

121. Establishing Success Criteria and Baselines for Performance in Relation to Social Skills, Transparency and Responsiveness of Indian Police (2001)



SS Vaidyanathan* and Ravi Kumar

Recommendations

This being one of the major strategies of the project Indian Institute of Management Bangalore were appointed consultants to establish the 'success criteria and baselines for performance in relation to social skills, transparency and responsiveness' for the Indian Police.

Methodology

A widespread survey and examination of best policing practices followed in developed societies all over the world.

Important Findings

The Early Indicators

The Study revealed that the people were generally very critical to the social skills, responsiveness and transparency of the police. The consensus views, expressed by respondents, and recorded by the consultants are summarised as under:

1. The police are generally very rude, especially towards poor people.
2. The mitigating factor, appreciated by educated groups is that the police work under very severe constraints and have very little freedom to act as per their conscience.
3. They lack basic working and living facilities, which partly explains the undesirable attributes.

* Professor in IIM, Bangalore.

4. They are particularly insensitive to people's feelings during VIP visits and movements.
5. Negative media reports discourage the police greatly. The people have some sympathy for the police on such occasions.
6. There should be numerous local contacts of the police with the people and it should not be connected with ongoing crime or disorder situations.
7. Senior police officers do not treat their subordinates with adequate consideration.
8. Police leadership should set a personal example to personnel down the line in all respects.
9. Police attitude towards women should change drastically and women should be made to feel safe in police presence. The police do not always honour the integrity and dignity of women.
10. Human rights are not to be taken advantage by criminal elements, which will encourage crime and discourage the police.
11. The police asking the people to approach them directly must eliminate the role of intermediaries and brokers in resolving issues connected with police.
12. The police should be very familiar with their area, the people and the culture.
13. The appearance of police premises must improve. No intimidating objects like guns and handcuffs should be openly displayed.

14. All police personnel should wear name badges at all times. When asked, they must reveal their full name.
 15. The police are unnecessarily 'cagey' and do not give even open information.
 16. The police feel their powers and importance will diminish if they are transparent.
 17. The police like to create occasions for the public to go to them repeatedly and 'beg' for favours even if the police are obligated to give them information.
 18. The police should give copies of statements, First Information Reports (FIR) and other documents.
 19. They should inform people of the progress of cases and share other information of general interest like crime situation and movement of suspects.
 20. The police do not share information with the public because they have a 'big' ego. Some of them won't oblige them even for money. Actually such officers are not corrupt but haughty.
 21. The police should allow citizens to see them at work and allow them to accompany them on their beats.
 22. The police should be present with their families at social and other community functions as friends and well-wishers.
 23. The police turnout and appearance should inspire confidence.
 24. The police should be in no hurry to get rid of a person who has come to meet them.
 25. They should show patience and listen with attention. They should do one job at a time and talk to one person at a time.
 26. They cannot be at all places at all times. They should however respond in a reasonable time in recording statements, visiting scenes etc.
 27. The senior citizens expect a great deal of consideration from the police.
 28. It seems that police are selected not on the basis of suitability but connections. We need better quality police persons who enjoy working for the people.
 29. The police should visit schools and colleges to see and get a feel of what the youth do and how they act.
 30. The police leaders should be more accessible to the common people, especially poor and illiterate.
 31. Some persons expect undue favours of the police and use threats to stall the course of justice. Such persons alone deserve to be treated with contempt.
 32. The police work under severe stress, which must be explained to the people.
- These clearly indicate that in order to enhance the functioning of police and overcome these handicaps several, organisation-wide, interventions need to be evolved and implemented.

Snapshot of Major Findings: Tamil Nadu

1. Between men and women, across different age groups, between those who have had prior interaction with the police and those who have not, no significant differences have been noticed in the perceptions. It is low.
2. Rural people perceived the police more negatively compared to those from urban areas.
3. Postgraduates expressed a positive attitude towards the quality of policing compared to less educated people.
4. A strongly negative perception is noticed among students, self-employed and professionals when compared to retired and unemployed people.

5. Respondents from lower income groups have shown a negative perception towards the functioning of the police.
6. Individuals who have interacted with the police in the last three months preceding the survey exhibited positive feelings towards the police compared to those who interacted earlier.
7. Accused, victims and complainants expressed very negative opinions towards the quality of policing.
8. Even “Friends of Police”, an organised band of volunteers who stand by the police in the community, stated that the police have been very inefficient and have shown poor quality of policing with respect to social skills and responsiveness.

Snapshot of Major Findings: Rajasthan

1. Men perceived the quality of policing more negatively as compared to women.
2. Rural people believed that the police were concerned about the feelings of the public, as compared to people from urban areas.
3. Respondents in the age group of 20 to 30 years expressed a negative attitude towards the quality of policing as compared to older age groups (above 58 years).
4. Highly educated individuals felt positively towards the police compared to less educated individuals.
5. Retired people expressed a very positive opinion regarding the police compared to housewives, students, self-employed and unemployed groups. Unemployed groups shared negative perceptions about the police.
6. Prior interaction with the police was an important factor in influencing the opinion of the people. Those who had interactions had

a negative perception towards the police compared to those who had no interaction.

7. The role of the respondent had significant effects on perception. Complainants, victims and petitioners perceived the police more negatively.
8. Social workers expressed a very negative opinion towards the police.
9. The current level of functioning of the police is low.
10. Expectations are high among respondents regarding the level of functioning of the police.
11. The three dimensions contributing towards the quality of policing have been perceived as very important.

Snapshot of Major Findings: Assam

1. Men expressed more positive opinions about the police compared to women.
2. Older age groups (above 45 years) displayed comparatively more negative perceptions towards the quality of policing.
3. Rural people, compared to urban people, expressed more positive opinions.
4. Retired people, unemployed and housewives have a poor opinion regarding the functioning of the police.
5. Middle income groups revealed a negative opinion about the responsiveness of the police.
6. Social workers felt very negatively towards the police as they were of the opinion that the police were not concerned about the feelings of the public.
7. A high degree of expectation in the quality of policing was evinced.
8. A majority has expressed the view that the three dimensions in question are very important in improving the functioning of the police.

Further Conclusions that Emerge are

1. A very high degree of dissatisfaction is noticed among respondents with respect to the current level of the overall functioning of the police.
2. The expectation of the public towards the police regarding the level of functioning is very high.
3. Respondents have expressed that the three attributes of social skills, responsiveness and

transparency are of vital importance in influencing the quality of policing.

These findings indicate that the level of the key attributes i.e., social skills, responsiveness and transparency in serving policemen of 3 States is very low and people are greatly disillusioned with the police and all sections of the population expect significant change for the better.

Occasions of Police-Public Contacts with Particular Reference to the Requirements of Social Skills, Transparency and Responsiveness People Initiated, Crime Related Contacts

(SS = Social skills, R = Responsiveness, T = Transparency)

<i>Different Occasions</i>	<i>Attribute</i>	<i>Distress Index</i>	<i>Comment</i>
Occasion of People Initiated, Crime Related Contact			
1. Informant, complainant of cognisable crime, esp. IPC Crimes including Organised Crime.	SS, R	Low – High	Incident driven
2. As in 1 above for special legislation, social legislation	SS, R, T	Low – High	- do -
3. As above for domestic, land and agrarian disputes	SS, R, T	Low – Medium	Police jurisdiction
4. As above relating to missing persons, women, bride burning, dowry harassment, weaker sections, juveniles, children	R	High	Missing person case may come under #1 later
5. Inquiring about progress of ongoing cases	R	Medium – High	
6. Serious complaints against police: Corruption, bias, excesses, crimes	SS, R	High	
7. Info/complaints of family, neighbourhood concerns (eve teasing, noise, goondaism etc.)	SS, R	Medium – High	
8. Info/complaints reg. suicides, accidents with crime overtone	SS, R, T	Medium – High	
9. Info/complaints of fire, arson with crime overtones	R	High	
10. Info/complaints reg. Civil Rights Violation	SS, R, T	High	
11. Info/complaints reg. Money Rackets, Lottery (crime related)	SS, R	Medium – High	
12. Info/complaints reg. High Tech. Crimes like computer frauds	SS, T	Low – Medium	
13. Espionage related contact	R	Low – Medium	
14. Drugs, narcotics related contact	R	Low	
15. Terrorism related contact	SS, R	Low – High	

(Contd.)

<i>Different Occasions</i>	<i>Attribute</i>	<i>Distress Index</i>	<i>Comment</i>
Occasion of Directly Crime Related, Police Invoked Contacts			
1. All FIRs by police, complaints, inquires, inquests etc. IPC/Major Crime	SS, R	Medium – High	Incident driven legal procedures
2. Ongoing investigations, inquiries, IPC/Major Crime	R, T	Low – High	Law and incident driven
3. Raids, Searches, Seizures, visits to scenes	SS, T	High	High profile activities
4. Traffic initiatives	SS, T	Low – Medium	Sometimes no crime registered
5. Lookouts for suspects, accused, absconders, deserters	SS, R	Low	Public co-operation vital
6. Inquiries into cases received from other P.S.	R	Low	- do -
7. Serving Processes: Warrants, Summons	R, T	Medium – High	- do -
8. Counselling, Conciliation, Warnings	T	Medium	Discretion used
Occasion of Not Directly Crime Related, Public Initiated Contacts			
1. Missing person/children	SS, R, T	High	May lead to crime regn.
2. Missing property, animals etc.	SS, R	Medium	- do -
3. Lost, found, unclaimed, missing, suspect vehicles, explosives etc.	R	Medium – High	Big picture for investigation
4. Info. reg. suspected persons, strangers, beggars, vagrants, prostitutes gamblers	SS, R	Medium – High	Follow up expected
5. Crises, disasters, emergencies, sabotage, subversion – all kinds	R	High	High distress
6. Serious personal illness, panic sitns	SS, R	High	Empathy
7. Accidents (road, air, water)	R	High	
8. Vandalism, damage to public property	R	Low – Medium	Crime likely
9. Domestic/child/juvenile problems	SS, T	Medium – High	Non crime
10. Industrial, labour, agrarian problems	SS, R	Medium – High	- do -
11. Applications, petitions, permits, licenses, places of entertainment, guns	SS, R	Low – Medium	Not incident driven
12. Meetings Voluntary Groups	SS, R	Low – Medium	- do -
13. Lawyers seeking information	SS, R	Medium	
14. Meeting Media: Print, Visual	SS	Low – Medium	Tact required
15. Meeting general public no agenda	SS	Low – Medium	
16. Public inquiring way, route, addresses	SS, R	Low	Easy to help. Good payoff

(Contd.)

<i>Different Occasions</i>	<i>Attribute</i>	<i>Distress Index</i>	<i>Comment</i>
Occasion of Not Directly Crime Related, Police Initiated Contacts			
1. Presence at public meetings	SS	Low – Medium	Peaceful
2. Crowd control, mob control	SS, R	Medium – High	
3. VVIP, VIP visits, movements	SS, R	Medium – High	High attention
4. Routine preventive patrol, foot/cycle/vehicle	R	Low – Medium	Visibility
5. Routine presence at <i>melas</i> , fairs etc.	SS, R	Low – High	Potential probs
6. Inquiry into petitions, applications not crime related	SS, R	Medium – High	
7. Inquiries into complaints against police not directly crime related	SS, R	Medium – High	e.g. rudeness
8. Verification of applications	SS, R	Low – Medium	e.g. passport, gun licence
9. Visits to verify applications	R	Medium	e.g. cinema
10. Non crime related dealings women, juvenile, sensitive/weaker sections	SS	Low – High	Personal sensitive issues
11. Industrial relations, agrarian unrest	SS, R	Medium	Bigger issues involved
12. Elections related inquiries	SS, R, T	Medium – High	Sensitive

Recommendations

1. Non crime related, public initiated contacts of the police with the community offer much scope for building community relations and to display the three attributes. Such contacts should be utilised to the fullest extent by the police to build goodwill.
2. There is much potential for earning enormous gratitude of the community when the police are dealing with cases of tracing missing persons. This should not be looked upon as peripheral police work.
3. The police should not ask the affected persons to trace those who are missing by visiting hospitals. They should do it themselves.
4. While evaluating citizen satisfaction and police performance, senior officers should take into account the work done by the police and time spent on tracing out missing persons and give credit for the same though there may be no crime angle sometimes.
5. In view of the high distress caused to citizens during police arrangements made at the time of VIP visits, the existing arrangements should be thoroughly re-examined and suitable practical instructions issued since this is an area of high discontent.
6. Non-punitive contacts during arrangements at fairs and the like are to be looked upon as contacts for earning the trust of the people.
7. The police should invariably wear their name badges prominently when they are in uniform and should reveal their full name if any citizen requests for it. This is a measure of transparency.
8. The appearance of police stations, both inside and its surroundings should be neat and tidy to reassure the people.
9. Guns, handcuffs etc. should not be openly displayed in police premises as they have an intimidating effect.

122. Baseline for Minimum Equipment and Supply Standards for Different Categories of Police Stations (2001)



PS Bawa*

Objective

An assessment of the minimum equipment and supply standards for different categories of Police Stations.

Methodology

During the study Shri Bawa visited all the Project Police Stations to make an assessment of availing status of equipment and supplies required by the policemen for performing their essential functions.

Important Findings

His study revealed that the Project Police Stations were woefully lacking in this regard and it affected their work to a considerable degree. Shri Bawa's report underlined the importance of material inputs in improving the overall functioning and responsiveness of the police at the cutting edge level.

Recommendations

Imperatives and Guiding Principles

The effective and efficient functioning of police depends, beside legal and administrative inputs, on the availability of resources to achieve the following imperatives:

1. Instant response to all complaints, reports and happenings within the jurisdiction of the police stations
2. Concern for human dignity while attending to victims of crime and accidents and while handling offenders and witnesses
3. To practice scientific methods of investigation of crime
4. Mandatory documentation, i.e., to be able to record every report received at the police station and hand over a copy thereof to the complainant.

Guiding Principles

1. The officer must not feel that his functioning suffers from constraints imposed by paucity of resources. For instance, in the absence of transport to carry the injured to the hospital or the dead body to the mortuary, he has to beg for the facility which makes him dependent upon others who could expect a return of the obligation. These practices also diminish his status, demean his self, reduce his performance.
2. The infrastructure must be designed to respond to contingencies relating to crime, order, security or other unforeseen problems of the community so that the response is not only quick but also adequate.

* Retired IPS Officer.

Requirement of Equipment

1. Mobility

The requirement of equipment at a police station shall fall under the following heads:

2. Communication

Scale of Equipment Recommended by the Consultant

Mobility

<i>Transport</i>	<i>Rural</i>	<i>Semi-Urban</i>	<i>Urban</i>	<i>Distt. Level</i>
Vehicles	2	2	3	—
Motorcycles (for O.P.s)	1	2	3	—
Bicycles (for patrols)	2	3	4	—
Prison van	—	—	—	1
Ambulance	—	—	—	1
Medium vehicle	—	—	—	1
Hearse	—	—	—	1
Scene of crime	—	—	—	1

Boats with District Headquarters Depending Upon Requirement of the Riverine Areas

Communication

<i>Communications</i>	<i>Rural</i>	<i>Semi-urban</i>	<i>Urban</i>	<i>Distt. Level</i>
Wireless static (available)				
Hand Held sets	4	6	8	
Telephone (office)	2	2	1 (one phone with 100 No.)	
Telephone at SHO's resi.	1	1	1	
Mobile phone	—	—	1	
Pagers	—	—	4 (for SI only)	
P.A. equipment	1	1	1	1
PABX	—	—	—	1
FAX	—	—	—	1
Intercom	—	—	1	

Security

<i>Security</i>	<i>Rural</i>	<i>Semi-Urban</i>	<i>Urban</i>	<i>Distt. Level</i>
HHMD	2	2	2	10
DFMD	—	—	—	3

Binoculars for terrorist-infected areas only.

Bullet proof jackets as above

Weapons as above.

Law and Order

<i>Law AND Order</i>	<i>Rural</i>	<i>Semi-Urban</i>	<i>Urban</i>	<i>Distt. Level</i>
Stretcher		1	1	1
Tape recorder	—	1	1	
VCR	—	—	—	1
Camera	1	1	1	

Documentation

<i>Documentation</i>	<i>Rural</i>	<i>Semi-Urban</i>	<i>Urban</i>	<i>Distt. Level</i>
Typewriter (bilingual)	1	1	1	
Photocopier	—	—	1	
Racks and Cabinets	1	2	4	
Computer	1	1	1	

3. Investigation

4. Care of Detenues

5. Maintenance of order

6. Traffic

7. Security

8. Arms & ammunition

9. Documentation

10. Stationery

11. Reference books

12. Crime prevention literature

13. Furniture and facilities

14. Contingency

Stationery

Though the consultancy report is not specific about this item and the items that follow, the requirement can be worked out by actual quantity used during a year in some representative police stations and relating that quantity with the number of cases/complaints registered and investigated/enquired during that period.

Books and Literature

Law books, volumes of Police Rules and Procedures and Standing Orders should be made available in every Police Station. Selective Crime Prevention literature should also be given wide circulation by officers at the level of District and State Headquarters. Help of local agencies can also be taken in getting such literature prepared and printed.

Furniture

Furniture at Police Stations, particularly that which is available for use by visitors and complainants should be decent by local standards, without resorting to extravagant expenditure. There is need also for providing proper work desks and chairs for investigating officers in quantities depending on their numbers in a particular police station.

Lump-sum Grant

A lump-sum grant for upgrading the environment, looks, structure, toilets, premises, water facility, kitchen, recreation etc. of the station may be considered.

Imprest Money

SHO may be given imprest money for meeting contingent expenditure so that he does not feel helpless and look around for help.

Provision of Bicycles

Even though the staff is entitled to a bicycle allowance at a paltry rate of Rs.15 or Rs.20, yet the station must have a few bicycles for use by the staff for patrolling purposes. These should also be maintained at Government cost.

123. Working and Living Conditions for Policemen (2001)



DR Singh*

Objective

An assessment of the living and working conditions of policemen.

Methodology

1. To conduct actual field visits and study and determine the minimum quantum and kind of office space, equipment, transport and communication facilities required for SIs, ASIs, HCs and Constables working at Police Stations of all categories.
2. To determine the maximum quantum and kind of living accommodation and recreational and educational and cultural facilities required for SIs, ASIs, HCs and Constables working at Police Stations of all categories.

Important Findings

The Study revealed that the living and working conditions for policemen at various Police Stations all over the country were in a very poor state. The Consultant, in his report, categorically stated that “working and living conditions are the key to the efficient and effective working of the policemen”. To ensure that the policemen responded positively to the needs and demands of the community they served it is imperative that their living and working conditions are such that the conditions themselves do not become an

irritant and a cause of tension for them. Needless to say that if the living and working conditions for the Constables are congenial, it will put them in a positive frame of mind while dealing with their clientele.

Recommendations

1. Strength of the Police Station

Despite increase in crime and population the review of manpower strength of police stations has remained tardy. It is necessary that there is a periodic review (every 5 years) of manpower of police stations on the basis of crime and complaints and the special needs of the particular area in respect of population and problems. Such review should include posting of women police officers to handle specific problems relating to women and juvenile. There should be a provision for at least 20% extra strength for sickness, leave and training reserve.

2. Office Space

The following office space is must for a police station:

1. One room for SIs and ASIs
2. One room for Interrogation
3. One room for HCs and Constables
4. One lock up for men
5. One lock up for women

* Tata Institute of Social Science, Mumbai.

6. One Malkhana
7. One control room
8. One reception room
9. One office room
10. One reading room/library
11. One committee room
12. One rest room for the officers
13. One rest room for the HCs and Constables

3. Rest Rooms

One rest room should be provided to officers and one rest room for Head Constables and Constables separately.

4. Toilets

Toilets for men and women should be provided separately. At least 1 toilet for women and 3 toilets for men should be provided in all police stations. This could be divided: 1 for officers and 2 for others.

5. Furniture

Furniture should be provided to the Inspector, SIs, ASIs (Interrogation Room: 1 table and 3 chairs); Office: as per the number of workers, reception room (1 table and 6 chairs), HCs and Constables (33.0% of the strength of the HCs and Constables) who come to take instruction and go for field duty after taking instructions.

6. Stationary

The major requirements like registers, diaries, plain paper, pen, pencil, ink and other requirements of the office should be supplied through the state supply sources which are presently not supplied in full.

7. Typing Equipment

Most of the police stations do not have typing equipment. They should be supplied now with computers (at least 2 in each police station).

8. Hours of Work

10 hours of work should be useful.

9. Pay and Allowances

For the pay and allowances, Inspector, Sub-Inspectors, Assistant Sub-Inspectors, Head Constables and Constables, all should be given Central Government Scales to give them better deal.

10. Promotions

Promotions should be given within 10 years from one rank to another rank or they should be given running grade.

11. Pension

Pension should be given within 3 months of retirement and as per the Central Government Pension Scheme.

12. Leave

Leave should be given as per the Central Government Leave Rules.

13. Food

While on long hour of duty, food should be served as provided to the para-military forces.

14. Sports

All the police stations should have Volley Ball/ Foot Ball courts for playing every day.

15. Reading Room

All the police stations should have reading facility or library facility where they should get newspapers, magazines and books.

16. Accommodation

Accommodation should be provided to at least 60% of the policemen at all police stations.

17. Weekly Off

Every policeman should be given weekly off preferably on Sunday.

18. Recreation Facilities

All the police stations should have Radio, Television, Indoor games like carrom, table tennis for recreations.

19. Education for Children

On the pattern of the Central Schools, the State Governments should make arrangements for the education of children of the policemen.

20. Healthcare

The State Governments should plan for the policemen like the Central Government Health Services.

124. Prison Administration and Connected Aspects (2001) (Regarding Vocational Training for Wage Earnings)

K N Kapoor



Objectives

The main objectives/aims of the project are:

1. To examine and review management of prisons with bias towards vocational training for wage earning.
2. To suggest measures for improvement in working of prison industries.

Methodology

1. Visit jails of different categories and connected institutions in Himachal Pradesh, Punjab, Delhi, Uttar Pradesh and Haryana.
2. Interview persons who have knowledge about prison management.
3. Obtain information/data about prisons through a communication from the concerned Inspector General of Prisons of States.

* Ex-DGP, Himachal Pradesh.

4. Study literature, jails manuals of states, reports of the august committee and commissions set up by the Government of India and the states in the recent past, and looked into matters connected with bias towards vocational training in jail industries for prisoners for their settlement in life.

Findings

1. No proper planning for work programme and vocational training for prisoners.
2. Work opportunity for prisoners has not been fully utilized.
3. Requirements of manpower in prison industries, agriculture and horticulture have not been worked out.
4. Large number of inmates are unemployed on account of non-supply of raw materials.
5. Agriculture farms in prison are still run by outdated machinery.
6. Prison industries are managed by executive and prison staff and not by technical staff.
7. Lack of funds for development of prison industries.
8. Prison industries are suffering due to lack of time, budget, physical facilities, raw materials, equipment and stores, etc.
9. Poor maintenance of workshops, agriculture farms, etc.

Suggestions

1. The possibilities of association of private sector need to be explored and, utilized for better prospect of prison industries and outlets for its products.
2. Need to setup work camp centre in prisons.
3. Prison industries to be linked with cottage and small scale industries for new products in prison industries.

4. There is a need for co-ordination between the headquarters and field units.
5. Need to lay down yardstick for production units through system analysis, and incentive for wages.
6. Need to be paid wages as per recent judgement of Hon'ble Supreme Court of India, at par with wages for skilled, semi-skilled and unskilled worker.
7. Vocational training must be recognized as an input of correctional programme, so that those prisoners are trained in terms of their skills and occupation for resettlement in society.
8. Undertrial prisoners, who volunteer to work, be given fair wages along with others.
9. Released prisoners to be employed or self-employ, according to their skills and performance.
10. Trade work such as woodwork, leatherwork, foundering, printing press, soap and phenyl making, carpet making, etc. should be introduced in prisons.
11. In order to develop prison industries for vocational training and wage earning, a board with chairman as Inspector General of Prisons and Director of Correctional Services for work programmes and vocational training needs to be set up at Headquarters of Departments/States.

Recommendations

1. High powered board should be vested with financial and administrative powers to provide funds, plan programme of work and vocational training with modern technique and co-ordinate work relating to production on commercial basis.
2. Prisoners, who perform their work satisfactorily should be brought on wage

- system. Newly admitted prisoner in production unit should be given token wages.
3. Prison industries may establish retail outlets outside the prison site for sale of prison products.
 4. A survey of employment opportunities in trade and industries to be conducted to assess the labour requirements and for self-employment.
 5. On completion of training, inmates should be examined by the department of technical education, and on passing of examination be awarded a certificate for resettlement in society after release from the prisons.
 6. In order to encourage prison farm industries, the project director suggested to give higher priority for developing horticulture, dairy products, poultry, fishery, mushroom cultivation, fruit canning besides agro-based industries like gohar gas plant, solar heater, etc.
 7. Proper wages will encourage the prisoners to increase prison farm production.
 8. Introduction of modern methods in prison industries including cottage industries, handicrafts for employment potential outside on release of inmates.
 9. There is need for enforcement of instructions for purchase by Government and semi-Government Departments from the prison industries department for the development of prisons.
 10. Prison industries to be included as a development department and in the Five Year Plan with regular survey to assess opportunities for self employment in trade.
 11. Need to prepare perspective planning for five to twenty years to serve as a base at the state level, for central government financial assistance for modernization schemes for proper utilization of grants well in time.

125. The Impact of Frequency of Transfers on Efficiency and Effectiveness of Superintendents of Police (2002)



SK. Jha, PV Ramana, BP Routray and Animesh Roul*

Objectives

1. Identify the linkages, correlation and dynamics of the interaction between security and length of tenure of officers at the rank of SP and performance in crime and law and order management.
2. Review and analyse existing data and literature on the subject.
3. Define and evaluate appropriate norms and practices that ought to determine the State's transfer policy with regard to officers in the rank of Superintendent of Police.

Methodology

The study was conducted in three phases, each with a different purpose and separate methods of investigation. The first phase involved research, observations and interactions, interviews. The second phase involved an intensive field survey in three selected states of U.P., A.P. and Assam. The third phase involved developing and administering extensive questionnaire for generation of data.

Important Findings

1. A serious lacunae exist in the prevailing norms governing transfers of SPs and that a

frequency and intensity of deviation from such existing norms was high and growing in many states.

2. These deficiencies were perceived due to increasing politicization of the police and specifically of the process of selection of officers for particular post.
3. There is a little evidence of rational human resource management approach to the placement of officers or of concerns for skill development, professional excellence and coherent career planning within the norms.
4. There is a need for reforms in current practices governing transfers of police officials.
5. Attempts to reforms have not succeeded because of deep rooted and strong resistance to police reforms in policing in the government.

Recommendations

1. There is an urgent need to review the role of CM's office in matters relating to transfer of SPs. The respective responsibilities of CM Office, Home Ministry and Police department should be properly laid down.
2. The transfer should be made on sound administrative basis.
3. A sound system of human resource management should be in place to take into account the impact of transfers on personnel.

* Institute of Conflict Management, 11, Talkatora Road New Delhi.

4. The recommendations of National Police Commission for establishment of State Security Commission should be implemented in each State.
5. Suitable structures or mechanisms be evolved to regulate interactions between police and political executives.
6. Internal management of the force should be left entirely to the police department itself with government laying down broad policy directions.
7. There should be a new law to define the role of police and insulate it from outside pressures.
8. There is a need to streamline the training programme for police organization.
9. The recommendations of National Police Commission regarding fixed tenure for Chief of State Police, their selection from a panel of IPS Officers of the State cadre, an independent appropriate authority to review transfers must be accepted.

126. Impact of Media on Juvenile Delinquency and Youth Crime* (2002)



Objective

To critically analyse the impact of mass media on juvenile delinquency and youth crime.

Methodology

1. Collection of data through discussions/ interviews.
2. Collection of data from past records.

Area of Survey

Delhi, Lucknow and Meerut.

* The study was conducted by the "Organization for Applied Socio-Economic Systems (OASES), New Delhi for Bureau of Police Research and Development, MHA.

Important Findings

1. There has been proliferation of mass media in recent years. The review of literature does not indicate with certainty whether mass media influences criminal behaviour or not.
2. It was seen that, while the non-delinquents were higher media-consumers, the delinquent some how got more influenced.
3. The survey showed that a low level of literacy (up to middle school) was more prevalent among the delinquents than non-delinquents.
4. All indicators showed that their socio-economic status was of lower-middle class.
5. The study assessed the role of interpersonal communication and found that a higher percentage of delinquents had a limited communication with their parents for various reasons.

6. Print media had also brought out the difference in the behaviour of the delinquent and non-delinquents. More persons among delinquents were found focussed on crime news (when reading a newspaper) and were interested in crime writings and thought of attempting or crime on reading than among the non-delinquents.
7. Ironically, most delinquents did not enjoy scenes which could be called tempting and could have lead to criminal behaviour.
8. Advertisements had also lead to a feeling of deprivation among the population more so among the delinquents than non-delinquents. Further, this deprivation leads to the desire to take action in some respondents again a higher percentage of them being delinquents. Teasing of girls by singing songs seems to be quiet common.

Recommendations

1. Government through Ministry of Welfare and NGOs should promote the significant of interpersonal communication so that person with better interpersonal communication were

less affected by the negative influences of mass media.

2. Jail authorities should give due importance for the developments of inter-personal communication among the inmates for controlling the negative effects of Media.
3. Police should also try to play an important role:
 - (a) In ensuring that cable operators were not violating regulations
 - (b) In dealing with media persons.
 - (c) Counselling parents of deviants on their role as parents and the importance of inter personal communication.
4. Parents should encourage their children to speak and discuss with them the films and TV Programs they have been watching so the children does not have misconception about the happenings on TV and Films.
5. There is a need for a study with wider coverage. A large sample could include persons from different socio-economic profiles as the coverage of the study was made among lower income groups because of high prevalence of crime in such groups.

127. Restructuring of BPR&D* (2002)



Objective

To restructure BPR&D for effective transformation into a vibrant organization.

Methodology

1. Personal interviews and telephone contacts with target users of police and related organizations, international parallel organizations.
2. Parallel case studies were consulted and organizations associated in the field of research, technology, training in India were studied.

Important Findings

1. The high compliance areas of BPR&D have resulted in the *formation* of Dte. Of Forensic Sciences, LNIN NICFS and NCRB.
2. The BPR&D has become an organization which is hierarchical and compartmentalized, more of a police organisation than R&D Organisation, excessive government dependence and ministry culture.
3. It has reactive culture rather than proactive.
4. It's culture is more effort based than solution based.

Recommendations

1. To fulfill its mission it should be autonomous body comprising of multi-disciplined functionaries drawn from police, management, technology, social sciences and legal profession.
2. The body should be state-of-the-art in its content and structure. The body should lend advisory and consulting services.

* Insight Management Consultants (Sponsored by BPR&D, MHA).

3. The organization should be proactive. It should reach out to police forces and help them address their requirements.
4. Should address issues of HRD, Training, Restructuring, Systems, Process re-engineering, emerging crimes, police image, community policing, performance appraisal & measurement, Crime trends etc.
5. Concentrate only on providing services to state police forces only.
6. Focus on police research, development, training and consultation and shed in due course all physical administrative functions of operational units.
7. Become proactive – evaluate the needs and promote BPR&D services.
8. Develop International linkages – with similar and allied organizations.
9. Develop niche core competencies
10. Develop skills of coordination, project management, product development, technology evaluation, consulting and integration within the organizations to collaborate with outside developed competencies. This will ensure a very compact R&D organization bring objectivity, high quality output and accountability.
11. Change the work culture from an effort based to solution/result based organization and with measurable targets and programs.
12. Restructure the organization into a professional, lean, flexible, open, stable, flat, objective and need driven until encouraging work culture and values.

An alternative structure for BPR&D was suggested and is available in the main study.

128. Crimes Against Women – Role of Section 498-A IPC in States of Delhi and Haryana (2002)



NK Singhal*

Objectives

1. To assess the adequacy or otherwise of special legal provisions relating to dowry deaths, domestic torture and other atrocities on married women (Section 498-A IPC and other related legal provisions).
2. To examine their implementation in practice, deficiencies/weaknesses, difficulties or misuse, if any, and extent thereof.
3. To suggest amendments, if any necessary, to make the laws more effective for preventing marital violence against women.
4. To suggest measures to streamline the implementation of these legal provisions and prevent their misuse, if any, and otherwise to counter allegations/propaganda in that regard.
5. To examine and comment on any other related matter.

Methodology

1. Basic inputs from police statistics about registration and disposal of cases under the relevant heads, sample study of case records and court judgment etc.
2. Interviews and discussions, both formal and informal, with police officers at various levels.

* IPS Retd., Indian Institute of Public Administration, New Delhi, (Sponsored by BPR&D, MHA).

3. Views and comments of women NGOs, lawyers handling such cases and other knowledgeable persons and interviews and discussions, informally in some cases, with them.
4. Published materials in books, magazines, newspapers, NCW Report etc.

Important Findings

1. Information about crimes against women is not projected correctly as only a partial picture of these crimes is being presented under various heads in 'Crime in India'.
2. The basic objective of Women Cells to act as non-police institutional alternatives to provide for initial intervention in matrimonial disputes, is not being fulfilled.
3. A more focused approach is required in this area.
4. The cases are not being registered promptly and bail matters require proper and responsible handling.
5. There is a substantial misuse both by the victims/complainants and the police of Section 498-A, IPC.
6. There is need to amend relevant sections of law to remove the ambiguity in the law.

Recommendations

1. Amendment of section 498-A, IPC with regards to the term 'grave injury' and 'danger to mental health' in part A.

2. 'Cruelty' should be re-defined in more precise and effective terms.
3. Offences under the section should be made compoundable with the permission of court by an amendment to section 323 Cr.P.C.
4. A specific provision for conditional bail in cases under section 498-A IPC should be considered and the punishment under this section should be increased to five years.
5. Provision should be made to include "other relatives of the victim" and any recognized welfare organization among authorized informants for the purpose of taking cognizance under the section.
6. The provisions relating to protection order, monetary relief and their breach in Protection for Domestic Violence Bill, 2001 should be amended suitably to make them more reasonable and comprehensive.
7. The applicability of 306 IPC should be limited to suicide by the wife. For all other unnatural deaths, the action should be initiated under section 498-A, IPC.
8. The term 'dowry demand' should be substituted with the term 'demand for money' or other items estimable in Monetary terms.

129. Manpower Requirement of Goa Police (2002)*



Objectives

To study and suggest the manpower requirements of Goa Police and to enable it to carry out its ever expanding task of policing the state.

Methodology

Study of existing government proposals for sanction of additional manpower made by Goa Police from time to time. Reviewing the manpower requirements based on the recommendation of National Police Commission, and other research studies. Field visits were

carried out to assess the ground realities and find out the requirements. Interactions and interviews with seniors police officials and field level officers were made to recommend the requirements.

On considering the proposals received from Goa Police, BPR&D has suggested required manpower for following units to Goa Police:

- (i) Traffic Unit
- (ii) Crime Branch
- (iii) Police Training School
- (iv) Revamping the District Establishments
- (v) Special Branch
- (vi) Goa Reserve Police
- (vii) Police Control Room and its Operational Vans

* BPR&D, MHA, New Delhi.

- (viii) Goa Police Lines Units
- (ix) Marine Police Force
- (x) An Outpost at Dabolin Airport
- (xi) Tourist Police
- (xii) Police Wireless Unit
- (xiii) Creation of a post of a Legal Advisor to DGP in the rank of Public Prosecutor
- (xiv) Vigilance Cell

- (xv) Human Rights Cell
- (xvi) Police Welfare Cell

The new inputs in this study are the recommendation on the manpower structure of Tourist Police Unit, Legal Adviser to the DGP, Human Rights Cell in Goa.

The study has recommended detailed manpower norms for the personal staff of SP, SDPOs, DSP HQ, DCRB, Accounts Branch and Establishment Branch of PHQ.

130. Towards Total E-governance (2002)* (Enablement of the Bureau of Police Research and Development)



Objectives

BPR&D sponsored a study on “*Towards Total E-Governance – Enablement of the Bureau of Police Research and Development*” with a view to:

- preparing a feasibility report on the application of E-governance in the BPR&D
- to make the bureau totally E-governance enabled

The present project aims at total E-governance encompassing all functions of the divisions of the bureau.

Methodology

During the study, all the Divisions of the BPR&D were examined before devising various

* Bharat Shodh, B-108 Saraswati Kunj Apartment, 25 IP Extension, New Delhi 110092.

applications framework of E-governance for administering the activities of all the Divisions. The study is based on the secondary data and evaluatory in nature.

Important Findings

Proposal to go for a dedicated and separate BPR&D mail server which will provide high-level security to its users who would be the officers, institutions and DGP offices.

- into helping load balancing amongst server some different divisions, CDTS and providing security within the organisation
- messages can be authenticated
- it will have the facilities to encrypt the messages
- it will have user interfaces with other e-mail service providers
- file transfer and sharing systems

- development of Web portal
- the study talked about the networking through ISDN, PSDN, and wireless networking.

The study proposed four main modules which are as follows:

1. *Web-based Application Server*—This is core Server of E-governance operation on the Internet for O2O and O2C. It will be responsible to communicate between CDTS and VIC institutions and BPR&D. It will be communication Gateway for BPR&D to the rest of the world.

The mail server for BPR&D will be like *hotmail*. Every user will have a login name and password and can be authenticated individually that will comprise POP (Post Office Protocol) mails. The mail server will be provided with MD5 security system. This will enable O2O and O2C communication.

2. *Intranet Server*—This server will be responsible for day-to-day governing works in the organization. It will be responsible for file movements inside it, Messaging system, Event manager for officials for ease of their day-to-day official work.

3. *Security and Sync. Server*—This server will be responsible for maintaining security system with MD5 or RLE like algorithms, encoding and encrypting the data between and O2O and O2C interfaces as well as replication on Local main server and Web Server.

4. *Database Management System*—This System will have all the databases of BPR&D and will function as backbone of the e-governance. It will have linkages with other servers.

The study also proposed various networking like, ISDN (Integrated Services Digital Network), PSDN (Public Switched Data Network), LAN etc.

131. National Expert Committee on Women Prisoners (2002)

(Implementation of Recommendations

Made by the Committee Headed by Justice Krishna Iyer)



MZ Khan* and BV Trivedi**

Objectives

1. The work of looking into implementation of the recommendations of *National Expert Committee on Women Prisoners*, assigned by the Ministry of Home Affairs to the Correctional Administration Division fitted very well into its range of activities. As is well known, the Committee (1986-87) examines the situation of women in prisons in the states and UTs. Among others, their small number spread over a large number of jails further keeps them away from the correctional mainstream. The Committee appraised their situation and made momentous recommendations.
2. Correctional Administration Division commenced this work in June, 2001. The Division has been able to wrap up the work within a short period of twelve months, snags and bottlenecks notwithstanding. The report in hand reflects the position of implementation of the Committee's recommendations.

Methodology

1. The present report focuses on actionable recommendations. Initially, these

recommendations were further sub-divided into two — those concerning Government of India and those concerning States and UTs. It follows that the number of recommendations concerning States and UTs is far larger than those concerning Government of India. The latter were consolidated and were forwarded to the Ministry of Home Affairs that had since returned these along with their comments.

2. Relating to actionable recommendations concerning States and UTs, a detailed questionnaire, with mostly close-ended items, was developed and mailed to all the 35 states and UTs on September 19, 2001, with the request that the completed questionnaire be returned by October 20, 2001. However, it has taken much more time than was expected. In most cases, the questionnaire were received in January and in the case of one state and one UT, as late as on April 17, 2002. Furthermore, three states, namely, Jharkhand, Kerala and Uttranchal have not, to-date, supplied the needed information.
3. The information on the questionnaire has been computer-tabulated and interpreted. Incorporating all this material a report has been documented which has eight sections. While recommendations of the Committee and interpretive material have been presented side by side, data tables have been given at the end to facilitate communication.

* Ex-Professor and HOD, Social Work, Jamia Malia Islamia, New Delhi.

** AD, BPR&D, MHA, New Delhi.