earthquakes, cyclones, fire accidents, natural calamities, major road accidents involving large no. of people)

Strategy: Partnering with other related organizations (R&B, NHA, Municipality, APSRTC, AP Transco, RTA, Insurance Agencies, Medical, NGOs etc.)

Measurable Performance Indicators

A. Police Performance Measurement Indicators	B. Community Satisfaction Indicators
A1. Reduction in the no. of accident cases	B1. Percentage of the surveyed respondents answering satisfaction on the road safety measures by police
A2. Increase in the average response time in case of road accidents	B2. Percentage of the surveyed respondents answering satisfaction on public awareness of methods of road safety and ways and means to seek police help
A3. The percentage of rates of survival of accident victims	
A4. No. of projects undertaken for improvement of road engineering at collision hotspots and points of traffic congestion	
A5. No. of cases booked against traffic violations	B3. Satisfaction levels of victims of road accidents with respect to
A6. No. of enforcement projects initiated	i. Making initial contact with the police for reporting crime
A7. No. of education and awareness campaigns on traffic safety / public hazards	ii. Arrival time of the police at the crime place
A8. No. of effective partnerships forged with other agencies	iii. Action taken by the police
A9 No. of accident free zones (road stretches) achieved	iv. Being kept informed of the case progress
A10. No. of collision hotspots turned into safe places to drive	v. Protection and care of victims
A11. No. of routes networked with Private Ambulance Services	vi. The overall services provided
A12. No. of crime vehicles identified with the linking of police databases with RTA databases	vii. Police furnishing necessary documents / information for obtaining relief / claims
A13. No. of instances of community shifting the victims to the hospitals voluntarily (effectiveness of police awareness creation)	B4. Percentage of the surveyed respondents answering that Metropolis is a much safer city for Traffic Safety and Regulations and the police effectiveness in crisis and disaster management.

**Goal 6: To transform Police into a People-Oriented and People-Friendly organisation
Results:**

a. Customer/ Citizen Orientation/ Centricity in all policing processes/ activities
b. Predictability of Police Response in every situation
c. Transformation of Police Approach from Power Centre to Service Centre and from Organisation
     Centered to Community Centered
d. Sub-ordination of Individual ego of Police Officers to the purpose of the Organisation &
     Community Service

This will be achieved by : Key Result Areas

a. Developing and adopting People-Oriented and People-Friendly Processes
b. Reorienting the Policing processes with the support of Culture Change Management Activities
c. Deployment of 5S & Kaizen tools in all Police Stations and other sub-units for improving the work
     environment
d. Decision Making Capabilities of the personnel and bringing about continuous improvement in all the
     processes
     related to self development, work processes improvement and people oriented service delivery
e. De-regimentation of Police Service hierarchy with social equality projects
f.   Internal democracy within the hierarchy (accepting and treating all levels of the personnel with a sense
     of equality and professional camaraderie)
g. Training all employees in these processes
h. Standardizing operational and behavioural responses
i.   Providing organisation- wide support for implementation, review and mid course correction
j.   Rewarding consistent behaviours and results
k. Helping individuals to develop ownership and self actualization capabilities
l.   Developing role model groups and rewarding exemplary units
m. Measuring customer /citizen satisfaction in relation to behavioural interfaces between Police & public

Strategy : People friendly approaches & systems (Service Centre approach rather than Power
                 Centre; Community Centered rather than Police Organisation Centered)
                 Behavioural Changes (Subordination of individual ego to the purpose of the
                 organisation and community requirements)

Measurable Performance Indicators

A. Police Performance Measurement Indicators	B. Community Satisfaction Indicators
A1. No. of policing processes simplified / programmes made people friendly	B1. Increase in the percentage / degree of community satisfaction on the people friendly approaches
A2. The level of consistency and uniformity of the people friendly processes in the police unit.	B2. Willingness of community to associate with Police or to interface with a Police Officer
A3. No. of training programmes conducted on all aspects of service excellence	B3. Reduction in levels of fear of Police in the community
A4. No. of community partnership projects initiated	B4. Reduction in the manner and nature of depiction of Police in mass media
A5. Police stations/ work units registering an aggregate score of 60% and above in the periodical evaluations by the supervising officers	B5. Increase in levels of depiction of Police favourably in mass media
A6. No. of projects undertaken to bring in role clarity in Police	B6. Reduction in number of role conflicts between Police and community/ citizens
A7. No. of projects undertaken to improve community understanding of Police role favourably	B7. Improvement in the number of times community supported/ aided police in crisis/ problem solving situations
A8. No. of projects undertaken to proactively influence mass media favourably	B8. Degree of Service Centered Approach vis-à-vis Power Centered Approach
A9. No. of Individuals/ Units consistently exhibiting people friendly approaches.	B9. Degree of service motto superseding individual ego
A10. No. of projects undertaken to bring in Service Centre approach	B10.Degree of processes designed citizen Community Centre vis-à-vis Organisation Centered

Annexure 5

CITIZEN-COMMUNITY FEEDBACK FORM

P.S. _____ Commissionerate / District_____

Dear Citizen,

1. We invite you to give your free and frank opinion about the services we gave you in the Police Station.
2. Your opinions and feedback will help us to give you better and more citizen friendly services
3. Please tick (√) the appropriate box □ of your choice for the questions given below

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Date of Visit: Time Spent in the Police Station: From   To

No. of times you have already visited the police station,
    □ For the present case:
    □ For other cases

Purpose of the Visit:

□ To lodge a complaint / give a petition
□ As a victim / witness / companion / accused
□ Called by police for interrogation / investigation / enquiry
□ Making a general service request (for certificates, licenses, NOCs etc.)

□ Approached police for an information / assistance / protection
□ Came alone
□ Came with friends and relatives
□ Came with the recommendation of political leaders / community leaders / officials

Please tick what you feel was the actual behaviour of the Police Personnel

1. Within how much time were you attended to by the receptionist police officer after you entered the Police Station?
   □ Within 5 minutes / Within 10 minutes / within 15 minutes / Within 30 minutes
   □ Within 1 Hour / after one hour (Please mention the no. of hours you were made to wait)

2. If you waited for a long time, was the delay due to □ many people waiting
    □ Negligence of police staff

3. After you explained your problem, was your case entered in the register and an acknowledgement given?   □ Yes   □ No.

4. Were you taken to the officer concerned with your case to explain your problems?
    □ Yes   □ No.

5. Did your case require registration, and issue of an FIR?   □ Yes   □ No.

6. Was an FIR registered and a copy given to you?   □ Yes   □ No.

7. During your discussion of the problems in detail with the police officials did you feel that you were treated properly to your satisfaction? □ Yes □ No.

8. If you felt that you were not treated properly, was it due to your poor economic / social status? □ Yes □ No.

9. Was the manner of communication by the police officials with you
    a. Polite? □ Yes □ No.
    b. Understating your problem? □ Yes □ No.

10. How was the overall behaviour of the police officials
    a. Attentiveness □ Yes □ No.
    b. Non threatening □ Yes □ No.
    c. Prejudiced / biased □ Yes □ No.
    d. Non interfering listening □ Yes □ No.

11. Were you allowed to fully explain your problem? □ Yes □ No.

12. Did all the information given to you create a sense of confidence in you that your case would be dealt with judiciously and fairly. ? (tick your real feeling)
    a. I am completely confident □ Yes □ No.
    b. I am somewhat confident □ Yes □ No.
    c. I am not at all confident □ Yes □ No.

Final Results

13. Finally my problem is
    □ In the process; □ Completely solved; □ Partly solved; □ Not solved;
    □ I am not very sure where my case is; □ The issues have been complicated further

14. The Police Station Environment is
    • Reception □ Good □ To be improved
    • Drinking water □ Good □ To be improved
    • Toilets □ Good □ To be improved
    • Information /Notice Boards □ Good □ To be improved
    • People Friendly Atmosphere □ Good □ To be improved
    • Police station surroundings □ Good □ To be improved
    • Cleanliness inside the □ Good □ To be improved

15. Based on my experience with police……

a. In case of problems I will approach the Police □ Yes □ No.
b. I will recommend to my friends/ known people to approach the Police □ Yes □ No.
c. I will advise people to avoid Police for any problem solving □ Yes □ No.

Thank you for your feedback
We assure you continuous improvement in our services

Categorised sample indicators for building Citizen Satisfaction and Internal Performance Score Cards

Note: Based on the given checklist below, the police station / unit can fix its measurement norms according to local situations and requirements of public safety and security.

Satisfaction / Improvement Parameter	Measurement factor / unit of measurement	Interval of analysis	Method
Citizen complaints on local Police	• Response time in …….no. of days	Quarterly	Analysis by CI / Dy.SP, ACP
	• Communication to the customer after enquiry within …….no. of days	Quarterly	Analysis by CI / Dy.SP, ACP
Citizen suggestions to Police	• Implementation of the viable suggestions within …….no. of days • Communication to the citizen of the implementation within …….no. of days	Quarterly	Analysis by SHO CI / Dy.SP, and ACP

Reception & Interview processes / Victim, witness handling	• Response time within ……. minutes
	• Non discrimination on the basis of economic / social status : yes / no
	• Language used
	   • Politeness
	   • Understanding communication
	• Behaviour
	   • Attentiveness
	   • Non threatening behaviour
	   • Not having prejudices
	   • Non interfering listening
	• Information given with clarity and details
	• Creating confidence that the case will be dealt with judiciously
	• Handling of old aged, woman, children, physically handicapped, sick citizen, victim and witnesses - Creating confidence / that the case will be dealt with judiciously
	• Communicating the information to the citizen, victim and witness by reaching them at their places instead of calling them to the police station time and again
		Weekly
		
		Monthly
		
		Quarterly
			Analysis by SHO on the basis of citizen feedback form
			
			Random Analysis by CI
			
			Analysis by SHO, CI, Dy.SP /ACP on the basis of citizen feedback form and Part I, CD of the case

Case registrations	• Response time within ….. minutes • Acknowledgement given within ……. minutes • FIR copy issued within ……. hours • Recording statements in details • Creating confidence that the case will be dealt with judiciously	Monthly	Analysis by SHO, CI, Dy.SP /ACP on the basis of citizen feedback form

Satisfaction / Improvement Parameter	Measurement factor / unit of measurement	Interval of analysis	Method
General services - issue of licenses, NOCs etc	• Response time within …….no. of days • Number of times approaching police before getting the final license, NOC etc. • Clarity of information given to public yes / no	Monthly	Analysis by SHO, CI, on the basis of citizen feedback form
Dial 100 / District Call Centre	• Response time for answering the call within ……. minutes • Listening / understanding the caller's problem / information with clarity • Assurance given • Information given on the type of relief / assistance • Time taken to give information to police station / patrol mobile car / concerned officer – within ………minutes • Ensuring the assistance reaches the spot on time within ………minutes • Taking feedback from the concerned parties after visiting the spot - yes / no	Weekly	Analysis by SI, Control Room on the basis of records maintained
Emergency Response Patrols	• Time taken for reaching the relief assistance to the caller within …minutes • Prompt action taken within …minutes • Informing the local police / control room within ………minutes	Monthly	Analysis by SHO, CI, Dy.SP /ACP on the basis of records maintained by Patrol Mobile and Control Room
Crime Prevention	• Day -wise number of beats and patrols arranged in the area • Number of defence squads mobilized • Number of colonies where security alarm system installed • Number of awareness campaigns conducted regarding the movement of criminal gangs / strangers and offences taking place in neighbourhoods • No. of incidents of apprehending the potential and active criminals	Monthly	Analysis by SHO, CI, Dy.SP /ACP on the basis of cases reported during the particular month
Community Policing and Contact Programmes	• Number of projects initiated • Number of meetings conducted by the community with assistance from local police • Number of cases detected / finalized with the help of the community • Number of incidents of prevention of crimes and traffic congestions • Number of awareness programs conducted	Quarterly	Analysis by SHO, CI, Dy.SP /ACP on the basis of the data collected, meetings conducted

Satisfaction / Improvement Parameter	Measurement factor / unit of measurement	Interval of analysis	Method
Beats & Patrols	• Checking of the history sheeted persons	Monthly	Analysis by SHO, CI, Dy.SP /ACP on the basis of KD check register
	• Number of absconding history sheeted persons and other wanted criminals arrested	Monthly	Analysis by SHO, CI, Dy.SP /ACP on the basis of cases detected and pending warrants, arrested
	• Prevention / reduction of property offences	Monthly	Analysis by SHO, CI, Dy.SP /ACP by comparing the crime reported during the month and previous months
	• Community's expressed satisfaction with visible policing	Monthly	Analysis by SHO, CI, Dy.SP /ACP on the basis of customer feedback
Intelligence & surveillance	• Collection of intelligence about the movement of criminal gangs	Monthly	Analysis by SHO, CI, Dy.SP /ACP on the basis of apprehension of the criminal gangs
	• Keeping surveillance on the activities of known criminals	Monthly	Analysis by SHO, CI, DY.SP /ACP on the basis of apprehension of the wanted criminals and crime reported
	• Intelligence collected about the agitation movements of different organisations and maintaining law and order	Monthly	Analysis by SHO, CI, Dy.SP /ACP on the basis of handling of law and order situations and during dharnas and other agitation programmes
	• Intelligence collected about law breakers indulging in violent activities.	Monthly	Analysis by SHO, CI, Dy.SP /ACP on the basis of preventive arrests
	• Information about the UG militants, and movement of extremists	Monthly	Analysis by SHO, CI, Dy.SP /ACP on the basis of apprehension of the militants and combing operations and village visits

Satisfaction / Improvement Parameter	Measurement factor / unit of measurement	Interval of analysis	Method
Law & Order Maintenance	• No. of communal disturbances / dharnas, rasta roko's and demonstations, gherao's/ Agitations prevented • No. of communal disturbances / dharnas, rasta roko's and demonstrations, gherao's/ agitations controlled within ………hours / days	Monthly	Analysis by SHO, CI, Dy.SP /ACP on the basis of controlling communal disturbances and prevention of further incidence
	• Community satisfaction on the Law & Order situation in the locality	Monthly	Analysis by SHO, CI, Dy.SP /ACP on the basis of community feedback and handling the eve teasers, rowdies and social evils
Traffic Management	• Number of traffic congestions controlled within ………… hours	Weekly	Analysis by SHO, CI, Dy.SP /ACP on the basis of time taken for clearing the traffic congestion
	• Number of road accidents reduced in a month	Monthly	Analysis by SHO, CI, Dy.SP /ACP on comparing the accidents on a quarterly basis
	• No. of cases booked for drunken driving, rash and negligent driving, driving without license	Monthly	Analysis by SHO, CI, DY.SP /ACP on the basis of cases booked under different provisions of MV Act and Rules
	• No. of traffic awareness programmes conducted in a month	Quarterly	Analysis by SHO, CI, Dy.SP /ACP on the basis of programmes conducted to various segments of society
	• Customer satisfaction on traffic safety	Quarterly	Analysis by SHO, CI, Dy.SP /ACP on the basis of customer feedback

Satisfaction / Improvement Parameter	Measurement factor / unit of measurement	Interval of analysis	Method
Bandobust	• Conducting the programme without untoward incidents and disturbances	Monthly	Analysis by SHO, CI, Dy.SP / ACP/ and DCP on the basis of uninterrupted programme
	• Accuracy of assessing the required manpower, vehicles, communication equipments etc. prior to the bandobust	Monthly	Analysis by SHO, CI, Dy.SP / ACP/ and DCP on the basis of uninterrupted programme
	• No. of complaints received on inadequate communication of the bandobust programme from all internal / external parties concerned	Monthly	Analysis by SHO, CI, Dy.SP / ACP on the basis of the report
		Monthly	Analysis by SHO, CI, Dy.SP / ACP on the basis of the bandobust scheme
	• Regulating the traffic and parking places during the bandobust	Monthly	Analysis by SHO, CI, Dy.SP / ACP on the basis of the bandobust scheme
	• No. of places / hours of traffic hold up caused to the public	Monthly	Analysis by SHO, CI, Dy.SP / ACP on the basis of the bandobust scheme and letters addressed to concerned departments
Communication Equipment	• No. of occasions when the communication equipment failed	Monthly	Analysis by SHO, CI, DY.SP / ACP on the basis of the working condition of the equipments when needed
Arrest / Custody of accused (after establishing the offence against the accused)	• Time taken to arrest the accused	Monthly	Analysis by SHO, CI, DY.SP / ACP on the basis of the arrest report and efforts made as mentioned in Part I CD
	• Handling of accused in custody ° Not violating human rights ° Handling without pre-conceived notions ° Providing minimum required food, water, hygienic place ° Providing information on reasons of arrest ° Allowing access to relatives / legal aid as per law	Monthly	Analysis by SHO, CI, DY.SP / ACP on the basis of the guidelines of Supreme Court in the case of DK Basu and complaints made by the accused in the court or senior officers

Satisfaction / Improvement Parameter	Measurement factor / unit of measurement	Interval of analysis	Method
Handling Investigations	• Time taken to visit the scene of offence and collection of physical evidence from the scene within …….minutes / hours	Monthly	Analysis by SHO, CI, Dy.SP /ACP on the basis of the scene of offence observation report and CD file
	• Identifying and examining the witnesses within …….minutes / hours	Monthly	Analysis by SHO, CI, Dy.SP /ACP on the basis of the CD file
	• Collection of documentary evidence within hours / days		
	• Arresting the accused within….. days		
	• Time taken to file charge sheet / final report within the limitations as laid down in chapter 36 of CrPC		
	• Victim satisfaction (timely action, continuous communication, arrest of accused and filing charge sheet)	Monthly	Analysis by SHO, CI, Dy.SP /ACP based on the CD file and feedback from the victim
Accused Escorts	• Providing safety to the accused by providing escorts from place to place (providing escort men as per the scale mentioned in the order number 378 of APPM)	Monthly	Analysis by SHO / ACP, ACP - AR, DCP based on the requisitions of the court, arrest reports of the Police stations and remand reports of the police officers detailed for escort duties
	• Preventing the escape of the accused (providing escort men as per the scale mentioned in the order number 378 of APPM) Immediately		
	• Escort to children and woman accused (providing escort men as per the scale mentioned in the order number 378 of APPM)		
Communication Equipment	• No. of occasions when the communication equipment failed	Monthly	Analysis by SHO, CI, Dy.SP /ACP on the basis of the working condition of the equipments when needed
Arrest / Custody of accused (after establishing the offence against the accused)	• Time taken to arrest the accused	Monthly	Analysis by SHO, CI, Dy.SP/ACP on the basis of the arrest report and efforts made as mentioned in Part I CD
	Handling of accused in custody • Not violating human rights • Handling without pre- conceived notions • Providing minimum required food, water, hygienic place • Providing information on reasons of arrest • Allowing access to relatives / legal aid as per law	Monthly	Analysis by SHO, CI, Dy.SP /ACP on the basis of the guidelines of Supreme Court in the case of DK Basu and complaints made by the accused in the court or senior officers

125

Satisfaction / Improvement Parameter	Measurement factor / unit of measurement	Interval of analysis	Method
Court work	• Commencement of trial of the case - filing all documents collected during investigation, statement of the witnesses depositing the case property - 1 month after charge sheet	Monthly	Analysis by SHO, CI, Dy.SP /ACP on the basis of CD file, taking on file by the court and giving CC / PRC number
	• Producing the witnesses on the date of hearing without fail	Monthly	Analysis by SHO, CI, Dy.SP /ACP on the basis of CD file, and court case dairies
Station House Routine	• Conducting roll call every day	Weekly	Analysis by SHO, CI, Dy.SP /ACP on the basis of general diary
	• Deployment of officers on various duties every day	Weekly	Analysis by SHO, CI, Dy.SP /ACP on the basis of GD, duty roaster, village roaster
	• Deployment of sentries every day	Weekly	Analysis by SHO, CI, Dy.SP /ACP on the basis of GD, sentry relief book
PS Management Facilities, Lock up, Case properties custody	• Maintenance of police station as per 5SW conditions	Bi-Monthly	Analysis by SHO, CI, Dy.SP /ACP on the basis of GD, government property register (RI portion), Arms movement register, Arms history sheets
Vehicles Management	• Timely servicing and attending to wear and tear / minor repairs of the vehicles	Bi-Monthly	Analysis by SHO, CI, Dy.SP /ACP/ ACP-AR, ADCP – admin., MTO by inspecting the vehicle and on the basis of daily diary, log books, MTRs
Police Station Upkeep and 5S Activities	• Retrieval of documents, items, material, information etc. within …… minutes • Before and after comparisons • No. of processes simplified • Levels of neatness cleanliness	Monthly	Analysis by SHO, CI, Dy.SP /ACP on the basis of level assessment done
Quality Systems Management	• No. of work processes simplified • Levels and pace of improvements achieved in QMS implementation	Quarterly	Internal Quality Audits and Senior Officers Review reports
Employee Training	• No. of training programmes conducted for all employees	Quarterly	
Employee Behaviour & Competency Development	• Satisfaction obtained in the efficiency improvement and customer satisfaction	Quarterly	

Annexure 7

A Sample Standard Operating Procedure for Petitions Handling Purpose

Doc. No.PCS-PTH-01   Date of Effect: 01.04.05   Review Date: 31.03.07   Page 1 of 3

To understand the problems of the petitioners, hearing empathetically, reposing confidence in them and providing legal and suitable redressal /solution to the problems by appropriate enquiries/ investigations and documentation.
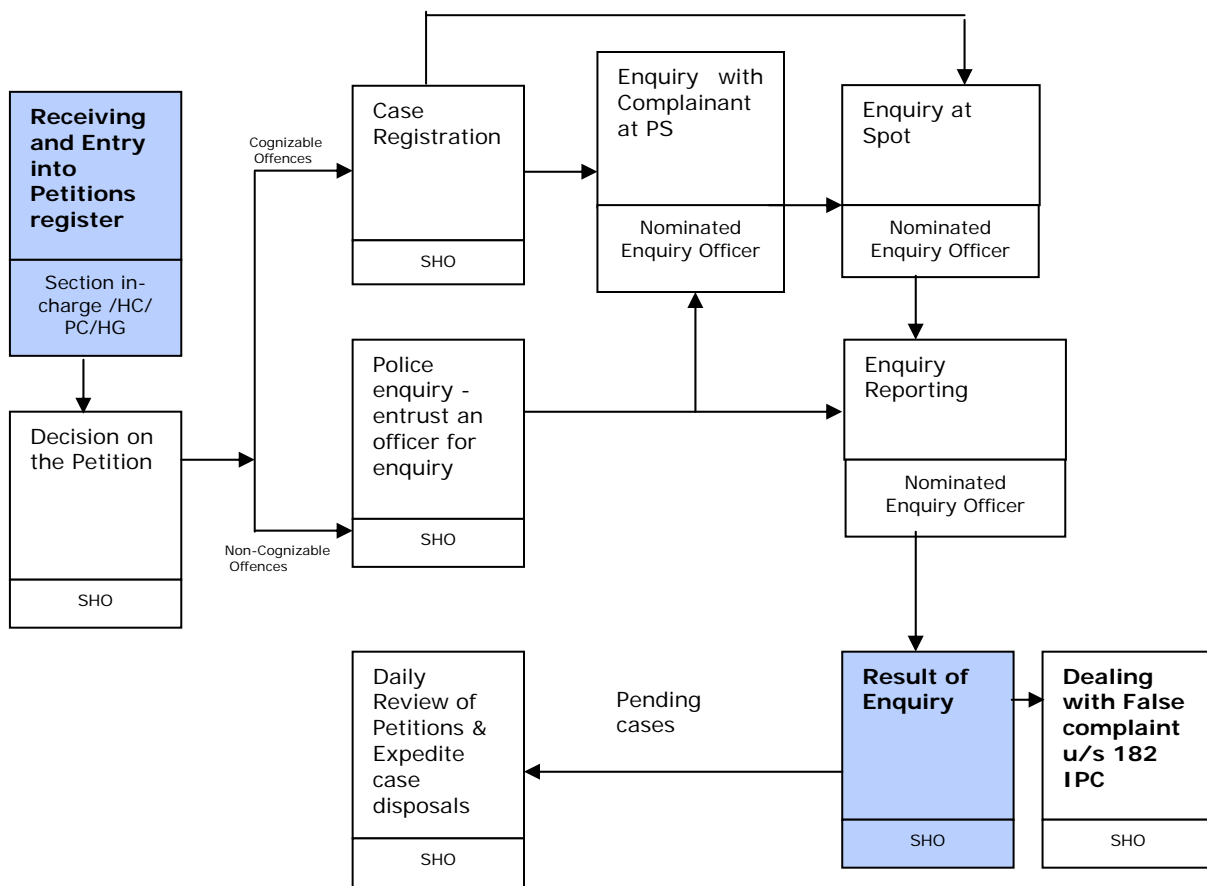
Scope:

All types of petitions relating to cognizable and non-cognizable offences

References:

AP Police Manual

Flow Diagram:

5. Procedure

What	Who	Records	When, Where and How	Result
Receiving of the Petitions in the PS Reception	Receptionist (HC/PC/ HG) / Section in-charge / SHO	1. Reception Register for Petitions 2. Receipt book 3. General Diary	1. <u>In case of written complaint</u>, study the petition and enter contents in the Reception Register. 2. <u>In case of oral complaint</u>, reduce it to writing on a plain sheet of paper, read it aloud to the petitioner and take his / her signature / thumb impression on it. Note the contents of the petition in the Reception Register. 3. Acknowledge receipt of the petition. 4. Arrange meeting of the petitioner with SHO / Officer in-charge of the PS.	
Receiving of the petitions by post	Station Writer	1. Reception Register for petitions 2. Petition enquiry register 3. General diary	1. Make an entry in the Reception Register and General Diary 2. Put-up before the SHO/Officer present in the PS	
Receiving of the Petitions referred from Sr. Officers / Other Offices	SHO and Writer	1. Inward Register 2. Petition Enquiry Register 3. General Diary	1. Enter the details in the Inward Register, General Diary and Petition Enquiry Register	
Decision on the petitions	SHO / Officer in-charge of the PS.	1. GD Entry	1. <u>In case of cognizable offences,</u> register case under appropriate sections of law. 2. <u>In case of non-cognizable offences,</u> make a GD Entry and conduct enquiry	Issue of FIR
Personal Enquiry / Entrustment to SI /ASI/ HC/PC/	SHO / Officer in-charge of the PS.	1. Petition enquiry register 2. Petition enquiry form	1. Depending on the gravity of the case the SHO / Officer in-charge of the PS shall entrust the case to any of the SI/ ASI/ HC/PC by fixing the time limit for submitting the report . 2. While entrusting the case SHO should ensure that all the officers get equal opportunity to conduct enquiries / investigations .	
Enquiry with the petitioner at the PS	Enquiry Officer-INSP/ SI / ASI/HC/PC/	Petition Enquiry Form	1. Verifying all records to check if this case was already being examined / dealt with . 2. Examine the petitioner for the details of the cases by recording the statements and asking him/her to produce relevant documents, if any 3. Assure the complainant that necessary and judicious actions will be taken on his/her petition .	Inform the petitioner on the action already taken Notice to the complainant asking for production of documents

What	Who	Records	When, Where and How	Result
Petition enquiry at the spot	Enquiry Officer INSP/ SI ASI / HC / PC/	Petition Enquiry Report Form (EO)	1. Visit and examine the scene of occurrence for collecting the necessary & objective evidences - oral, documentary or physical 2. Examine the alleged respondent and his cited witnesses. 3. Examine the witnesses cited by the petitioner 4. Examine the independent witnesses 5. Collect documentary evidence from both the parties (if any)	Submission of Enquiry Report in a prescribed form.
Enquiry Report preparation	Enquiry Officer INSP/ SI ASI / HC / PC/	Enquiry Report Form	1. After collecting all required evidences and information, the petition enquiry form should be filled giving all details and submitted to the SHO	
Debriefing on the enquiry	SHO		1. Discuss the total process of the enquiry with the EO and appreciate him on the points of good performance 2. Give feedback on the areas where he should improve. 3. Give necessary guidance if further enquiry is required.	
Decision of SHO on enquiry report	SHO		1. If the enquiry proves a cognizable offence, **issue FIR** 2. In case of non-cognizable offences, act under appropriate sections of law as per the procedure laid down in CrPC 3. Conflict resolution 4. If the enquiry does not find any offence, **close the petition**	
Debrief the petitioner and the related parties	EO and SHO		To inform the petitioner about the result of the enquiry.	Reply to the complainant about the actions taken by issuing notice
Dealing with motivated false complainant	SHO		If the complainant is found to be motivated and has intentionally provided false information to the police officer (public servant) to cause injury to innocent people, initiate action u/s 182 IPC.	
Daily review of the petitions handling	SHO		SHO shall review all the pending petitions and take necessary actions to expedite the disposal of pending petitions by guiding the EO	

Annexure 8

Specification of subject areas for building safety related data bank

1 Government offices / establishment
2 Educational Institutions
3 Apartments & Associations
4 Colony Associations
5 Important Business Establishments / Shops / Super Markets / Commercial Complexes
6 Industries, factories, companies
7 Petrol Bunks /Domestic Gas Agencies
8 Chit Fund and Finance Companies
9 Banks and ATM Centers
10 Wine Shops / Bars / Toddy shops
11 Transport Organizations
12 Scrap shops
13 Video shops / Internet centers
14 Hospitals
15 Temples / places of worship
16 Clubs / Recreation Centers / Cinema Theaters / Holiday resorts
17 Hotels, Lodges, Dhabas
18 Bus stands /Railway Stations
19 Auto stands
20 STD Booths / PCOs
21 Isolated / Scattered houses
22 Previous crime occurrence-crime wise (Houses / Shops / Farm houses etc.)
23 Farm houses / Gardens
24 Political leaders
25 VIPs, working and retired senior officer, judges
26 Pawn brokers, jewellery shop owners, receivers of stolen properties
27 Real estate business dealers
28 Function halls / Community halls
29 Security alarm system installed in house

30 Teachers, Doctors, Lawyers, Engineers in the area
31 Senior citizens and retired professionals
32 Markets
33 Places of gathering
34 Ambulance and fire services
35 Criminal settlements, Shelters
36 List of rowdies, DCs, KDs, Ex. convicts in the area
37 List of slums
38 List of bootleggers i.e., ID liquor, ganja, land grabbers, communal rowdies
39 List of UG cadre extremists, sympathizers
40 List of ISI activities, extremist activities
41 Targets for ISI activities, extremist activities
42 Gun license holders
43 Fairs and Festivals
44 Maithri / Youth / Resident Association groups and other groups
45 Likely places of installation of landmines / claymore mines
46 Explosive storage points
47 List of Non Govt. Organizations
48 Old age homes, orphanages, mentally challenged group homes
49 Victims, witnesses colony wise
50 Other situational problems

A suggestive list of Community Policing Activities

1. Victim contact / support programme
2. Witness contact / support programme
3. Senior citizen contact / support programme
4. School contact / support programme
5. Old age homes contact / support programme
6. Orphanage contact / support programme
7. Technology integration project for crime prevention
8. Traffic improvement projects
9. Awareness on crime occurrences and methodology of crime- white collar, cyber offences,
10. Awareness on bogus chit fund / finance companies
11. Traffic safety-insurance claim
12. Social evils eradication
13. Communal harmony
14. Prevention of white collar offences
15. Crime reporting programmes
16. Crime scene protection
17. Assistance in investigation
18. Crime related problem solving methods
19. First aid and life saving
20. Open house programmes
21. Naxalism
22. Pseudo Naxalism
23. Terrorist / ISI Activities
24. Bomb disposal
25. Kidnap
26. Access channels to Police in emergency
27. Disaster Management
28. Other situational problems

Annexure 10

A sample survey questionnaire for Assessing Employee Involvement and Satisfaction

Employee Level: (Please tick your level): Senior Officer / Dy. SP/IP/ SI/ ASI/ HCO/ PCO/HG

District / Unit: Date:

<u>Note</u>: Please give your free and frank opinions on the questions asked. Please enter the number (between 1 to 10 as per your satisfaction in the given column)

Scoring method:

Not at all Satisfied   Fully Satisfied

| | | | | | | | | | | |
0   1   2   3   4   5   6   7   8   9   10

---

1. **To what extent, people in general are satisfied with the services provided by the Police department?**

Police Services to People	**Your score (marks 1 -10)**
a. Effectively controlling crime	
b. Conducting fool proof investigations and apprehending the criminals	
c. Creating a sense of security among the people	
d. Maintenance of law and reassurance to common people that they will get the protection of the law.	
e. Initiating correct legal procedures against the accused	
f. Providing necessary protection to victims/witnesses from any background	
g. Objectively solving problems in a lawful manner	
h. Providing proper information and feedback on any enquiry from people	
i. Treating people equally without any social or economic discrimination	
j. Communicating and treating people with dignity, fairness, and concern	
k. Creating confidence in the society that the Police is a well-wisher and the guardian of the society	

2. **To what extent do you feel that the Work Methods / Work Environment / Approaches followed by Police in general, are effective to achieve the policing results?**

Work Methods / Work Environment / Approaches	**Your score (marks 1 -10)**
a. Uniformly following the work methods and procedures at all times	
b. Following standardized work methods at all levels	
c. Documentation and keeping records properly to retrieve them easily	
d. Use of scientific tools for crime prevention and detection	
e. Methods of communication and involving people at all levels in the policing jobs	
f. Your role as a police official in fulfilling the responsibility to people as the law keeper	
g. Availability of resources (vehicle, work place, work materials etc.,)	

3. **To what extent are you satisfied with the following aspects personally as a police official?**

Personal Satisfaction	**Your score (marks 1 -10)**
a. Happiness and job satisfaction from the work you are doing	
b. Respect and regard you are getting from your family members / friends / society	
c. Balance between your physical and psychological health – (coping with stress etc.)	
d. Pride in your work and profession that you are in a responsible position in the society	
e. Sense of feeling that your personal life gives meaning and happiness	

4. **Any other suggestions / comments:**

THANK YOU FOR YOUR COOPERATION

Local Annual Policing Plan Format

Annexure 11

.... Police Station		
Public Safety – Area Situation Crime No. 413, Municipal Area,26 colonies,NH-9-2 kms,3 lakhs population, 2 Cinema Theatres, Transport godowns, Industrial Development Area, SME Factories, Railway stations-4,Goods shed,2 flyover bridges, district registrar office,VIP movement,, High Traffic congestion , Communally sensitive areas ....,.....,....,..., Sunday shandy 2 e-Seva centers,5 banks	**Problems/crimes that affect large number of people –having potential to create societal dissatisfaction**	**Routine Crimes-Sporadic and isolated cases of incidents**
	- Property crimes - HBs - Motor cycle thefts - Dickey offences - Cell phone thefts/missing - Shutter lifting - Snatchings - White collar offences - Cheating - Forgery - Real estate issues - Road accidents-traffic congestion - Missing and eloping - Industrial unrest - Crime against women - Prostitution - Eve teasing - Dowry harassment	- Family disputes - Owner- tenant disputes - Public nuisance - Scrap theft - Unnatural deaths - Traffic jams - Petty quarrels - Loss of original certificates

Local Annual Policing Plan

Plan	Plan Type	Community satisfaction & org. benefits Indicators	Time Target start & end dates	Resources / Partnership / civil society involvement	Plan responsibility (Name and Designation)
1. Work environment improvement through 5S	• Organization building				
2. Developing Investigation officers - Soft Skills- (Feb-April,2005)	• Constabulary empowerment				
3. Developing process for preventing and handling white-collar offences (cheating-money lending, chits, cheque bounce cases, forgery etc)	• Process development for community policing				
4. Developing process for preventing and handling petty quarrels and public nuisance (sale of ID liquor and consumption of liquor in public places)	• Process development for community policing				
5. Developing process for preventing and handling petty quarrels	• Process development for community policing				
6.Developing process for preventing and handling property crimes (HBs, motor cycle, thefts, cell phone thefts/missing)	• Process development for crime prevention				
7. Developing process for controlling industrial unrest	• Community partnership				
8. Developing process for preventing and handling civil disputes	• Process development for community policing				
9. Developing process for reducing traffic congestion and preventing traffic accidents	• Traffic				

Comprehensive Approaches for Police Reforms and Change Management – A few International Cases

Police – Institutional Reforms in UK

- UK has established the National Policing Improvement Agency in 2003, to identify and plan for the future challenges of policing and to ensue that a fair and equitable service is provided to diverse communities and staff.
- A National Policing Board was established in 2006 to help strengthen the governance of policing in England and Wales. Besides enabling ministers, the professional leaders of the service and police authorities to monitor progress in implementing the reform programme and identify and overcome barriers to delivery, the Board provides a regular forum for debate and three way communications between the public, the police authorities and the parliament on the opportunities and challenges facing policing.
- As an oversight mechanism Her Majesty's Inspectorate of Constabulary regularly assesses and inspects police forces and reports the findings publicly, providing advice to police forces and police authorities and influencing the development of policing by disseminating good practices. The Inspectorate also assesses the delivery capabilities of the police and develops citizen focus agenda for the police.
- To examine the effectiveness of all these policing reform initiatives and to make specific recommendations on reducing police bureaucracy, strengthening neighbourhood policing, better resource utilisation and increasing police accountability, the Home Office has set up an independent review commission.

Police Reforms in US

- During the 1990s, various reform efforts that had been gathering steam over the past two decades began to coalesce into a single movement known as community policing. Community policing is a comprehensive reform movement that has been defined by the Justice Department's Office of **Community Oriented Policing Services as containing three elements: organizational and managerial change, problem-solving, and community partnerships.**
- As the managerial change agenda became associated with community policing, it was taken more seriously than when it was a stand-alone movement. Now, police agencies all over the country are experimenting with new management styles such as Total Quality Management.
- The community policing movement emerged at the same time as other significant movements in business and government. NYPD had become a staunch advocate of using private-sector business practices and principles for the management of the NYPD, even using the business term 'reengineered' rather than the public policy term 'reinventing' government.

- The confluence of the community policing movement with the emergence of these popular management strategies has led to changes in the management of police organizations. One of the most well known innovations in police management during the 1990s is Compstat (computer comparison statistics). Compstat was initiated in the New York City Police Department, which used computerized databases to track crime and disorder in each precinct. The crime trends in the precincts were analysed and a plan to respond to those trends were formulated.

- Many attribute the dramatic reductions in New York's crime rate to Compstat, though criminologists have expressed some reservations about this claim. At a minimum, Compstat is an interesting example of how to use technology as a management tool. Agencies around the nation are now embracing Compstat, adopting sophisticated information technologies that allow them to track data on crime, disorder, calls for service from the public, and the nature of the police response.

- Not withstanding these improvements the US police are confronted by two public criticisms.
    ⇒ Over-emphasis on the tactical or street level policing and technology, and not enough on the 'big picture' or qualitative requirements such as organisational or culture changes based on human factors of how the society was changing. The Police are found to be lacking in having an over-all strategy in directing the $4 billion (Rs.16,000 Crores) spent annually by the federal government in funding local projects to fight street crime. The 9/11 "asymmetric warfare" had glaringly exposed the vulnerabilities of an open society   to determined adversaries who were undeterred by the shield of technology and resources available to the world's only superpower.
    ⇒ The reforms are mainly initiated and supported by the federal level, without the active involvement of the civil society. The involvement of the civil society will have greater impact,   provide access to experience and resources across sectors, and also will enlist a larger constituency for reform reaching beyond the boundaries of the police.

Police Reforms in Canada

The Royal Canadian Mounted Police (RCMP) is the Canadian national police service and an agency of the Ministry of Public Safety, Canada. The RCMP is unique in the world since it is a national, federal, provincial and municipal policing body providing a total federal policing service to all Canadians and policing services under contract to the three territories, eight provinces (except Ontario and Quebec), more than 190 municipalities, 184 aboriginal communities and three international airports.

As a part of the government programme, RCMP has set up a management framework known as *Results for Canadians that* establishes the Government of Canada's commitment to: building a citizen focus into its programs and services; applying sound public service values; focusing on achieving results; and spending responsibly by promoting discipline, due diligence and value for money in the use of public funds. Bringing the elements of *Results for Canadians* and *Modern Comptrollership* together requires the integration of management and accountability within organizations and with partner organizations. The dimensions are using the performance information in planning and decision-making, assuring accountability for results, and achieving horizontal management and accountability within departments and agencies and with partner organizations

In 1999-2000, the RCMP became one of twelve pilot departments leading the implementation strategy of **Modern Comptrollership**. The Department undertook a self-assessment of its practices using the **Comptrollership Capacity Check Tool** to determine priority areas for improvement. In September 2000, a new Commissioner arrived bringing a strong vision for the RCMP and a strong focus on improved management at all levels. In 2002, the RCMP was cited by the Office of the Auditor General as one of three organizations that had implemented the principles and practices of Modern Comptrollership.

The Vision

Right after the change of command in September 2000, the Commissioner started talking of the following vision of RCMP of the future:

- Being proactive rather than reactive - intelligence-led operations
- Being better able to strategically anticipate and plan for the future - which requires a good understanding of the changing environment
- Being better able to influence/inform public policy agendas - the RCMP is instrumental in Canadian communities and the Department has extensive insight into what works and doesn't work at the community level
- Having the resources needed for effective service/program delivery processes and systems and the information to "tell the RCMP story"

He also identified two goals for the RCMP:

- **Operational excellence** - leading-edge policing and integrated policing - working in collaboration and partnership with other police and law enforcement departments/ agencies to ensure safe homes and communities in Canada
- **Organizational excellence** - to become a strategically focused organization of excellence - managing well to ensure priorities, plans and programs are responsive to a continually evolving environment

Overview of Approach (The Road to Change)

The RCMP is engaged in a five-year journey to integrated management and accountability. The Department has adopted an incremental approach that started with defining the vision, then putting in place the governance structure and tools needed to achieve this vision. The main elements of the approach taken are as follows:

- A new **governance structure** was developed in 2000-2001 to enable the Senior Executive Committee to focus its efforts on strategic issues
- A **Strategic Framework** was endorsed in late 2000 to guide the Department in planning for and achieving results
- A performance management regime using the **"balanced scorecard"** as the tool to ensure that management is focused on optimal performance and reporting against the strategic framework
- **Other improvements** that have been made in planning - a new planning cycle, better environmental scanning, using the balanced scorecard for business planning, risk management, and management of horizontal issues

Performance Management Agreements (Accountability Accords)

The other tool for ensuring accountability for achieving results is the performance management agreements (PMAs). They are based on the strategies, objectives and initiative-level commitments in the balanced score card, and this will enable better measurement of, and a higher level of accountability for, achievement of results. The objectives and priorities set by the top management cascade down to the senior managers, the business line managers and constabulary officials who, in turn, develop accountability contracts with their subordinates - all based on the balanced scorecard, although they can also include other commitments not in the balanced scorecard.

Planning Cycle

A new integrated planning cycle was also developed to bring together a number of planning and assessment activities that were taking place at different levels of the organization. This cycle integrates the *elements of strategic and operational planning*.

Environmental Scanning

Although this is not new to the RCMP, the Department now does a much more rigorous and comprehensive environmental scan. This scan was seen as a key to enabling it to become more strategy focused.

Risk Management

The RCMP has developed a **criminal operations model** (referred to as the "Ops Model") that has been implemented throughout the organization to ensure a consistent national approach to combating crime. This Ops Model uses intelligence gathered from a number of partners and sources to create a National Criminal database. These data are input to a SLEIPNIR* Threat Assessment involving 19 threat criteria applied to organized crime groups to determine the highest risk organizations. This, in turn, forms the basis from which national tactical operations priorities (e.g., which investigations) are set.

- *This SLEIPNIR Threat Assessment model has also been adopted by the United States and a number of other countries.*

Role of Culture, Values and Leadership

The RCMP's journey to results-based management has both utilized the existing culture and made changes to this culture. Leadership within the RCMP is often hierarchical (paramilitary) and members are accustomed to supervisory direction and to a high degree of alignment. Senior management has made use of this culture by delivering a strong and consistent message that the strategic framework represents the three- to five-year horizon for the Force, and that performance management through the balanced scorecard tool is critical to ensure a well-documented performance story against the framework. By identifying objectives and linking the initiatives to these objectives, the balanced scorecard provides clear direction to each level of management. To quote one manager, "now all conversations are around the balanced scorecard."

While leveraging the hierarchical culture, a high degree of consultation within the RCMP at all levels have ensured the "ownership" and the institutionalization of strategic and tactical-level priorities, objectives and initiatives, and to the process. This has led to greater buy-in from those whose performance will be measured and to consensus on which initiatives should be prioritized and funded.

Another cultural change includes moving away from a culture that was "unit-based" where divisions and detachments would decide their own priorities and initiatives. Now middle managers see themselves as part of the national priorities and objectives, and this may increasingly lead to greater engagement in each other's objectives and goals. There is more cascading across provincial boundaries and business lines to achieve objectives that are organization-wide.

Managers' Assessment of the Benefits Achieved to Date

The RCMP is using an incremental approach to improve results-based management. Managers have defined the vision and the objectives, have aligned the tactical initiatives with these objectives and are starting the measurement of results. While they recognize that they are only midway through implementation of the new management system and that it is still evolving, those interviewed voiced considerable support for the changes and readily identified a number of benefits that have already been achieved.

The message most often heard was the importance of having a set of clear priorities for the Department and the alignment of regions and divisions with these priorities. In the past, the Chief Officers worked more provincially and less nationally - deciding what was most important to provincial or municipal clients, and were less interested or informed by the priorities of a national vision or agenda. The divisions would also "try to do everything." Now the culture is changing from being reactive to incorporating broader strategic thinking, as managers increasingly focus on the strategic priorities and assess the strategic value of their operational priorities. Managers are learning to make the hard decision to stop doing activities that do not add value. While managers are still empowered to be innovative, innovation must be done within the structure of the strategic priorities and objectives. Business planning is also now being done within a well-defined framework.

Another major benefit identified is increased ability to manage results through greater accountability for achieving the initiatives and targets that the managers themselves identify. It is no longer good enough to say "we are doing something." There now is a process in place to actually measure and report on these initiatives, and the scorecard/ objectives matrix has helped to identify clear ownership and accountability for achieving specific results. Although the Department has had business plans for many years, there was no matrix in place to hold people accountable.

The revised planning process also provides better information through the strengthened environmental scanning process that has enabled the Department to change its priorities and strategy maps to reflect environmental changes and emerging issues. The Ops Model was also cited as an important tool for identifying tactical priorities based on intelligence and risk assessment. This model has helped to change the culture from "opportunity led" to "intelligence led."

Overall, it was heard from many managers that the balanced scorecard is proving to be an excellent tool that has shifted planning from an academic exercise to real planning for management and accountability. It puts essential information into a package that will allow managers to readily track progress on initiatives. The large number of internal consultations that were conducted in the setting of priorities and accountabilities, as well as the training given in the balanced scorecard, has led to management buy-in to the new process and agreement on where the RCMP should be putting its strategic attention, and consequently, to an improved focus for resource allocation. "People are passionate about the priorities that they've set."

Lessons Learned
The following are the lessons learned from the above experiment:
- **Leadership is critical.** Senior management must set the vision, continuously articulate it and demand accountability for its achievement.
- **Change takes time and hard work.** It has taken the RCMP 2.5 years to get to the stage described above and they see themselves as midway in a five-year journey. Integrated management and accountability is asking people to behave in a fundamentally different way, and it takes time for managers and staff to understand and adapt to the changes expected

- **The changes are upsetting to some managers.** Not everyone can function in the new environment ("some have bought into the new approach; some are sitting on the fence"). Consequences may be required for those who are not receptive to change, including changes in the management team. Some changes have already taken place.

- **A consultation process** is needed that allows everyone to discuss and have input into the setting of priorities. The RCMP conducted numerous meetings with managers to define priorities, objectives and initiatives, and get ownership for results.

- **Training and a communication strategy** are also needed. The RCMP held numerous training sessions for managers and planners on the balanced scorecard. They established a Web site, held information sessions and worked with planners. They also want to incorporate performance management training into the cadet-training program.

- **Setting priorities is essential.** One of the most difficult tasks is deciding what not to do.

- **Managers need to know where resources are being spent.** Two of the RCMP managers started with a base review to determine what resources they had and what they were doing.

- **The "what's in it for me" factor on resource reallocation has yet to be proven.**

Making RCMP an Emotionally Intelligent Organization

Known traditionally as a para-militaristic, command-and-control entity, the RCMP as an organization is currently researching how to get its personnel more engaged in the workplace. The idea behind the research is to not only learn how to get its people to perform well, but to also understand what they need to do to get their personnel excited about their jobs.

A research initiative focusing on the gaps between public, client (i.e. municipalities who utilize the services of the RCMP), and personnel attitudes overall began in January 2007. The research is being conducted through a series of stakeholder, public, and personnel surveys using both traditional mail-in responses and online formats. This was followed up in May with a survey of the RCMP's managers and leaders using an online survey. One of those surveys focused on how RCMP personnel felt about their workplace as a source of emotional and knowledge fulfilment.

The on-line survey asked leaders and managers to rate themselves on pre-defined emotional and knowledge factors that contribute to the measurement of leadership. Active listening, active sharing of information, personal accountability, and sharing of power are a few examples of the emotional and knowledge factors that were benchmarked.

120 leaders and managers out of a possible 150 completed the survey. This response rate suggested a strong commitment by RCMP organizational leaders and managers to further explore their own leadership attributes and create the climate for culture change on an organizational level. Organization development was on the radar, and it is now a standing strategic objective that influences the RCMP's larger strategic plan.

Additional stakeholder surveys were conducted shortly afterward. The research initiative itself was wrapped up by the end of June 2007. The research revealed some interesting results about what staff needed to feel engaged. Some of the key themes indicated:

- Where personnel would get information is not necessarily the most preferred source. Most RCMP personnel get their information from colleagues, but would prefer that senior levels of the organization provide it.

- Recognition, professional development, and personal satisfaction with one's job are key factors that foster engagement in the workplace

- Balancing work and personal life may or may not make a difference in workplace performance or the ability to influence others

In addition to specific attributes, staff were also asked if leadership:

- Recognized the knowledge and emotional needs of staff

- Demonstrated emotional intelligence indicative of a changing workplace

- Demonstrated the emotional skill required to lead effectively

The interim research findings have enabled the RCMP to see opportunities to change the overall structural model of the organization. There are proactive steps currently being taken to involve employees in the organization development process to help make the RCMP a better place to work.

Change Initiative in NSW Police Service, Australia

When Justice James Wood handed down the final report of the Royal Commission into the NSW Police Service in 1997, he made a number of sweeping recommendations for reform to rid the force of corruption. One of the final recommendations was to implement an external audit, lasting for at least three years "to ensure that the reform process does not fall into a hole, or if it does, to help it out.'' The audit was to be overseen by the Police Integrity Commission. The audit was undertaken to help change the culture in what was then one of the least accountable organizations in Australia - the NSW Police Service. The audit was to assess progress towards transformational change in an organization with 17,000 police and civilian staff in the highly politicized environment of widespread corrupt practices as brought out by Royal Commission revelations.

The Challenge

The audit team was required to measure and report on the status of police reform in ten key areas, including how the force created a culture of honesty to repeal corruption, how it focused on performance management, built new human resource systems and implemented effective structural change. The aim was to create a culture of honest service based around each local area command like a hub. The audit was to ensure adequate training and implementation had been undertaken to change behaviour and management practices. Specifically it was to:

- Evaluate and report on the progressive implementation of the reform of the police service
- Advise on measures to improve the reform process
- Engender greater public confidence in the police service through open public reporting of the progress in reform and performance
- Support the leadership of the police service by providing independent, objective feedback

The Process

The audit concentrated on identifying change and providing data on a range of criteria including:

- how well change was embedded
- how sustainable was the change
- how consistently has the change occurred across the organization
- what change still needs to be achieved, what are the potential obstacles for change and what are the recommendations for action to avoid or break through those barriers

The Results

The changes to the performance of the NSW Police Service have been noticeable in the improved public confidence in the service and the success of the reforms has been well documented in various reports to the NSW Parliament, bringing out the following:

- the reform of the NSW Police Service has underlined a number of key lessons for any organization
- that the will for reform must be owned and run by the top management team
- a consistent and ongoing organizational will is necessary to drive reforms right through an organization
- the commitment to reform needs to be communicated in a very genuine way right through the organization
- organizations need to establish at an early stage the measures by which they will assess the progress that they are making

A CASE STUDY OF CYBERABAD POLICE

CULTURE CHANGE MANAGEMENT EFFORTS

I. Introduction

The Cyberabad Police, Andhra Pradesh, a new metropolitan police unit set up in February, 2003 covering an area of 3600 sq. kms with a population of over 26 lakhs, has attained a unique distinction of implementing several good governance initiatives to provide 'citizen-friendly and professional policing services' within a short period of its establishment.

The Cyberabad Police has taken concerted efforts through a structured change management approach, to bring about a holistic organizational transformation, for achieving people-centric results which have been reflected by the citizens of Cyberabad as given below:

II. Leadership: Motivation and Plan of Change

Upon the setting up of the Cyberabad Police Commissionerate, the senior leadership had set a missionary agenda for itself. The task at hand was to undertake an organizational transformational exercise for making Cyberabad Police a truly people friendly police organization, adopting a large set of good governance principles.

The objective of Organizational Transformation has been quite a formidable and greatly challenging one, calling for the involvement of all levels of personnel in the organization and support of several external resources in terms of:

- Support and professional advice in the form of ideas, tools and techniques to bring
- Organization transformation
- Resource support for organizing several training interventions
- Voluminous documentation of brochures, handbooks, plan documents, training materials
- Changing the physical work environment in the police stations and other work units
- Requirements of additional computers and other publishing facilities
- Morale and advisory support from professional colleagues, seniors and officials from other departments in the government.

The senior leadership began the exercise with tremendous self-determination and took a series of logical and professional initiatives

    i.   Exploring with a large section of the police officials in the organization for their views on the need for a comprehensive change management programme and methods of implementing it.

ii. Identifying professional experts from the corporate organizations who have experience in leading organizational transformational exercises, and seeking the support in several behavioral modification and self-development skills for the police personnel.

iii. Identifying and associating with a professional management consulting organization to provide long term professional support in designing a structured approach of change management and also hand hold the organization to implement the change interventions.

iv. The consultants were associated with this programme to catalyse and facilitate the organizational transformation process in its entirety. The consultants were primarily involved in

- Assessing the need for interventions on an ongoing basis and designing appropriate interventions for different operational levels
- Formulating the Strategy and structured approaches for the programme considering the interest of all the stakeholders of the organization from fairly long term and institution building perspectives
- Designing and implementing required training interventions
- Documentation and dissemination of the change approaches, plans, tools and techniques in the organization
- Handholding the personnel at all levels to implement the programme
- Designing and instituting 'monitoring and evaluation mechanisms.
- Helping the organization in developing and implementing all the required professional Interventions for successfully achieving the objectives

v. Formulating the strategy, structures and interventions and providing all leadership support in terms of -

- Motivating the personnel at levels by continuously inspiring them and facilitating the buy–in process by every individual in the organization
- Seeking to understand and clarify the doubts, misconceptions, people within the organization have, by bringing necessary organizational systems and internal work procedures
- Seeking the opinions and feedback of the community and customers on the policing services, and communicating the same across the organization
- Providing unlimited resource support (material, financial, and professional) to the programme requirements
- Mobilizing the support of other officials / organizational machinery within the government / police organization for the programme requirements
- Following up regularly with junior officials to ensure programme implementation: understand their difficulties, concerns and providing necessary clarifications
- Personally participating in training events, community events, and all programmes associated with the organizational transformation and thereby communicating a sense of primacy to these processes

- Seeking the support of the corporates and other external agencies as required for the programme mainly for training the personnel in several aspects of the change efforts

Before formulating the change management strategies for the programme, the following measures were undertaken, in a participatory diagnostic and need identification mode,catalysed and facilitated by the consultants

- Several consultative and discussion sessions on the need and methodologies of change (about 150 hours over a period of four months) were held among the police personnel at different levels adopting large scale interactive processes at the Commissionerate level.
- At the police stations and the subdivision levels, the police officials held wide ranging discussions with the stake holders – victims, witnesses, peoples' representatives who frequently contact the police, colony residential associations and similar agencies to find out their impressions about the police and what service level improvements these segments are looking for.
- The Police Commissioner and the senior Police Officers have informally consulted the officials of other departments, subject experts, and also industry leaders on their opinions of the Police role and the current levels of police effectiveness in different contexts.
- The opinions and the data gathered were consolidated in the consultative meetings of the officers, held at the Commissionerate level.

III. Issues Considered for Strategy Formulation

- **Role of the Police Organization:** It's constitutional obligation and the role as a central organization for safeguarding and assuring the holistic safety and security of the communities it serves, in a civil society which is governed by the pluralistic and multi-party democratic political system.
- **Fiduciary Obligation of the Police Organization:** As a governmental organization which is totally funded and maintained from the public tax, it has an obligation towards the society in the context of the employer – and the employed.
- **Stakeholders Satisfaction:** The extent to which the stakeholders recognize the efforts made by the police organization in -
    - Providing safety to the society
    - Crime and disorder prevention

The stakeholders segment included the wider spectrum of the whole society: the direct and indirect beneficiaries of the police services, victims/ witnesses, general public, all sections of the society especially the vulnerable sections, poor, not so influential, politicians, political parties, government officials, public and private sector organizations, large corporates, public service organizations like schools, hospitals, social organizations, NGOs and similar entities.

- **Internal Work Environment:** Over a period of time the police organization has been absorbing pressures and influences from all sections of the society especially, the political executives and influential classes of the society. This has led to wider work imbalances, internal conflicts, value clashes and dysfunctional work ethos across all levels, hierarchy and status imbalances etc. The affect of this work environment is on the following:
  - Service delivery efficiencies
  - The ability of the organization to control crime and provide the essential safety to the needy and people in distress etc.
  - Work efficiency of the personnel at all levels
  - Work – Life balance
  - The isolation of the large workforce – Constabulary staff from the main decision-making processes etc.
  - The growing expectations of the stakeholders owing to the rapid socio-economic development of the society and associated increase in the crime and disorder milieu in the society
  - The esteem and sense of job satisfaction of the police personnel at all levels
  - The organizational sustainability to remain as a forward looking, effective, resource efficient people friendly and socially relevant organization

IV. Finalized Strategies

Prior to kick starting the implementation programmes, the finalized interventions for the Change Management Programme (CCMP) were brought out in the form of a Handbook and as a mark of their involvement in the strategy and programme planning exercises all the personnel of the Cyberabad police have affixed their signatures on this handbook. The signatures appear on all the pages of this handbook.

1. The change management interventions will be **holistic** and will **involve all levels** of the employees and all work units across the Commissionerate.
2. In the first phase of the transformational activities, the programme will **deal with those factors that are internally controllable** and do not require large-scale structural or governmental level policy changes. The programme will essentially deal with the following issues –

i. **Improving the service level efficiencies** of the organization to make the organization people centric and people focused

ii. **Improving the skills** of the personnel at all levels for
  - Improving service delivery
  - Humane and empathetic dealing with the customers-citizens
  - Modern and proactive policing
  - Strategy formulation and resource mobilization
  - Partnership building
  - Institution building

iii. Streamlining and reengineering the service delivery systems and processes
iv. Developing and adopting a set of **shared values** that will endure all the change management principles and efforts

3. CCMP will emphasize on those factors and conditions that will **immediately reflect on improvements in service levels** to the citizens and also in the internal work efficiencies.

4. The programmes were designed **to bring in deeper systemic and process level changes** in which all sections of the organization will have significant roles to contribute and also will experience the effects of the change on their day–to-day working.

5. Even though initiated as an experimentation project, by the sheer interest and initiative of the personnel in the Commissionerate under the leadership and prime move of the Commissioner, the **programme will be comprehensive** and **deal with issues of long term implications** for the community and also the internal work culture of the organization. The programme will be **trend setting** one and also will aim at **bench marking** improved processes.

6. The efforts will be focused towards **strengthening the internal buy-in** process so that the programme will sustain on its own, without heavily depending on personalities and cults; the programme will be truly system driven and draw the motivation from the effect of the interventions themselves

7. Overcome short-term resource requirements by requesting / **facilitating partnership** from the community and corporates (stake holders).

8.   The transformational exercise should lead the Cyberabad Police to evolve a set of good governance ethos with practical hands-on experience that will provide guiding principles for managing any public service institution / organization.

V. Preparing the organization to deliver the strategy

Employee involvement in planning the interventions

Frequent motivational meetings, talks and small training programmes were organized. The regular exposure to newer thought processes, and personally beneficial quality of life inputs have motivated the employees at all levels to look at the need for change in their approach, attitudes and service delivery processes. The senior leadership had established a personal connect with the employees through regular communication, regularly conveyed its concern for their quality of work life and their esteem as public service employees. Besides, the Station House Officers, Sub Inspectors, the Asst. and Deputy Commissioners and the Police Commissioner also regularly spoke to employees at all levels in small groups, clarified their doubts and reinforced the inevitability of change.

After the formulation of the larger strategies, the employees at all levels were involved in finalizing the intervention programmes. The consultants and the senior officers visited every work unit, (34 Law & Order Police Stations, 5 Traffic Police Stations, six Sub divisions and ten other work units) to discuss and customize the implementation plan at each unit.

The employees chose and prioritized the interventions based on their relevance to the local needs of crime and public safety issues. The employees also chose the time cycles for monitoring and evaluation depending on their local work pressures. These approaches developed a sense of ownership, commitment and will among the employees, to implement the change management programme in its entirety.
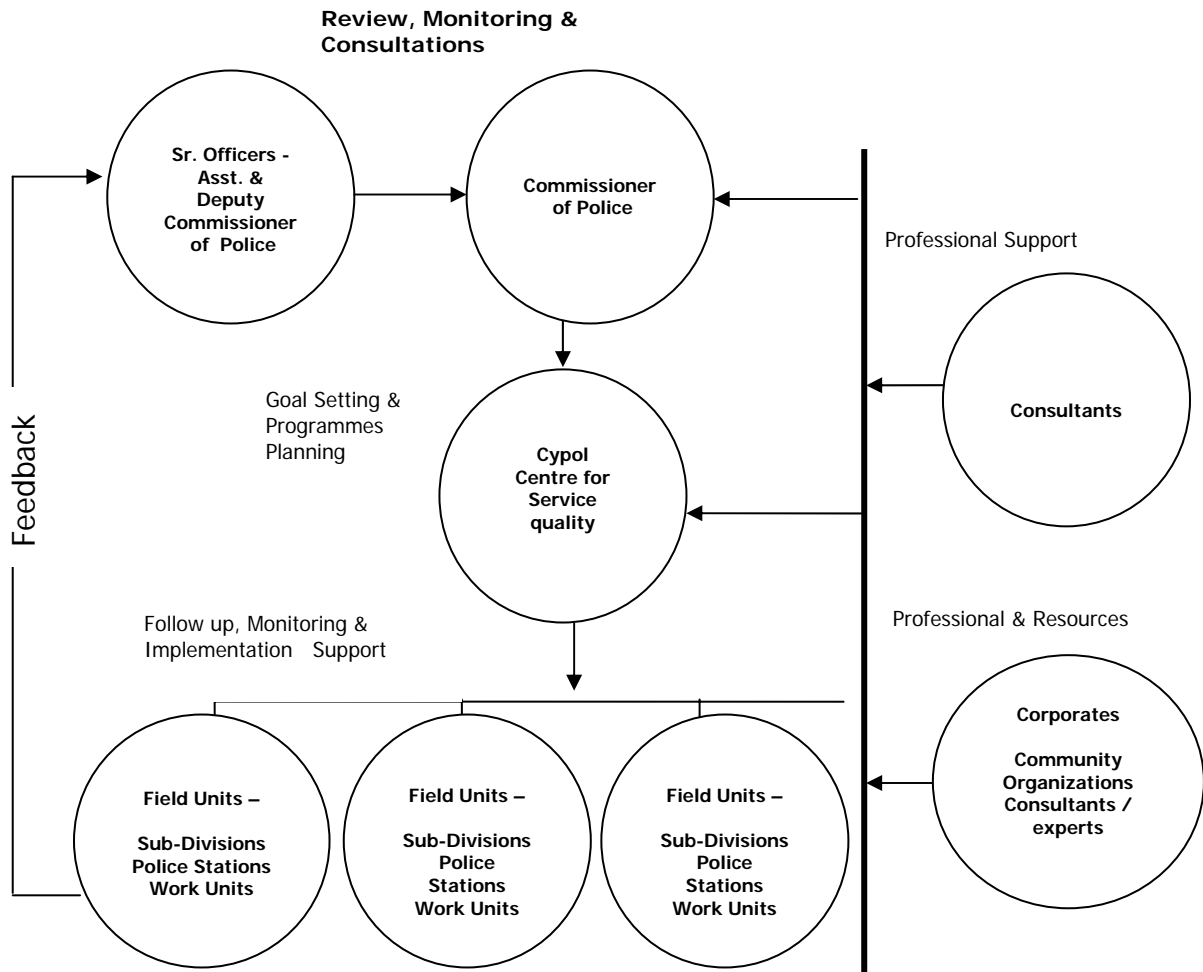
Initial apprehensions and how they were overcome

The police personnel at all levels enthusiastically welcomed the programme; they could understand the deeper implications of the change interventions for the overall good of the organization. Initially there were apprehensions about the sustenance of the programme, if there would be change in the top leadership. The methods adopted by the interventionists and the events that took place had overwhelmingly convinced the police personnel that the change efforts were systems driven and its continuity will be ensured by the mere strength of the programme, its need in the organization and relevance for the society.

- It was convincingly communicated to the employees that they should implement the programme on their own conviction; their conviction and the results of the programme will automatically ensure the sustenance of the programme.

- The programme interventions were closely intertwined with regular policing activities; the change interventions were primarily about how the organization could do better policing and be beneficial to the people and the society.

- The interventions and change in the employee behavior have got large-scale appreciation from several sections of stakeholders. This aspect had greatly energized the police personnel to implement the programme with more clarity, vigor and enthusiasm.

- By implementing the interventions the police personnel themselves could feel the impact of the programme on their thought processes, their involvement and role in solving people's problems, improvement in their esteem, reduction in job stress, improvement in the work environment

- The DFID Review had strongly vouched for the strength of the programme design; since the review was also done in the early part of the programme, it had a convincing effect on the remaining larger part of the programme.

- The personnel were appreciated very liberally, whenever they had done good work; within the programme design provisions were made to identify the best officer of the week; month etc. They were also awarded with gifts and certificates in larger gatherings (monthly review meeting) This process also had largely enthused the personnel. The senior officers were implored to identify the personnel who have done good jobs and appreciate them through several means; this was set as one of their performance measurement targets.

VI. Implementing Change Interventions

a. Change Implementation Structure

Review, Monitoring & Consultations

Sr. Officers - Asst. & Deputy Commissioner of Police

Commissioner of Police

Professional Support

Consultants

Feedback

Goal Setting & Programmes Planning

Cypol Centre for Service quality

Follow up, Monitoring & Implementation   Support

Professional & Resources

Field Units –

Sub-Divisions
Police Stations
Work Units

Field Units –

Sub-Divisions
Police
Stations
Work Units

Field Units –

Sub-Divisions
Police
Stations
Work Units

Corporates

Community Organizations
Consultants / experts

b. Programmes Interventions

1. Training in basic culture change processes

- Need for change
- Personal change factors
- Continuous improvement tools to improve policing service efficiency – 5S & Kaizen
- Understanding change issues at police station levels – action planning
- Behavioural change skills – communication, team building, T.A
- Yoga and personal development skills
- Computer and information processing skills
- Modern policing, investigation, case writing and public speaking skills

2. Work Environment and Service Delivery Improvement through 5S & Kaizen Projects

- Making the police stations truly Public Service Centers with identified and separate places for Reception, Interview Room to keep transparency in interactions with all types of visitors to the police stations, victims & witnesses
- Creating good ambience in the Police Stations to create an environment of providing policing services to people
- Creating an internal work ambience to provide appropriate work places to all personnel and especially the Constabulary staff. This is a unique experiment of Cyberabad Police. All the Constabulary staff has been provided with independent workstations with good seating and writing facilities.
- The internal work ambience also includes neat and organized storing and retrieval of records, documents, arms and other utilities in the Police Station.
- All the internal work units are neatly identified, regularly cleaned and maintained in orderly ways following the Japanese principles of 5S. (appropriately **sorting,** neatly **organizing,** regularly **cleaning** and **maintaining,** uniformly **standardizing, and** diligently following the systems through **self discipline and training**)

3. Achieving the Policing Goals through the Strategic Policing Plan (2005-2007)

In a single document, this plan lays down the strategic direction in which the police unit should move for making the citizen satisfied with the police performance. This focusing is intended to make the people really feel safe and secure in their local areas, neighbourhoods and the larger community, free from the fear of crime.

These objectives are planned through Six Strategic Goals, addressing the policing needs of the people considering the interests and viewpoints of the society. When the Police become customer focused, their accountability increases and they are bound to give the levels and standards of services people expect. The six goals are aimed at -

- Providing the citizens a greater sense of safety and security by prevention and control of crime and reducing the fear of crime
- Improving police response to vulnerable sections of the society especially women, children, poor and socially disadvantaged
- Preventing and controlling organized crime
- Giving people in the communities a larger sense of involvement, empowerment, and partnership to decide their priority policing needs and programmes through community policing
- Improving road safety and enhancing the police capabilities to handle emergency situations like disasters and crisis
- Making the police to be more people friendly and people oriented

In order to achieve this stupendous task, the police needs strong organizational capabilities. So, the seventh goal is directed towards building this Unit into a modern and professional service organization.

The plan includes a three-year planning horizon for the Commissionerate and a yearly planning horizon for Local annual policing plans. The significant aspect of this strategic plan is converting all these goals into measurable and operational units of processes, so that the personnel at the front line will be able to convert them into their daily practices.

The plan also envisages a tightly monitored review process by the supervisory officers, so that the police unit will be able to achieve the results within a time bound framework. It is also planned to conduct annual community satisfaction studies to pointedly identify the improvements made and the gaps in the service delivery processes.

4. Work Values Handbook

This handbook is a compilation of twelve work values to be practiced by all the personnel from the Police Stations to the Commissionerate. By practicing these work values, police staff will be able to focus their energies towards becoming better people in their lives and good government servants. This handbook gives practical hints on how the values can be practiced in all circumstances of their police life.
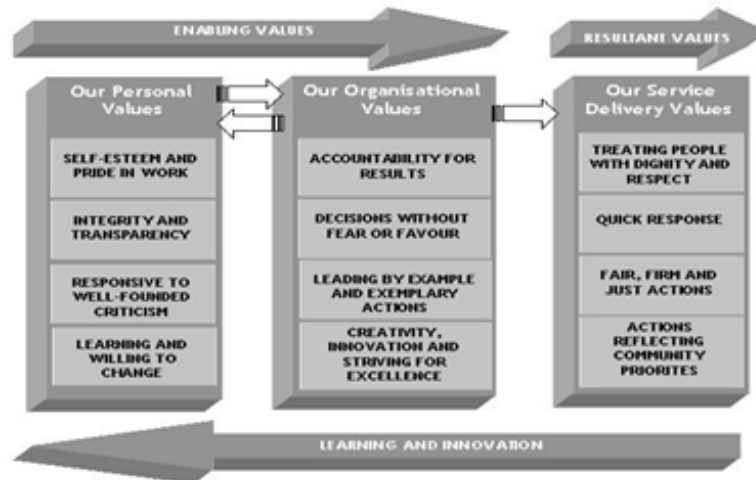
5. Simplifying and Streamlining Work Processes (Using Kaizen tools), bringing out Standard Operating Procedures for improving our service delivery efficiencies

All the work processes are identified, simplified and streamlined for better results in terms of citizen satisfaction, work effectiveness improvement and better resources utilisation by adopting Kaizen tools   (brain storming, Pareto Analysis (80-20 principle), Cause & Effect, Root Cause Analysis, 5W 1H Planning etc.).
The simplified work processes are brought out in the form of Standard Operating Procedures for the sake of standardization, uniformity and consistency.
This standardization has led the organization towards implementing the ISO 9001-2000 quality systems standards.

6. Constabulary Empowerment (Employee empowerment in the case of administration and similar support services)

This is a hallmark process of the CCMP initiative. The constabulary staff that constitutes 83% of the Police force has so far had limited role to play in the entire policing processes. The empowerment process includes-

- Training these personnel in customer service skills to improve the policing service efficiencies
- Training in Social Awareness and Community Leadership skills
- Providing them a definite identity and status to them by addressing them as Constabulary officers. Addressing them by their names and not by their staff number as of the old tradition in the police organization
- The personnel at operating levels (HCs / PCs / HGs / Ministerial Staff and other support personnel) are encouraged and trained in all necessary skills, so that they can effectively participate with the senior officers in all decision making activities
- They are encouraged to totally get involved for achieving the organizational results.
- They are able to communicate well and shoulder responsibility for solving problems concerning their work areas

153

- They are provided proper worktables, and other work and rest amenities of decent and respectable standards
- They are well groomed in written / oral communication, computer operation and other work knowledge skills
- They are encouraged, motivated and recognized with commendation and other appreciations whenever they do a good job

7. Community Policing

Involving the local communities in problem solving groups to create a better sense of safety and security in the community and neighbourhoods.

- Identification of the felt needs of the community
- Community patrolling methods
- Problem solving methods and approaches
- Crime scene protection
- Victim care and witness support
- Crime reporting
- Assisting in investigations
- Traffic safety
- Law enforcement ethics
- Safety and protection methods
- Community policing norms

8. Building Partnership with Allied Organizations, NGOs, Community Groups, Corporates, Media, Education Institutions, Governmental Agencies and other Social Interest Groups and Agencies

For effectively solving several policing problems, the assistance and cooperation from allied organizations in the criminal justice system and several other areas like District Administration, Municipal Administration, Road Transport Authority, NGOs etc. are required. The Senior Officers are trained in the methods and skills to build partnerships. They identify projects and make detailed implementation plans for involving different agencies in Partnership Projects; this is an important Key Result Area for the officers in the Sub Inspector, Inspector, ACP, Addl. DCP, DCP, and CP levels.

9. Human Resource Development and Welfare Activities

Since the Human Resource is the key and major asset of our organization, efforts have been initiated to develop the potential of the people at all levels to make them highly skilled, responsible and accountable individuals.

In all the Police Stations and Work Units, projects are identified and implemented in the areas of

- Learning Center Creation
- Skill development, upgrading professional qualifications, acquiring degrees etc
- Employee Family Welfare, Family skill development, Finance management,
- Health Management etc

10. Commissionerate Level Common Subjects Committees

- Different committees have been formed with the ACsP, Addl. DCsP, DCsP and CP as the Committee Leaders, and other rank officers as members. These committees are entrusted with the responsibilities under fourteen subject areas that have to be dealt with in the total Commissionerate perspective.
- The committees plan their projects by adopting PDCA (Deming cycle), EFQM and 5W1H methods and seek to achieve the set results within a time bound framework.
- This intervention provides for collectively solving the common problems that are faced by the Commissionerate in general (1. Training- CCMP, Technical, Functional, & Behavioural Skills; 2. 5S & Kaizen Work Culture Development; 3. Work Processes Standardization; 4. Resources Management; 5. IT Integration; 6. Patrol Mobiles Effectiveness; 7. Communication & Call Centre Effectiveness; 8. Advocacy; 9. Partnership Building; 10. Community Policing; 11. Technology Integration & Modern Policing Tools; 12. Human Resource Management & Employee Welfare; 13. Organisational Communication and Public Relations; 14. Community Welfare Projects)

11. Community Services

In order to get closer to the community, Cyberabad police participated in activities that show the police department's concern for the problems of the needy and poor. This concern has been shown by organizing meaningful programmes like medical camps, open house, organizing games, youth activities, charity works for the orphanages, handicapped, old age people etc.

12. Closing the loop – ISO 9001-2000 QMS as the Programme sustenance measure

The Cyberabad police unit, as a sustenance measure and a system driven process, has adopted integrating all the above-mentioned interventions and the transformational process into one single programme of ISO 9001-2000 Quality Management System. All the Six Law & Order subdivisions & 34 Police Stations, 2 Traffic Subdivisions, 5 Traffic Police Stations, and 10 work units have adopted the ISO Systems. Till August, 2005 22 Law & Order Police Stations, and 3 police subdivisions had already got the ISO Systems Certification.

Why Quality Management System for the police organisation?
The Quality Management System approach encourages the Police organisation to:

- Analyse community needs and requirements on a regular basis;

- Consistently meet community requirements and expectations;

- Define the processes that contribute to achieving services that meet community requirements;

- Keep processes under control for consistently improved results;

- Resolve quality problems through continuous feedback and data based decision-making systems.

- Provide a framework for continual improvement in community satisfaction

What are the benefits of implementation of ISO (QMS) in the Police?

- Systematic approach to policing in terms of planning, organizing, monitoring and continual improvement

- Greater quality awareness among all the employees throughout the organization

- Full involvement of all employees

- Process approach to policing for better and consistent results

- Citizen centric approach and continual improvement in policing

- Improved communication within the organization and across the communities

- Higher citizen/ community satisfaction

- Meeting citizen needs consistently

- Improved predictability of Police response through standardization

- Improved police image and its acceptability in the community

The steps initiated for sustaining the ISO Quality Management Systems

- Regular training to all the staff on the importance and benefits of the system

- Training a core team of system auditors from among the police officials to become internal change drivers

- Partnership with the corporate organisations - each Police Station/ work unit is being adopted by a corporate organisation to take the police unit along their quality and continuous improvement path.

- Encouragement and awards for the best performing units

- Setting processes for establishing benchmarking best practices and standards.

The Observations of DFID Review Team

As a part of its follow up activity under the DFID India Police Training Project, two senior police experts from UK had reviewed Cyberabad Police Culture Change Management Programme in September 2004, and made the following observations, extracted from the report:

- The Cyberabad Police are making genuine attempts to improve the services they offer to the public, particularly to the poorest communities and vulnerable groups.

- There is clear evidence in Cyberabad Police that police efficiency and effectiveness is improving.

- The approach taken by Cyberabad Police is highly structured, well organised and has a good chance of institutionlisation provided that the initiative receives greater support from highest levels of the organisation.

- The Cyberabad Police Commissionerate has embraced the principles of the EFQM model in its entirety.

- Meaningful performance measure should not simply be an account of what has happened – e.g. crimes & FIRs recorded, but also about the way police responds to incidents- i.e. was the victim/witness satisfied with the service received from the police. Reflecting these principles, the Cyberabad Police Commissionerate Strategic Plan (2005-2007) sets out the Goals, KRAs and Measurable Performance Indicators

- Overall there is a good chance that the initiatives introduced are capable of replication elsewhere.
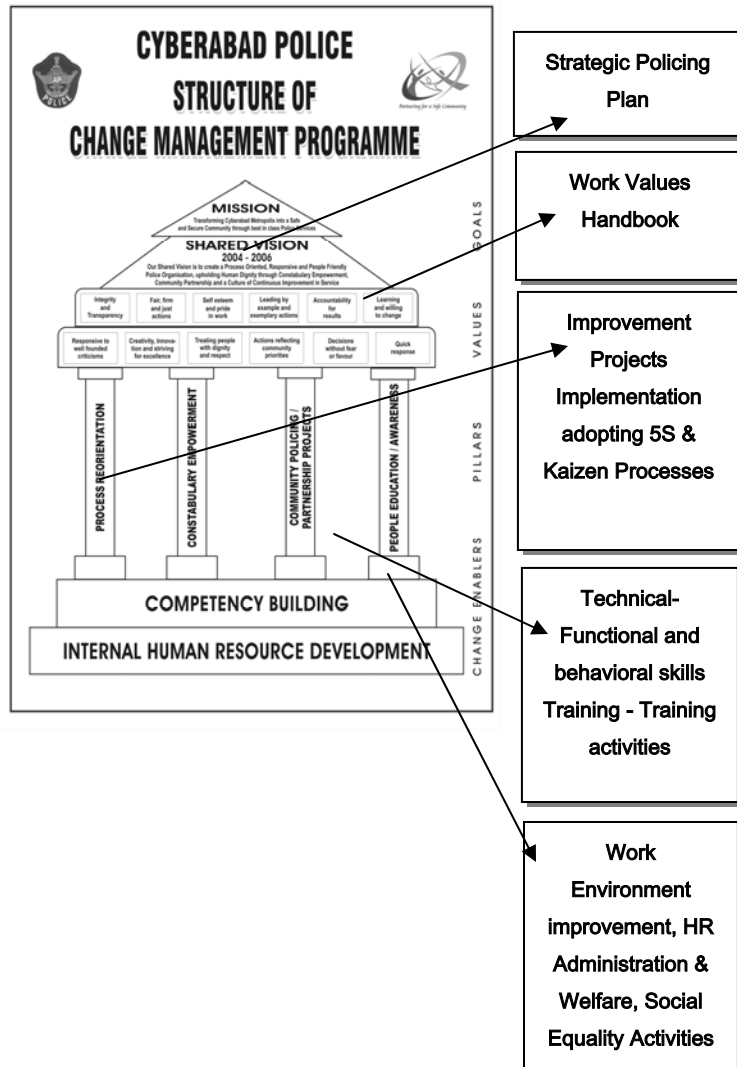
Jeedimetla - First Police Station in the Country to get ISO 9001-2000 QMS Certification

In order to ensure the continuity of the change initiatives for long-term transformational results in the organisation, the Cyberabad police had also embarked upon implementing ISO 9001-2000 Quality Management Systems in all its 34 law & order, and 5 traffic police stations and all other work units as a change efforts sustenance measure.

As a hallmark of its efforts, the Cyberabad Police possesses the rare honour of having one of its Police Stations (Jeedimetla) to become the first ISO 9001-2000 QMS Certified Police Station in the country. Going beyond this achievement, the commissionerate proudly boasts of making 22 Police Stations and three Sub-Divisions ISO 9001-2000 certified units.

Cyberabad Police had opted to adopt the ISO 9001-2000 system as a programme sustenance measure. This system has provision for regular audit by the certifying agencies every six months. The certifying agencies subject the organisation to a systematic scrutiny to evaluate the maturity of the systems and processes and their capability to fulfill the organisational goals especially the citizen friendly policing processes.

Cyberabad Police -Culture Change Management programme
Police Station / Offices / Work Units Implementation Plan

Strategic Policing Plan

Work Values Handbook

Improvement Projects Implementation adopting 5S & Kaizen Processes

Technical- Functional and behavioral skills Training - Training activities

Work Environment improvement, HR Administration & Welfare, Social Equality Activities

CCMP Implementation Steps in Police Stations / Offices / Work Units

1. Select Topics / Subjects for improvement after establishing the need and prioritisation; Identify main problems using Check Sheet and Pareto Analysis
2. Form Teams and allocate responsibilities
3. Team meetings to be conducted minimum once per week with the initiative of the team
4. Brainstorming sessions to be conducted by each team on the problems / alternatives pertaining to their respective Topics / Subjects
5. Identify possible causes for the problems using Cause and Effect Analysis and Root Cause Analysis
6. Standardize the processes using 5W 1H technique
7. Take Fixed Position Photographs from time to time to assess the improvements made.
8. Conclude the projects by assessing the satisfaction levels using Radar Diagram
9. All the above processes are to be strictly followed and documented in the 5S–Kaizen Project Format.
10. Consultants will help in making the team understand and implement the processes in real spirit; Consult them for assistance whenever required.

Review Mechanism
1. Self monitoring by individuals and project teams
2. Regular follow up by the supervising officers and recording their assessment in the CCMP Monitoring Report
3. Review by CP with Consultants' inputs
4. Progress reporting in the Monthly Review Meet

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13. **Report of the National roundtable on police reforms**, at FICCI Federation House, New Delhi on 4th October, 2002 / organised by Commonwealth Human Rights Initiative, in collaboration with editors Guild & Federation of Indian Chambers of Commerce and Industry. 2002
14. **Reports of Workshops on Police Reforms**, Commonwealth Human Rights Initiative (New Delhi, India)
15. The **Padmanabhaiah committee on police reforms**-A critical Analysis by Commonwealth Human Rights Initiative

Appendix IV

Useful Links

1.	Commonwealth Human Rights Initiative	www.humanrightsinitiative.org
2.	Association of Chief Police Officers (ACPO)	http://www.acpo.police.uk/
3.	Central Police Training & Development Authority (Centrex)	http://www.centrex.police.uk/
4.	Her Majesty's Inspectorate of Constabulary	www.homeoffice.gov.uk/hmic/hmic.htm
5.	Independent Police Complaints Commission (IPCC)	http://www.ipcc.gov.uk/
6.	Police Reform	http://www.policereform.gov.uk/
7.	The International Association of Chiefs of Police	www.the iacp.org