



GOVERNMENT OF KERALA

Home Department – Police Establishment – Integration of District Armed Reserve and the District Local Police (General Executive) to form a common cadre known as the Kerala Civil Police Subordinate Service –
Orders issued.

HOME (A) DEPARTMENT

G.O.(P)No.268/2010/Home Dated, Thiruvananthapuram,10.12.2010

- Read : 1. Letter No. S4-8461/08 dated 25.03.2010 & 13.05.2010 from the Director General of Police, Thiruvananthapuram.
2. Letter No. AV(2)34835/2010/GW dated 23.11.2010 from the Secretary, Kerala Public Service Commission, Thiruvananthapuram.

ORDER

The Kerala Police consists of three main cadres viz., the Armed Police Battalions, the District Armed Reserve and the General Executive Branch.

The report of the National Police Commission appointed in 1977 has stated that a separate cadre of the District Armed Reserve creates problems of career management and recommended the abolition of the Armed Reserve as a closed cadre. Justice K.T.Thomas Committee appointed in 2004, in its report states as follows:-

"The District Armed Reserve is at present utilised for law and order duties in addition to Armed Police Battalions. The Armed Reserve cadre in the districts can be merged with the local Police and sufficient number of policemen can be provided in the local police stations after providing a minimum strength stationed in the Armed Reserve for emergency law and order response and essential prisoners escort. By this merger while the personnel will belong to Local Police, some of them can be earmarked to attend to camp duties by fixed turns of short duration. The Officer cadre in the Armed Reserve required for administrative duties will continue to be in the Armed Reserve itself and surplus, if any, deployed elsewhere."

The Director General of Police has conducted a detailed study in the matter and after having discussions with various Associations of the police personnel, recommended to Government for the integration of the District Armed Reserve with the District Local Police (General Executives) to form a common cadre to be named as Civil Police Cadre on the following grounds.

i. Age of Constables: Absence of Youth in Local Police

Initially, Kerala Police had three levels of recruitment to the rank of the Police Constable. The first was to the Armed Police Battalions which constituted a distinct Cadre. The second was to the District Armed Reserve which was another cadre. The third was to the District General Executive, which was yet another cadre. Because there were three separate recruitment routes, persons joining one cadre could migrate to the other, only by loss of seniority, joining in the new cadre losing his seniority in the parent cadre. So historically, there have been three components in the local police constabulary.

- i. A very young group who were directly recruited constables in the local police who were trained at the Police Training School at Thrissur and allotted directly to Taluk Police in those days.
- ii. A slightly older group of constables who had joined the Armed Reserve directly and who had later opted to join local police on loss of AR cadre seniority.
- iii. A considerably older group of constabulary who having joined the Battalions like Malabar Special Police, would get transferred to Armed Reserve on loss of seniority and after serving there would get, after many years of service, a further cadre change as constable in the District local police.

First, the direct recruitment of constables to local police and in the eighties, direct recruitment to Armed Reserve were dispensed with. Therefore, the two relatively young groups at (i) and(ii) above have disappeared from among those who reach the local police now.

Now the police stations are manned by constables who had originally joined the Armed Police as constables, had given up promotion there, joined District Armed Reserve, given up promotion there and then joined the District Local Police as Constables. The average age of the constabulary in the Police stations now is around 40 and in some districts, the average age of persons in the police station serving as constables is even 45 or more.

Considering that the most strenuous, dangerous and alert duties (like responding to crime, pursuing criminals, night patrolling, facing law and order situations with least resources and forewarning, responding first at the scene of calamity etc) are to be performed by the local police constables - acting both individually and collectively - the advanced age of the constabulary causes serious handicaps in police functioning. The present AR cadre system with large volume of posts in the AR makes it certain that the average age of local police constabulary will always be high. By the

time his career in local police starts, the constable has already advanced into middle age with family cares and health problems. Therefore, he does not get motivated to attain standards of professional excellence or of better public service in his career in local police. Integration will progressively ensure that the average age of the constabulary in civil police will come down, considerably.

ii. Loss of Rank : Seniors become Junior in Rank : Bad Motivation

It is the nature of duties that causes a person to opt the local police. Reversions take place on transfer from District Armed Reserve to Local Police. For working in local police, a person working in AR has to give up a higher rank and suffer huge financial loss. This creates undesirable attitudes in the mind of at least some such persons who join local police. By the present system of reversions, institutionalized a system by which a person has to compulsorily sacrifice both monetary benefits and rank to join local police station duties. Integration will ensure that in future, in District Civil Police, there will be no reversion from higher rank to lower rank. So no member of the constabulary will come to the local police with a sense of loss of service and financial loss.

The system now creates a paradoxical situation of a senior in the district becoming junior in rank to a person who was his junior earlier in the same district. A very young person in the AR is a Head Constable while a much older person, who had joined the same district much earlier, is in the local police a Constable. This goes against the very concept of rank structure and rank superiority. A Sub Inspector of AR, in many places, is junior, and may even have once worked under, many HCs and ASIs in local police. So customarily local HCs and ASIs tend to look down on AR SIs as their juniors - which in fact they are, if not in rank, but in length of service. This destroys proper exercise of authority by high ranking AR staff when working together with local police personnel.

This is a devaluation of rank which is institutionalised. In the original system of the fifties, this would not take place because the higher ranks in local police would invariably have gone to the local police direct recruits, who would never have worked in AR as senior to some AR personnel who had later become Reserve Sub Inspector. This reversal of length of service with rank takes place among those who start service together in the same rank. This is a negation of proper hierarchical order and discipline within one and the same district. This happens among persons who work closely in frequent interaction in the same area. Integration will solve this difficulty in future, assuring linear progress in CIVIL POLICE CADRE throughout service without system-induced self-sought reversions.

iii. Nature of AR Duties: Not Distinctive, Nor Exclusive

A separate cadre of AR would perhaps have been justifiable had there been anything special or distinct about the kind of duties performed by Armed Reserve. These duties are three fold:-

The first is guard duty:- This is a duty performed in plenty by the local police also at police stations and other places. Only the place of duty, and not its nature, is different in local police. Both GE and AR cadres do a fairly high amount of guard duty now.

The second is escort duty:- This duty is also regularly performed by local police in respect of practically every arrested person. Here also, only the place of duty is different, as far as AR is concerned. Local Police does this under far more strenuous field conditions.

The third duty is Emergency Law and Order duty:- Obviously this is also performed by local police, to a far greater extent than Armed Reserve.

Thus it can be seen that the nature of the most frequent AR duties is the same as such duties as are discharged by the local police. The distinction in duties is that certain local police duties are traditionally not performed by AR. But the AR constable, on getting transferred to local police and without any further training, is put on such duties also. So the AR constable is not, even now, deemed to be personally incapable of performing local police duties, except that conventionally he is not expected to do duties like investigation assistance, court duty etc. When the nature of AR duties are substantially same as that of such duties performed in the local police also, there is no logic in maintaining a separate cadre for the same. There is nothing theoretically objectionable in Civil Police Cadre personnel performing all these types of duties depending on the need of the hour.

iv. Changing Nature of Duties:-

Two traditional AR duties, besides being duties which local police also perform, will also progressively become modified by technology. Standing sentries who changes turns every two hours etc. will progressively be replaced in future by camera surveillance systems supported by alert manual monitoring thereof. Similarly in future, prisoner escort duty from jails will be materially changed by video conferencing techniques. Therefore, there is no need for a specialised cadre, just for the purpose of providing a few guards and a few prisoner escorts. Therefore all the duties now being performed by AR can very well be performed by a combined Civil Police Cadre.

v. AR Exclusive Cadre : Spurned by Vast Majority:-

95 percent of those who join the AR, leave the AR and join the Local Police. This shows that the prospects of closed AR service do not attract the best of talent of the vast majority. The existence of two separate cadres in District Police effectively serves only the highly negative function of ensuring that the vast majority effectively loses service seniority by several years because of voluntary AR local transfer. The promotion gained in AR is also rendered null and void, without contributing anything to future career, seniority or further promotion. The negative effect of this on career progression, personal professional motivation etc is very detrimental to the growth of professionalism in the Department. This also totally destroys any effort of any young Constable to work for gaining professional skills while still relatively young. This is because he is, by convention, prevented from performing any local police duty until he becomes part of local police at an advanced age. This situation will drastically change the Civil Police Cadre.

vi. AR No Longer an Effective Emergency Reserve:

Perhaps the only valid justification for an Armed Reserve itself was that the AR was the source of emergency manpower. However, over a period of time, the availability of AR for emergency duties has drastically declined. Since it is considered a Reserve and since on most days there is no active emergency anywhere, the 'free' personnel in the reserve gets allotted for all types of non-essential duties. They get attached to large number of soft duties in offices or with officers. These duties are, strictly speaking, of a non-police nature. The youngest and smartest members of District Police, now perform staff and personal security duties while the older persons in local police do night patrolling and attend to law and order duties.

Over a period of time considerable part of AR strength over and above the escort and guard strength get attached, both inside and outside the AR on administration, staff and technical duties, defeating the original rationale of AR. The situation is such that for practically all serious Law and Order situations, Armed Police Battalions like Special Armed Police, Kerala Armed Police or Malabar Special Police are now deployed. This has also been facilitated by the growth of Armed Police Battalions. When the Armed Reserve system first developed, there were only two Battalions in Kerala. Now there are nine. So today, there is very little quantitative dependence of AR for emergency law and order duties. So this also is not a justification for the continuation of a district AR cadre. The members of the Civil Police Cadre can also perform the Control Room Emergency Role much more effectively than the present Armed Reserve.

A high level meeting conducted by the Hon'ble Minister (Home & Tourism) on 20-05-2010 had examined the proposal in detail and decided

that a Committee consisting of the Additional Chief Secretary (Home & Vigilance), The Secretary, Personnel & Administrative Reforms Department, The Secretary, Law Department and the Director General of Police will examine the scheme and will submit a report on the modalities for implementing the scheme. It was also decided to obtain the views of the Associations in the matter.

Accordingly, the above Committee held its meeting on 29.07.2010 and also the views of the Associations had been heard on 25.06.2010. After detailed deliberations, the Committee agreed to the proposal of the Director General of Police and recommended the integration of the District Armed Reserve with the District Local Police (General and Executive) to form a common cadre. The following shall be the conditions of the integration :-

- a) The personnel in regular ranks of Police Constable, Head Constable, Assistant Sub Inspector and Sub Inspector in the General Executive and those in corresponding regular ranks in the District Armed Reserve excluding technical and special categories shall together form an integrated single cadre in every district. The same shall be called the Kerala Civil Police Subordinate Service (KCP) in each district. This integration shall have notional effect from 01.04.2010.
- b) The Kerala Civil Police will be deemed to be a service forming a separate branch in the Kerala Police Subordinate Service for which Government will be issuing appropriate orders and framing rules from time to time.
- c) All persons who newly join the District Police in the rank of PC on or after 01.04.2010 shall be deemed to have joined the District Cadre of Kerala Civil Police.
- d) All the duties which were being performed by District Armed Reserve (DAR) or the General Executive (GE) of the District will be performed by the members of the district KCP if so required along with such other duties as may be prescribed and as mandated in the Kerala Police Act.
- e) Seniority of a member in the KCP cadre shall ordinarily be decided on the basis of the date of original advice by PSC except to the extent specified elsewhere hereunder or as is or may be prescribed under Rules.
- f) All those who are already members of the GE as on 01.04.2010 will be deemed to have become members of KCP. Their seniority will be protected. They will, however, be posted to any post, duties of which are substantially the same as the corresponding post in the

former DAR, only if they are willing to be so posted.

- g) All the posts in District Armed Reserve as on 01.04.2010 excluding special or technical categories and in the District General Executive will be deemed to be posts in the KCP cadre. This is subject to the condition that such posts which existed in the District Armed Reserve can, if necessary, continue to be occupied, to the extent permitted hereunder, by members of the AR cadre who wish to continue in the closed AR cadre.
- h) Any person appointed in the ranks of Constable and Head Constable in the KCP will, while working in District Police, be designated Civil Police Officer and Senior Civil Police Officer respectively and all references to the ranks of Constable and Head Constable in existing orders and circulars will be construed accordingly with reference to their application in Kerala Civil Police.
- i) Persons who joined the AR as PCs and were subsequently promoted as HCs or ASIs or SIs will, if they opt so, be allowed to join the KCP cadre as immediate seniors to their juniors as PCs in the AR based on the seniority in the Armed Reserve prior to the option to the General Executive.
- j) Those who were originally recruited in AR directly to the ranks of HC, or ASI will be given the option to join KCP with seniority just above that of a person who would have been their junior in AR had he, after being a PC in AR, continued to remain in AR without joining GE. However, no one shall be entitled to join the KCP at a lower rank than the one in which he was recruited; such person, if he desires to join the KCP will have to wait in the closed AR cadre till such time as he can be accommodated in the KCP without reversion to a rank lower than the one to which he had been recruited.
- k) No Direct Recruit RSI already in service as on 01.04.2010 who opt to join KCP will have claim for any seniority in the KCP cadre from any date earlier than the date on which two years would have elapsed after his date of completion of basic and practical training or 01.04.2010, whichever is earlier.
- l) Any direct recruit RHC or RASI or RSI joining service after 01.04.2010 will be deemed to have joined KCP cadre with seniority with effect from 01.04.2010 A.N. or the date of PSC advice, whichever is later.
- m) All persons who continue in the AR cadre without opting for KCP will get promotion to the higher rank, subject to satisfactory records of service, and evaluation by Departmental Promotion Boards or Committees as the case may be, on the date calculated as their Expected Date of Promotion (EDP) as on 01.04.2010 FN. The date will

be calculated on the basis of existing vacancies and further vacancies arising subsequently on account of retirements, but vacancies arising from deputation posts or any posts in the same or higher rank vacated by those of the AR cadre who opt for serving in the KCP shall not be reckoned as vacancies for promotion. That is to say that by remaining within the AR cadre, without joining KCP cadre, no person shall lose opportunity for promotion which he could rightfully expect in the situation which existed prior to the creation of KCP, had everyone of his seniors continued in posts in the AR cadre in the same or higher rank, till the retirement of each such senior. At the same time, he will also not have any additional benefits by virtue of any of his seniors leaving the AR cadre and joining the KCP cadre.

- n) When any HC or ASI or SI in the DAR opts at any time to join the KCP at the same or lower rank, then the post which he has been holding in DAR will be deemed to be shifted to KCP except when any such post is required to be accommodated by some person who is to be promoted to such rank on the basis of his EDP. Further, no post in the higher rank of RI which is not required to be accommodated by any person having a claim for that rank by reason of the EDP can be used for promotion of an RSI who was not entitled to the post by reason of his EDP.
- o) EDP of officers of the rank of SIs and below will be calculated on the basis of sanctioned posts in the AR cadre, including higher ranking posts both in the District and in the State Police in any Armed Reserve as on 01.04.2010, assuming that all their seniors as on 01.04.2010 will continue in service till their date of retirement within the AR cadre occupying such sanctioned posts at every level, as per eligibility in the hierarchy up to the rank of Deputy Commandant.
- p) For calculating EDP of AR HCs and ASIs to the rank of RSI, only the posts in the promotion quota of 50 percent of RSI posts in AR will be taken into account, the other half being posts that should have gone to Direct Recruit RSIs.
- q) While carrying out integration and allocation of seniority, seniority which is already lost through punishments, exercise of previous options, inter district transfer, overlooking by any Departmental Promotion Board etc will be deemed to have been lost permanently. In the KCP seniority list, the placement appropriate to the punishment or loss of option suffered will be duly reflected.
- r) While joining the KCP cadre, in respect of a few personnel, there may be reversion from their existing rank. In such cases existing principles and procedures for pay fixation will be adopted for determining emoluments in the new rank.

- s) Those officers who continue in the AR cadre will not be regularly posted to any KCP post requiring investigative ability or involving supervisory functions in or over a Police Station. Those AR ASIs and RSIs who opt for KCP will be posted to any such post of and above the rank of ASI in KCP only after they undergo practical training in a police Station for a period of one year.
- t) All officers in the Armed Reserve will give their options on or before 45 days after the date of this order in such form as may be prescribed by the Director General of Police.
- u) After integration, the present functions of the District Armed Reserve will, as part of the District Civil Police be performed by a District Headquarter Wing. This Wing will provide Common Centralised Services from the District Headquarters catering to the following:-
- i. Emergency Assistance to Police Stations in tackling Crime, Law & Order and Traffic and to Persons in Distress.
 - ii. Administrative Control and upkeep of all vehicles, equipments, properties arms and ammunition owned by District Police.
 - iii. Performance of Guard and Escort duties to such extent as may be beyond the convenience and strength of police stations and to such extent as may be fixed from time to time by the CP or SP.
 - iv. Quick Response or Commando Groups or Disaster Response Special Groups or other Special Purpose Groups as may be decided from time to time.
- v) The strength of personnel set apart for such Common Centralised Services listed at (i) to (iii) above will normally be double the average daily strength required in February 2010 for Guards, Prisoner Escort, and Inside Staff Duties put together. However, the Director General of Police may fix the strength appropriately.
- w) Wherever the passing of any test is required for attaining the rank of HC in the KCP, those DAR HCs or RASIs or RSIs who are eligible to get absorbed in the KCP with the rank of HCs during 2010 and 2011 will be exempted from passing such tests, provided they satisfactorily undergo a training course prescribed for them by the DGP at any training institution for a period of three months.
- x) All those who as on 31.3.2010 had applied for Inter District Transfer as per norms prevailing, will be eligible to get such Inter District Transfer on such date on which they would have got such transfer, had there been no integration. For fixing the quota for Inter District Transfer for such persons, the number of vacancies that would have

arisen separately in the GE cadre as well as DAR cadre of the District will be taken into account.

- y) All transfers and promotions in the AR and GE cadres brought into effect from 31.03.2010 afternoon are and will be deemed to have been made subject to the conditions imposed as above in pursuance of the integration of personnel subjected to such transfers and promotions.
- z) Director General of Police may issue such further orders and guidelines, subject to ratification by the Government, as may be necessary to carry out the process of integration of the Non-Gazetted ranks smoothly.

Government has sought the advice of the Kerala Public Service Commission in the matter. The Commission, vide letter read as 2nd paper above has also concurred to the proposal.

In the circumstances, Government are pleased to order the integration of the personnel in regular ranks of Police Constables, Head Constables, Assistant Sub Inspectors and Sub Inspectors in the General Executive and those in corresponding regular ranks in the District Armed Reserve excluding technical & Special categories to form a single cadre in every district called the Kerala Civil Police Subordinate Service (KCP) with conditions stated above.

By Order of the Governor
K. JAYAKUMAR
Additional Chief Secretary to Government.

To

The Director General of Police, Kerala, Thiruvananthapuram
The Secretary, Kerala Public Service Commission, Tvpm (with C/L)
The Principal Accountant General (Audit) Kerala, Thiruvannathapuram
The Accountant General (A&E) Kerala, Thiruvananthapuram
The Personnel & Administrative Reforms Department
(vide UO No. 11105/A1/2010/P&ARD dt. 25.09.2010)
Law Department (vide UO No. 19055/Leg.E1/2010/Law Dt.11.10.2010)
Vigilance Department
Home (K/H/G) Department
The Director, Information & Public Relations Department
The General Admn (SC) Dept
The Stock File/O.C

Forwarded By Order


Section Officer.

Copy to : PS to Minister (Home & T)
PA to Addl Chief Secretary (Home & Vigilance)

RK