



गृह मंत्रालय भारत सरकार
Ministry of Home Affairs, Govt. of India

DRAFT PROJECT PROPOSAL

Draft Project Proposal

on

Community Outreach Programme

prepared by

Micro Mission 2 (Community Policing)

of

Prime Minister's National Police Mission

2008-13

Community Outreach Programme



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ABSTRACT

Community Outreach

It is widely believed that on account of its legacy from the time when British ruled this country as also the nature of their job, police in India have remained rather distanced from the very people that it is supposed to serve. The general perception is that the communication gap between people and police is extremely wide and it is further accentuated by the trust deficit that exists between them.

People are hesitant to approach police for their day to day problems on account of the trust deficit and also because of the wide spread perception that it would be nothing but a waste of time. They are therefore forced to suffer the ignominy of putting up with harassment meted out to them by unscrupulous elements on a regular basis. They either adopt unlawful means to resolve their problems or, for fear of retribution by these elements, simply choose to live in misery.

At the same time, the huge gap between the community and the police has made the job of police that much more difficult as it finds it impossible to enlist the support of community in its fight against crime as well as in maintaining order.

The current practice is that people have to approach the police whenever they have to seek any assistance or service, howsoever minor or petty it may be, from them. Police is largely reactive in its current form of functioning.

Obviously, there is a strong case for the police to make an attempt to reach out to the community to bridge the gap that exists, to find out their grievances, discuss and decide on ways to redress them and try and resolve as many of them on the spot as possible. It would be in the best interests of both the community and police to embark on the strategy that would help build strong relationships and improve the police image.

Under the proposed programme, the Station House Officer visits the villages/ wards as per a schedule notified in advance, listens to public grievances and suggestions, takes steps to resolve police-related problems on the spot, briefs the public about crime prevention measures, strikes a rapport with them and develops sources who in turn would provide useful information.

The lack of interest amongst police officials, their fear of perceived loss of authority and lack of financial support by the Government are some of the major constraints in the implementation of the programme.

It is believed that the programme would enhance the police image, make them more responsive and proactive, build a stronger police-public relationship and pave the way for a fruitful partnership leading to a win-win situation.



DOCUMENT INFORMATION

Project	Community Outreach
Project Manager	Mr. Rajiv Jain, Additional Director, Intelligence Bureau, New Delhi
Version number	4
Draft as of	01-03-2013
Printed on	

DOCUMENT HISTORY

Document source

Mention the location where the document will be stored.

Revision history

Version number	Date	Summary of changes	Revision marks

Approvals

The following people have approved this document.

Name	Function	Date of approval	Signature

Distribution

This document has been distributed to:

Name	Function



1. Introduction/ Background

- 1.1. It is widely believed that on account of its legacy from the time when the British ruled this country as also the nature of its job, the police in India have remained rather distanced from the very people that it is supposed to serve. The general perception is that the communication gap between people and police is extremely wide and it is further accentuated by the trust deficit that exists between them.
- 1.2. People are hesitant to approach the police for their day to day problems not only because of the lack of trust, but also because of the wide spread perception that it would be nothing but a waste of time. They are therefore forced to suffer the ignominy of putting up with harassment meted out to them by unscrupulous elements. Those who are adventurous enough not to get cowed down face severe retribution from these elements. They often adopt unlawful means to resolve their problems or simply choose to live in misery.
- 1.3. Obviously, there is a strong case for the police to make an attempt to reach out to the community at large to find out their grievances, discuss and decide on ways to redress them and try and resolve as many of them on the spot as possible.

2. Overview

2.1. Project Title

Community Outreach Programme

2.2. Vision

Sensitized Police – Empowered Society. (संवेदी पुलिस – सशक्त समाज)

2.3. Organisational Objectives

2.3.1. To reach out to citizens to achieve the following in a transparent manner:

- (i) Winning the confidence of the community.
- (ii) Identifying the policing-related concerns of the community,
- (iii) Resolving minor issues including petty disputes on the spot,
- (iv) Ensuring better flow of criminal intelligence, and
- (v) Identifying the anti-social elements in the area for better control over them.

2.3.2. To improve relations with community and enhance police image in their eyes.

3. The Business Case

3.1. Purpose of the Business Case

3.1.1. With the rapidly changing times, the expectations of people from the police have multiplied exponentially. Unfortunately, the police have failed to keep pace with these expectations. Not only this, the wide gap that existed between



the police and the community at the time of India's independence seems to have remained unchanged, if not increased. As a result, the police acutely lack credibility in the minds of the people. It has resulted in avoidable distrust amongst them.

3.1.2. The huge gap between the community and the police has made the job of the police much more difficult as it finds it impossible to enlist the support of the community in its fight against crime as well as in maintaining order. At the same time, the community also suffers at the hands of unscrupulous and anti-social elements as they are left defenceless without any support from government agencies to fight them.

3.1.3. There is an obvious need for the police to reach out to the public to bridge the gap that exists between them and to win their trust and confidence. It would be in the best interests of both the community and the police to embark on a strategy to bridge this gap and undertake a confidence building exercise.

3.2 Sponsor

The programme will be sponsored by the State/ UT Governments. Recognized organizations and institutions can be approached for funding impact assessment studies.

3.2.1. Responsibility of the State/ UT Governments:

- (i) The primary responsibility for the implementation of the scheme will be that of the State/ UT Government concerned.
- (ii) The State/ UT Governments shall have to issue necessary instructions to make it mandatory for the police to go out into the community at a regular prescribed interval for identifying their policing related problems and to involve them in a problem solving and mutually beneficial partnership.
- (iii) The State/ UT Governments shall have to ensure in-house as well as independent monitoring of the implementation of the programme.
- (iv) The State/ UT governments shall provide sufficient budget for the implementation of the programme.

3.2.2. Responsibility of the Central Government:

- (i) The expenditure on the implementation of the scheme may be borne by the State/ UT Governments subject to the provisions made in this regard by the MHA for funding of the implementation of the NPM projects out of the MPF/ other schemes.
- (ii) The Central Government, through the BPR&D and the members of the MM2 will provide support in terms of the initial briefing of the officers as well as arrange independent evaluation of the programme.



- (iii) A selected group of officers from MHA, BPR&D and MM2 will be constituted to monitor the implementation of the programme by the States/ UTs.
- (iv) The soft skills training module suggested by the group separately should be adequate to meet the – training needs of this project.

4. Situational Assessment and Problem Statement

- 4.1.** In the current scenario, people have to approach the police whenever they have to seek any assistance or service, howsoever minor or petty it may be, from them. It may be difficult for the victim to approach police in times of distress, and then there is no guarantee that the police will respond satisfactorily. As a result, the community is often left to fend for itself. Still worse, they are left at the mercy of undesirable elements. Almost every locality or village has some local anti-social elements who take advantage of this situation and become a perennial source of problems for the local community.
- 4.2.** Gradually people lose faith in the system which in turn leads to disillusionment. Managing a disillusioned and disgruntled community becomes rather difficult and challenging both at the time of public order issues and when a serious/heinous offence takes place.
- 4.3.** Police is largely reactive in its current method of functioning and there is a strong need to make it proactive and more responsive.

5. Critical Assumptions and Constraints

5.1. Assumptions

- 5.1.1. A wide communication gap exists between the police and the citizens.
- 5.1.2. Police have a major credibility crisis and there is inherent distrust of police in the minds of people and vice versa.
- 5.1.3. Police are mostly reactive rather than proactive.
- 5.1.4. Citizens are unhappy with the current state of affairs.
- 5.1.5. Both the police and the community stand to gain from the efforts by police to reach out to community.

5.2. Constraints

- 5.2.1. Police lacks motivation to reach out to community.
- 5.2.2. People lack trust in the police.
- 5.2.3. Fear of loss of authority amongst some police officials.
- 5.2.4. State governments may not accept the model recommended and provide sufficient funding as indicated herein.



5.2.5. The programme would result in additional work to an already overburdened police force, at least in the initial stages and hence attract resistance from the field level police personnel.

6. Implementation Strategy

6.1. The Plan

The Station House Officer visits the villages/wards as per a schedule notified in advance, interacts with the community members assembled, listens to their grievances and suggestions, takes steps to resolve policerelated problems on the spot, briefs the public about crime prevention measures, strikes a rapport with them and develop sources who in turn keep providing useful information. The strategy would include the following steps:-

- 6.1.1. Issue of directions by the State/ UT Government/ Police Department.
- 6.1.2. Implementation in all the States/ UTs that are interested.
- 6.1.3. Inclusion of the programme in all training courses conducted at the National Police Academy, the State Police Academies and other police training institutions.
- 6.1.4. Impact studies for evaluation and modification that may become necessary.
- 6.1.5. The model will be offered to all the States/ UTs through a GOI advisory. Thereafter, MHA may call a meeting of the DGPs and/ or Nodal Officers of all the States/ UTs interested in the implementation of the project, to explain the project details and persuade them to implement it and decide on a time table for implementation. Alternatively, some of the members of MM-2 and the representatives of BPR&D/ MHA can be sent to the capitals of these states to explain and 'sell' the scheme to wider group of senior officers of the State/ UT. The programme does not require a Pilot Project as it has been extensively tried in Rajasthan and its utility assessed by an independent agency. If the scheme is regularly presented in all the vertical interaction courses of IPS officers organized by various institutions and other important courses organized by premier training institutions like the SVP NPA, ICFS, CBI Academy, Internal Security Academy, etc. several promising young officers are bound to implement it in the areas under their charge.
- 6.1.6. A National Project Implementation Committee consisting of a core group of officers of Micro Mission 2 along with the representatives of MHA and BPR&D can be deputed to visit the states which require assistance in implementation, and to monitor the implementation at the national level. MHA/ BPR&D/ States/ UTs may engage appropriate agencies to make an independent audit of implementation and results of the project.



6.2. Mission Statement

To reach out to the community to build a relationship of mutual trust and to deliver police services at their doorstep.

6.3. Deliverables

- 6.3.1. Justice/ police services for free at the doorstep of the people.
- 6.3.2. Settlement of minor issues including petty disputes on the spot.
- 6.3.3. Greater satisfaction amongst citizens.
- 6.3.4. Better police image.
- 6.3.5. Greater control over anti-social elements.
- 6.3.6. Better collection of criminal intelligence.
- 6.3.7. Removal of public nuisances.
- 6.3.8. Creation of a wide network of reliable sources for criminal intelligence and information pertaining to maintenance of public order.
- 6.3.9. The local community will have a say in deciding local policing priorities.

6.4. Stakeholders

- 6.4.1. Government
- 6.4.2. Police
- 6.4.3. Community
- 6.4.4. Civil Society/ Community Organizations

6.5. Milestones

- 6.5.1. Drafting of Standing Orders by MM2 – Already done.
- 6.5.2. Presentation before the Ministry of Home Affairs.
- 6.5.3. Approval of the project by the MHA
- 6.5.4. Issue of advisory to States/ UTs by MHA to adopt the project - within 15 days of approval.
- 6.5.5. Meeting of Nodal Officers of States/ UTs - within one month of approval.
- 6.5.6. Issue of GO by the States/ UT's Home Departments - within two months of approval.
- 6.5.7. Sanction of budget by Government - within three months of approval.
- 6.5.8. Issue of Standing Orders by the DGPs of the States/ UTs - within three months of approval.
- 6.5.9. Implementation of the project by the District SPs/ CoPs within four months of approval.
- 6.5.10. Incorporation of the subject in the syllabi of basic training and, in-service training of police - within five months of approval.
- 6.5.11. Impact study - after six months of implementation by the districts/ Commissionerates.
- 6.5.12. Modifications, if any.



7. Budget requirements

- 7.1. The project envisages no capital expense other than providing adequate mobility in the form of a second vehicle in every police station of the country, where they are not already available. The actual requirement would be dependent upon the current availability of vehicles and therefore an exact assessment is not possible at this stage.
- 7.2. It would also be necessary to provide adequate funds for the frequent visits of Station House Officers and superior officers to various colonies/ villages in their respective jurisdictions. (Note: should we keep this – esp in view of the next 2 sub-paras?)
- 7.3. It is suggested that police vehicles should be provided a minimum of 25% of the current market price of a new vehicle for their annual upkeep and the average monthly running of a Police Station vehicle should be fixed at 4,500 kilometres for calculating their requirement of POL budget.
- 7.4. Similarly, the fixed Travelling Allowance (FTA) of the Police Station staff is proposed to be made reasonable, say Rs. 250/- per month or it could be Rs. 50/- per visit, subject to a maximum of Rs. 250/- per month to encourage them to travel to their jurisdiction more often.

8. Related Projects

- 8.1. MM-2 proposes to submit a bouquet of Community Policing Projects based on its study of successful community policing projects across India and abroad. Some of its projects already approved by MHA are:
 - 8.1.1. Police Community Partnership Programme (Overarching model of Community Policing)
 - 8.1.2. Soft Skills Training for Police Personnel.
- 8.2. Some other projects are in the pipeline to reach out to specific segments in the community. They include the following:
 - 8.2.1. Community Policing Programme for Senior Citizens
 - 8.2.2. Community Policing Programme for Women
 - 8.2.3. Community Policing Programme for Youth
 - 8.2.4. Community Policing Programme for Students
 - 8.2.5. Community Policing Programme for Juveniles
 - 8.2.6. Community Policing Programme for the Mentally and Physically Challenged.

9. Work Plan

- 9.1. Issue of advisory by GOI to State/ UT governments.
- 9.2. Issue of GO by state government.
- 9.3. Sanction of budget by State/ UT Government.
- 9.4. Issue of Standing Orders and appointment of Nodal Officers by DGPs.
- 9.5. Meeting of Nodal Officers.



- 9.6. Setting up Project Co-ordination Committees at the national and state levels.
- 9.7. Continuous monitoring and review by the state's Nodal Officer and Project Coordination Committee.
- 9.8. Laying down criteria for internal and independent evaluation.
- 9.9. Annual evaluation and audit by an external agency approved by the State/ MHA/ BPR&D.



APPENDIX

ORDER PROPOSED TO BE ISSUED BY DGPs/ COMMISSIONERS OF POLICE OF STATES/ UTs

Office of the Director General/ Commissioner of Police.....

No.....

Dated.....

Standing Order No...../2013

Sub: Community Outreach Programme.

Government of has vide order No..... dateddirected the implementation of community policing programmes in the State. These orders are being issued for the smooth and uniform implementation of one such programme throughout the State.

2. The need for having a better coordination between the police and the public cannot be overemphasized. Such coordination is mutually beneficial for both police and public. It not only makes it feasible to fulfil the expectations of the community but also facilitates better policing. Better coordination makes timely collection of important information from the community and helps in resolving their problems. It appears impossible to deliver police services effectively without active involvement of the community. Keeping in mind the imperative need for coordination with the community, it has been decided to launch a programme called "COMMUNITY OUTREACH (पुलिस जनसहभागिता)".

3. The objective of this programme is to win the trust and confidence of community by:-

- 3.1. Identifying police-friendly people and appraising them about the benefits of having better coordination between the police and the public;
- 3.2. Keeping a watch on notorious elements and taking prompt action against them, whenever required;
- 3.3. Resolving petty issues on the spot;
- 3.4. Making an attempt to resolve petty disputes and cases of simple nature under investigation or trial through mutual understanding;
- 3.5. Resolving public nuisance issues.
- 3.6. Creating a network of sources in every village/ ward for a regular flow of criminal/ public order related intelligence.

4. The following orders are issued for the successful implementation of this programme:

- 4.1. The officer-in-charge of the police station, along with the beat supervisor, beat officer (constable) and other police personnel shall tour all the class-A villages, at least 50 %



- of class-B villages and all the crime prone/ problematic localities of urban area and spend 4-6 hours in each such village/ area every quarter. As far as possible, the local revenue official shall be taken along to resolve revenue related issues.
- 4.2. To ensure the presence of and contributions by most residents, the itinerary for the visits shall be communicated to the local people in advance through various means like notice boards of gram panchayat, beat officer (constable), influential people, public representatives, CLG members and non-governmental organizations, etc.
 - 4.3. The village crime note book, beat register, history sheets, rowdy sheets, pending investigation/ enquiry files and verification files of the village being visited shall be carried along at the time of these visits. The Station House Officer (SHO) shall carefully study the notes made in village crime note book in the last 10 years and the beat register and verify the information during such visits.
 - 4.4. While interacting with people, information about policerelated problems/ complaints shall be obtained and emphasis shall be laid on better police–public relations. Their cooperation shall also be solicited. An effort shall be made to collect information about liquor/ drug addicts present in the village/ locality to include them in the rehabilitation camps to be organized at district level. Information about goondas, notorious persons, people possessing/ dealing in illegal weapons, smugglers/ peddlers of narcotic drugs and other contraband, vehicle lifters, other property offenders/ extortionists and other criminal elements shall be obtained and on verification of the same, legal/ preventive measures shall be taken immediately.
 - 4.5. All pending matters in respect of the village/ colony, including cases under investigation, enquiries, arrest of proclaimed offenders, absconders, standing warranties, serving of summons and verification for purposes of passport, character and arms license, shall be essentially disposed off during the visit.
 - 4.6. During the visit, if any police-related complaint is given by a citizen, it shall be got reduced in writing by a police constable on the spot, immediate legal action shall be initiated and the matter shall be disposed off on the spot as far as possible.
 - 4.7. Issues such as location of liquor shops in the village/ locality, encroachment over public/ private land, eve-teasing, rowdism, tenant-landlord disputes, dispute over causal way, land disputes, caste disputes, over-crowded public places and other such complaints shall be dealt with on the spot as far as possible. A suggestive list of disputes to be taken up under the programme is given below:-
 - 4.7.1. Non-cognizable cases.
 - 4.7.2. Simple hurt.
 - 4.7.3. Complaints for action under section 107/ 116(3) Cr.P.C.
 - 4.7.4. Family disputes.
 - 4.7.5. Dispute between landlord and tenant.
 - 4.7.6. Simple disputes among neighbours.
 - 4.7.7. Public nuisances.
 - 4.7.8. Social and religious disputes including long standing communal/caste disputes and also those between various organisations.
 - 4.7.9. Similar cases under investigation or trial.



- 4.7.10. An attempt shall be made to resolve civil and revenue disputes through counselling, in order to arrive at a permanent resolution, thereby preventing the dispute leading to a major crime.
- 4.7.11. All disputes likely to impact crime situation, public order and peace.
- 4.8. Other issues like patrolling, constitution of village defence committees, selection of 5-7 members for Gram Panchayat level CLG, implementation of neighbourhood watch scheme, etc shall also be a part of this visit.
- 4.9. Particulars of domestic servants and private security guards shall be obtained and verified and an effort shall also be made to involve these guards into the police patrolling plan for prevention of crime.
- 4.10. Public shall be educated about the precautions they should take to avoid becoming victims of crime. Since various types of cheating is becoming endemic, they should particularly be sensitised about cheating by making false promises. They will also be educated and provided literature about preventive methodologies against property offences.
- 4.11. On completion of such a visit, a detailed note including the history and other important information about the village/locality shall be entered in the VCNB. The self-contained note so made should render reading of previous entries in the VCNB unnecessary. The following facts should be necessarily entered in the VCNB:
- 4.11.1. A list of religious places like temple, mosque, idgah, gurudwaras, churches, tombs, etc. of the village/locality. Any dispute related to religious place or communal tension shall also be noted and necessary action shall be taken for resolving the same. NGOs might be able to play an important role in this. Effort shall be made to ensure security of religious places with the help of volunteers from the community or security guards made available by the management. Information shall be collected about communal elements, necessary preventive action shall be taken against them and their dossiers shall be prepared/ updated.
- 4.11.2. A detailed note shall be made in the VCNB about the present activities of history-sheeters, rowdy-sheets, suspects mentioned in part-I of VCNB and the accused mentioned in part-II & III.
- 4.11.3. Names and addresses of sarpanch, panch, patwari and gram-sevaks of every village and of councillors, mayor and chairperson of urban areas shall be noted. A list of major politicians including the MP and MLA of the village/locality with their names, addresses and telephone numbers will be prepared.
- 4.11.4. List and details of the members of peace-committee, Police Mitras members of CLG of PS/village/locality level shall also be prepared.
- 4.11.5. Police sympathizers and influential people of the locality will be identified and their details shall be entered. Coordination shall be established with them for future assistance.
- 4.11.6. Action shall be taken for cancellation/suspension of arms license of people involved in criminal activities.
- 4.11.7. Action shall be initiated for suspension/cancellation of the passport of a resident of the village/locality who is involved in any crime.



5. If any outsider is found to be staying/settled in the locality, his activities shall be enquired into and his character shall be verified through verification roll 'B'.
6. If any of the above mentioned processes is not completed during the visit for unavoidable reasons, the SHO shall get them completed under his supervision by any subordinate officer. The SHO shall also keep a watch over the events of the area by directly contacting the residents of village/ locality, whose numbers have been noted during the visit or otherwise.
7. During the visits to urban areas, especially slums and areas where the incidence of crime is high, 6-7 influential persons belonging to that locality or having substantial influence in that locality may be selected as members of the local mohalla community liaison group. It shall be the responsibility of such persons to amicably resolve petty disputes of the locality by counselling the contending parties. If the residents of the locality are addicted to evils like drug and liquor, then they may organise de-addiction camps in the locality. They may also be motivated to inform the local police about the activities of the bad characters inhabiting or visiting that locality. Assistance of Non Governmental Organisations (NGOs) active in the area may also be enlisted for this programme. In areas where large number of complaints/problems relating to other departments are anticipated, the representatives of such departments may also be requested to participate in these programmes. In case they are not present, the problems relating to other departments should be brought to the notice of the department concerned by the SHO and if necessary by the SP.
8. In areas afflicted with communal problem or recurrent law and order problems, SHO and other subordinate staff of the Police Station concerned should also keep close contact with active youngsters of the locality so that any problem that may arise may be sorted out with their help. The possibility of channelizing the energies of the youth towards constructive activities by launching programmes like Youth Clubs should also be explored.
9. It may be impressed upon all officers that the emphasis of this programme is on (i) problem solving, (ii) crime prevention, (iii) better public order management and (iv) building trust and a mutually beneficial partnership with the community.
10. The programme may also be carried out by traffic police officers wherever they are posted. The traffic police officers may contact organisations viz. Taxi Operators' Unions, Bus Operators' Unions, Truck Operators' Unions, Roadways management and managements of schools and colleges to educate drivers and students about traffic laws and safe driving. These officers may also find out problems relating to parking and traffic and appropriate solution to those problems shall be explored. Help of scouts, NCC cadets and traffic wardens shall be solicited for these activities. The traffic warden system may be implemented at places where it has not come into existence.
11. GRP staff shall also participate in the programme. RPF may already be running programmes to resolve the problems of railway passengers. Where no such programmes



are being organised in their area, they must come forward to organise them. They may also take steps to make commuters more vigilant about the offences on the trains. GRP must contribute substantially in such programmes.

12. It would be apt to publish books and pamphlets to educate and sensitize the masses on issues relating to security and crime prevention measures during the programme. Booklets and pamphlets can be published with the voluntary help of institutions, newspapers, publishers and industrial institutions and can be distributed to the masses. The help of media, radio, doordarshan and television channels may be enlisted for wider circulation. Slides can also be prepared on important topics and can be shown in the cinema halls. Traffic rules can be displayed at important public places and road sides for educating the masses.

13. The Range (Deputy) Inspectors General of Police shall discuss with district SPs to prepare the outlines of the programme and brief them before the programme is launched. Similarly, the district SPs shall conduct a detailed briefing of the gazetted officers and SHOs during the monthly crime meeting and set quantifiable goals for them.

14. All vital points have been incorporated in this programme. Yet, there are local/ specific points/ issues in every district that may be included before initiating the programme. For example, in case of districts having international border, a note of Pakistani relatives should be prepared village-wise. A list of sympathizers during war, suspects and people bound under NSA/ DIR should also be made. On the other hand, in districts with opium growing areas, information should be collected about smugglers of narcotic substances and villagers traditionally involved in housebreaking and robbery. It would also result in compilation of place/ district specific information.

15. SDPOs/ COs/ CIs shall participate in as many such visits as possible. Their presence should not be less than two hours in any programme and not less than one visit per week.

16. Similarly the district SPs and Addl. SPs shall participate in as many programmes as possible. The district SP shall personally ensure that the programme stays on course to achieve the objectives stated in para-2 of this order and in no case is it allowed to deviate from the objectives of the same.

17. The Range DIGP/ IGP shall make surprise visits to villages for evaluation of implementation of the programme. He shall make monthly evaluation of the programme at the district level and shall submit a detailed district-wise evaluation report to the Nodal Officer for Community Policing ADGP.....

18. During their visits DIG/ IGP Range, district SP and SDPO/ CO/ CI shall obtain information about complaints against police personnel and take necessary action.



19. The success of this programme is dependent upon the personal interest taken by senior officers, regular briefing of subordinates by them, efforts made in motivating subordinates, regular review of its implementation at appropriate levels and providing guidance to subordinates.

20. It is expected that all concerned will make their best efforts for successful implementation of this programme.

Director General/ Commissioner of Police