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ACCESSIBILITY OF WOMEN TO CRIMINAL JUSTICE
SYSTEM AND CUSTOMER ORIENTATION OF
POLICE PERSONNEL TOWARDS WOMEN

THESIS

Submitted in Partial Fulfilment
of the requirements for the Degree of
DOCTOR OF PHILOSOPHY

BY

SANDHYA B.

Under the Supervision of

Dr. P.K.B. NAYAR



BIRLA INSTITUTE OF TECHNOLOGY AND SCIENCE
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Certificate

This is to certify that the thesis entitled 'Accessibility of Women to Criminal Justice System and Customer Orientation of Police Personnel Towards Women' submitted by Smt. Sandhya B., ID.No. 2002 PHX F008 for award of Ph.D. Degree of the Institute, embodies original work done by her under my supervision.



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.....*For the cause of women and police professionalism*

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List of Abbreviations

Abbreviations

ASI	Assistant Sub-Inspector of Police
ACR	Annual Confidential Report
ANOVA	Analysis of Variance
BPL	Below Poverty Line
BPR&D	Bureau of Police Research and Development
CAW	Crime Against Women
CI	Circle Inspector of Police
CID	Crime Investigation Department
Cr PC	Criminal Procedure Code
DNA	Deoxyribo Nucleic Acid
DySP	Deputy Superintendent of Police
FC	Family Court
FIR	First Information Report
GDI	Gender Development Index
GSE	Good Service Entry
HC	Head Constable
ICPD	International Conference on Population and Development
IPC	Indian Penal Code
IPS	Indian Police Service

KAP	Knowledge, Attitude & Practice
KIP	Know and Inform Programme
MLA	Member of Legislative Assembly
MSE	Meritorious Service Entry
NCRB	National Crime Records Bureau
NCW	National Commission for Women
NGO	Non Governmental Organisation
NPC	National Police Commission
PC	Police Constable
PS	Police Station
SCRB	State Crimes Records Bureau
SHO	Station House Officer
SI	Sub-Inspector of Police
SSLC	Secondary School Leaving Certificate
SP	Superintendent of Police
UNDP	United Nations Development Project
WC	Women's Commission
W Cell	Women Cell
WHC	Woman Head Constable
WPC	Woman Police Constable

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Chapter - 1

INTRODUCTION

1.1. INTRODUCTION

Service Delivery to the needy sections of the society is one of the most important concerns of modern governments. Any project concerning Service Delivery in the government sector should specially take care of women and children. It is a fact that, women in India enjoy only a lower status in the society. Women in general, and those against whom atrocities have been committed, in particular, need empathetic attention from the government machinery. Public servants need to be more customer oriented towards such women. The increasing trend of Crimes Against Women (CAW) reported in the National Crime Records Bureau (NCRB) and State Crime Records Bureau (SCRB) statistics seems to be due to increased accessibility of women to Criminal Justice System as much as increased crime rate. Various International conventions, government policies, interventions from the Non-Governmental Organisations sector (NGO) etc appear to have helped women to increase their accessibility to the Criminal Justice System.

Police Station is the first and single window to the Criminal Justice System as far as the common man is concerned. In the past a woman was not welcome to a Police Station to represent and redress her grievances. This was due to a multitude of reasons like low socio cultural status, low economic status, lack of political power, lack of legitimacy for such behaviour as approaching a Police Station etc. A perusal of the Police Station records shows that in the recent past, the number of women approaching the Police Station and the number of CAW cases getting registered have increased tremendously. It can also be seen that there are a number of Police Departmental Circulars and Instructions, Government Directions etc along side efforts to sensitize the police personnel about gender justice. There seems to be a greater urgency to register complaints brought by women. At

the same time the Police Department is handicapped with the traditional self-image of a 'Crime Fighting Department' than a 'Problem Solving Department' and there is a resultant feeling among the police personnel that service to victims of crimes is a less prioritized item of policing. In a state like Kerala, the Department is also handicapped with no representation of women in the General Executive Wing of the Police Department, in the Sub Inspector Cadre, who are the leaders in the Police Stations. As more and more women are approaching Police Stations, seeking justice, it is relevant to find out how much customer oriented, our police personnel are, towards women victims. If the gap between victim's perceptions and feelings about the services delivered to them in the Police Stations, and the police personnel's perceptions about the services they deliver are measured it would be possible to find out the accessibility of women victims to the Police Stations as well as the empathy of the police personnel towards them.

1.2. RELEVANCE OF THE STUDY

A survey of literature shows that recently International Conventions, National and State Legislations and various socio cultural factors have brought in more and more awareness regarding rights of women and consequently the mainstreaming of gender has acquired greater importance. Obviously with increased gender sensitivity, accessibility of women victims to the Criminal Justice System would have increased. This may be due to women's own awareness as well as due to Customer Orientation of service personnel in the Criminal Justice System, apart from various extraneous factors like influence of agencies like Women's Commission, Non Governmental Organisations (NGOs), etc. However whether accessibility of women to the Criminal Justice System has indeed increased and if so to what extent, is a topic which has not been much researched into, especially in Kerala. Similarly whether currently the police personnel are more aware of gender issues and whether they show more Customer Orientation towards women victims are not examined through scientific studies. If the police personnel have become more customer oriented in the State of Kerala, it would be very relevant to find out the

reasons for the same along with weaknesses in the area if any, so that a strategic model for Customer Orientation can be developed which would be applicable to the Police Services in general. It will be very relevant to find out from the victims themselves, whether they had difficulties in approaching the Police Stations and getting their complaints registered and investigated. What amount of satisfaction they got in the process? What are the perceptions of police personnel at the Grass Root, Cutting Edge and Middle Level regarding their role in delivering service to the women victims? Are they aware of the special provisions existing to extend justice to the women victims? Do they actually deliver empathetic as well as professional service to the women victims? If they feel themselves to be more customer oriented recently, what are the reasons for the same? These are some of the questions which evinced the interest of the researcher who works in the Police Department for which answers will be sought through the study.

As accessibility to the Criminal Justice System can be considered as an indicator of women empowerment, a research study throwing light on the areas of victims' perception as well as police personnel's perception regarding the accessibility of women victims to the Criminal Justice System would make boots for Women Studies in general and Police Management in particular. Hence the particular topic was selected for the study.

We have, however confined our research efforts to the study of a part of the Criminal Justice System to limit the study to a manageable extent. The Criminal Justice System is a vast area, the study of which will take more than the time and resources of a doctoral student. As the Police Institutions are the first point of entry in the Criminal Justice System for women victims in the process of redressal of their grievances, this has been made the field of our enquiry in the present study. In any case, as the Police System in any society is the most visible and proximate agency for the citizen in the enforcement of criminal justice, the restriction of the scope of the study to the Police system is justified.

1.3. OBJECTIVES OF THE STUDY

- I. The present research study aims at the following: -
 - a. Finding out whether accessibility of women in Kerala to Criminal Justice System has increased in recent years.
 - b. If accessibility has increased, what are the causative factors for this increased accessibility?
- II.
 - a. Finding out whether currently police personnel are more aware of gender issues and they deal with cases of offences against women with empathy.
 - b. If police personnel show more Customer Orientation towards women victims, what are the reasons for the changed outlook?
- III. Developing a Strategic Model for Customer Orientation of Police towards women victims.

1.4. BACKGROUND

As human civilization developed, in most of the societies, women began to be considered weak and vulnerable. Though the present international laws pertaining to human rights encompass the entire humanity and the rights to life, liberty and security of human person, all do not equally enjoy these. As per the Universal Declaration of Human Rights 1948, (Article 7) all are equal before the law and are entitled without any discrimination to equal protection of law

In spite of such provisions, women are discriminated against. Even the right to life may be snuffed out of the girl children as they are abandoned or neglected and even female foetuses are destroyed.

The term 'Violence Against Women' following the declaration of UN Commission on Status of Women (in 1993), is usually defined as "any act of gender based violence that results in or is likely to result in physical, sexual or psychological harm or suffering to women, including threats of such acts,

coercion or arbitrary deprivations of liberty, whether occurring in public or private life”.

The UN Convention on the Elimination of All Forms of Discrimination Against Women guarantees women equal rights with men in all spheres of life, including education, employment, health care, the vote, nationality and marriage.

The World Conference on Human Rights, Vienna, 1993, refuted the distinction between public and private spheres, declaring for the first time that women’s human rights must be protected not only in courts, prisons and other areas of public life but also in the privacy of the home.

UN International Conference on Population and Development (ICPD), Cairo, 1994, affirmed that women’s rights were an integral part of all human rights. UN Fourth World Conference on Women, Beijing, 1995, recognized that “all governments, irrespective of their political, economic and cultural systems are responsible for the promotion and protection of women’s human rights”. The document also specifically stated that violence is an obstacle to the achievement of women’s human rights.

The Human Development Report 2000 urges nations to commit themselves to gender equality in order to unleash the energy and productive capabilities of women around the world.

The Indian Constitution also (Article 14, fundamental rights) proclaims that the state shall not deny to any person, equality before the law or equal protection of the law.

The 2001 Census of India counted 495.7 million females in the total population of 1027 million constituting just less than half (48.3%) of the total population of the country.

Sex Ratio: The sex ratio in India, which was 972 females per thousand males in 1901, has declined to 933 in 2001.

According to UNDP Report 2001, India ranks 105th in Gender Related Development Index. India's position is below Sri Lanka.

Women's unequal access to resources within the household reduces their bargaining power and accordingly reduces their participation in the decision making process, thus ensuring that their interests are never represented and the status quo is maintained.

The National Policy for the Empowerment of Women 2001 has been drafted after nationwide consultation to enhance the status of women in all walks of life. It aims at creating an environment through positive economic and social policies for full development of women to enable them to realize their full potential.

Women's Development and 10th Plan Strategy envisage gender justice to eliminate all forms of gender discrimination and thus allow women to enjoy not only de-jure but also the de-facto rights and fundamental freedoms on par with men in all spheres, viz. political, economic, social, civil, cultural etc.

Status of Women in Kerala

Kerala's population as per Census 2001 is 318.39 lakh consisting of 154.69 lakh males and 163.70 lakh females with a decadal growth of 9.42%. Kerala has the lowest population growth rate compared to other States in India.

Sex Ratio:

In all the censuses, females outnumbered males in Kerala, which is contrary to All India pattern.

Work Participation:

Work participation in India and Kerala during the last three censuses shows that though overall work participation rate has increased marginally the work participation rate of women has declined, particularly in rural areas. In comparison with All India figures, in rural areas of Kerala the work participation of women is much less.

Social Protection Measures Exclusively for Women:

There are several schemes in Kerala to provide social protection exclusively to women. The destitute/widow pension scheme was implemented in the state from 1973 onwards. Financial assistance is also provided to poor widows towards marriage expense of their daughters from 1978 onwards. Pension scheme for unmarried women above 50 years of age was implemented from 2001.

Women and Governance:

By 1996 women participation in Nagarapalika/Panchayat Raj institutions in Kerala went up to 36.4%.

Women Development Agencies in Kerala:

In the state, several agencies/government institutions and non-government institutions are involved in implementing specific women development programmes. The major governmental institutions are Kerala State Women Development Corporation, Kudumbasree and Kerala State Women's Commission.

Gender Development in Kerala:

Kerala presents a positive picture as far as women's development is concerned. Women's awareness, women's movements at the Grass Root Level, greater mobility, education, women and child health interventions have all led to overall development of women in Kerala.

1.4.1. Special Policies in Kerala to Combat Crime Against Women (CAW)

The Government of Kerala in general and Police Department in particular, from time to time adopted special policies to combat Crime Against Women (CAW). Apart from issuing various Circulars and Instructions, various legislations and administrative steps were also taken.

It is a fact that the number of Women Police remained nominal in the Police Department of Kerala. The Government took a decision to increase the number of Women Police in Kerala and presently the strength of

Women Police is around 10% of the local police strength, though no women are inducted into the Cutting Edge Level (Sub Inspector) and above.

From time to time the Government of Kerala and the Police Department have been issuing Instructions, Circulars etc. regarding CAW and behaviour towards women victims of crime. The gist of some of the important Circulars are mentioned below:

1. Circular No. 13/85. This Circular gives detailed instruction regarding the behaviour and treatment towards women in Police Stations. The Circular instructs that without insisting on the appearance of women for lodging complaints, the Station House Officers (SHOs) should record First Information Report (FIR), based on the report of the women or others on her behalf. If the SHO or the Police Officer himself receives reliable information from any source regarding commission of an offence against women that can be taken into account and the same can be recorded as FIR. For direct attention of superior officers, the cases of rape, kidnapping/abduction, abetment to suicide, dowry act, procurement of minor girls, unnatural offences involving women, buying/selling of minors for prostitution should be treated as special report cases.
2. Circular No.32/92. In order to expedite enquiry and other follow up actions, received through the Legislative Committee for the welfare of women and children, a special team has been constituted in every district under the direct supervision of Superintendent of Police (SP).
3. Circular No.2/96. It is the Government's policy that crimes against women and children should be dealt with deterrence and effective action taken in time, to meet the ends of justice. Cases of CAW should be registered firmly under the appropriate sections of law depending upon the urgency/seriousness of the allegation. S.P concerned should constitute special teams for investigation. Police Headquarters should be informed of the allegation and progress in

investigation through special reports. Non-leniency will be shown to any officer who neglects to carry out the instructions issued from Police Headquarters in this matter. Superintendent of Police and other senior officers will be held personally accountable, if it is found that in their jurisdiction CAW are not effectively controlled. A special monthly report shall be sent so as to reach Police Headquarters on or before the third of every month by FAX in the prescribed proforma by being forwarded to the Government by first week of the month.

4. Circular No.11/96. Government vide G.O. (Rt) No.2504/94/H, expressed concern at the reports of increase in atrocities against women and directed that in existing Police set up, the method of dealing with atrocities against women should be revamped. To achieve this,
 1. Government has sanctioned a post of Superintendent of Police (S.P), Women Cell. The duties and functions of S.P, Women Cell are -
 - i. Monitoring all cases of atrocities against women registered in the state.
 - ii. Review progress and get enquiries conducted into petitions containing allegations of atrocities against women.
 - iii. Take note of and pursue action on, allegations of atrocities against women, not taken cognizance of by police.
 - iv. Enquire into and suggest action against police in case of any laxity in handling cases of atrocities against women.
 - v. Liaise with women forums and volunteer organizations with a view to obtaining their help in curbing atrocities against women.

- vi. To take initiative in organizing training programmes, for policemen to sensitise them.
2. Superintendent of Police/Commissioners of Police will immediately constitute a Women Cell in each of the 17 Districts. This Cell will be functioning under the direct supervision of Deputy Superintendent of Police, Crime Detachment.

SHOs will entertain promptly all complaints of atrocities against women received in the Police Station and register, cases immediately if they reveal cognizable offence.

Deputy Superintendent of Police, Crime Detachment will scrutinize the daily statements on CAW and put up to the Superintendent of Police/ Commissioner of Police a compiled statement indicating action that requires to be taken in each case.

SHOs should identify likely places of eve-teasing, harassment etc (bus stops, markets, theatres etc.) and post Women Police Constables (WPCs) at such places along with suitable male Police Constables (PCs).

SHOs should maintain a list of eve-teasers as part of Station Crime History Part V and Proceed u/s. 107 Cr PC against those who come to adverse notice more than once.

Superintendents of Police/Commissioners of Police will get slides prepared (to the effect that in case of eve-teasing and harassment of women in the theatre, they should inform the Manager of the theatre or Control Room immediately) and get them exhibited in theatres.

Superintendents of Police/Commissioners of Police will also place Complaint Boxes at selected places in cities and major

towns to help those who may not be in a position to go to the Police Station to file complaints.

Superintendents of Police/ Commissioners of Police will also hold periodical meetings with women organisations and volunteer bodies with a view to reviewing police action on atrocities against women and enlist their cooperation.

Superintendent of Police, Women Cell should be kept informed of all important cases, incidents, allegations on the subject and should be extended with all facilities and cooperation in discharging her duties as Superintendent of Police, Women Cell.

5. Circular No.48/98. The Women Cell should take particular note of all serious cases like rape, Section 498 (A) Indian Penal Code (IPC) cases, 304 IPC cases 304(B) cases etc. Officers in charge of the Vanitha Cell will meet complainants of these cases and ascertain whether they are satisfied with the ongoing enquiry by the Police. If not satisfied, the officer should submit a special report to the Superintendent so that he/she can issue suitable instructions. In the cases where the Police have filed a report referring such cases, that officer in charge of the Women Cell should ascertain whether the complainant has any further allegations of improper investigation by the Police. Superintendents of Police should bestow their personal attention to ensure that the instructions and circulars referred are strictly implemented.

Initiatives like Family Counselling Centres run by the Police Department help the women victims of crimes, especially to tackle problems connected with domestic violence.

The Government and the Police Department have taken many general steps also which help to deliver better service to the women victims.

Modernizing Government Programme of Kerala:

Government of Kerala is now launching a new Service Delivery Project namely Modernizing Government Programme (MGP, 2004).

The modernizing Government Programme (MGP) is conceived of as a comprehensive reform programme for overhauling Government towards enhancing efficiency and effectiveness.

MGP seeks to get rid of the constraints identified as impeding the delivery of quality services to the poor and the marginalized.

1.5. REVIEW OF LITERATURE**1.5.1. The Concept of Customer Orientation**

Martin Christopher et al. (1979) describe the concept of 'customer service' as follows.

Customer service is like the end of a pipeline. The pipeline is the flow of goods from a supplier to a customer. This flow is managed through a set of activities identified as physical distribution.

The Meaning of Customer Service

Customer service will be defined as a system organised to provide a continuing link between the time that the order is placed and the goods are received with the objective of satisfying customer needs on a long-term basis. The analogy to this definition 'is to a pipeline'.

Chris Moore (1978) explains about the customers that, the most important people in any business must be the 'customers'.

According to Robert L. Mathis and John. H. Jackson (1999) Customer Service begins with product design and includes interaction with customers, ultimately proving a satisfactory meeting of customers' needs.

What is Customer Satisfaction?

Research findings of Santha Gopinath of Indian Postal Service (1980) reveal that the concept of 'Customer Satisfaction' is a synthetic idea of

two distinct words, the customer and his satisfaction. In common usage, the word 'customer' means a buyer, one who purchases goods from another. Under the other possible connotations, the customer also means one who frequents any place of sale for the sake of purchasing or one who customarily purchases from a particular tradesman. Besides commodities, it also means the services generated or rendered by any agency for the benefit, use or welfare of the people or clients. Satisfaction occurs when one gets what one needs, desires, expects, deserves or deems to be one's entitlement. It manifests itself in the absence of a state of anger, pain, tension, all the way over to full involvement through stages of absence of irritation, annoyance etc.

Service Quality

Zeithaml, et al. (1990) mentions that in a "quality society", honesty, excellence, and the principle of giving full value for what we receive would become the rule of conduct in both business and personal relationships. What began as an effort to improve quality could end up in a revolutionary improvement in the overall quality of life. Specifically, service-quality perceptions stem from how well a provider performs vis-a-vis customer's expectations about how the provider should perform.

Definition of Service Quality

The key to ensuring good service quality is meeting or exceeding what customers expect from the service. Judgments of high and low service quality depend on how customers perceive the actual service performance in the context of what they expected. Therefore service quality, as perceived by customers, can be defined as "the extent of discrepancy between customers' expectation or desires and their perceptions". In assessing service quality, ten general criteria or dimensions may be identified. These are tangibles, reliability, responsiveness, competence, courtesy, credibility, security, access, communication, and understanding the customer.

The Criminal Justice System

Howard C Daudistel (1979) says that the purpose of the Criminal Justice System is to process those who have been accused of criminal activities. At the outset, the Police are responsible for gathering

evidence and arresting suspected law violators. Next, the prosecutor is responsible for evaluating the evidence the Police have gathered and deciding whether it is sufficient to warrant filing charges against alleged violators. Meanwhile, defense attorneys, whether privately retained or provided by the state, are responsible for defending the accused. At trial, the judge is an arbitrator in court who ensures that the defense and prosecution adhere to the legal requirements of introducing evidence and examining and cross-examining witnesses. The problem with treating the criminal justice agencies as a system, however, is that there are very few system-like features among these agencies. Ideally, a system is expected to have interrelated goals, but when we look at the goals of the various agencies (which are called part of the "Criminal Justice System") oftentimes we find that not only are the goals not interrelated but they are also often contradictory. Even though they are all supposed to be working together to achieve a single overall goal, a system-like process and organization remains an ideal instead of a reality.

1.5.2. Customer Orientation in Police Service

Jawaharlal Nehru the first Prime Minister of India said about police, "The duties that the Police have to perform are of great importance. Even more important is the measure of fact, which they use in performing them. Normally, a country can well be judged by the quality of it's police force. The Police come naturally into very intimate contact with the people in their daily work; therefore the question of the relationship between the Police and the public is a very important one. The Policeman is as much a citizen as anyone else and he has to function as a citizen, with the rights and obligations of citizenship. He has also a particular duty, which is difficult. He is among the many connecting links, which the administration has with the mass of the people of the country. That link must be a good one; otherwise there is misunderstanding and mistrust. It is essential that this contact should be one of mutual trust and co-operation. No policemen can do his work adequately without the co-operation of the public. Thus the relationship between the Police and the public is a very important one". (Quoted by U N Biswas 1986)

The National Police Commission (1977-80) observed, "The process of the Police accountability to the people has suffered considerable distortion in the recent past. Various pressure and elite groups have come to develop in society having infinite expectations from police and seeking generous to the exclusion of legality and fair play. There are members of the State and Central Legislations, the local bodies, important functionaries of the political parties, particularly ruling ones, and representatives of the local yellow press, other important personalities of the locality and government servants who have tended to divert the Police accountability from the people themselves. Police functionaries therefore have tended to divert the Police accountability from the people to these pressure groups. This has had obvious effect on the attitude of the common people who feel that the Police Service is meant to serve the elitist groups and in case they wish to avail of any public service, they have to purchase it through illegal gratification or secure it through exercise of pressures from power-wielding section of the society".

A.C. Agarwal & H.C. Balwaria (2001) point out that 51% of the respondents from the weaker sections of the society felt that police do not take timely preventive action to assist them and 56% perceive that police act unexpeditiously and unfairly in such cases. 57% felt that the case is put up in the court without any undue delay. Victims of kidnapping (70%) feel that the Police try to put them off. After release, the kidnaped does not seek police security (80%). 50% of the NGO representatives view that the treatment of police with victimized women and children is improper.

A.K. Saxena (1995) points out that adherence to police code of conduct ensures better professionalism and attempt should be made to communicate the code of conduct.

Saxena also quotes from Kelley that 20% of the success of an organization only is contributed by leaders. The followers are critical to the remaining 80%. Developing a feeling in policemen that they are the servants of people, not the masters of people will help them channelize their competence, motivation level and power to serve the people.

R.K.Raghavan (1983) recommends that, as the Police recruitment methods are almost mechanical, they are not oriented to the need to choose the most suitable. It is because of this that one very often comes across the phenomenon of 'misfits' who are a danger not only to the Force, but to the community as well. The Army and private industry have nearly perfected the techniques of psychology and aptitude tests. A few police forces in the west have successfully employed these. It is time that India makes a beginning so that temperamentally ill-equipped individuals are not selected.

A.K. Sinha et al. (1996) mention that customer satisfaction is of the person who uses the service. Everything that anyone does at work is for a customer inside or outside the organisation. They quote Sir John Woodcock, former Her Majesty's Chief Inspector of Constabulary, "Each member of every police force, has to be imbued with a passion for the customer of his or her services, as an individual, the abusing husband, the belligerent squatters are customers, different but equally as much customers as the victims of crime, the frightened child, the tourist asking the time". The U.K Police in its operational strategy and policy statement mentions that public reassurance is one of the key responsibilities and will be explicitly addressed in all policies. Particular attention will be paid to the needs of disadvantaged and vulnerable groups. It also mentions that treating people fairly in an organization is key to effective service. The requirements have been identified as establishing equal opportunities and fair treatment system, maintaining a grievance procedure for all staff and combating sexual or racial harassment or any other unfair treatment of colleagues.

In the research study conducted by Subhash Joshi and A.K. Saxena (1999), SHOs themselves identified that they were lacking in applying the following values in the discharge of their duties: -

- Kindness
- Sympathy
- Compassion
- Openness to ideas
- Spirit of inquiry
- Responsiveness
- Inquisitiveness

Professionalism consists of two "Es", Efficiency and Ethics. Skills management, interpersonal skills, stress management and listening skills also should be improved in the SHOs, besides efficiency and ethics.

P.E. Somaiah (1994) in his research study 'Bangalore City Police - A Study on Organizational and Personnel Problems' concludes that the City Police personnel at the lower level are very rude and highhanded towards the members of the general public and there is an urgent need for improvement of their attitude towards public. He also mentions that police personnel of all ranks felt that there are too many checks and controls and they are not allowed to discharge their duties according to their conscience.

B.D.More (1997) in his research study 'Human Resources Development in Maharashtra Police' recommends that refresher workshops should be arranged for all members of the Maharashtra Police and each participant be made to complete an attitude measurement inventory at the beginning and at the end of the workshop and the data may be carefully analysed to evaluate the modified attitudes of police personnel.

S.P. Srivastava (1981) says that, the participation of public in the administration of criminal justice is an outcome of the realization that criminal justice and community must be brought closer together, since those who judge and those who are judged are both parts of the same society. A direct and reliable means of accomplishing this is public participation in the administration of the community both in the criminal court proceedings and in the execution of the sentences.

Samuel Deep (1978) holds that human relations in management is a process that brings workers into contact with and causes them to be influenced by their leaders, their jobs, and other aspects of the organisations in which they work. A positive work environment is needed for sound human relations to occur. Such an environment exists when the nature of the leader, the job and the organisation is such that workers can satisfy their own needs and simultaneously help the organisation to achieve its objectives. The

ultimate goal of creating sound human relations is to help make worker more productive, not just happier.

R.S. Dwivedi (1995) describes recent assumptions about human motivation. The practical reasons behind helping workers to satisfy their needs through their job is to encourage them to do their job better. Samuel Deep's opinion about job satisfaction is that, it is not equally important to all workers. Needs satisfied 'through' the job creates job satisfaction; needs satisfied 'around' the job prevents job dissatisfaction.

A worker to whom job satisfaction is important is likely to be significantly and positively affected by a positive work environment. By the same token, a worker to whom job satisfaction is unimportant is likely to be only moderately affected by a positive work environment.

Yvonne Brunetto and Rod Farr-Wharton (2003) mention that a number of police services have undertaken changes in management practices, although change has been slow because of significant resistance and new management practices are most often discussed and measured in terms of their impact on organizational processes-most specifically in relation to outcomes. According to them, in addition to policy-led reform, changes in the expectations, values and beliefs of western societies have also encouraged changes in police management and accountability practices, police officers' workplace behaviour and their rewards. As a result, most police services in Western democracies now have established protocols documenting how each policing task should be undertaken and how clients should be treated. Hence not only has the organisational context within which policing takes place changed, but also the work practices of police officers have changed.

Research undertaken by Metcalfe and Dick (2000, p403) suggests that police commitment is significantly affected by "an individual's identification and in turn commitment to an organization's value", including the extent to which police officers are prepared to improve their performance. Hence they argue that management systems and practices affect

organizational identification and in turn, the desire of police officers to closely identify themselves with the Police service's goals and values. This then impacts on the organizational commitment of the Police Officers. Their findings suggest that job commitment is enhanced when police officers are involved in decision-making, feel supported by superiors and receive adequate levels of feedback about their job performance and job expectations. Hence, the commitment of police officer is probably strongly affected by management practices.

Informal and formal communication processes are vital for new employees. The process of socializing new employees involves a dual process of unlearning and relearning. (Louis 1980, Mills & Murgatroyd 1991). Recent reform has attempted to improve the efficiency and effectiveness of organisations by changing accountability, management and communication process. (Ferlie et al.1996). Past research suggests that the commitment of police officers is probably strongly affected by management practices because they in turn determine the level of support offered, and the type of appraisal/promotion procedures police officers are likely to face. Similarly, management effectiveness depends predominantly on the communication processes and practices used by management to inform, clarify and provide feed back to subordinates within the Police Service generally and the individual Police Stations specifically.

Edward. M. Davis (1978) dealt with some necessary qualities of a good leader. According to him, policing, of all profession and occupation, by its very nature tends to make other people ill at times. Because of his authority to arrest, and other people's knowledge of that authority, every policeman carries real power. Every person who commits some violation, perhaps only a failure to stop at a signal, is apprehensive of authority. In a view of this fact, if the Police are to gain the optimum amount of public co-operation, it is extremely important that a police agency be the most courteous agency of local government. Instead, by the very nature of the job and the harshness of the world that policemen rub up against, the Police tend to become rather sour and cynical and cryptic in the way they talk to people.

1.5.3. Need for Customer Orientation in Police

G.V.Rao (1982) quotes Mahatma Gandhi's views about police force: "My idea of police force is that, the Police of my conception will, however, be a wholly different pattern from the present-day force. They will be servants, not masters, of the people. The people will instinctively render them all help, and through mutual co-operation they will easily deal with the ever-increasing disturbances. Their Police work will be confined primarily to robbers and dacoits. The people have every right to ventilate their grievances against corrupt members of the services".

The National Police Commission Report (1980) mentions that there is no palpable incentive for policemen to make an effort to carry the people with them. At the field level of the district the placement and promotion of police officers from Constable to Superintendent of Police are not really related to what the people of the district think of them. A Station House Officer can continue to function in a particular Police Station even if his conduct towards a large number of people within the jurisdiction of that Police Station is harsh and even oppressive, provided he can align himself with those who matter and can generally ingratiate himself with the people in power, these being the local politicians, and his seniors in police.

Another organizational constraint is the relative irrelevance of what is called the Police leadership to the operative levels of police. Management policies urging desired changes, particularly to attitude and behaviour, do not get adequately implemented at the operative level. First, the Station House Officer, for the exercise of his powers and the discharge of his duties, is not beholden to any senior officers. The senior police officers can enquire into the complaint and can, perhaps, even punish the erring policemen but they seldom can take effective corrective action in regard to the case itself. Generally, supervision takes place after the event. The operating forces of political interference and dual control in the district also diminish the effectiveness of police leadership.

1.5.4. Police Policies on Gender and Customers

Sandra Walklate (1995) describes about policing policies and 'domestic' violence. She also quotes from Faragher that the traditional view of 'domestic' violence was that this was not real police work and that when all the conditions were met for the Police to make an arrest, this was rarely done. Stanko(1992) is well justified in stating that the Police have no history of responding actively to 'domestic' violence. Smith (1989) mentions that it was the Women's National Commission of England in the mid 1980s, which brought the issue of violence against women to government attention. This Commission, influential as it was in contributing to the Home Office Circular 69/1986 addressing the Police's handling of rape, also drew attention to the need for 'the overriding concern in dealing with domestic violence to ensure the safety of victims and reduce the risk of further violence'

In the years between 1986 and 1990, the London Metropolitan Police established what came to be seen as a policy precedent in responding to 'domestic' violence. This took the form of the 'dedicated' Domestic Violence Unit.

Researches by Edwards (1989), Ferraro (1989), Hatty (1989), and Stanko (1989) have shown that police officers tend to use the decision to arrest in 'domestic' incidents only in specific circumstances: when the officer was threatened (Hatty 1989); when there was a breach of the peace or criminal damage (Edwards 1989). These researches clearly suggest that the process of implementing change of actual practice needs either to be backed by an unambiguous force order (as in West Yorkshire, for example, where police claim an increase in the use of arrest for 'domestic' incidents from 28 to 50 percent in the 12 months from 1990 to 1991) and/or by a considerable input into training (for example, Merseyside Police has produced Open Learning Packages for all officers).

Edwards (1989), Friedman and Schulman (1990) and Walklate (1992) have combined their response to 'domestic' violence with their response to child abuse and have six officers (most female) per division dedicated to dealing with issues relating to violence against women and

children. Their policy strategy is supplemented by Domestic Violence Forums, regular inter-agency meeting in which policies are developed and co-ordinated. Greater Manchester, on the other hand, has one officer per subdivision (again all female, with the exception of two male officers) whose work is focused on responding to women in the immediate aftermath of a violent incident.

As Hanmer and Saunders (1991) indicate: the appointment and promotion of Women Police Officers remains an issue. Women in the West Yorkshire Police constituted 9% of the Force in November 1987 when the earlier research was completed and this had risen to 13.5% in 1991. However, 13.5% of senior officers are not women. Inadequate number of women officers and their position in the Force continue to be commented upon by other agencies, but the Force response to this recommendation was to describe themselves as an equal opportunities employer. The employment of women officers is an issue both in relation to requests by women and agencies in the community for women officers and the transformation of masculine police culture in order to provide a more satisfactory service for women. It may be true that what women are asking for is a quality of support, which is commonly associated with women i.e., sympathetic listening skills which indicate that the woman is being taken seriously.

As Heidensohn's (1992) interviewees suggest, there is no necessary relationship between the possession of these skills and being female. However, the apparent ease with which female officers have been most readily accepted as suitable in this area of work raises both particular and general questions for them as workers within a male-dominated profession.

It is interesting to note that it is in their capacity as victims of crime that women have received attention. As Karmen, (1990) indicates, this clearly resonates with the new move from crime prevention towards victimization prevention within criminal justice policy.

Taylor (1990) mentions that in the arena of criminal justice the customer has been identified as the victim of crime rather than the perpetrator reflects a way of thinking about free-market ideals, which have developed in a relatively unchallenged fashion since the 1980s.

Hanmer et al. (1989) state the difficulties of implementing change through re-orienting policy which has led some writers to argue that what is required is the recruitment of more policewomen. Such a view presumes that not only will women as 'consumers' of a police service have their needs better met, but also that the more Women Police Officers there are, the better they will survive their daily working life.

In 1981, policewomen accounted for 8.6% of the total force establishment in England and Wales. In 1989 this had risen marginally to 10.6%, though these global figures mask marked regional variations. Jones (1985) and Heidensohn (1989) noted that women occupy very few senior posts. Anderson et al, (1993) found that women officers are limited in the amount and type of experience they are able to gain. This in turn affects their job satisfaction and may inhibit their promotion prospects. Sandra Walklate (1995) quotes from Moss Kanter that both statements on equal opportunities and statements on domestic violence are embraced by all members of a police force, both male and female, in order to create an atmosphere in which male and female officers can pursue their career aspirations. It has frequently been suggested that only when women make up at least 25% of an organization's total workforce, it would challenge men's conceptions of what policing is about, why they became police officers, etc.

Historically, the militaristic model has underpinned policing. This is evidenced by the historical practices of marching on parade, the use of the salute, the routine reference to senior officers as 'sir', amongst other practices. However, whilst some of these more symbolic militaristic practices might be waning, the legacy of the need for discipline runs through policing in a fundamental manner. As Wiles (1993:55) points out, it has been argued that 'since some policing jobs require obedience to command, and all policing requires a high level of accountability for individual actions, then only a

disciplined service can fulfill these two requirements'. However, the extent to which the militarist model, rooted in a notion of discipline, actually achieves these requirements has consistently been open to criticism, misuse and abuse, and only represents one interpretation of what an accountable Police Force might look like. The failure to grasp the pervasive influence of this militaristic model, however, inevitably acts to undermine any management initiative, which either does not take its influence into account or question its legitimacy. Management in policing has not to date been concerned with developing the best expertise and skills of officers, but about ensuring hierarchical adherence to authority and the solidarity which emanates from that control. Such management initiatives, which have been introduced, have, in their effect, been more concerned about managing relationships with the public rather than reflecting a real concern for the internal effectiveness of such developments. In other words, these initiatives have had little effect on the 'cop culture' features of solidarity and control.

What is Policing About?

Reiner (1992) points out that there has never been a full debate as to what 'blue-uniform' policing is about. What became clear towards the end of the 1980s was that a concern with 'service delivery' emerged as one of the key features of that task, an assumption, which permeates the Sheehy Report, and the debate, which it has generated. It reflects an acceptance of the focus on service delivery and professionalism as being the key to securing consent for policing.

Hearn et al.(1992:133) state 'Policing has itself always been gendered, and not less so in criminal work. In the policing of crime, one set of men work against, and sometimes with another set of men'. In many ways, then, what is represented here is a more fundamental dilemma for policing, both in the formulation of its central task and in the delivery of a 'service' which can fulfill that task; that dilemma is, what is policing about and to whom is this service delivery addressed?

According to Weatheritt (1993) the task of improving police performance, that is improving the standards of behaviours of individual police

officers, can only be achieved if officers themselves come to believe that, that is important and necessary. The Police quality of service initiative involves imparting the sense of belief not just through obeisance to the 'customer' and what that implies for measures of police performance but also through the cultivation of a different organizational ethos and a different managerial style. To that list may be added a redefined conception of what policing is about, which would automatically include an awareness of alternative policing styles, alternative models of deployment and alternative conceptions of what counts as 'good' police work. In all of these areas there is no need for any necessary presumption to be made concerning the sex of the officer engaged in the work.

According to Nancy Foy (1994) presence of women is needed in organizations trying to shift from power and control towards networks, co-operation and empowered employees. Women are good at sharing information as well as power.

If more light is cast on the policing task when viewed through a gendered framework, we are perhaps in a better position to understand the impact that the practice of policing has on its recipients, both the victims of crime and those who break the law. This is very much the case in India.

The following section gives a vivid description of the gendered nature of Crimes in India and the Societal/ State/police responses to them.

1.5.5. Crime Against Women-Criminal Justice Responses in India

Table 1.1 gives the different types of atrocities faced by women in their life course (Rainuka Dagar (ed), 2001). There are many obstacles, which stand in the way of administering speedy justice to the victims of gender crimes.

Table 1.1. Atrocities Against Women

Life phases	Type of atrocity
Pre-birth	<ul style="list-style-type: none"> □ Sex-selective abortion. □ Coerced pregnancy (for example, mass rape in war, during riots, caste rapes)
Infancy	<ul style="list-style-type: none"> □ Female infanticide □ Emotional and physical abuse of females. □ Differential access to food and medical care for girl infants (death from malnutrition)
Girlhood	<ul style="list-style-type: none"> □ Child marriage □ Genital mutilation □ Sexual abuse by family members and strangers. □ Child prostitution.
Adolescence	<ul style="list-style-type: none"> □ Courtship violence (If the couple are from different castes, religions or strata, the male and at times even the female faces death, beating and ostracism) □ Sexual abuse in work place. □ Rape □ Sexual harassment. □ Forced prostitution
Reproductive/ Marital Period	<ul style="list-style-type: none"> □ Dowry harassment and murder □ Abuse of women by intimate male partners (wife beating), marital rape □ Partner homicide. □ Psychological abuse. □ Sexual abuse in work place. □ Sexual harassment, rape.
Old Age	<ul style="list-style-type: none"> □ Abuse of widows (mother forced by sons to take the blame for dowry murder)

Problems in Combating Violence Against Women

- I. Invisibility: Acts of violence not viewed as gender unjust
 - (i) Accepted as part of societal functioning.

- (ii) Visibility in accordance with the brutality of the violence.
2. Non- reporting.
 3. Segregation between public and private life.
 4. Excessive dependence on legal measures.
 5. Violence against women as a reaction.
 6. Financial compulsions.
 7. Changing forms of violence

The following statistics, calculated from the NCRB Data (1995-1999) will throw some light on the present state of affairs regarding CAW cases.

- Every year 22 % of the CAW cases remain pending
- Among the cases in which investigation is refused, cruelty and kidnapping/abduction cases predominate.
- Kidnapping/abduction cases charge sheeted are the least, only 37%.
- Percentage of charge sheeted cases is the maximum under sexual harassment.
- Number of pending cases is high in these categories of crime: Kidnapping/abduction of women & girls (36% in 1999), rape cases (27%), dowry death cases (25%) and cruelty at home (20%)
- The percentage of pending cases under sexual harassment has increased by 6% over 98-99.
- Only 15 % of all crimes against women cases are tried by courts.
- Among compounded/withdrawn cases,

- More than half are that of kidnapping/abduction of women and girls.
- One-third are cases of cruelty by husband and his relatives.
- The percentage of tried cases is even lower for cruelty and molestation cases.
- Of the few CAW cases put to trial, only less than one-third are convicted.
- Each year, more than four-fifth of all cases remain pending.
- The lowest conviction rates are that of cruelty and rape cases.
- CAW cases show an increasing trend over the years 1995-1999, while total crimes are declining at the all India level.
- In all CAW categories, crime rates have been rising.
- Cruelty by husband and his relatives (Sec. 498A IPC) consistently records the highest crime rate, followed by molestation cases.

1.5.6. Major Types of Crimes Against Women

The following are the major types of CAW cases reported in India

a. Rape (Section 376 IPC)

Indian Penal Code, under section 376 is the "Punishment for rape". Whoever commits rape shall be punished with imprisonment for a term which shall not be less than seven years but which may extend to 10 years or life. According to J.P Atry (1998) rape is a severe crime. The physical and mental after effects brought about to a woman by rape is terrific. From a dreadful situation, the victim becomes secluded and ridiculed in front of her relatives and of the society.

As an atrocity, rape is the most reprehensive crime that women are subjected to because once committed the effect on the woman is

irreversible. Each such incident is also a permanent living scar on the face of the society.

Section 376A IPC deals with the "Procuration of minor girl". As per Indian Penal Code, 'whoever by any means induces any minor girl under the age of 18 years to go from any place or to do any act with intent that such girl may be forced or seduced to illicit intercourse shall be punished with imprisonment which may extend to 10 years and shall also be liable to fine'.

Sandra Walklate (1995) recognizes that, the unwillingness of women to report rape to the Police has been well documented. Benn (1985:136) says 'Women were told not to get upset, not to get things out of proportion, not to go out alone, not to go out at night, to avoid "dangerous areas", not to put themselves at risk.' Such police advice reflected a victim-precipitation view of rape. Smith's (1989) study states that the work completed by Chambers and Millar on police responsiveness to rape and the public outcry which followed the televised handling of a rape complainant by the Thames Valley Police (BBCI, 18 January 1982) precipitated the Home Office Circular 25/1983. This circular outlined how incidents of rape might be handled more effectively, and many forces, following the lead of the London Metropolitan Police proceeded to establish 'rape suites'. These suites comprise, primarily, more comfortable and sensitive surroundings, usually away from the Police Station, to examine medically and interview 'victims' of rape and sexual assault. Forces also endeavor to provide specially trained officers to handle such cases, in particular trained female police officers.

In a later study by Grace, Lloyd and Smith (1992), out of 335 incidents of reported rape, 80 were 'no-crimes' after a month, representing an initial attrition rate of about 20%. Various reasons were given by the Police for 'no-crimes': the woman withdrawing the allegation - 43%; false or malicious allegation - 34%; insufficient evidence - 12%; woman unwilling to testify or co-operate - 9%; complainant and suspect married - 2%. This evidence clearly renders the Police decision-making process as still being a key moment in the attrition rate of rape cases.

James Wadakkumchery (2000) reveals that shocking stories are heard about police misbehaviour with women. A raped girl in the Police Station must get protection from harassment and embarrassment at the Police Station. She needs emotional first aid and counselling which must be lavishly showered upon her. The woman in police custody in her helplessness could not react to police questioning and the way they questioned them. If there was no superior force to control the Police functionaries, the questioning of women extended beyond verbal boundaries.

i. Response of the Judiciary:

R.K. Bag (2000) says that the analysis of both procedural and substantive law relating to rape and the manner of proof of the charge indicates that the law hinges on corroboration, consent and character of the victim. For successful prosecution of a rape case, it is to be proved that the victim was not consenting party to the sexual intercourse. The judiciary of our country insists on corroboration of the testimony of rape victim, particularly when the victim is a married lady habituated to sexual intercourse. Fortunately, in Gurmeet Singh's case, the Supreme Court has specifically laid down that "corroborative evidence is not an imperative component of judicial credence in every case of rape". The need of the hour is to sensitize the judges, so that they may not insist upon corroboration of the evidence of the victim in a case of rape.

To ascertain the judicial perception of rape cases, SAKSHI (Gender & Justice', Note published by SAKSHI, 1996) surveyed 94 judgments of higher judiciary in the country during the period from 1979 to 1996, which were reported in various Law Journals. Out of the 94 reported cases, the trial court convicted the accused in 80 cases. On appeal, the High Court acquitted in 41 percent cases, reduced sentences in 53 percent cases and increased sentences in 6 percent cases. The grounds of acquittal include, inter alia, the view of the judges that penetration of a woman is physiologically impossible without her consent and that in any case victims are partially to blame for such abuse. Some cases were acquitted by giving excessive importance to medical report.

Many judges of subordinate judiciary conduct the trial of rape cases in open court, in violation of Sec. 327 of Cr.P.C., which provides that rape cases must be tried in camera and the identity of the victim girl must not be disclosed to the print and electronic media. Some judges are extremely reluctant to look beyond their technical understanding of the law even in this era of judicial activism in India. However, the Apex Court's pronouncement in "Delhi Domestic Women's Forum" (Delhi Domestic Women's Forum Vs Union of India 1995) is the first instance where the judiciary has come closer to understanding the impact of sexual violence as women experience it. In this case the Supreme Court has indicated the broad parameters in assisting the victims of rape during investigation and trial of the criminal case. The gist of the guidelines is that the victims of sexual assault will get legal assistance from a competent lawyer from the stage of interrogation by the Police till the conclusion of trial in the court. It is the duty of the Police authorities to inform the victims of their right to engage an advocate for legal assistance. The advocate so engaged will not only render professional service, but also assist the victim in getting help from other agencies like mind counselling or medical assistance. The anonymity of the victims must be maintained from the beginning of investigation till the conclusion of trial. The victims must be awarded compensation by the courts when the case ends in conviction of the offender. The government must set up Criminal Injuries Compensation Board for awarding to the victims even when the cases end in acquittal of the accused persons.

b. Domestic Violence

i. Torture and Harassment

Generally these offences are covered under section 498A IPC. This section deals with husband or relative of her husband subjecting her to cruelty. Whoever being the husband or relative of the husband of a woman subjects such a woman to cruelty shall be punished with imprisonment for a term, which may extend to 3 years and shall also be liable to fine. The Indian Evidence Act 1872 was amended to provide that where a woman has committed suicide within a period of 7 years from the date of her marriage and

it is shown that her husband or any relative of her husband had subjected her to cruelty the court may presume that such suicide had been abetted by her husband or by such relative of her husband (Sec 113 A).

R K Bag (2000) mentions that women in India are mostly confined to their roles as daughter, house-wife and mother, which can be effectively played within the four corners of the home. Unfortunately the women are not safe within the four walls of their homes. The housewives are subjected to physical and psychological torture irrespective of economic status, religion, caste and creed.

Civil Remedy

R.K. Bag says that law is inadequate to deal with battering of women within the home. Cruelty is a legal ground for dissolution of marriage under personal laws before civil court and the same cruelty is made punishable under Criminal Law by way of amendment of Indian Penal Code in 1983. Cruelty in matrimonial cases falls under the jurisdiction of the Civil Courts or Family Courts constituted under the Family Courts Act 1984. The predominant concept behind this legislation is preservation of the family, because in our country family and marriage are considered two solid institutions, which are to be preserved at all costs in the interest not only of the couple, but also of the society. This approach of the legislature and judiciary has treated cruelty as a dispute for civil remedy by way of dissolution of marriage. Of course, the civil court can pass the order of injunction prohibiting one spouse from subjecting other spouse to cruelty during the pendency of any proceeding before the court, but it is very difficult to implement this order when both the spouses live in the same house.

Daniel J. Bell (1995) says that the concept of 'Protect and Save' should motivate the Police to protect citizens from 'all' dangers whether from strangers or family members. This is clearly not the case when the Police abandon domestic violence victims to future abuse from family or other household members.

Flavia Agnes (1996) points out that complaints can be registered only after an offence has been committed, but in a domestic situation a woman would need protection even before the crime, when she apprehends danger to her life, as she is living with and is dependent on her assaulter.

ii. Cruelty to Married Women, Dowry and Dowry Death

Section 304 (B) of the IPC deals with the offence against women that, 'Where the death of a woman is caused by burns or bodily injury or occurs otherwise under normal circumstances within seven years of her marriage and it is shown that soon before her death she was subjected to cruelty or harassment by husband or relative of her husband in connection with any demand for dowry, such death shall be called 'dowry death' and such husband or relative shall be deemed to have caused death'. Shifting the burden of proof to defence (Sec 8A of the Indian Evidence Act 1872) and a number of changes in the Indian Criminal Procedure Code provide for the Sub Divisional Magistrate to conduct inquest in such deaths and the case to be investigated by the Sub Divisional Police Officer.

The dowry system is going on in a large scale even though there are provisions in the Indian Penal Code and also a special law (Dowry Prohibition Act, 1961), which penalises the evil.

Sobha Saxena (1999) says that the modern system of dowry is a problem of a highly conformist culture which makes it almost impossible not only for dowry seekers but also for the dowry victims to desist from such an evil practice.

O.C. Sharma (1994) points out that according to the Hindu Shastras the meritorious act of 'Daana-Kanyadan', marriage remains incomplete till the receiver is given a token or 'Dakshina'. So when a bride was handed over to the bridegroom, he was given 'Varadashina' in cash or kind. Thus what was originally a 'token' and had its origin in sublime sentiments gained all characteristics of market transaction where women were killed, burned or thrown out of their houses if the demands of dowry

were not fulfilled. Thus dowry death or bride burning became a unique form of violence experienced by Indian women.

Flavia Agnes (1988) says that the immediate causes of violence as reported by women are alcoholism, arguments over money, jealousy and suspicion on the woman's character, instigation by in-laws, housework, disputes over children and extra marital affairs on the part of the husband. According to Flavia, wife beating occurs due to frustrations built up in a man's life at two levels - individual and societal. Flavia mentions that if a man has witnessed wife beating in his childhood or has been physically abused as a child, he is likely to assume that physical violence is the acceptable way of resolving marital problems. Child abuse also leads to the belief that one who loves also has the right to beat. The most fundamental factor, which leads to wife beating, is connected with the sexist structure of the society as well as the family. While economically dependent and independent women are equally likely to be beaten, an economically dependent woman is more likely to stay on in a violent home.

Flavia suggested some changes for this problem. Any institution, which tries to deal with the problem of wife beating, has to take a preventive rather than a curative approach. Unless we try to change the structure of the family, the help given to battered women will prove to be only superficial. The author points to the need to create awareness in society so that the attitude of doctors, counsellors, institutions, social workers and the Police is more sympathetic towards victims of marital violence. The attitude of the institutions and counsellors should be to make the partners in a marriage more complete human beings rather than to preserve the marriage at any cost.

Sobha Saxena (1999) feels that in cases of cruelty and wife beating, the role of police is very crucial but there is a complete lack of interest in the Police force to follow up these cases seriously. Often valuable information is lost at the initial stages and conviction became very difficult.

Shireen J Jejeebhoy (1998) concludes that domestic violence against women is a difficult and intractable health and social problem in India.

The author stresses the importance of immediate needs of the provision of shelter, economic support and legal assistance for battered women who do opt out. According to him, efforts to protect women must be strengthened and expanded at local and national government levels. He argues for the integration of services to identify, refer and prevent domestic violence in the primary or reproductive health programme of the country.

According to Pratima Chaudhary (2001:45) whether or not a woman is free to leave a violent and stressful marriage will depend on: The availability of alternative accommodation; and Access to the law and willingness and ability to use it.

Usha Venkitakrishnan (1996) reveals that violence against women is the most blatant manifestation of the unequal power relations in society and perpetuates women's subordination. It's growing incidence indicates a decline in women's well-being in a very fundamental sense. According to her the dominant persuasion of families in Kerala today is patrifocal. Hence in Kerala, patrifocality may be seen as a diversified outcome of structures and practices in transformation. That is if patrilocal residence and dependence on men as husbands grew to be general features, changes in descent are not so clear and inheritance and succession tend to be bilateral. And yet it is in the norms of masculinity and femininity taking shape in the context of emerging consumer practices, that the details of a patrifocal ideology are being consolidated and reinforced.

Response of the Judiciary

A survey conducted by "SAKSHI", (1996) an NGO of Delhi, among 109 judges, of both subordinate and higher judiciary of some states reveals that most of the judges are in favour of compromise and adjustment of the parties in situations of domestic violence. In a criminal complaint of cruelty, the degree of proof required would vary with the perception of the judge on marriage and matrimonial relation, which again is imbibed by him from the environment in which he is brought up from the childhood. There is urgent need to sensitize the law enforcement agencies and the judiciary by

training programmes, seminar and workshop, so that they can perceive the situation of violence faced by a woman in her traditional role in home.

The survey also reveals that judges attribute the pervasiveness of dowry to a number of reasons like unequal economic condition, weak husband, and failure of parents to take back the daughter from situations of dowry harassment. The judges laid emphasis on changing women rather than altering attitudes, which affect women adversely. Some judges affirmed that while they would not demand dowry for their son, they would have to provide dowry for their daughter, wherein lies the crux of the problem with gender bias.

c. Molestation and Sexual Harassment

Molestation is covered under Sec 354 IPC. This is criminal force or assault on women with intent to outrage her modesty. 'Whoever assaults or uses criminal force to any woman intending to outrage or knowing it to be likely that he will thereby outrage her modesty shall be punished with imprisonment of either description for a term which may extend to 2 years or with fine or with both'.

Statistics shows the increasing rate of trend in reported crime. But specific research exclusively on this offence is sparse. Sexual Harassment is generally covered under section 509 IPC. It is any unwelcome non-verbal, verbal or physical conduct of sexual nature, which is popularly known as Eve-teasing etc. The punishment shall be simple imprisonment for a term, which may extend to 1 year or with fine or with both. Obscene acts and songs sung in public places are covered by Section 294 IPC. Many educated men and women think that sexual harassment is very rare and is due to fault in the dressing and conduct of the victim. Lot of research has gone into the problem and one such study by the Research Centre for Women's Studies of SNDT Women's University, Mumbai (1998) points out that sexual harassment arises out of male dominance and exercise of power and it is all pervasive and needs immediate redressal. Though it is rampant and widespread, it is not casual and harmless. Harassment has nothing to do with the way women dress, act or behave. Ignoring such conduct may

encourage the harasser to continue behaving badly. Women are conditioned to remain silent because of the fear of stigma to her character or fear of further harassment from the troublemaker. The world over, women experience sexual harassment at public places, work places etc. Even in Scandinavian Countries, one study shows that 58 % of women are harassed at work places. The Supreme Court of India, realizing the depth of the problem has put forward certain guidelines to prevent sexual harassment at workplaces.

According to M. Iftikharuddin (2003) sexual harassment acts as a control on most women by censoring their general mobility in and accessibility to spaces, thereby affecting sense of personhood and security. The cost to the nation is too high as it affects the entire productivity of the nation as well as the health of the society.

Other offences reported in lesser numbers like abduction, selling minor for purposes of prostitution, offences under the Immoral Traffic Prevention Act etc. are not discussed as such cases were not coming under the purview of this study.

1.5.7. How to Deal With CAW?

According to J.P Atray (1998) the two main reasons for the present plight of women and the seemingly impossible situation about prevention of crimes against women are the failure of the existing law and that of the law enforcement agencies to effectively deal with the problem. He also reveals in his book that as a main law enforcement agency, the Police have the number one responsibility in the area of protection of women against crimes.

O.C.Sharma (1994) holds the opinion that police is basically an agency of the Government. It is responsible for registering crime; investigating crime and maintaining law and order. Crime Against Women need not remain as a low priority area for the Police.

As a solution to the above malady, the National Police Commission (NPC) recommended the enlistment of more women in the

Police Force, preferably in the rank of Assistant Sub Inspector or Sub Inspector of police rather than in the rank of constables. The NPC also insisted for greater involvement of Women Police in the Police administration and also for providing equal opportunities to them in various other areas of police work. (5th Report of the National Police Commission Government of India, 1980)

Jayathilak Guha Roy (O C Sharma (1994) recognizes that the concept of Women Police is yet to receive 'whole-hearted' departmental acceptance. Even in Kerala, which has the distinction of setting up the first All-Women Police Station, cases involving crimes are not given to women in the force because of their 'lack of familiarity with police procedures'.

M.S. Preethi (O C Sharma 1994) found that the complaints received in Women Cell are mostly based upon 498 A IPC. These Cells do not have the power to launch prosecution against an offender on its own. The Women Cells enjoy only advisory capacity and this also affects reconciliation in certain cases but if the other party fails to appear, the Women Cell has no power to compel his attendance. Usually the Cell sends their reports to the Police Stations for further enquiry or investigation. The cases of dowry and other complaints of offences against women should be taken up on priority basis so that the offenders get speedy and proper punishment.

'The Women Cell experience to women are happy as far as listening to their complaints sympathetically and registering cases are concerned', says Sobha Saxena (1999).

In the National Workshop on Gender and Law Enforcement by the National Commission for Women (NCW) held in New Delhi in 2001 many problems faced by women were discussed. Some major recommendations were proposed. The Commission came to the conclusion through several studies, researches, seminars, workshops, conferences, case studies, court hearings and field visits that gender justice can be achieved only by the concerted effort of all agencies concerned with women's protection, promotion and development.

Evidence and Investigation Techniques

In Joint Investigation Project: Final Report (1987) it is mentioned that the quality of evidence gleaned in the course of any police investigation, particularly investigations in the context of sexual assault must predict the outcome of any prosecution. Quality evidence can only be achieved through quality investigation. The London Metropolitan Police in the UK has concluded that quality investigation will only occur where officers are appropriately trained. It is believed that much of the attitudinal problems police face with respect to sexual assault stems from the limited legal definition of rape, which may suggest to police that only a very serious physical attack followed by sexual assault will meet the definition. Officers are further attitudinally to make sure that forensic specialists take the right samples.

Officers are also warned to realize that the crucial point of success or failure of a trial for sexual assault will be the demeanor of the complainant in court. As this is so, it is critical to prepare her for what will happen in court and thus the Metropolitan Police works closely with a scheme set up in UK called the 'Victim Support Scheme', a scheme which aims to provide by the use of trained volunteer counsellors, support for victims of crime generally.

1.5.8. Gender Sensitisation of Police Force

i. Cult of Masculinity

Debasis Panigrahi (1994) says that Policing has traditionally been a male bastion. Policemen's perception of policing is that it involves strength, danger, action and it is a masculine pursuit. Their self-image is that of a crime-fighter rather than a problem solver, they find non-violent, service and non-enforcement aspects of police work less exciting.

M. Woodworth and W. Woodworth (1980) found in their research that most men who complain about women supervisors have never worked for a woman.

The rationale for gender sensitization in law-enforcement is summed up as follows by Panigrahi. Police are the gatekeepers of the Criminal Justice System and enjoy wide discretion. Differential law enforcement, indifferent police response and fear of police deny women the access to justice.

Panigrahi suggests that, at the level of induction into police force, some psychological tools should be employed to test the character, social sensitivity, responsibility and commitment of the candidates. As crimes against women are mostly personal and intimate in nature, there should be larger representation of women in the force who can inspire confidence of the victims and better appreciate and investigate cases of sexual and domestic violence. Induction of women also can obviate complaints of indignity and misbehavior to female victims/offenders, help tackle the women demonstrators and ensure better co-ordination with women groups. For better integration and involvement in police mainstream, and providing equal opportunities, National Police Commission has recommended recruitment of women in vacancies in general duty posts and not against women specific vacancies.

Panigrahi continues that training is a vital tool for unlearning the male bias and learning to deal with the needs, concerns and priorities of women more sensitively. In this process, training in the induction stage is the pace-setter because it shapes the Policemen of the future and given the level of integrity and idealism at this level, receptivity to gender-fair suggestions and values is high. Unfortunately, the basic/institutional training for policemen at all levels is grooved in a law and order, crime and security framework. Proper perceptions of gender and behaviour, critical understanding of laws for women, social investigation and role of police need to be built into the training content.

ii. *Mainstreaming Gender in the Police*

S. Chakrabarti (1998) mentions that no regular recruitment of Women Police had been resorted to in the past. Besides the differential recruitment and training, Women Police also had the handicap of being

considered a separate cadre for the purpose of seniority, placement and promotion. A woman officer would always have the prefix W attached to her and would get promoted only when women senior in rank to her retired. This was thus the classic case of vertical and horizontal segregation. Statement and gestures by the chief of police, making it clear that getting policewomen into the mainstream was one of the top priorities, would have the desired effect on the majority of the members of the Police Force. This can be supplemented by clear circulars, laying down the executive instructions.

Liaison with Non-Police Organisation and Referral Agencies

The Police have had significant experience of co-operation and co-ordination with hospitals and medical personnel, but co-ordination with other agencies is more recent. In some jurisdictions, this co-ordination has been taken so far that investigation of child sexual abuse is undertaken jointly by the social services and police. (Child Sexual Abuse: Joint Investigation Project: Final Report (London, 1987)). Co-ordination has been confined to using counselling agencies to help complainants come to terms with the assault. The report stresses that while police should closely liaise with non-police bodies in the context of sexual crime, it must not be forgotten that these assaults are criminal and must be prosecuted. It is essential, therefore, that the Police retain control in any situation where liaison is advocated.

Special Law Enforcement Mechanisms

Special Police Cells and All-Women Police Stations to deal with acts of aggression against women have been established in 12 States and Union Territories. The induction of women into the Police Force at different levels has also increased substantially. A number of women's organizations are also involved as volunteer counsellors at Police Stations, helping in building bridges between the citizens and the Police Force. They are also being associated in facilitating the registration and investigation of cases of crimes against women.

1.5.9. Role of Other Wings and Agencies

i. The Lawyers

J.P.Atray (1998) describes the lawyer as a spokesman for the entire law and order set up of the society and plays the most vital role of placing every point of view in the open so that no other course but that of justice remains open to be followed in fairness to both the victim as well as to the accused.

Atray says that, legal politicking rather than legal advocacy is in vogue leaving little scope for professionalism.

This tendency particularly affects the woman victims, because it is very easy to attack their character and standing and to hackle and harass them in the court and outside to make them change their stand. This is the main reason why crimes against women rarely succeed in Courts of law and end in conviction.

Professional dishonesty among the lawyers is climbing up to new heights with time. One important reason why the legal profession had gone astray forgetting all ethics and professionalism and started running after shortcuts, success and wealth is that the profession has become too much politicized.

Atray concludes that the lawyers must also discharge an obligation to the society by providing free legal aid to the poor.

ii. The Prosecution Wing

The Code of Criminal Procedure, 1973 has brought into effect a scheme for the appointment of a Public Prosecutor at the state level for conducting any prosecution, appeal or other proceeding on behalf of the Government before the High Court and a Public Prosecutor for conducting prosecutions in the courts of Magistrates. All these appointments are to be made by the State Government. The Central Government has concurrent power before the High Court. Appointment of an experienced advocate from the Bar as a Special Public Prosecutor for the purpose of any particular case

or class of cases by the Central Government or the State Government is also permissible under the Code.

The National Police Commission (1980) mentions that the success of a prosecutor in handling this work depends on his mastery over the facts of the case as ascertained during investigation and his appreciation of the logical sequence and significance of the different bits of evidence for presentation in court. This calls for a good measure of cooperation and interaction between the investigating staff and the prosecuting agency when the case becomes ripe for laying charge sheet in Court, and also during the entire process of trial in court. Their mutual cooperation and total involvement in the conduct of proceedings in court are effected easily when both were part and parcel of the district police set up in the old days. This relationship got somewhat loosened when a separate cadre of Assistant Public Prosecutors was created, with the coming into force of the Code of Criminal Procedure, 1973. A feeling appears to have grown among the prosecuting staff in States that they form an independent wing of the Criminal Justice System and do not come under the administrative purview of the Police set up. This has led to a general weakening of the structure at the district level and lack of coordination between the subordinate prosecuting staff and the subordinate police officers and marshalling of evidence in courts.

The NPC Report further states that Investigating Officers and the prosecuting staff tend to blame each other for lack of interest in piloting cases properly in court. It is necessary to evolve a new arrangement and institutionalize it on a proper footing to secure the required measure of coordinated functioning of both the wings for the successful conduct of prosecutions in court.

The generally unsatisfactory performance of the prosecuting staff is also linked with the fact that their service conditions are not good enough to attract good talent from the Bar to join the cadre of Assistant Public Prosecutors. Appointments to the level of Public Prosecutor from the local Bar are mostly made under directions from the political executive, and the Public Prosecutors so appointed do not always carry adequate professional ability

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and competence to enthuse the subordinate prosecuting staff with appropriate advice and guidance in specific cases. (4th Report of the National Police Commission, Government of India, 1980)

iii. The Judiciary

J. P. Atray (1998) stresses that there is no perceptible change in the outlook of the Judiciary and it still thinks the English way, marked by high-flown language and high-sounding postulations.

The entire focus in the proceedings in the Courts is on the accused and in seeing that he must at every step get an opportunity to fully defend himself and he should not only get justice but it must appear to be so. Even his false and motivated pleas to confuse the prosecution and delay the trial must be thoroughly gone into, not once but as many times as he chooses to do so. He is the hero in both stages of the trial, the prosecution and the defence.

J P Atray continues that the delay in trial and reluctance on the part of the witnesses to depose are the two biggest stumbling blocks in the path of a victim, particularly a woman and the Judiciary can help her in overcoming both these difficulties to a great extent. The courts should move out of the four walls of the court houses to the villages and take justice to the people so that they can directly approach them with their grievance and obtain their due.

Sexism in Law and Justice

S. P. Sathe, (1992) recognizes that in cases on maintenance, generally it is observed that the judges are not willing to award high sums as maintenance. Even though the maximum amount that can be given as maintenance under Section 125 of the Cr.PC is Rs. 500/-, actual sums awarded are much less and are rarely proportionate to the income of the husband. He quotes a study by Gadbois on the judges who have occupied positions in the High Courts and the Supreme Court. The study mentions that the judges invariably come from the higher castes and classes of India. The same class and caste composition prevailed in the subordinate judiciary until

recently and even now has survived to a great extent in our view. This class is exposed to liberalism and is generally willing to give as much liberty and equality to women as is compatible with the patriarchal order. We therefore find contradictions in their judicial disposition. A subtle male chauvinism is to be seen in almost all judicial decision-making. The judges are either (a) patronizing and self-righteous or (b) condescending towards women or women issues. They seem to hold fast to the traditional ideal type of a woman and would be willing to concede chivalry to women. In rare cases the bias is in favour of women and against male superiority.

iv. Innovative Justice Delivery Systems

While framing the Course Curriculum on Gender Sensitization of Police Officers, G.U.G Sastri & Renuka Mishra (2001) stress the importance of the following institutions in delivering justice.

1. Family Courts

The Government of India enacted the Family Courts Act 1984 for the establishment of family courts by the States in city/towns with a population exceeding one million. These courts are to make an endeavor to effect reconciliation or a settlement between the parties to family disputes, which is not adversarial. Family Courts have so far been established in 12 states and 2 union territories.

2. Parivarik Mahila Lok Adalats

To provide alternate dispute resolution mechanism in civil cases concerning women to ensure speedy justice for women these adalats have been held by the National Commission for Women. Most cases coming up before these Adalats relate to family disputes, divorce, custody of children etc.

v. Non Governmental Organisations and the Society

In order to bring social justice to the oppressed women, participation of women in general and the NGOs in particular becomes necessary.

Radhakumary (O.C.Sharma, 1994) opines that the attitude of police, judiciary and the lawyers needs a drastic change and the NGOs

should see that all crime cases are registered with the Police and are followed up. The NGOs should also mobilize public opinion, organize demonstrations to seek public support and play the role of watch dog to keep the machinery on toes till the Justice is announced to the victim.

J.P Atray (1998) also recognizes that the society's involvement in the affairs of women is there in a big way in every respect. The society should provide equal means to men and women and create an atmosphere of assurance where the availability of these means to women is ensured in the same manner in which they are available in today's society. It should be an essential part of women's education and upbringing to learn the techniques of self-defence.

vi. Media

The media have the immediate advantage of reaching the largest number of people with the smallest effort and the shortest possible time. It can effectively bring into focus the various dimensions of the problems being faced by women.

Poornima Advani and Sastry (2001) describe that following a series of workshops in different regions of the country, the "National Human Rights Commission", in collaboration with 'Prasar Bharathi' and 'UNICEF' framed a set of guidelines to assist the media in reporting on the problem of child sexual abuse. The guidelines will serve to sensitise and equip the media to play a more active and catalytic role in promoting the rights of children, particularly the right to protection, and to develop a clearer understanding of existing legislation and international instruments to combat child sexual abuse. The guidelines would equally hold good for all types of crime against women also. A few important guidelines are as follows: -

1. It is important that the issue of sexual abuse is presented as a serious violation of rights.
2. Media should, through sensitive and meaningful projection and coverage of the issue be instrumental in creating a sense of moral indignation and outrage over the incidents of sexual abuse. Media

should also take care to ascertain the facts, context and circumstances. A report on such sensitive issues should not be based on superficial interviews of persons who are supposedly witnesses to the incident.

3. Media should desist from the temptation to sensationalise or exaggerate a particular incident of child abuse.
4. When media reports an incident of sexual abuse it should also report subsequently on actions taken by concerned authorities and continue to report till action is taken to punish the abusers.
5. Media should not unwittingly glorify the act of sexual abuse by giving undue prominence to the perpetrator.
6. The victims should not be further victimized or made to relive the trauma she has been through.
7. Under no circumstances should the media disclose or reveal the identity of the victim. Masking techniques should be used wherever the victim is made to give a first person account of her experience. The victim, relatives and concerned persons must be assured of confidentiality.

vii. National Commission for Women

National Commission for Women (2001) in their report of the National Workshop on Gender & Law Enforcement, has made some recommendations on issues related to violence against women. Some of the recommendations are given below: -

1. For compensation to rape victims, a Criminal Injuries Compensation Board needs to be set up by the Government as per directions of the Supreme Court of India in the case of Delhi Domestic Working Women's Forum Vs. Government of India. This Board must be constituted at the earliest.
2. The term 'rape' should be replaced by 'sexual assault'.

3. Police should show utmost sensitivity in recording the statements of victims as repeated questioning adds to their trauma. It is better if the statement is recorded once and not repeatedly.
4. Forensic facilities like DNA testing be made available to all Police Districts. Team approach is essential to help women victims.
5. Issues of violence against women should be specifically included in the course curriculum of medical and Para-medical staff.
6. Women should be given equal rights in matrimonial property acquired by spouses or either one of them, while the parties are living together.
7. In cases of bride burning and 'unnatural death' of women, the post-mortem should be done by a panel of at least two doctors, one of them preferably being a woman.
8. There is need for a gender audit of all procedures and prescription of law.
9. There is need for a separate law to deal with domestic violence so that it will not be dealt with piecemeal as it happens now. There is need to reinforce the issues so that the Government and society treat this offence on a priority basis.
10. The Supreme Court directive in Delhi Domestic Working Women's Forum Vs. Government of India that the victims of rape case are to be extended legal help at the Police Stations is not being implemented. Victims should be examined by police in the presence of a legal counsel. There is complete lack of awareness on this requirement. Police Chiefs should ensure that all Police Stations are made to adhere to this provision scrupulously.
11. Team approach is essential to help women victims. The Police, NGOs, doctors, lawyers etc should work in tandem to rehabilitate

the victim. State Government should facilitate this by issuing appropriate orders.

12. School curriculum should include awareness of police procedures and rights of women. Police should associate themselves with such awareness campaigns.

viii. The Human Rights Commission

The Kerala State Human Rights Commission (2003) in Protection of Human Rights by police personnel, had declared the basic principles of Justice for victims of crime and abuse of power. Some of them are the following -

1. 'Victims' means persons who, individually or collectively, have suffered harm, including physical or mental injury, emotional suffering, economic loss or substantial impairment of their fundamental rights, through acts or omissions that are in violation of criminal laws operative within the state, including those laws proscribing criminal abuse of power.
2. Victims should be treated with compassion and respect for their dignity.
3. The establishment, strengthening and expansion of national funds for compensation to victims should be encouraged.
4. Victims should receive the necessary material, medical, psychological and social assistance through governmental, voluntary, community-based and indigenous means.
5. States should consider incorporating into the national law, norms proscribing abuses of power and providing remedies to victims of such abuses.

ix. The Legislative Process

National Perspective Plan for Women (1998-2000) India presents the picture of a society which aspires to achieve an egalitarian social

order assuring the dignity of the individual while striving to maintain its pluralist character and rich cultural heritage. Continuation of certain outdated provisions/procedures in our laws which bear little relationship either to the constitutional directives or the emerging social realities create problems for the law enforcement agencies. There is also a marked absence of adequate enforcement mechanisms, which has made many of the laws ineffective.

Indira Jaising (2002:74) comments that after much pressure from women's groups, the Government of India introduced a Bill on Domestic Violence in Lok Sabha, (Bill No. 133 of 2001), titled 'The Protection From Domestic Violence Bill 2001'. This Bill invited sharp criticism from the women's movement. Activists feel that this Bill, if passed and implemented, might turn out to be very dangerous in its implications for women facing domestic violence.

Shilpa Phadke, (2003) describes about a recent legal intervention, i.e. Sexual Assault Bill: Sakshi, a New Delhi-based organization interested in issues of women and children, approached the Supreme Court via a writ petition in 1997 for direction concerning the definition of the expression 'sexual intercourse' as contained in Section 375 (Rape) of the Indian Penal Code. The positive features of the recommendations include: penile penetration no longer is minimum requirement to prosecute rape, child victims are better protected, accused can no longer refer to the character or sexual history of victim, girls may only be interrogated by female police officer, etc.

x. The Policy Makers

According to R.K. Bag, (2000) the status of women in India stems from their lesser economic liberty and consequent dependence and lack of decision-making power. They do not have control over resources because of lack of access to the decision-making structures in the country. The legislators can play a pivotal role in empowering the women by making reservations in various decision-making structures. The bill for reservation of 33% seats for women in Parliament and State Legislative Assemblies has not

yet been passed, for lack of unanimity among various political parties of the country. The reservation is the prime need of the hour.

Bag continues that the police officers, prosecutors and judges at all levels of hierarchy need to be exposed to gender education which would enlighten them on existing assumptions, myths and stereotypes about women and how these can interfere with fair and equitable administration of justice. There is urgent need of training of the personnel involved in the Criminal Justice System on the nature of violence against women in general and domestic violence, sexual violence and dowry offences in particular. The participation of the victims, NGOs, lawyers and social activists in such training programmes may help in internalizing the gender-based violence by the law enforcement agency and the judiciary and this process may in the long run help our Criminal Justice System to be more responsive and sensitive to the victims of domestic violence and crimes.

According to S. Mohanty and N. Mohanty, (1997) as far as social support mechanism and legal provisions to protect women against violence are concerned, the following conclusion can be made. The 'support-network mechanism', which is expected to play an effective role in the maintenance of the 'social system', has been facing a tremendous dilemma. Therefore, it is high time that the people belonging to the different sub-systems and the social system as a whole analyze and understand their role expectations in a broader framework. In this regard, necessary changes in the traditional patriarchal value system are essential.

It will be seen from the above review of relevant literature that though there is strong plea to infuse the qualities of Service Delivery into the police personnel, empirical research has not been done so far to assess the impact of such measures on the police personnel vis-à-vis the women complainants. There are no authentic research findings to show how much accessibility the women customers have gained into the Criminal Justice System and how much empathetic and gender sensitised are the police personnel of Kerala today. A scientific research into these aspects would

definitely make boots to fill up the huge gap presently existing on these important aspects of police management.

1.6. METHODOLOGY OF THE STUDY

i. Locale of the Study

This study was conducted in the State of Kerala. A sample of 200 women complainants/petitioners who had approached various Police Stations of Thiruvananthapuram (Rural) District of Kerala were selected for the study of accessibility of women victims of crime to Police Stations. Only victims who had approached the Police Station and whose complaints/petitions were investigated/enquired by the Police were selected. The District selected is a fairly large District with thickly populated coastal areas, medium to thickly populated midland and thinly populated and comparatively inaccessible hilly areas. As the terrain of Kerala as a whole exhibits the same topographic and demographic features, the locale assures representativeness of the entire state. Police Stations from coastal areas, hilly area, taluk headquarters, town area and village area were selected for the study to include characteristic geographic regions.

Victims who had registered their complaints in the year 1999 were selected for the study as a considerable time is required for completion of investigation and trial. This time frame was fixed also because it will take reasonable time for the respondent victim to get out of the trauma of victimization and to give a balanced view of treatment meted out to her in the Police Station.

For the study of Customer Orientation of police personnel towards women victims, five large Police Districts of Kerala from the southern, middle and northern parts of Kerala were selected. The districts selected were Thiruvananthapuram (Rural), Alappuzha, Kottayam, Thrissur and Kannur. The selected districts include places from where large number of cases of atrocities against women are reported, politically and communally sensitive places, places from where cases are reported on a normal rate etc.

ii. Population and Sample

For the purpose of the study of victims, 11 Police Stations of Thiruvananthapuram (Rural) District were selected. Table 1.2 shows the list of Police Stations selected for the study and the distinguishing characteristics of those Police Stations.

Table 1.2: Selected Police Stations With Distinguishing Characteristics

Sl.No.	Name of the Police Station	Distinguishing Characteristics
1.	Nedumangadu	Heavy, Sub Divisional HQ.
2.	Neyyattinkara	Heavy, Sub Divisional HQ
3.	Attingal	Heavy, Sub Divisional HQ
4.	Varkala	Coastal Area, Heavy, Taluk HQ, frequented by foreigners
5.	Parassala	Heavy, Taluk HQ
6.	Kilimanoor	District border, Heavy
7.	Kazhakkuttom	Moderately Heavy
8.	Mangalapuram	Suburban, Moderately Heavy
9.	Aryanadu	Rural, moderately heavy
10.	Poovar	Coastal area, Light, remote
11.	Ponmudi	Hilly and light

From the selected Police Stations, by perusing the FIR Index Register, the numbers of CAW cases reported in the year 1999 were taken including the current stage of the cases. All the FIRs involving crimes under Section 304 B IPC, 354 IPC, 366A IPC, 376 IPC and 509 IPC were selected.

The crimes under the above heads have covered all the atrocities committed against women. A total of 135 crime cases were selected for the study.

Table 1.3: Total Number of Women Complainants in the Selected Police Stations in 1999

Sl.No.	Police Station	No. of Women complainants (1999)
1.	Nedumangadu	24
2.	Aryanadu	9
3.	Kilimanoor	12
4.	Kazhakkuttom	8
5.	Attingal	19
6.	Varkala	27
7.	Neyyattinkara	8
8.	Poovar	5
9.	Parassala	10
10.	Ponmudi	3
11.	Mangalapuram	10
	Total	135

Apart from crimes against women, there are also petitions filed by women, which are of non-cognizable nature. As a large number of women are approaching the Police Stations with such petitions, it was thought pertinent to look into the details of such petitions also. By perusing the Petition Registers of the Police Station, women's petitions were marked and the nature of disposal of such petitions was studied. While reading through the gist of the petition in the Petition Register, petitions of more important nature were marked and selected for the study. A total number of 50 petitions were selected for the study. The selected victims and petitioners were individually contacted and interviewed in their houses. Interview was done after

establishing a good rapport with the subject through informal conversations. The interview schedule is given in Appendix VI.

Table 1.4: Total Number of Women Petitioners in the Selected Police Stations in 1999

Police Station	Total No. of petitions reported (1999)	Total No. of women petitioners (1999)	Percentage
Nedumangadu	736	169	23%
Aryanadu	295	73	25%
Neyyattinkara	818	295	36%
Parassala	927	167	18%
Poovar	282	51	18%
Ponmudi	20	5	25%
Attingal	521	32	6%
Varkkala	1844	108	6%
Kilimannoor	192	97	51%
Kazhakkuttom	467	131	28%
Mangalapuram	395	76	19%
Total	6497	1204	19%

For the purpose of the study of Customer Orientation of police personnel towards women victims, apart from the District selected for the study of victims, 4 more districts were selected. All Deputy Superintendents of Police (DySPs) all Circle Inspectors (CIs) in charge of Circles, two-third of Station House Officers (SHOs), who are in the rank of Sub Inspectors (SIs) and around 6% of local constabulary were selected. Around 5-10 Women Police were included. 5-10 Special Unit Officers were also included, as they interchangeably become local officers also. Only those who had at least

5 years of experience in the Police Department were selected. The constabulary working in urban and rural areas as well as heavy and light Police Stations were selected. A copy of the interview schedule used for collection of data from the police personnel is given as Appendix I.

A few prosecution officers and judicial officers were also interviewed to obtain qualitative data. The interview schedule used for them is given in Appendix VII.

iii. Interview Schedule

To collect data from the respondents, three Interview Schedules, (one for each category of persons, viz women victims, police personnel and others in the Criminal Justice System, i.e. Prosecution and Judicial Officers) were constructed.

One of the objectives of our study was to quantify the gender sensitivity of police personnel. As the qualities of Perception, Knowledge, Attitude and Practice are critical in determining the gender sensitivity, it was decided to measure these qualities in quantitative terms and accordingly we prepared scales for the same. For making scales certain critical questions which have strong bearing on these variables were taken out of the Interview Schedule and were given differential weights. These weights together added upto 100 on each scale. Four separate scales were constructed to measure the performance of respondents on the above four attributes, viz Perception, Knowledge, Attitude and Practice.

The weightage to each question was decided on the basis of discussion during pretest and with informed others in the field.

The instruments used to measure the scores are given in Appendices II, III, IV and V

iv. The Interview Process

All the three Interview Schedules were pretested in Thiruvananthapuram (Rural) District. Then a pilot study was done in this district to assess the validity and reliability of the Interview Schedules. After

reviewing and revising the draft schedules, the final Interview Schedules was prepared.

On an average, an interview took around 80-120 minutes. It was found that comparatively less educated respondents took more time for the interview. Respondents were given assurance that the data would be used only for research purpose. Correspondence was made with the SPs of the five districts where interviews had to be done, before starting the actual interview process, apart from telephonically contacting them and briefing them about the requirements. Necessary permission from the Police Headquarters was also obtained in advance.

As Deputy Superintendents of Police (DySP) are the officers who directly investigate or supervise grave crimes against women, it was very important to measure the attitude and behaviour of these officers. Hence almost every officer of this rank in every selected district was interviewed.

Table 1.5: The Number of Respondents Selected in Each Category From the Selected Districts

Districts	Total number of respondents			
	Dy SPs/CIs	SIs	HC/PC	Total
Thiruvananthapuram	11	30	57	98
Kottayam	18	33	58	109
Alappuzha	23	19	56	98
Thrissur	15	26	52	93
Kannur	10	22	64	96
Total	77	130	287	494

As Circle Inspectors investigate all grave crimes against women, except those investigated by the DySPs, and as they are the immediate

supervisors of other crimes, almost all the Circle Inspectors from the selected districts were interviewed.

SHOs are SI rank officers from the Cutting Edge Level. They are very important personnel forming the major interface with power, who directly deal with victims of crime who come to the Police Stations. As their attitudes, awareness and empathy are very much important, two-third of the total number of SI rank officers were also interviewed. The victims interviewed earlier also mostly considered the attitude, knowledge, commitment and empathy of Dy SPs, CIs and SIs as most important.

The Constabulary forms the Grass Root Level personnel. They are in contact with the victims to receive them in the Police Station, sometimes to take their statements and later during trial to serve their summons. Victims considered their attitudes and knowledge only marginally important. Considering the number of personnel in the rank of constabulary, a reasonable sample of 287 personnel was chosen.

Women Police used to be only around 2% of the total constabulary until recently. Hence those who have completed 5 years of service, in the case of Women Police constitutes only 2% of the constabulary and a reasonable sample of 20 Women Police was selected. Recently a large number of Women Police were inducted into the Police and only from the year 2003, Women Police were made available in all Police Stations. These new recruits are not included in the survey as their number of years of service is less than 5. However as their presence is there now in Police Stations, questions were asked about the impact of these new entrants on gender friendliness and behaviour pattern of police personnel.

v. Analysis of Data

The data collected through interview schedules from the women respondents and police respondents was tabulated and processed. Relationships were established between the variables that are relevant for the study. Statistical techniques were used for analysis of data.

The data collected from Judicial Officers and Prosecution Officers, which were few in numbers were qualitatively analysed.

vi. Focus Group Discussions

Focus Group Discussions were held among a group of selected police officers, advocates and prosecution officers for collection of qualitative data on the subject of study. This methodology was used only to a limited extent.

1.6.1. Limitations of the Study

1. Difficulty was faced in contacting the complainants who had shifted their residences to other places. Hence, out of 135 cases, only 115 victims could be contacted.
2. While asking about the money spent for the case, some of the poor complainants expected from us some sort of financial help and some others showed reluctance in revealing information on financial matters.
3. The study of women customers is limited to eleven Police Station limits of one Police District of Kerala, and the study of police personnel is limited to five Police Districts of Kerala.
4. The study is by and large limited to the first window of the Criminal Justice System namely the Police Stations.

1.6.2. The Thesis

The Thesis consists of six chapters and a bibliography.

The first chapter, 'Introduction' is an introduction to the subject at the global, national and state level. The relevance and objective of the study are stated. A fairly exhaustive survey of the literatures available on the different aspects of the issues pertinent to the study connected to women victims and Customer Orientation has been done. The chapter also describes the Methodology of the Study including locale, population and sample of the study.

The second chapter titled 'Profiles of Police Personnel and Women Customers' gives the background of the police personnel as well as women victims.

The third chapter titled 'Customer Orientation of Police Personnel' describes the awareness and empathy of the police personnel interviewed, through a detailed analysis of the data.

The fourth chapter titled 'Accessibility of Women to Criminal Justice System' analyses the data collected from the women victims and petitioners. This also includes a few case studies.

The fifth chapter titled 'Service Delivery-Gaps between Women Customers and Police Personnel' gives the areas in which continuity and gap exist.

The final chapter titled 'Research Findings and a Strategic Model for Customer Orientation' includes the major findings of the study and a Strategic Model for Customer Orientation of police personnel towards women.

This is followed by a bibliography of books and reports used in the preparation of this thesis and a list of the author's important publications.

The Interview Schedules are given as Appendices. A Table of Contents and the Abbreviations used in the thesis are given in the beginning.

Chapter - 2

PROFILES OF POLICE PERSONNEL AND WOMEN CUSTOMERS

In this chapter profiles of police personnel and women customers of Police Stations in Kerala in general and profiles of the interviewed police personnel and women customers are given in detail apart from the organizational structure of Kerala Police.

2.1. PROFILE OF POLICE PERSONNEL

General Background

The duty of the police is to help establish a secure, safe and just society in which the rights and responsibilities of individuals, families and communities are properly balanced. The General Executive Branch (Local) of police functions with the object of safeguarding the life and property of people and providing them adequate security by preventing crimes. Functioning of the Local Police is always under close scrutiny by the public as the state has a responsibility to provide standardized and comprehensive police service, which makes the public feel safe. The image of police service largely depends upon Service Delivery to the society, especially the weaker sections of the society including women and children. Hence police forces in the modern state take special care and make special policies to ensure proper customer service, especially to women.

The Kerala Police had a tradition of providing excellent public service. Sir. T. Madhava Rao in his Administration Report for 1867 AD of Travancore State, the forerunner of the present Kerala State, commended, "A very high degree of security has been attained in Travancore. Men and women, the latter with costly ornaments, travel by the Highways night and day without apprehension. Isolated bazaars are often found in charge of mere

boys and girls". T.K. Velu Pillai, (1940) mentioned that only literate persons were recruited in the Police Force. Men of high education are frequently chosen to fill places in the subordinate ranks. He further states that prominent persons like Mahatma Gandhi have been so much impressed with the discipline and courtesy exhibited by the Police Force that they have thought it fit to give them high compliment by comparing them with the London Police.

2.1.1. Organizational Structure of Kerala Police

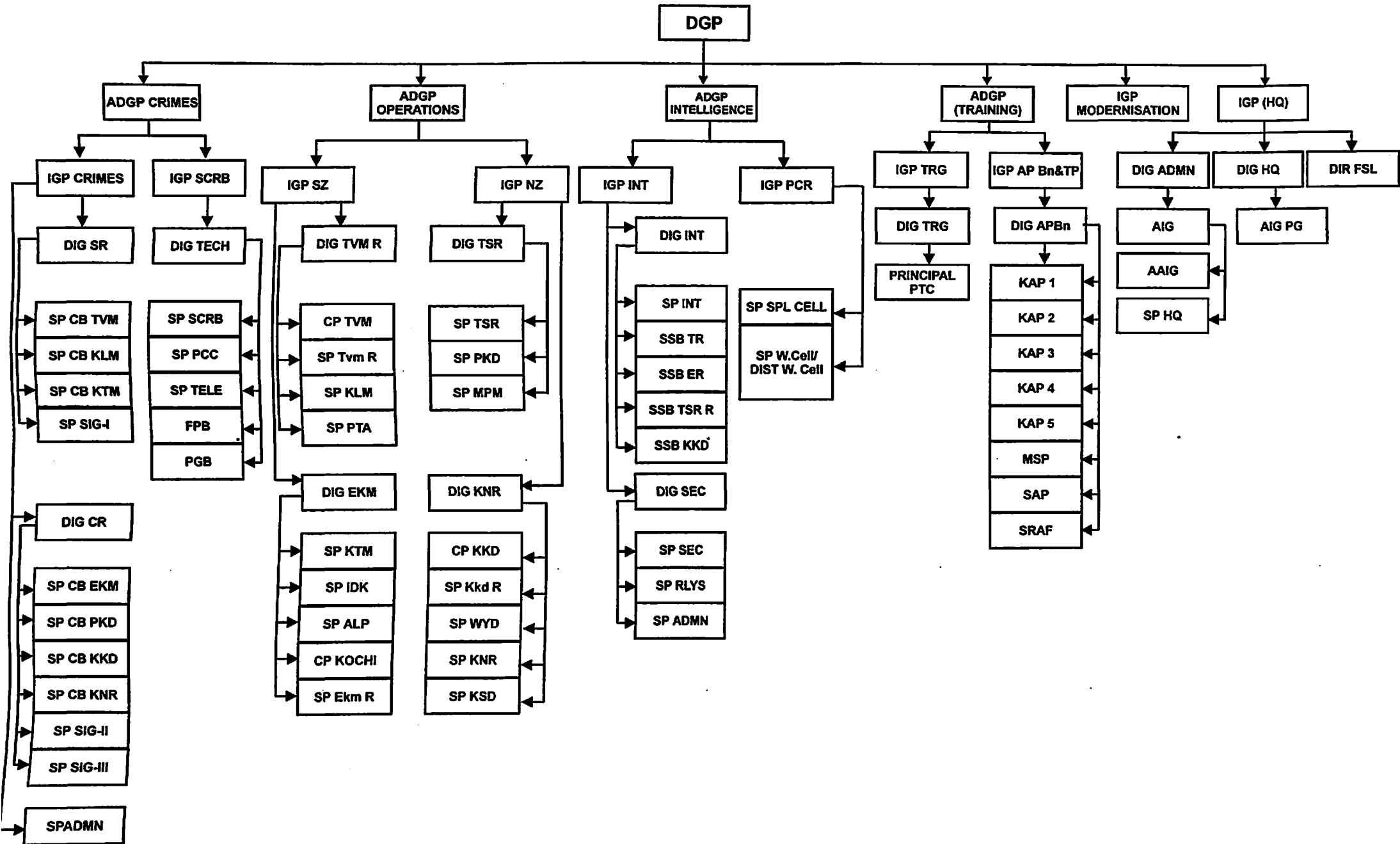
The organizational structure of Kerala Police is discussed in this section. At present the Kerala Police has 440 Police Stations spread over 17 Police Districts of the state. There are 4 Ranges headed by Deputy Inspectors General of Police, and two Zones, headed by the Zonal Inspectors General of Police. There is one Additional Director General of Police (Operations) under the supervision of the Director General of Police. Each Police District is headed by a Superintendent of Police. Under the Superintendent of Police, there are 3 to 5 Sub Divisional Police Officers (Deputy Superintendent of Police or Assistant Superintendent of Police) in charge of Police Sub Divisions. Under each Police Sub Division, there are Police Circles headed by the Circle Inspectors of Police (CIs). The Police Stations are headed by Station House Officers in the rank of Sub Inspector of Police (SI). The SIs of Police are either promoted from the rank of constabulary or directly recruited. For the directly recruited SIs, minimum qualification is a University Degree. In the Police Station, there are a minimum of 5 Head Constables (HCs) and 25 Police Constables (PCs). Heavier Police Stations have more strength. From 2003 onwards, Women Police constables are also posted in the Police Stations. Though Women Police Wing was started in 1939, the number of Women Police in the service was very small (less than 0.4 %) till recently. As per a Kerala Government Order of 1996 it was decided to increase the strength of Women Police to 10% and recruitment and training started thereafter. Presently (ie. from 2003 onwards) the women constabulary strength has become 10% of the local constabulary strength. The recruitment of constabulary as well as officers is done by the Kerala Public Service Commission. The minimum qualification for recruitment of the constabulary is presently SSLC (vide G.O. (MS) No.16\80). It is

pertinent to note that no women are recruited directly as Sub Inspector of Police in the General Executive Branch even now. The Women Police Constables get promoted as Women Head Constables who in turn get promoted as Women Sub Inspectors and Women Circle Inspectors. They do not carry out functions of the General Executive Branch, like being Station House Officers or Circle Inspectors in charge of Circles. It is worth mentioning here that the National Police Commission, Government of India in its 4th Report (June 1980) states that, Women Police should not constitute a separate branch of the Police with recruitment and promotion confined to women in that branch only.

The directly recruited Sub Inspectors generally get promoted as Circle Inspectors and Deputy Superintendents of Police in due course. A few of them get promoted as Superintendents of Police. There are also a few directly recruited Deputy Superintendents of Police from among the Scheduled Caste/ Scheduled Tribes. They get promoted as Superintendents of Police in due course. Some of the promoted Superintendents of Police are conferred with IPS (Indian Police Service). Very rarely Superintendents of Police with conferred IPS have been promoted as Deputy Inspectors General of Police also. Regularly recruited IPS Officers enter the service as Assistant Superintendents of Police. They get promoted as Superintendents of Police and later on to higher ranks. The top management of the Police Service is constituted with officers from the Indian Police Service only. The officers of the Indian Police Service allotted to the Kerala Cadre undertake the leadership of the Kerala Police. The IPS Officers serve the Central Government also when they go on deputation to the Government of India.

Chart 1 gives the organizational structure of the Kerala Police (Sandhya (ed.) 2004). The organizational structure of Local Police is given in Chart 2. Chart 1 gives the entire picture of Kerala Police whereas Chart 2 picturises the General Executive Branch (Local Police) of Kerala Police.

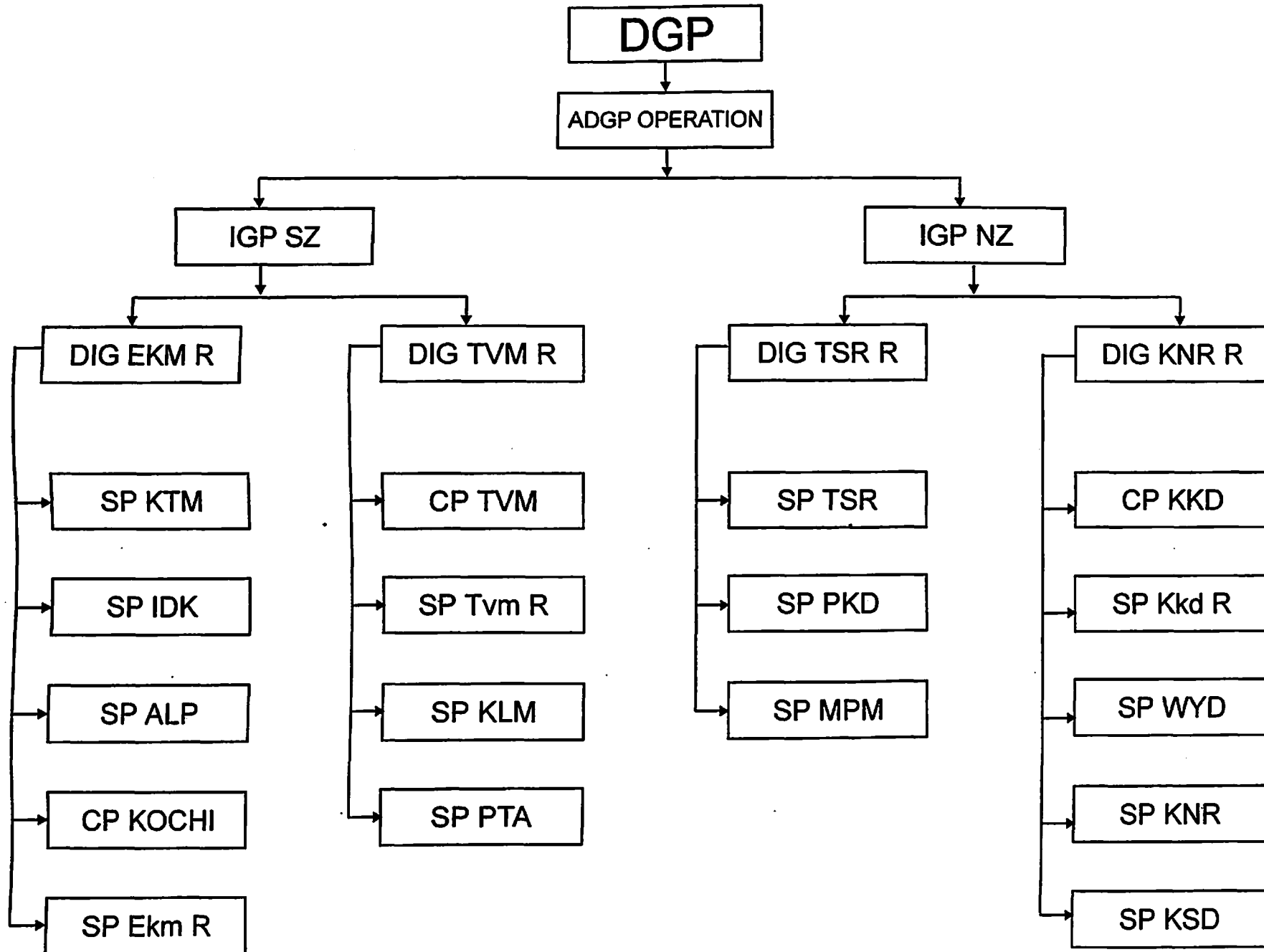
CHART 1 - ORGANIZATION CHART OF KERALA POLICE AS ON 31-12-2003



Abbreviations of Chart 1

DGP	Director General of Police
ADGP	Additional Director General of Police
IGP	Inspector General of Police
DIG	Deputy Inspector General of Police
SP	Superintendent of Police
CP	Commissioner of Police
AIG	Assistant Inspector General of Police
AAIG	Additional Assistant Inspector General of Police
DIR FSL	Director, Forensic Science Laboratory
SCRB	State Crime Record Bureau
SZ	South Zone
NZ	North Zone
INT	Intelligence
PCR	Protection of Civil Rights
TRG	Training
APBn and TP	Armed Police Battalions and Traffic Panning
HQ	Headquarters
PG	Public Grievances
SR	Southern Range
CR	Central Range
TVM R	Thiruvananthapuram Range
TSR R	Thrissur Range
PCC	Police Computer Center
CB	Crime Branch
SIG	Special Investigation Group
SSB	State Special Branch
FPB	Finger Print Bureau

PGB	Photographic Bureau
KAP	Kerala Armed Police
MSP	Malabar Special Police
SAP	Special Armed Police
SRAF	State Rapid Action Force
TVM	Thiruvananthapuram
Tvm R	Thiruvananthapuram Rural
KLM	Kollam
PTA	Pathanamthitta
KTM	Kottayam
IDK	Idukky
ALP	Alappuzha
EKM	Eranakulam
Ekm R	Eranakulam Rural
TSR	Trissur
PKD	Palakkad
MPM	Malappuram
KNR	Kannur
KKD	Kozhikode
Kkd R	Kozhikode Rural
WYD	Wayanad
KSD	Kasaragode
W Cell	Women Cell
RLYS	Railways
SEC	Security
ADMN	Administration
PTC	Police Training College

CHART 2- ORGANIZATION CHART OF LOCAL POLICE (KERALA) AS ON 31-12-2003

Abbreviations of Chart 2

DGP	Director General of Police.
ADGP	Additional Director General of Police.
IGP	Inspector General of Police.
DIG	Deputy Inspector General of Police.
SP	Superintendent of Police.
CP	Commissioner of Police
SZ	South Zone
NZ	North Zone
TVM R	Thiruvananthapuram Range
EKM R	Emakulam Range
TSR R	Thrissur Range
KNR R	Kannur Range
TVM	Thiruvananthapuram
Tvm R	Thiruvananthapuram Rural
KLM	Kollam

PTA	Pathanamthitta
ALP	Alappuzha
KTM	Kottayam
IDK	Idukky
EKM	Emakulam
Ekm R	Emakulam Rural
TSR	Thrissur
PKD	Palakkad
KKD	Kozhikode
Kkd R	Kozhikode Rural
KNR	Kannur
KSD	Kasaragode
MPM	Malappuram
WYD	Wayanad

Police Training

The Kerala Police Training College was started in 1962 as per order No. G.O. (MS) No. 213/Home (A) Dept dated 4-5-1962. The training of Sub Inspectors and In-service training Courses for officers and constabulary take place in the Police Training College: The Kerala Police Academy was sanctioned by the Government on 1-1-1996. The basic training of constabulary is presently being done at the various Armed Police Battalion Camps. The basic training of Women Police is done at the Police Academy.

Table 2.1: Strength of Local Police Including Women Police of Kerala (2003)

Designation	No. of posts	Designation	No. of posts
Superintendent of Police	27	Woman Superintendent of Police	1
Deputy Superintendent of Police	223	Woman Deputy Superintendent of Police	Nil
Circle Inspector	336	Woman Circle Inspector	23
Sub Inspector	1304	Woman Sub Inspector	81
Asst. Sub Inspector	1060	Woman Asst. Sub Inspector	Nil
Head Constable	6085	Woman Head Constable	209
Police Constable	15013	Woman Constable	2471
Total	24048	Total	2785

Special Units

Apart from the local police, there are also Special Units to carry out special functions in the Police Department. The Special Unit viz. Special Branch CID carries out the duties of collection of intelligence, etc. Investigation of sensational and complicated cases are carried out by a Special Unit viz. Crime Branch CID. From these Special Units and also from

the Vigilance Department, police personnel get posted to the Local Police interchangeably. There are also other units like Police Telecommunication Wing, State Crime Records Bureau, etc. The Armed Police Battalions are a separate wing of the Police Department, formed to assist the local police in emergency situations and Law and Order problems.

Police - Population Ratio

The police-population ratio in Kerala is 1:893 (2001). This is against the Police-Population Ratio of 1:1034 in India in the same year.

Service Oriented Functions

The basic training as well as in-service training courses in the Kerala Police, give stress to Service Oriented Functions. There are many government policies and departmental circulars stressing upon Service Delivery to the downtrodden. At operational level also, the police leadership is giving importance to behaviour towards the customers, especially woman and child victims. The National Police Commission Report on Police Public Relations (Chapter XLI) mentions that the police should place greater emphasis wherever and whenever possible on the Service Oriented Functions. Currently, the concept of Customer Orientation and Service Delivery is given utmost importance, especially towards the weaker sections of the society.

2.1.2. Profile of Interviewed Police Personnel

It was decided to take a sample size of 500. However, to be on the safer side, 509 personnel were actually interviewed but only 494 responses were found qualified for analysis. Hence 494 responses were used for the quantitative analysis

Police personnel of various ranks of Kerala Police from the Grass Root level (Police Constables and Head Constables), Cutting Edge Level (Sub Inspectors) and Middle Level (Circle Inspectors and Deputy Superintendent of Police) were interviewed to gather data on Customer Orientation of police personnel towards Women.

15% of the sample are from Special Units like Crime Branch and Special Branch and also from Vigilance Department whereas, 85% are from the Local Police. Personnel from wings like Armed Police Battalions, Police Telecommunication and all the Units from where personnel are not interchangeably posted to the Local Police were excluded from the study. In a nutshell, only those police personnel who were involved in Service Delivery to women customers from the public were included in the sample.

The police personnel were selected from five Police Districts of Kerala. The number of personnel selected from each category of officers is given in Table 2.2. The following pages give a profile of the interviewed police personnel, based on the analysis of the above data.

Table 2.2: District wise Profile of the Sample

District	Category			Total
	Grass Root Level	Cutting Edge Level	Middle Level	
Thiruvananthapuram	57 58.2%	30 30.6%	11 11.2%	98 100%
Kottayam	58 53.2%	33 30.3%	18 16.5%	109 100%
Alappuzha	56 57.1%	19 19.4%	23 23.5%	98 100%
Thrissur	52 55.9%	26 28.0 %	15 16.1 %	93 100%
Kannur	64 66.7%	22 22.9%	10 10.4%	96 100%
Total	287 58.1%	130 26.3%	77 15.6%	494 100%

i. Age Profile

The age profile of the respondents is given in Table 2.3. All the Deputy Superintendents of Police belong to the age group of 46-55 years. The median age of Deputy Superintendents of Police is 51 years, and mean age is 49.91. Among the 52 Circle Inspectors, 7 belong to the age group 26-35, 29 belong to the age group of 36-45 and 16 belong to the age group of 46-55. Among Sub Inspectors/Assistant Sub Inspectors, 6 belong to the age group 26-35, 25 belong to the age group 36-45 and 96 belong to the age group of 46-55. Among the Head Constables/Police Constables, 23 are from 26-35 group, 105 are from the age group 36-45 and 139 are from age group 46-55. Among Women Head Constables/Women Police Constables, 3 are from 26-35 group, 11 from 36-45 group and 6 are from 46-55 group.

Table 2.3: Age Profile

Age	Category				
		Grass Root Level	Cutting Edge Level	Middle Level	Total
26 – 35	Count	26	6	7	39
	Row %	66.7	15.4	17.9	100
	Column%	9.1	4.6	9.1	7.9
36 – 45	Count	116	26	29	171
	Row %	67.8	15.2	17.0	100
	Column %	40.4	20.0	37.7	34.6
46 – 55	Count	145	98	41	284
	Row %	51.1	34.5	14.4	100
	Column %	50.5	75.4	53.2	57.5
Total	Count	287	130	77	494
	Row%	58.1	26.3	15.6	100
	Column %	100	100	100	100

57.5% of the sample is from the age group of 46-55 years. 34.6% of the sample is from the age group of 36-45 years. Only 7.9% of the sample is from the age group of 26-35 years. The older age group personnel (46-55 years) are more from the cutting edge level (75.4%), where as 50.5% of the constabulary and 53.2% of the middle level only are above 46 years.

Table 2.4 gives the mode of entry into service of our respondents.

Table 2.4: Mode of Entry and Average Age While Joining the Police Department

Category	Mode of entry	Sample Size	Average Age (while joining the Dept.)
Grass Root Level	Single entry only	287	23.9
Cutting Edge Level	Direct Recruitment	19	25.8
	By Promotion	111	21.4
Middle Level	Direct Recruitment	73	27.1
	By Promotion	4	19.8

The average age of the constabulary while joining the Police Department is 23.9 years. The average age of Direct Recruit Sub Inspectors while joining the Police Department is 25.8 years. The promotee SIs had joined as constables in the Police Department at the average age of 21.4 years. Four personnel from the constabulary level who became Circle Inspectors had joined the Department as Constables at the age of 19.8 years. The directly recruited Sub Inspectors who are presently serving as CIs and Deputy Superintendents of Police (middle level) joined the Department at an average age of 27.1 years. The educational qualification of the interviewed personnel is given in Table 2.5.

ii. Educational Profile

Among the Grass Root Level personnel, those who are more educated are from the age groups below 46 years. At the Cutting Edge Level, 84.6% of the personnel with SSLC/Pre-degree are from the age group of 46-55 years. There are only two Graduates and no Postgraduates among the Cutting Edge Level, who are above 46 years. Among the Middle Level personnel, maximum numbers of postgraduates are from the age group of 36-45 years.

From 1980 onwards, the minimum qualification for joining the Kerala Police Department as Constable is SSLC. Thus those who are having an educational qualification below SSLC had joined the Police Department, before 1980. As the minimum qualification for joining the Sub Inspector post by Direct Recruitment is a University Degree, all personnel at the middle level and cutting edge level who are direct recruits have a degree. The 111 personnel at the cutting edge level without a degree are promotees. Only 19 persons in the sample are directly recruited Sub Inspectors. This is because direct recruitment of Sub Inspectors did not happen in the Kerala Police, between 1995 and 2002. Due to this, the Educational Level of the Cutting Edge Category is much lower than that of the constabulary.

At the constabulary level, there are 54 (18.8%) graduates and three postgraduates. 23 persons at the constabulary level are having educational qualification of High School or below. At the Cutting edge level, there are only 6 Postgraduates. At the Middle Level 24(31.2%) are Postgraduates.

iii. Trend in the Level of Education

From Table 2.5 it is obvious that during the last 10 years highly educated personnel are joining the Police Department. Those who are not educated much (High School or below) are mostly from the 46 to 55 age group. In another 10 years such personnel will not be present in the Department at all. Under the group with 4 to 11 years of experience 20% have joined the Department with a Postgraduate degree, 44.6% with Degree, 4.6% with Pre Degree and 23.1% with SSLC. 7.7% are with Professional

Degree. This shows the increasing trend of more educated personnel joining the Police Department. However, only 4.1% acquired further educational qualification after joining the Police Department.

Table 2.5: Educational Qualification

Category	Educational Qualification	Age			Total
		26 - 35	36 - 45	46 - 55	
Grass Root Level	High school or below	0 0	1 4.3%	22 95.7%	23 100%
	SSLC / Pre-degree	14 6.8%	76 36.7%	117 56.5%	207 100%
	Degree	11 20.4%	37 68.5%	6 11.1%	54 100%
	Postgraduate and above	1 33.3%	2 66.7%	0 0	3 100%
	Total	26 9.1%	116 40.4%	145 50.5%	287 100%
Cutting Edge Level	High school or below	0 0	0 0	14 100%	14 100%
	SSLC / Pre-degree	1 1.0%	14 14.4%	82 84.6%	97 100%
	Degree	3 23.1%	8 61.5%	2 15.4%	13 100%
	Postgraduate and above	2 33.3%	4 66.7%	0 0	6 100%
	Total	6 4.6%	26 20.0%	98 75.4%	130 100%
Middle Level	SSLC / Pre-degree	0 0	0 0	4 100%	4 100%
	Degree	1 2.0%	18 36.8%	30 61.2%	49 100%
	Postgraduate and above	6 25.0%	11 45.8%	7 29.2%	24 100%
	Total	7 9.1%	29 37.7%	41 53.2%	77 100%
Grand Total		39 7.9%	171 34.6%	284 57.5%	494 100%

iv. Experience and Promotion

The interviewed Deputy Superintendents of Police had an average experience of 3.6 years in that post. The Circle Inspectors had six years of experience on an average. The Sub Inspectors had put in an average experience of 7.5 years in that post and HC/PCs had put in an average of 21.9 years of experience and WHC/WPCs had put in an average of 18.7 years of experience.

Table 2.6: Average Years of Experience in Each Rank

	DySP	CI	SI/ASI	HC/PC	WHC/WPC
Mean	3.7	6.1	7.6	21.9	18.7
Standard Deviation	2.0	3.1	6.3	6.9	8.9

Table 2.7: Average Years of Experience for Getting Promotion to the Next Step

Category	Mean Age
HC/PC to SI	23.5
WHC/WPC to WSI	25.2
SI to CI	10.2
CI to DySp	8.7

From Table 2.7 it can be seen that on an average, Head Constables/Police Constables with 23.5 years of experience became Sub Inspectors. Sub Inspectors, took an average of 10.2 years to become Circle Inspectors. Women Head Constables/Women Police Constables became Women Sub Inspectors after 25.2 years of experience in the post of Woman

Head Constable/Woman Police Constable. Circle Inspectors became Deputy Superintendents of Police after about 8.7 years of experience as Circle Inspector.

v. Income Profile

The scale of pay and Monthly Income of various ranks in 2004 are given in Table 2.8

Table 2.8: Scale of Pay and Monthly Income of Various Ranks

Sl.No.	Designation	Average Monthly Income
1	Deputy Superintendent of Police	13,863
2	Circle Inspector	12,344
3	Sub Inspector	10,929
4	Head Constable	7,884
5	Police Constable	6,660

2.1.3. General Outlook of Police Personnel

According to Gary Dessler (1983) high performance can be achieved by satisfying employees' needs and by stressing respect for employees' rights, high morale, participative leadership, and attaining high productivity from committed cohesive work groups. Employees' morale is influenced by many situational factors including job security, pay, advancement and leadership style.

The level of job satisfaction, motivation, faith in the organisation and it's leadership, job priorities, ability to do teamwork etc. determine the general outlook of the police personnel, which will, in turn determine whether an organization has got sufficiently knowledgeable and service minded personnel. As these are the basic factors, which will constitute the pillars on

which the structure of Customer Orientation and gender sensitivity could be built, first, the general outlook of our sample was assessed.

i. Purpose of Joining the Police Department

Table 2.9 shows that 55.3% of the sample joined the Police Department for the purpose of employment. 28.9% joined the Department due to liking for the job. 9.1% joined the Department as a lifetime ambition, whereas 6.1% were attracted to the job due to the power and status associated with the job. It is significant to note that only one respondent has joined the Police, seeking monetary benefit.

Table 2.9: Reason for Joining the Police Department

Total years of service	As a life time ambition	Liking for the job	Power and status associated with the job	For the purpose of employment	Monetary benefit
4-11	9 13.8%	21 32.3%	4 6.2%	30 46.2%	0 0
12-19	10 9.6%	33 31.7%	2 1.9%	59 56.7%	0 0
20 – 27	15 8.6%	49 28.0%	12 6.9%	98 56.0%	0 0
28-35	11 7.3%	40 26.7%	12 8.0%	86 57.3%	1 0.7%
Total	45 9.1%	143 28.9%	30 6.1%	273 55.3%	1 0.2%

ii. Job Satisfaction

According to Samuel Deep (1978) human needs form the motivational base for human behaviour. The objective of sound human relations in management is to ensure simultaneous satisfaction of human

needs and organizational goals. Every worker expects to satisfy his physical needs, security needs, social needs and esteem needs to be met at work. Job satisfaction means that important human needs are fulfilled through the performance of one's work.

K.K. Ramachandran (1999) points out certain peculiar features of Police Department. Those who are really job-involved take initiative at work for realizing organizational goals or for helping the people. In the process they commit mistakes and they get punished by the Department or the Court, or get enmity of influential political persons. Thus the sincere, job involved staff are dissatisfied in the Department.

78.5% of the respondents replied that they are satisfied with their job. 19.2% replied that they are satisfied with their job to some extent. Only 2.3% replied that they are not satisfied with their job. The reason cited for dissatisfaction include lack of freedom, lack of timely promotion, insufficient salary, harassment from superiors, superiors not protecting in risky situations, forced to do things against conscience, etc. About the career in the Police Department, 64.8% are content, 31.2% feel contented in the career to some extent. Only 4% reported that they are not content. Those who are not content in the career are more from the Grass Root Level with 4 to 11 years of experience and also from the Middle Level with 28 to 35 years of experience (Table not given).

Table 2.10: Regret in Joining the Department

Category	Total years of service	Do you regret joining the Department?			Total
		Yes	To some extent	No	
Grass Root Level	4 - 11	2 5.7%	6 17.1%	27 77.2%	35 100%
	12 - 19	3 4.5%	6 9.0%	58 86.6%	67 100%
	20 - 27	5 3.8%	19 14.3%	109 82.0%	133 100%
	28 - 35	3 5.8%	7 13.5%	42 80.8%	52 100%
	Total	13 4.5%	38 13.2%	236 82.3%	287 100%
Cutting Edge Level	4 - 11	0 0	2 20.0%	8 80.0%	10 100%
	12 - 19	1 7.1%	2 14.3%	11 78.6%	14 100%
	20 - 27	0 0	2 11.8%	15 88.2%	17 100%
	28 - 35	5 5.6%	12 13.5%	72 80.9%	89 100%
	Total	6 4.6%	18 13.8%	106 81.6%	130 100%
Middle Level	4 - 11	0 0	1 5.0%	19 95.0%	20 100%
	12 - 19	0 0	2 8.7%	21 91.3%	23 100%
	20 - 27	1 4.0%	3 12.0%	21 84.0%	25 100%
	28 - 35	0 0	1 11.1%	8 88.9%	9 100%
	Total	1 1.3%	7 9.1%	69 89.6%	77 100%
Grand Total		20 4.0%	63 12.8%	411 83.2%	494 100%

Four percentage of the samples regret joining the Police Department. 12.8% of the sample regrets joining the Department to some extent. From the Grass Root Level 4.5% regret joining the Department and from the Cutting Edge Level 4.6% regret joining the Department. From the middle level only 1.3% regret joining the Department. At the Cutting Edge Level and Middle Level, there is nobody who regrets joining the Department, who are with 4-11 years of experience. At the Middle Level, there is only one person who regrets joining the Department. These are given in Table 2.10.

iii. Interpersonal Relations

According to Samuel Deep (1978), interpersonal relationship is that aspect of organised human behaviour, which deals with developing harmonious work relationship.

Interpersonal relations in an organization are extremely important in determining the behaviour pattern towards outside customers. When the respondents were asked whether they generally get support and encouragement from their superiors, 64.6% told that they get support. 31.8% told that they are supported to some extent. 3.6% respondents told that they are not. Those who felt that they did not generally get support and encouragement from the superiors are more from the level with 4 to 11 years of experience (6.2%). From the grass root level, those who have 4 to 11 years of experience felt more that they did not generally get support and encouragement from their superiors. 4.9% from the Grass Root level, 2.3% from the Cutting Edge Level and 1.3% from Middle Level only felt that generally they are not getting support and encouragement from their superiors.

As far as support from subordinates is concerned, only 0.8% felt that they are not getting enough support from their subordinates. When the respondents were asked whether superiors and colleagues support them during difficulties in personal life, 10.5% respondents told that they are not getting such support. Those who felt that they are not being helped in personal difficulties by colleagues and superiors are more from the Cutting Edge Level (13.8%). From the Grass Root Level, 9.1% felt so whereas from

the Middle Level 10.4% felt so. Nobody with the experience of 4 to 11 years at the Cutting Edge or Middle Level felt that they are not supported by colleagues and superiors during difficulties in personal life. Nobody from the 28 to 35 years of experience group from the Middle Level also felt so (Table not given).

Verbal Appreciation from Superiors

Metcalf and Dick (2000) suggest that job commitment is enhanced when police officers are involved in decision-making, feel supported by superiors and receive adequate levels of feedback about their job performance and job expectations.

Too less a number of pats on the back from the superiors may mean that the personnel are not getting enough of appreciation to feel satisfied about their job. Only 3.8% felt that their superiors did not verbally appreciate them while doing a good job. Those who felt so are more from the Grass Root Level (4.9%). From the Cutting Edge Level 3.1% and from the Middle Level 1.3% felt so.

Who are Your Close Friends?

14% of the respondents told that their colleagues are their close friends, 9.3% told that others (i.e. people other than police personnel) are their friends, and 76.7% said that both colleagues and others are their friends. Those who have others as their friends are more from the middle level (15.6%). Those who said that their only friends are their colleagues are more from the Grass Root Level as well as from the Cutting Edge Level with 28 to 35 years of experience. From the Middle Level there is only 5.2% who have only colleagues as their close friends.

iv. Social Acceptance

57.3% of the sample felt that public and customers appreciate them on doing a good job. 40.1% felt that they are appreciated by the public and customers on some occasions. Only 2.6% felt that they are not appreciated. 3.8% from the Grass Root Level, 0.8% from the Cutting Edge Level and 1.3% from the Middle Level only felt that they are not appreciated.

28.5% felt that, the public and press criticize them. 48.2% felt that they are criticized by the public and the press on some occasions. Only 23.3% felt that they are not being criticized.

v. Motivation

Motivation is the force that activates dormant energies and sets in motion the action of an individual.

Studies by Metcalfe and Dick, (2000) have shown that attitudinal commitment is shaped by organization support, management support and appraisal, rank seniority and tenure length. There is strong and significant relationship between organizational commitment and the respondent's experience of organizational support, management support, appraisal and rank seniority. Commitment falls significantly as police officers move from constable to the rank of sergeant. In our study we examined the above research findings and got much evidence in their support.

Table 2.11 shows that 53.2% felt that they are getting enough motivation to do their job with commitment. 40.1% felt that they are motivated to some extent. 6.7% felt that they are not at all motivated. Those who reported that they are not getting enough motivation are less at the cutting edge level. From the cutting edge level 60% reported that they are getting motivated and 36.9% reported that they are motivated to some extent. Those who reported that they are not at all motivated are more from the Grass Root Level with 28 to 35 years of experience (13.5%). The next category who reported that they are not at all motivated from the Grass Root Level with 4 to 11 years of experience. The most important motivating factors for a large number of personnel are satisfaction of the customer, appreciation from public and press, verbal appreciation from superiors, self-motivation and reward.

Table 2.11: Length of Service and Motivation of Police Personnel to do Job With Commitment

Category	Total years of service	Are you getting enough motivation to do your job with commitment?			Total
		Yes	To some extent	No	
Grass Root Level	4-11	16 45.7%	15 42.9%	4 11.4%	35 100%
	12-19	29 43.3%	31 46.3%	7 10.4%	67 100%
	20-27	76 57.1%	50 37.6%	7 5.3%	133 100%
	28-35	25 48.1%	20 38.4%	7 13.5%	52 100%
	Total	146 50.9%	116 40.4%	25 8.7%	287 100%
Cutting Edge Level	4-11	4 40.0%	5 50.0%	1 10.0%	10 100%
	12-19	7 50.0%	6 42.9%	1 7.1%	14 100%
	20-27	10 58.8%	7 41.2%	0 0	17 100%
	28-35	57 64.0%	30 33.8%	2 2.2%	89 100%
	Total	78 60.0%	48 36.9%	4 3.1%	130 100%
Middle Level	4-11	12 60.0%	8 40.0%	0 0	20 100%
	12-19	11 47.8%	11 47.8%	1 4.4%	23 100%
	20-27	12 48.0%	11 44.0%	2 8.0%	25 100%
	28-35	4 44.4%	4 44.4%	1 11.2%	9 100%
	Total	39 50.6%	34 44.2%	4 5.2%	77 100%
Grand Total		263 53.2%	198 40.1%	33 6.7%	494 100%

vi. Team Work

Samuel Deep (1978) mentions that people derive reassurance and support from working together with others. Knowing that your co-workers will be able to 'over' for you when needed contributes to a feeling of job security. In the same way a team of workers provides support to its members by working toward common objectives.

Our study finds that in investigation and other important tasks 74.9% replied that they do work in team. 19.8% replied that they work in team to some extent. Only 5.3% replied that they do not work in teams.

vii. Reward

In the Police Department, whenever police personnel do some good work, generally rewards are given to them as an encouragement. The constabulary is generally given money rewards by the Superintendent of Police or the Sub Divisional Police Officers. The Sub Inspectors and above are generally given Good Service Entry (GSE) or Appreciation Letters when they do some good job. If some distinguishing work is done by an officer, Meritorious Service Entry (MSE) is given by the Director General of Police or Inspector General of Police. GSE to the Sub Inspectors and Circle Inspectors is generally given by the Superintendent of Police. The constables as well as officers from other levels who receive a large number of Money Rewards, GSE, MSE, etc are considered for Chief Minister's Police Medal. Those who do good work for a very long period are generally recommended the Meritorious Services Medal and the President's Police Medal.

77.1% of the respondents had obtained some reward for good service in their career. Table 2.12 gives the details. From the Grass Root Level 69% got some reward or other. Those who got reward at the Grass Root Level are more from those with 28-35 years of experience and 4-11 years of experience. From the Cutting Edge Level 82.3% got some reward. From the Middle Level 98.7% got some reward or other in their career. All the Middle Level personnel with 28-35 years of experience got some reward or other. This shows that most of the police personnel received some reward or other in their career.

Table 2.12: Rewards

Category	Total years of service	Did you get any rewards in the Police Service?		Total
		Yes	No	
Grass Root Level	4 - 11	25 71.4%	10 28.6%	35 100%
	12 - 19	41 61.2%	26 38.8%	67 100%
	20 - 27	92 69.2%	41 30.8%	133 100%
	28 - 35	40 76.9%	12 23.1%	52 100%
	Total	198 69.0%	89 31.0%	287 100%
Cutting Edge Level	4 - 11	8 80.0%	2 20.0%	10 100%
	12 - 19	13 92.9%	1 7.1%	14 100%
	20 - 27	13 76.5%	4 23.5%	17 100%
	28 - 35	73 82.0%	16 18.0%	89 100%
	Total	107 82.3%	23 17.7%	130 100%
Middle Level	4 - 11	20 100.0%	0 0	20 100%
	12 - 19	23 100.0%	0 0	23 100%
	20 - 27	24 96.0%	1 4.0%	25 100%
	28 - 35	9 100.0%	0 0	9 100%
	Total	76 98.7%	1 1.3%	77 100%
Grand Total		381 77.1%	113 22.9%	494 100%

From the above it can be concluded that rewards are a routine rather than exception in the Police Department. In their daily life, the police personnel encounter innumerable hurdles. They are risking their life daily while dealing with Law and Order problems or arresting criminals. In the process they face bodily injuries, mental trauma, as well as private complaints or crime cases in connection with arresting criminals or facing the Law and Order situations. As the above-mentioned occupational hazards are a routine, it is not at all surprising if getting reward also becomes a routine.

viii. Departmental Enquiries

According to Dessler, (1983) the purpose of discipline is to encourage employees to behave sensibly at work, and sensible behaviour means adhering to the rules and regulations. In the police department threats to discipline invite departmental enquiry.

As police personnel are the guardians of law, the Department generally enquires into any dereliction of duty or omissions and commissions through Departmental Enquiries. Such enquiries are governed by the Kerala Police Departmental Enquiries, Punishment And Appeal Rules 1958. These rules are different from the rules governing other Government Departments. The disciplinary authority for the constabulary is the Superintendent of Police, for the SIs Range DIGs, for CIs Zonal Inspector General of Police and for the Deputy Superintendent of Police, the Government.

Table 2.13 shows that 13.9% of the Constabulary, 36.9% of the Cutting Edge Level and 44.2% of the Middle Level have faced some Departmental Enquiry or other.

Table 2.13: Departmental Enquiry

Category	Total years of service	Did you face any Departmental Enquiry?		Total
		Yes	No	
Grass Root Level	4-11	2 5.7%	33 94.3%	35 100%
	12-19	9 13.4%	58 86.6%	67 100%
	20-27	13 9.8%	120 90.2%	133 100%
	28-35	16 30.8%	36 69.2%	52 100%
	Total	40 13.9%	247 86.1%	287 100%
Cutting Edge Level	4-11	4 40.0%	6 60.0%	10 100%
	12-19	8 57.1%	6 42.9%	14 100%
	20-27	4 23.5%	13 76.5%	17 100%
	28-35	32 36.0%	57 64.0%	89 100%
	Total	48 36.9%	82 63.1%	130 100%
Middle Level	4-11	9 45.0%	11 55.0%	20 100%
	12-19	10 43.5%	13 56.5%	23 100%
	20-27	12 48.0%	13 52.0%	25 100%
	28-35	3 33.3%	6 66.7%	9 100%
	Total	34 44.2%	43 55.8%	77 100%
Grand Total		122 24.7%	372 75.3%	494 100%

The percentage of HCs and PCs facing Departmental Enquiry is much less compared to the percentage at Cutting Edge Level and Middle Level facing enquiries.

Punishment

As far as punishments received in Departmental Enquiries are concerned, for the Grass Root Level 8.7% have received some punishment or other. At the cutting edge level 26.2% were punished. From the middle level 22.1% got punishment. Thus punishment received for the Cutting Edge Level and Middle Level is about 3 times more than for the Grass Root Level. Table 2.13 shows that those with more experience (28-35 years) faced more enquiries at the Grass Root Level. From the Cutting Edge Level, those with 12-19 years experience faced maximum Departmental Enquiries. At the Middle Level those with 20-27 years of experience faced maximum Departmental Enquiries. The following are the general penalties imposed upon members of the Service namely:

- a. Censure
- b. Black Mark
- c. Withholding of increments or promotions including stoppage at an efficiency bar.

Table 2.14 shows that the most experienced constabulary got punished more in Departmental Enquiries. At the Cutting Edge Level those with 12-19 years experience got more punishments. At the Middle Level, those with 20-27 years of experience got maximum number of punishments.

Table 2.14: Punishment

Category	Total years of experience	Did you get any punishment in the Departmental Enquires?		Total
		Yes	No	
Grass Root Level	4-11	1 2.9%	34 97.1%	35 100 %
	12-19	5 7.5%	62 92.5%	67 100 %
	20-27	9 6.8%	124 93.2%	133 100 %
	28-35	10 19.2%	42 80.8%	52 100 %
	Total	25 8.7%	262 91.3%	287 100 %
Cutting Edge Level	4-11	3 30.0%	7 70.0%	10 100 %
	12-19	6 42.9%	8 57.1%	14 100 %
	20-27	3 17.6%	14 82.4%	17 100 %
	28-35	22 24.7%	67 75.3%	89 100 %
	Total	34 26.2%	96 73.8%	130 100 %
Middle Level	4-11	3 15.0%	17 85.0%	20 100 %
	12-19	4 17.4%	19 82.6%	23 100 %
	20-27	8 32.0%	17 68.0%	25 100 %
	28-35	2 22.2%	7 77.8%	9 100 %
	Total	17 22.1%	60 77.9%	77 100 %
Grand Total		76 15.4%	418 84.6%	494 100 %

ix. Involvement in Crime Cases

4.9% of the constabulary became accused in some crime case or other. From the Cutting Edge Level 9.2% became accused in some crime cases or other, whereas from the Middle Level the percentage is 15.6. Those who got punishment in crime cases are 1% from the Grass Root Level 2.3% from the Cutting Edge Level and 2.6% from the Middle Level. Out of the 28 personnel who became accused in cases, 7 personnel faced private complaints. (Private complaints are filed against officers generally alleging assault during Law and Order situations or arrest) Two personnel faced Vigilance cases. Rest (19) faced Crime cases.

x. Major Achievement in the Career

All the respondents were asked to cite one major achievement in their career. Maximum number of respondents cited some major rescue operations in which they had taken part, like Peruman Train Tragedy, Kumarakam Boat Tragedy, some major bus accidents, etc. Many cited Sabarimala Bundhobust duty. Many mentioned action in communal riots in Poovar, Nadapuram, etc. A large number of respondents mentioned arrest of accused especially in murder cases, major Abkari offences, theft cases etc. Many from the Constabulary cited arrest of accused in Long Pending Cases. Many from the Middle Level mentioned about detection of murder cases and major theft cases. Many from the Cutting Edge Level mentioned about managing Law and Order situations like political riots, student, unrest etc. A few mentioned about service to the customers beyond the call of their duty. Rescue operations and Law and Order situations are the most favoured topic in this regard whereas detection of cases and arrest of accused gets the second priority and service to the customers comes as the third priority. This goes very well with the response of the respondents with regard to stating the job priorities. 58% of the Grass Root Level, 60% of the Cutting Edge Level and 46.8% of the Middle Level considered maintenance of Law and Order as the top most priority in their job. 15.7% of the Grass Root Level, 20.8% of the Cutting Edge Level and 22.1% of the Middle Level considered investigation and detection of cases as one of the top most priorities in their job. Satisfaction of the customers is considered as one of the top most priorities by

21% of the constabulary, 17.7% of the Cutting Edge Level and 27.3% of the Middle Level. For 4.9% of the Grass Root Level, 0.8% of the Cutting Edge Level and 2.6% of the Middle Level public contact and appreciation is one of the top most priorities. For 1.3% of the Middle Level, management of the police personnel is one of the top most priorities.

xi. Training

B.D.Moore (1997) suggests that refresher workshops should be arranged for all members of the Police Force and each participant be made to complete an attitude measurement inventory at the beginning and at the end of the workshop and the date must be carefully measured to evaluate the modified attitude of police personnel.

In-service training is the most important tool for inculcating new ideas and knowledge as well as work culture into the personnel. The Kerala Police arranges pre-promotion training programmes at each level as well as orientation programmes and training on various professional subjects. The District Level Training Programmes for the constabulary is generally arranged in the District Armed Reserve Camps. Pre-promotion courses for the ASIs, SIs and CIs are arranged in the Police Training College. Training on various professional topics are arranged in the Police Training College as well as the Forensic Science Laboratory. Officers are also sent for training programmes arranged by Institute of Management in Government, Thiruvananthapuram. For Special Training like Security, Bomb Detection, etc, personnel are sent to New Delhi. Officers are also sent for training in the Central Detective Training School in Hyderabad and Calcutta. A few of the Middle Level Officers are also sent for Vertical Interaction Courses conducted by the Bureau of Police Research and Development (B P R & D).

Table 2.15 shows that 49.5% of the Grass Root Level, 77.7% of the Cutting Edge Level and 88.3% of the Middle Level have attended some training or other during the last 7 years. Thus the most trained are the Middle Level Officers and the least trained are the constabulary. Those with 28-35 years of experience at Grass Root Level attended maximum in-service courses. At the Cutting Edge Level those with 4-11 years of experience have

attended more number of Trainings. At the Middle Level all personnel with 4-11 years and 28-35 years of experience have attended in-service training.

Table 2.15: In-service Training

Category	Total years of service	Have you undergone any in-service training during the last 7 years?		Total
		Yes	No	
Grass Root Level	4-11	16 45.7%	19 54.3%	35 100%
	12-19	29 43.3%	38 56.7%	67 100%
	20-27	67 50.4%	66 49.6%	133 100%
	28-35	30 57.7%	22 42.3%	52 100%
	Total	142 49.5%	145 50.5%	287 100%
Cutting Edge Level	4-11	9 90.0%	1 10.0%	10 100%
	12-19	12 85.7%	2 14.3%	14 100%
	20-27	11 64.7%	6 35.3%	17 100%
	28-35	69 77.5%	20 22.5%	89 100%
	Total	101 77.7%	29 22.3%	130 100%
Middle Level	4-11	20 100.0%	0 0	20 100%
	12-19	19 82.6%	4 17.4%	23 100%
	20-27	20 80.0%	5 20.0%	25 100%
	28-35	9 100.0%	0 0	9 100%
	Total	68 88.3%	9 11.7%	77 100%
Grand Total		311 63 %	183 37 %	494 100 %

Table 2.16: Gender Training

Category	Total years of service	Have you undergone any training on gender issues during the last 7 years?		Total
		Yes	No	
Grass Root Level	4-11	1 2.9%	34 97.1%	35 100%
	12-19	7 10.4%	60 89.6%	67 100%
	20-27	11 8.3%	122 91.7%	133 100%
	28-35	9 17.3%	43 82.7%	52 100%
	Total	28 9.8%	259 90.2%	287 100%
Cutting Edge Level	4-11	5 50.0%	5 50.0%	10 100%
	12-19	5 35.7%	9 64.3%	14 100%
	20-27	2 11.8%	15 88.2%	17 100%
	28-35	24 27.0%	65 73.0%	89 100%
	Total	36 27.7%	94 72.3%	130 100%
Middle Level	4-11	5 25.0%	15 75.0%	20 100%
	12-19	4 17.4%	19 82.6%	23 100%
	20-27	9 36.0%	16 64.0%	25 100%
	28-35	5 55.6%	4 44.4%	9 100%
	Total	23 29.9%	54 70.1%	77 100%
Grand Total		87 17.6%	407 82.4%	494 100%

As far as gender training is concerned, only 9.8% of the constabulary, 27.7% of the Cutting Edge Level and 55.6% of the Middle Level forming a total of 29.9% of the respondents only have attended some course or other during the last 7 years. (Table 2.16) At the Grass Root Level, those with more experience have attended more gender training programmes. At the Cutting Edge Level, those with 4-11 years of experience have attended gender training in more numbers. Among the Middle Level Personnel, the most experienced personnel have attended more gender training programmes.

xii. Catechism Classes

Goris et al. (2002:348) mention that it is the 'informal, non hierarchical means of communication' such as conversations with colleagues that "fill in gaps between what employees want to know and what management has time, attention or inclination to tell them". Police officers make use of both formal and informal briefing sessions.

Catechism class is a formalized mechanism in the Police Department through which professional knowledge is imparted to the constabulary through formal or informal classes.

In every Police Station, on Parade days (Tuesdays and Fridays), Station House Officers or the Superior Officers Commanding\Inspecting the Parade talk to the police personnel and give them various instructions by taking catechism classes. All the Departmental Circulars and various Instructions are read out and discussed in the catechism classes. All the basic Police Subjects and priority items of the Department will be discussed in the catechism classes. This is a major instrument for percolating down the letter and spirit of any Departmental Instruction or Policy. This is also a major tool for building up Interpersonal relations between personnel of various levels.

Table 2.17: Attending / Conducting Catechism Class

Category	Total years of service	Do you conduct or attend catechism classes?			Total
		Yes regularly	Yes Sometimes	No	
Grass Root Level	4-11	9 25.7%	18 51.4%	8 22.9%	35 100%
	12-19	13 19.4%	50 74.6%	4 6.0%	67 100%
	20-27	37 27.8%	94 70.7%	2 1.5%	133 100%
	28-35	15 28.9 %	32 61.5%	5 9.6%	52 100%
	Total	74 25.8%	194 67.6%	19 6.6%	287 100%
Cutting Edge Level	4-11	3 30.0%	7 70.0%	0 0	10 100%
	12-19	7 50.0%	6 42.9%	1 7.1%	14 100%
	20-27	5 29.4%	12 70.6%	0 0	17 100%
	28-35	29 32.6%	58 65.2%	2 2.2%	89 100%
	Total	44 33.8%	83 63.9%	3 2.3%	130 100%
Middle Level	4-11	9 45.0%	10 50.0%	1 5.0%	20 100%
	12-19	9 39.1%	12 52.2%	2 8.7%	23 100%
	20-27	3 12.0%	18 72.0%	4 16.0%	25 100%
	28-35	3 33.3%	6 66.7%	0 0	9 100%
	Total	24 31.2%	46 59.7%	7 9.1%	77 100%
Grand Total		142 28.7%	323 65.4%	29 5.9%	494 100%

Table 2.17 shows that only 25.8% of the Grass Root Level attend catechism classes regularly. 67.6% said that they attend catechism classes sometimes. 6.6% do not attend any catechism classes. From the Cutting Edge Level, those who said that they regularly attend catechism classes are 33.8% and those who said that they attend catechism classes sometimes are 63.8%. 2.3% said that they do not conduct or attend any catechism classes. From the Middle Level 31.2% said that they conduct catechism classes regularly. 59.7% said that they do not conduct any catechism classes. 9.1% said that they do not conduct any catechism classes at all. Among the Middle Level Personnel, those with 4-11 years experience seem to be more enthusiastic about conducting catechism classes.

The above statistics shows that one of the most potential instruments for spreading knowledge and inculcating work culture and developing interpersonal relations is remaining underutilized to a great extent.

2.2. PROFILE OF WOMEN CUSTOMERS

General Background

Kerala presents a positive picture as far as women's development is concerned. Kerala is the only state in India with a positive sex ratio for females. Sex Ratio is 1058 females for 1000 males in Kerala (2001 census) against 933 in India. Literacy rate of women is 87.86%, for Kerala against 54.16% for India. Many indices like mean-age at marriage, infant mortality rate, maternal mortality rate, life expectancy at birth and Gender Development Index (GDI) etc. are much better for Kerala women compared to All India pattern. But work participation rate of women is 15.3 for Kerala against 25.7 for India. As reported in the Economic Review (2003) of The State Planning Board, Kerala was rated highest in the achievement of good performance in low crime and good justice mechanism in a study conducted for the Confederation of Indian Industries. At the same time, domestic violence against women is a significant problem in Kerala. According to a study conducted in Thiruvananthapuram District, about 64.9% of married women were subjected to at least one form of psychologically abusive

behaviour in their marital life and 35.7% reported experiencing at least one form of violent physical behaviour.

Even though Kerala is a forerunner in several social and demographic development indicators, all is not well as far as Crime Against Women is concerned. In the past women used to be extremely reluctant in approaching Police Stations with criminal complaints. However, in recent times, more and more women are found approaching Police Stations. Nonetheless, a large number of cases of CAW may be still remaining unreported to Police Stations.

The statistics of CAW, reported to Police Stations are authentically available with the National Crime Records Bureau (NCRB), New Delhi (National Data), and State Crime Records Bureau, Thiruvananthapuram (Data for the State of Kerala). Crimes committed against women at home as well as outside the home show an increasing trend throughout India. The number of Crimes Against Women Cases registered has increased from 1.13 lakhs in 1997 to 1.44 lakhs in 2001 at the national level. Amongst the states, Kerala ranks the 10th place with 3.79% of the total crimes registered against women.

The reporting of more cases of CAW may be due to the commission of more atrocities against women as well as due to gender sensitisation of the police, alongside of awareness of women. There are several studies in Victimology and Sociology, which concentrate on various aspects of CAW. But there are no specific studies, which measure the accessibility of women victims to the Police Stations. What motivate women victims to approach Police Stations to redress their grievances? Whether any agencies have motivated or helped them to approach a Police Station or not? What are the causative factors for satisfaction or dissatisfaction of the victims, who have approached the Police Stations? Answers to these questions would definitely help to measure the accessibility and satisfaction level of women customers approaching Police Stations which will in turn help to fill the gaps in the Service Delivery to the women customers of Police Stations.

Table 2.18: CAW Statistics for the Years 1995-2003 (Kerala State)

Crime Head	1995	1996	1997	1998	1999	2000	2001	2002	2003
Rape	244	390	579	564	403	552	562	499	377
Molestation	826	1129	1512	1768	1809	1695	1942	2123	2007
Kidnapping	104	178	149	132	111	89	97	91	121
Eve-Teasing	15	33	90	87	53	69	81	102	80
Dowry Death	15	21	22	21	26	25	27	17	23
498 A IPC	676	993	1689	2031	2416	2418	2561	2836	2866
Total	1880	2744	4041	4603	4818	4848	5270	5668	5474

Source: State Crime Records Bureau, Thiruvananthapuram.

A glance into the statistics of CAW in Kerala shows that there is marked increase in the number of cases registered, year after year. The details are given in Table 2.18. The number of CAW cases more than doubled in two years from 1995 to 1997. Then there is a more or less steady upward trend except for the year 2003.

The number of molestation cases reported to Police Stations shows a regular increasing trend, whereas rape cases show mild fluctuations from 1997 to 2002, but a decrease during 2003, compared to previous six years. Kidnapping cases also show mild fluctuations. The number of Eve-teasing cases is maintaining a more or less steady rate for the last 7 years. Dowry death cases reported also maintain a more or less steady rate. 498 A IPC cases were reported at a steadily increasing rate and this single Crime Head constitutes about one half of the total CAW cases. The second

largest component is molestation cases forming around two-fifth of the total cases. Rape cases take third place (around 10% of the reported cases). Except that the number of dowry death cases is extremely low in Kerala compared to the National average, the various Crime Heads under CAW do not show marked differences at National Level and State Level (Kerala). This is shown in the Figures 2a and 2b.

Figures 2a and 2b show that in the year 2001 the percentage of molestation cases reported is slightly more in Kerala compared to All India level whereas number of rape cases reported is slightly less than the All India figures. Number of cases registered under 498A IPC (Torture) is more or less same in Kerala compared to the All India figures. Percentage of kidnapping cases is also less in Kerala compared to the All India figure.

Figure 2a: Atrocities Against Women 2001 - India

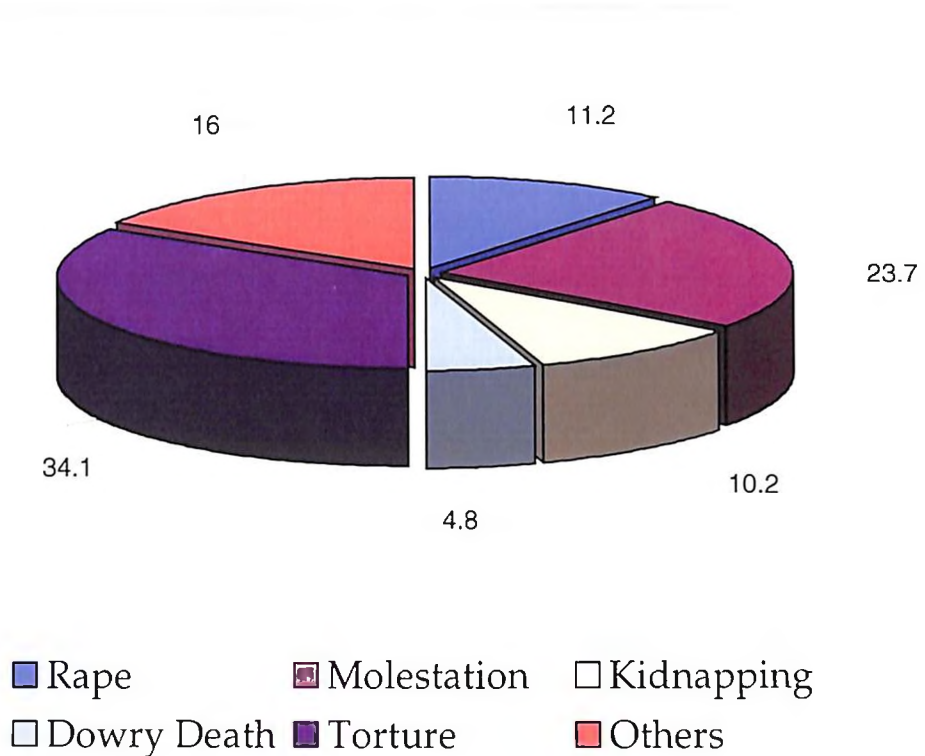
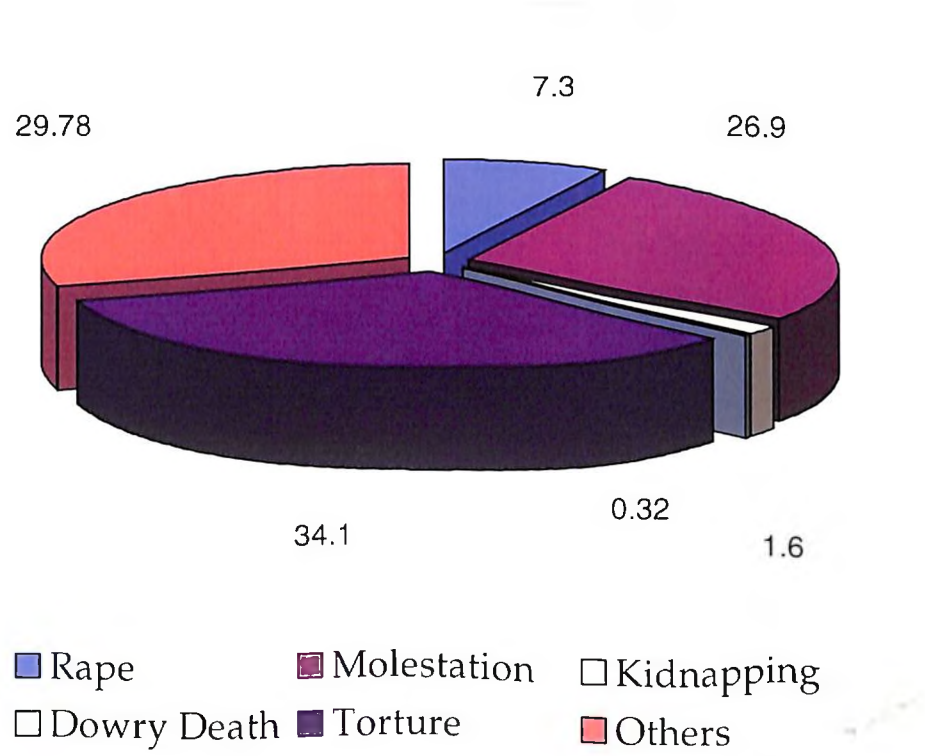


Figure 2b: Atrocities Against Women 2001 - Kerala



Source: *Economic Review 2003* – Government of Kerala (2004)

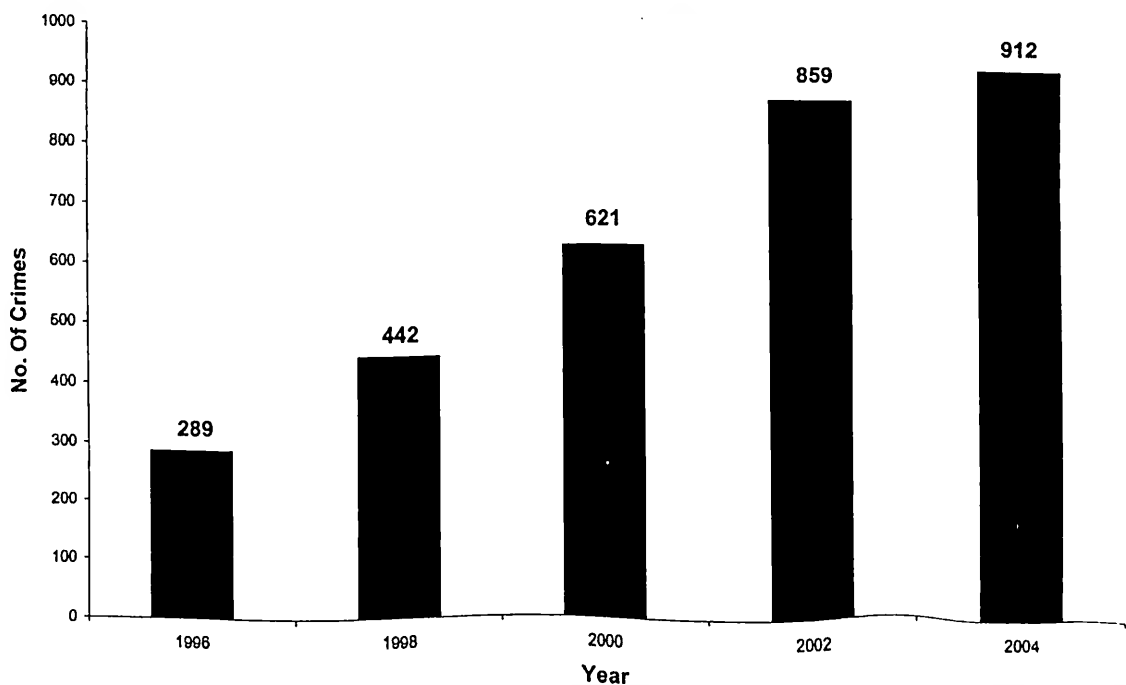
2.2.1. Data on Women Customers of the Selected District

For the purpose of studying the Accessibility of Women to the Criminal Justice System, it was decided to choose a single district with representative characteristics. Accordingly, Thiruvananthapuram (Rural) Police District was selected for the study. From this selected district, 11 Police Stations were identified to cover all types of topographic, geographic and demographic characteristics prevalent in Kerala.

The crime statistics of the selected Police Stations was studied by perusing Police Station records. Statistics from 1990 to 2000 show increasing trend of CAW, especially after 1996.

The CAW statistics of Thiruvananthapuram (Rural) District is given in Figure 2c.

Figure 2c: Number of Crime Against Women Cases Reported in Thiruvananthapuram District for 1996-2004



Source: State Crime Records Bureau, Thiruvananthapuram

2.2.2. Data on Women Complainants From the Selected Police Stations

By perusing the FIR Index Registers of the 11 selected Police Stations, the number of CAW cases registered in these Police Stations for a period of 10 years from 1990 to 2000 were noted down and tabulated to get a picture regarding the number of cases reported as well as rate of increase in the reporting of CAW cases. The details are given in Table 2.20.

Table 2.19: Cases of Crimes Against Women Reported in Police Stations From 1990 to 2000

Police Station	90	91	92	93	94	95	96	97	98	99	00
Nedumangadu	7	12	3	9	6	7	8	11	31	24	49
Aryanadu	24	27	28	19	9	19	29	25	15	9	18
Kilimannoor	0	2	11	3	2	4	13	14	16	12	14
Kazhakkuttom	0	0	1	3	3	4	3	4	5	8	7
Attingal	4	5	5	6	5	6	7	5	10	19	11
Varkkala	8	6	7	19	16	14	14	17	27	27	18
Neyyattinkara	3	6	6	3	5	11	21	26	15	8	25
Poovar	2	3	3	0	1	2	4	4	6	5	7
Parassala	1	6	4	7	2	7	11	12	12	10	21
Ponmudi	0	0	0	0	0	0	1	0	0	3	0
Mangalapuram	2	0	4	3	4	5	4	5	6	10	12
Total	51	67	72	72	53	79	115	123	143	135	182

Source: Police Station Records

The number of CAW cases almost doubled in 3 years from 1995 to 1998 (79 to 143). The number almost quadrupled in 10 years from 1990 to 2000 (51 to 182). In Nedumangad Police Station, the number increased 7 times from 1990 to 2000. Only Aryanadu Police Station is showing a decreasing trend in the reporting of cases. In Ponmudi Station, which is very light, generally no CAW cases are reported. There were 3 stations from which no CAW cases were reported at all in 1990 and 91. But in 2000, only Ponmudi, got this distinction.

From the selected Police Stations, by perusing the FIR Index Register, the number of CAW cases reported in the year 1999 was taken for study including the current status of the cases. All the FIRs involving crimes under section 304 B IPC, 498 A IPC, 354 IPC, 366 (A) IPC, 376 IPC and 509 IPC were selected. The crimes under the above heads have covered all the crimes committed against women. A total number of 135 crime cases were reported from the selected Police Stations, under the head CAW.

Each customer was individually contacted and the data was collected by Interview method. Opinion about the dealing of the police officials while they visited the Police Station (PS) as complainants was collected. The data of 115 crime cases and 50 petitions were collected this way. The customers were informally interviewed in a relaxed atmosphere in their houses. During interviews, relevant information necessary to fill up the Interview Schedule was gathered. Internal discussions were held with family members.

A copy of the Interview Schedule used for data collection is given in Appendix VI. Table 2.20 shows the total number of cases reported in the selected Police Stations for the year 1999 against the total number of CAW cases.

Table 2.20: Number of Crime Cases and CAW Cases in the Selected Police Stations for the Year 1999

Sl.No.	Police Station	Total Crime cases	Total CAW cases	Percentage
1	Nedumangad	598	24	4.0 %
2	Aryanad	309	9	2.9 %
3	Kilimanoor	221	12	5.4 %
4	Neyyattinkara	470	8	1.7 %
5	Poovar	141	5	3.5 %
6	Parassala	453	10	2.2 %
7	Kazhakkuttom	306	8	2.6 %
8	Attingal	491	19	3.9 %
9	Varkala	417	27	6.5 %
10	Ponmudi	99	3	3.0 %
11	Mangalapuram	344	10	2.9 %
Total		3849	135	3.5 %

In the year 1999, maximum number of CAW cases was reported from Varkala (27). This is a place of tourist attraction. The place is ill famous for molestation of foreign ladies on the beach. 24 cases were reported from Nedumangad, a heavy Sub Divisional Headquarter station. 19 cases were reported from Attingal, another Sub Divisional Headquarter. 10 cases each were reported from Parassala (Bordering Tamil Nadu) and Mangalapuram (a moderately heavy Police Station in a village). Kilimanoor, a Taluk Headquarters station had 12 CAW cases Kazhakuttam, near Thiruvananthapuram City had 8 CAW cases. Aryanad, a hilly rural Station had 9 CAW cases. Poovar, a coastal Station had 5 CAW cases and Ponmudi a remote and famous Hill Station, which is light, had 3 CAW cases.

The above analysis shows that the number of CAW cases is not too many in each single Station. On an average not more than two CAW cases are seen reported from any Police Stations. Average for the 11 Police Stations is just one CAW case per month.

Out of the 135 cases of CAW reported in 1999 in the 11 Police Stations 115 cases were studied.

Table 2.21: Number of Cases Reported and Number Studied Under Various Crime Heads

Sl.No.	Crime Heads	Total Number of Cases	Number of cases studied
1	Rape	12	12
2	Molestation and Outraging of Modesty of women	47	32
3	Domestic violence (Dowry harassment and torture)	69	64
4	Dowry death	1	1
5	Eve Teasing	2	2
6	Others	4	4
Grand Total		135	115

There is no separate case independently for kidnapping. In all the cases of kidnapping, rape is also included as an additional section.

The remaining 20 complainants could not be contacted due to the shifting of their residences to other places, their long and continued absence at home etc.

2.2.3. Profile of Women Customers in CAW who Were Interviewed

a. Age

The age distribution of women customers is shown in the Table 2.22

Table 2.22: The Age Group of the Victims

0 to 10	11 to 20	21 to 30	31 to 40	41 to 50	51 to 60	Above 60
2	9	55	29	17	3	0

Maximum number of women customers are from the age group of 21 to 30 (47.8%). The next is from 31 to 40 (25%).

b. Marital Status

Out of the 115 respondents, 90 are married, 11 are single, and 7 are widows and 7 divorced. Thus the majority (78%) is married.

c. Educational Qualification

The educational qualifications of the respondents are shown in the Table 2.23.

Table 2.23: Educational Qualification of Respondents

Illiterate	Below SSLC	SSLC	Pre Degree	Degree	Postgraduate
2	55	28	20	7	3

Table 2.23 shows that 47.8% are with educational qualification of below SSLC and 24.3% are with educational qualification of SSLC.

d. Income

Table 2.24 shows that 37.4% of the respondents are from families below the poverty line. Another 29.6% also is from lower income group (Rs. 10,000-20,000). 27% is from the middle-income group. Only 6% of

the respondents are having an annual income above Rs. 50,000. Thus it is clear that majority of the women are from a poor background.

Table 2.24: Annual Income of the Victims

Below Rs. 10,000	10,000-20,000	20,000-50,000	Above Rs.50,000
43 (37.4%)	34 (29.6%)	31 (27%)	7 (6%)

e. Religion

Among the 115 customers, 81 are Hindus, 28 are Muslims and 6 are Christians.

f. Legal Literacy

Out of the 115 customers, only 6 victims have legal literacy. Thus most of the victims are not aware of procedural formalities, legal rights, etc with respect to the Criminal Justice System. The majority is absolutely unaware of their right to get a copy of the FIR etc.

g. Child Victims and Physically or Mentally Challenged Victims

In our sample of 115 victims we had two child victims of rape. Four victims in our sample were physically or mentally challenged. All of them are rape victims.

h. Employment Status

Out of the 115 respondents, 26 were earning their own livelihood. Thus majority of the customers are dependent on their family members. Those who are employed are mostly working manual labourers, domestic workers etc.

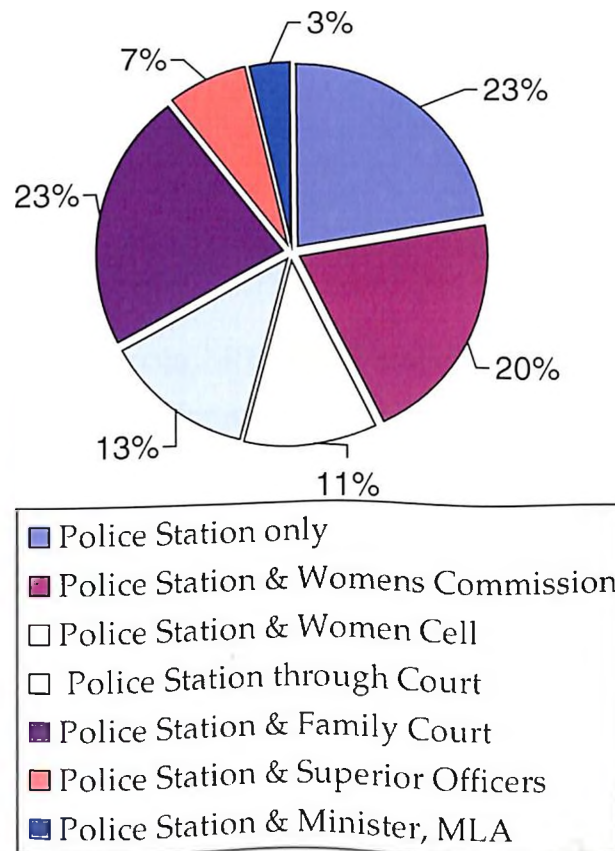
i. Number of Customers Approaching Police Station for the First Time

Among the 115 customers, 73 had gone to the Police Station for the first time. Thus majority of the customers (63%) had gone to the Police Station for the first time in their life.

j. Other Institutions Approached by Women Customers

In our sample, 61 victims approached some other agencies also apart from Police Station. These agencies included Women Cell of the Police Department, Family Court and Women's Commission. But none of the victims had approached any Non Governmental Organizations (NGOs) for help in connection with crime cases.

Figure 2d: Institutions Approached by Women Customers



k. Present Status of the Crime Cases

Taking into consideration, the possible delay in completion of trial of crime cases, the year 1999 was selected for the study. It was assumed that this (5 years) was a reasonable time for the settlement of a criminal dispute. However, when the present stage of these cases was enquired in the concerned Police Stations, it was found that most of the cases are still under various stages of trial etc and only one case was convicted. The details are given in the Table 2.25. Thus it is very clear that if the victims felt that they had got some satisfaction from the Criminal Justice System, it is basically from the Police Station only, the first window of the Criminal Justice System. The time lag in the final disposal of cases thus makes it almost meaningless to probe into the accessibility into the Criminal Justice System as a whole. The study is justified in limiting its scope to the Police Station other wise; it would have ended up nowhere.

Table 2.25: Present Stage of the Studied Crime Cases (as on 31-10-2004)

Acquitted	Compounded	Convicted	Referred	Trial going on	Trial not yet started	Total
23	12	1	26	36	17	115

2.2.4. Customers Approaching Police Stations With Petitions

Apart from women approaching the Police Stations with grievances of criminal complaints, a large number of women in Kerala go to the Police Stations with petitions without any ingredients for registering a case. The Police treat such petitions of 'noncognizable' nature as simple 'petitions'. Such 'petitions' are entered in the Petition Registers kept in the Police Stations. As per Circular No.14/1968 dated 17-01-1968, the Police may enquire into such petitions and 'dispose off' the petitions by taking some appropriate decision, agreeable to both the parties, i.e. the petitioner as well as the counter petitioner. In any Police Station in Kerala, an SHO spends a lot of time, 'hearing' the petitions and 'settling' the petition matters. It is a

common observation in recent years that the Police Stations are approached by a large number of women petitioners. This is a scene totally different from the scenario prevalent in the earlier times, when the sight of women in a Police Station used to be very rare. During interviews with police personnel, many personnel from all levels were mentioning about this phenomena. Some officers even mentioned that, in many cases, the husbands prompt the wife to give a complaint on a gender neutral issue like issue regarding right over pathways etc, believing that as a woman, the wife will get a preferential treatment in the Police Station. Many officers mentioned about housewives coming with the escort of husbands to the police officers and then the husband waits outside asking the wife to go inside the police office and give the complaint. Such husbands believe that the policemen and officers would use only fair language to the ladies whereas they may use foul language to the gents. If people feel that women may get a fairer deal from a Police Station, definitely it will be an indicator of the accessibility of women to the Criminal Justice System.

It will be useful to see how many women approach Police Stations with petitions. But in this matter there is a lacuna. Unlike the FIR Index Register which is considered as a very important Register in a Police Station, Petition Registers are not considered very important, as once the petition is 'disposed' of, this register is not much needed for any future purposes. Hence these registers are not preserved for many years in the Police Station. During our efforts at secondary data collection, it was observed that Petition Registers are destroyed in various Police Stations within different time periods, without much uniformity. Unlike FIR, details of petitions are not maintained in the State Crime Records Bureau. Hence it is not possible to collect the secondary data of the women petitioners for the last 10 years.

Many officers mentioned that many women approach Police Stations, requesting to 'settle' family problems through 'negotiations'. Many a time a written petition may show 'cognizable' offences. Such petitions will neither be entered in the Petition Register, nor an FIR will be registered. If

'problems' are settled amicably the customers go back happily. It is not possible to get a record of such instances. But if negotiations fail, generally a crime case will be registered. It was decided to take stalk of the women customers in petitions by perusing the Petition Registers of the selected Police Stations, apart from taking the statistics of women customers in CAW cases of the selected Police Stations, from the FIR Index Register of the Police Station.

2.2.5. Data on Women Petitioners of the Selected Police Stations

By perusing the Petition Registers in the Police Stations, the statistics of the women petitioners were collected. About one-sixth of the people approaching Police Stations with petitions are found to be women.

Table 2.26 shows that, in some very heavy Police Stations like Nedumangadu and Neyyattinkara (Sub Divisional Headquarter Stations) almost half of the petitioners in the year 2003 were women. In the coastal Police Stations, the number of women petitioners is comparatively less (Poovar and Varkala). In Police Stations like Attingal (Sub Divisional Headquarters) Kazhakkuttom (Sub Urban area) and Mangalapuram (Rural area) also the number of women petitioners is less.

A study of the secondary data available in the Petition Registers show that most of these women had approached the Police Stations with complaints of boundary dispute, foul language used by neighbours etc. The Petition Register shows signatures of both the petitioners and counter petitioners agreeing for some amicable settlement proposed by the Sub Inspector. Unlike crime cases pending for long years, petitions are disposed of then and there.

Table 2.26: Total Number of Petitioners and the Number of Women Petitioners in the Selected Police Stations in 1999, 2001 and 2003

Police Station	Total No. of petitions reported	Total No. of Women petitioners	Total No. of petitions reported	Total No. of Women petitioners	Total No. of petitions reported	Total No. of Women petitioners
	1999		2001		2003	
Nedumangadu	736	169(23%)	695	231(33%)	533	245(46%)
Aryanadu	295	73(25%)	800	231(29%)	973	281(25%)
Neyyattinkara	818	295(36%)	1378	484(35%)	776	308(40%)
Parassala	927	167(18%)	690	221(32%)	876	214(24%)
Poovar	282	51(18%)	338	52(15%)	368	57(15%)
Ponmudi	20	5(25%)	30	8(27%)	30	8(27%)
Attingal	521	32(6%)	446	28(6%)	780	39(5%)
Varkkala	1844	108(6%)	1940	360(19%)	1187	344(29%)
Kilimannoor	192	97(51%)	421	86(20%)	489	97(20%)
Kazhakkuttom	467	131(28%)	480	27(6%)	550	35(6%)
Mangalapuram	395	76(19%)	471	39(8%)	661	49(7%)
Total	6497	1204 (19%)	7689	1767(23%)	7223	1677(23%)

If women feel accessible to approach Police Stations with complaints and disputes on issues which could have been handled by the men folk also it may indicate accessibility of women to Police Stations. With this view, after a careful perusal of Petition Registers of the selected Police Stations, 50 petitions were selected for detailed study, using purposive sampling method to cover a variety of types of complaints.

2.2.6. Profile of Women Petitioners who Were Interviewed

Out of the 1204 women petitions received during 1999, 50 women petitioners were selected for the study.

a. Age

Out of the 50 petitioners, 3 were from the age group of below 21, 8 from 21-30, 25 were coming in the age group of 31- 40, 10 from 41-50, 2 from 51-60 and 2 from above 60 age groups.

b. Marital Status

Among the 50 petitioners, 41 were married, 3 were single, 4 were widows and 2 were divorced.

c. Educational Qualification

Two out of the 50 respondents were illiterate and 30 were with educational qualification below SSLC. Only 13 were with SSLC, 4 were with Pre Degree and 1 was with Degree.

It is clear that majority of women petitioners are with educational qualifications below SSLC. Thus women with poor educational qualifications are approaching Police Stations with complaints of general nature.

d. Religion

Out of 50 petitioners, 44 were Hindus 4 were Christians and 2 were Muslims

e. Income

Out of the 50 petitioners 32 were coming from Below Poverty Line (BPL) families.

64% of the petitioners are from BPL families. 20% are in lower income group and 16% are in the average income group. Thus, most of the petitioners are from poor families. Thus more women from poorer families are approaching Police Stations with petitions of a general nature than from well to do families.

A preliminary study of data including the secondary data shows that women are approaching Police Stations in increasing numbers, with petitions of general nature as well as with complaints of criminal nature. A closer study of the data shows that the number of women petitioners and women complainants has increased at a higher rate than the total number of cases. Study of the sample shows that the sample is showing the general crime trend, i.e., maximum number of cases reported is under the head of domestic violence followed by molestation cases. The third position goes to rape cases.

Chapter - 3

CUSTOMER ORIENTATION OF POLICE PERSONNEL

3.1. INTRODUCTION

Jefferson et al. (1992), mention that in the traditional police forces, considered as symbols of power and authority, the customers approaching police stations were seldom regarded as major stakeholders. Social construction of the customer has occurred at different rates in different police forces, but it is epitomized by the redefinition of police forces as police services. Reiner (1992) points out that towards the end of 1980s, 'Service Delivery' emerged as one of the key features of policing task. In the present study we have asked the question how far has Kerala Police recognized itself as a service oriented organization.

Customer Orientation towards the downtrodden and needy sections of the society is the basic requirement if the police service need gain an image of a service-oriented organization. The degree of Customer Orientation shown to women customers coming to the Police Stations will definitely show the degree of Service Delivery culture rooted among the police personnel. The profile of women customers described in Chapter-2, very clearly shows that majority of the women approaching Police Stations with complaints are from below poverty line families. They are mostly with low social status and with no legal literacy. Naturally they are not influential to exert any pressures or influence on police personnel. In the above circumstances, the satisfaction of women customers will, by and large, depend upon the Customer Orientation of police personnel towards women.

One of the objectives of this study is to find out whether currently police personnel are more aware of gender issues and they deal with cases of offences against women with empathy.

The profile of police personnel described in Chapter-2 shows that by and large the police personnel are satisfied in their career. The younger age groups of police personnel are well educated also. It would be worth probing about their general Customer Orientation as well as gender sensitivity as these two factors will be instrumental in determining the Customer Orientation of police personnel towards women. There are a number of legal provisions to safe guard the security of women. Many amendments in law, and Court Judgments in the interest of ensuring safety of women and ensuring proper investigation and trial of CAW cases take place from time to time. Apart from these, many Government Orders and Police Departmental Circulars are also issued with this objective. Knowledge about the amendments in law, Departmental instructions, etc. is required for the police personnel to do justice in the investigation of CAW cases. The knowledge imparted to the police personnel will depend upon the training imparted to them in this connection as well as the informal training imparted through catechism classes. The dissemination of knowledge and the quality of training will depend upon the priority and enthusiasm shown by the top management of the Department as well as Government Policies. If the top management is giving top priority to any subject, the personnel at various levels will take interest to learn these subjects. The attitude of police personnel to such a top priority subject will be very positive. If police personnel feel that the Department is giving priority to a subject, they will take more interest in learning the subject as well as in practicing what has been learnt. Hence it would be worth probing the perception of police personnel about the Department as well as the knowledge, attitude and practice of police personnel towards women customers. Such probes only can bring out the present state of affairs in the organization. Finding out the reasons for changed outlook (if changes have occurred) is another objective of this study. Only through identification of factors contributing to or affecting Service Delivery, could steps be suggested to 'unfreeze' the organization. Such 'unfreezing' involves reducing those forces which maintain behaviour in the present form.

The qualities of knowledge, attitude and practices in the field of Customer Orientation towards women as well as the perceptions regarding the Organisations' alignment with respect to Customer Orientation towards women are measured and these are analysed for their impact and urgency. The causes and factors contributing to the development of these qualities and their impact on developing the Customer Orientation towards women are assessed. Such an analysis is done, with a view to understand the strength and weakness of the present system as well as the current Orientation Level of the police personnel towards women. By measuring and comparing perceptions (about the Department) and KAP (Knowledge, Attitude and Practice of personnel), alignment of the Organisation and the personnel with respect to Customer Orientation towards women is clearly brought out. Such an interactive environmental and internal assessment will bring out how human resources issues influence overall results in achieving Customer Orientation towards women. An analysis of Critical Strategic Issues will finally bring out a structured method for analysing issues that have potential to affect the performance with respect to Customer Orientation towards women. Using this structured method, a final Strategic Model for Customer Orientation towards women has been developed.

3.2. PERCEPTION

Perception may be defined as the experience people have as the proximate result of sensory input. Perception is a very complex cognitive process, which gives a unique picture of a world that may be quite different from reality. The perceptual process involves a complicated interaction of selection, organization and interpretation. In simple words perception means how one views or looks at a particular thing. Numerous external processes such as work and working condition, supervisors, co-workers, pay and promotion, past experience, etc. are involved in formation of perception. In addition, there are internal cognitive process of registration, interpretation and feedback.

These are also 'Mental Models' which are deeply ingrained assumptions, generalizations, pictures or images that influence how we understand the world and how we take action. (Peter M Senge 1990)

i. General Perception of Police Personnel About Customer Orientation in the Police Department

There are reciprocal commitments between individuals and organizations. Human endeavors are bound by invisible fabrics of interrelated actions. 'Mental Models' created by individuals about organization affect the way in which they react to situations and orient themselves. It was decided to measure the perception of the police personnel about Service Delivery and Customer Orientation in general, so as to draw a 'mental model' of Customer Service in general, without any special reference to women. Such a general orientation is the prerequisite for developing Customer Orientation towards women.

In the interview schedule, a few questions were included to find out the general Customer Orientation of police personnel. In our interview with the police personnel, we found that 70.7% from the Grass Root Level, 78.5% from the Cutting Edge Level and 74% from the Middle Level think that the Police Department is giving top priority to fair dealings with customers and satisfaction of customers. The details are given in Table 3.1.

Table 3.1: Priority Given by Police Department to Fair Dealings With Customers

Category	What priority does the Police Department give to fair dealing with customers and satisfaction of customers?			
	Top Priority	Average priority	Low Priority	Total
Grass Root Level	203 (70.7%)	82 (28.6%)	2 (0.7%)	287 (100%)
Cutting Edge Level	102 (78.4%)	27 (20.8%)	1 (0.8%)	130 (100%)
Middle Level	57 (74.0%)	17 (22.1%)	3 (3.9%)	77 (100%)
Grand Total	362 (73.26%)	126 (25.5%)	6 (1.24%)	494 (100%)

When the respondents were asked whether the superior officers are reviewing and checking satisfaction of customers during visits/inspections of Police Stations, 49.8% from the Grass Root Level, 54.6% from the Cutting Edge Level and 40.3% from the Middle Level told that the superiors are doing so.

Table 3.2: Perception About Getting a Fair Deal From a Police Station

Category	Total years of Experience	Whether you will get justice or not in a Police Station?		Total
		Yes	No	
Grass Root Level	4-11	15 42.9%	20 57.1%	35 100%
	12-19	34 50.7%	33 49.3%	67 100%
	20-27	84 63.2%	49 36.8%	133 100%
	28-35	23 44.2%	29 55.8%	52 100%
	Total	156 54.4%	131 45.6%	287 100%
Cutting Edge Level	4-11	4 40.0%	6 60.0%	10 100%
	12-19	9 64.3%	5 35.7%	14 100%
	20-27	11 64.7%	6 35.3%	17 100%
	28-35	62 69.7%	27 30.3%	89 100%
	Total	86 66.2%	44 33.8%	130 100%
Middle Level	4-11	12 60.0%	8 40%	20 100%
	12-19	15 65.2%	8 34.8%	23 100%
	20-27	9 36.0%	16 64%	25 100%
	28-35	7 77.8%	2 22.2%	9 100%
	Total	43 55.8%	34 44.2%	77 100%
Grand Total		285 58.8%	209 41.2%	494 100%

The perception of police personnel belonging to various categories and experience about whether they will get a fair deal or not from a Police Station, if they go to a Police Station (which is not under their jurisdiction) with a criminal complaint (like, their personal motor vehicle meeting with an accident), is given in Table 3.2.

When the respondents were asked if their personal motor vehicle met with an accident, do they think that they can go to the Police Station and get a fair deal, if the Police Station is not under their jurisdiction, 54.4% from the Grass Root Level, 66.2% from the Cutting Edge Level and 55.8% from the Middle Level replied positively. It is interesting to observe that 45.6% from the Grass Root Level, 33.8% from the Cutting Edge Level and 44.2% from the Middle Level felt that they would not get a fair deal. More than 40% police personnel do not have confidence in the Police Department that they will get justice from a Police Station if they go with a criminal complaint. Though more than 70% of the police personnel think that the Department is giving top priority for customer satisfaction, only 60% feel that this policy will be translated into practice. The rest of the police personnel perceive that in practice, the customer may not get justice. This is in spite of the fact that 21.1% of the respondents are considering satisfaction of customers as the top most priority in their job, 19.2% are considering this as the second priority in their job and 35% are considering satisfaction of customers as the third priority in their job. Table 3.2 shows that the constabulary (57.1%) with less years of experience feels more that they may not get a fair deal. From the Cutting Edge Level also, the less experienced (60%) feel that they may not get a fair deal. Among the Middle Level personnel, those with 20-27 years of experience (64%) feel that they may not get a fair deal. A case like a motor vehicle accident case is generally handled in the Police Station by constabulary or Sub Inspectors only. Those who handle such cases are having less confidence about getting a fair deal from their colleagues. On personal discussions, many respondents mentioned that their lack of confidence is due to corrupt practices in which their colleagues indulge. Many mentioned that corrupt practices are more in the case of motor

accident cases, due to the nexus between advocates and police, in 'sharing the compensation amount'.

Thus though the police personnel in general stated that the Police Department is giving priority to customer service, when it came to perception about a specific ground level situation, around 40% do not perceive that they will get a fair deal from a Police Station. This shows that only around 60% personnel have confidence in the organization that customers will get justice from a Police Station.

ii. Customer Orientation of Police Personnel Towards Women: Perception of Police Personnel About the Police Department in General

The perception of police personnel with respect to Customer Orientation of police personnel towards women was measured using a set of 14 questions with a maximum score of 100. The instrument used to measure perception is given in Appendix II.

It is important to measure the perceptions of the police personnel regarding the Police Department as far as the Customer Orientation towards women is concerned. Perceptions are very important in determining priorities. One's perception about whether the Department is giving priority to women customers and whether the Department insists upon prompt investigation of CAW cases etc may play a major role in deciding the urgency with which the police personnel develop Knowledge, Attitude and Good Practices in the area. The gap between Perceptions and KAP also can be measured to see whether there is any correlation between the two. Bridging the gap between the Perceptions of women customers and Perceptions of police personnel also is very important in improving the Service Delivery and image of the Police Department as well as in improving the satisfaction level of women customers.

iii. Measurement of Perception of Police Personnel Regarding Customer Orientation Towards Women and Analysis of Critical Strategic Issues

The causes and factors (Critical Strategic Issues) contributing to the development of perception and their impact on Customer Orientation towards women are analysed in this section using the Perception Score the

police respondents obtained. The perception score is measured using the scale given in Appendix II.

The Perception Score of various categories of police personnel are given in Table 3.3.

Table 3.3: Perception Score of Police Personnel

Category	Sample size (n)	Mean Score	Standard Deviation
Grass Root Level	287	65.8990	16.3318
Cutting Edge Level	130	71.7538	14.2149
Middle Level	77	60.1558	17.3274
Total	494	66.5445	16.3605

The Mean Perception Score is more for the Cutting Edge Level and least for the Middle Level. This shows that the Cutting Edge Level people have a better perception about the Department compared to the Grass Root Level and Middle Level. Cutting Edge Level people are basically responsible for decision making at the Police Station Level. These people have a better perception about the Customer Orientation of the Police Department.

By Analysis of Variance Test (ANOVA) F value obtained is 13.318 and $P < 0.0001$, which is statistically highly significant.

The Middle Level Officers are doing supervisory job. They are officers with sufficient experience in the Department. As the officers immediately above the Police Station level, they are the officers who daily supervise and assess what happens in Police Stations. The findings are that they do not perceive that everything is all right in the Department. They tend to turn more cynical regarding the performance of the Department. The Score reflects their non-confidence in the Department. Cutting Edge Level people, the Sub Inspectors may be feeling more responsible for what happens in the

Department. They are very well aware of the fact that they are the persons primarily responsible for what happens in the Police Stations. Hence it is quite possible that they have more sense of participation in the affairs of the Police Station and they are better identifying themselves with the Department as a result of which they perceive Police Department in a brighter way. They are probably identifying the portrait of the Department as their self-portrait. They prefer to paint the portrait, naturally, with more perfection and in brighter colours.

The sense of 'belonging' to the Department is probably less among the constabulary. So the Perception Score is less for the constabulary, compared to the Cutting Edge Level. As the decision making power is less for the constabulary the sense of participation is also less for them in the affairs of the Department.

Figure 3a gives the Perception Scores of various Age Groups using a Box Plot.

Perception is better for the younger personnel in the Grass Root Level. Perception Score is least for the older age group in the Middle Level. With increase in age, the Supervisory Officers feel that Customer Orientation of police personnel towards women is not up to the mark. Their understanding of the ground level situation is more and better understanding of realities has probably made them slightly cynical also and they do not perceive the Police Department with brightness.

Figure 3a: Perception and Age

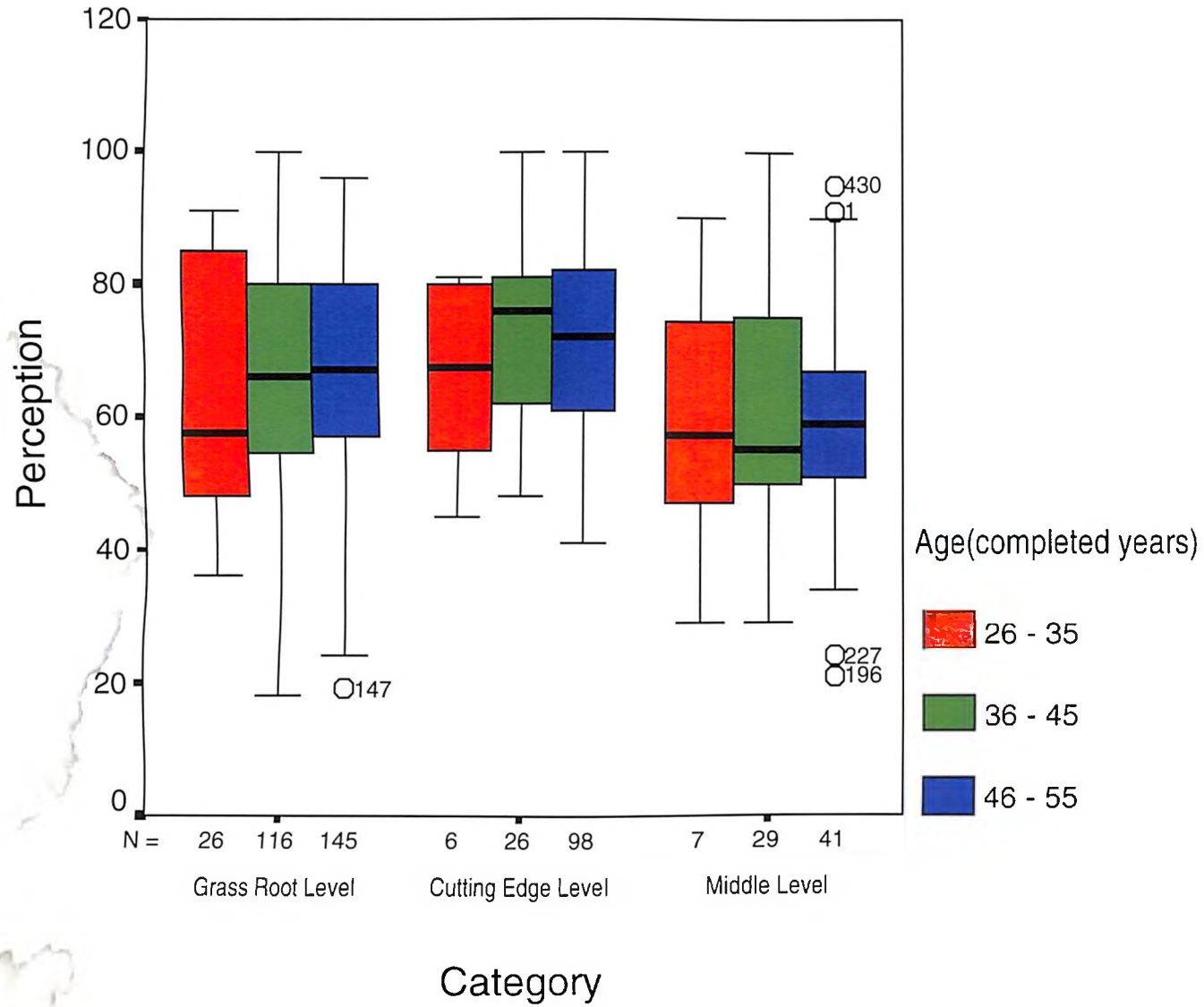


Table 3.4 shows the Perception of local police personnel and special unit police personnel.

Table 3.4: Perception of Local Police and Special Unit Police

	n	Mean Score	Standard Deviation
Local Police	420	67.9762	15.5149
Special Unit Police	74	58.4189	18.6364

By Independent sample t-test, t value is 4.733, with df 492, which is statistically significant with $P < 0.001$.

Perception about the Department is better for the local police. This may be due to the fact that local police identifies itself much more with the Police Department than the special unit personnel. Special unit personnel carrying out specialized functions like collection of intelligence, investigation of special cases, etc are found to be more critical about the Department. They are developing their perception about the Department, after assessing the performance of the local police as 'outsiders'. Thus, while painting the picture of the Department, they tend to be more realistic than idealistic. Hence special unit police personnel Score less in Perception about the Department. Perception is situational and less deep compared to qualities like Knowledge or Attitude. As at the moment, the special unit police personnel are working outside the mainstream, they tend to see things from 'outside'

iv. Perception and Punishment in Departmental Enquiries

The Mean Perception Scores of personnel punished in the Departmental Enquiries and those who have not been punished in any Departmental Enquiries are given in Table 3.5.

Table 3.5: Perception and Punishment

Have you been punished in Departmental Enquires?	n	Mean Perception Score	Standard Deviation
Yes	76	68.9605	17.5343
No	418	66.1053	16.1212

By Independent sample t-test, t value is 1.401, with df 492, which is statistically not significant with $P > 0.05$ (P Value is 0.162).

There is not much difference in the Perceptions of personnel punished in Departmental enquiries and those who have not been punished. Thus Departmental enquiries and punishment has not been significant in forming the Perceptions of the police personnel, about the Department.

v. Perception and Rewards Obtained From the Department

In efficient organizations, people are rewarded for effective performance. In inefficient organizations, reward system appears arbitrary and unrelated to effective performance that contributes to organizational goals.

The Mean Perception Score of Personnel who have been rewarded by the Department and those who have not been rewarded by the Department are given in Table 3.6.

Table 3.6: Perception and Rewards

Did you get any reward in the Police Department?	n	Mean Perception score	Standard Deviation
Yes	381	66.2808	16.8170
No	113	67.4336	14.7520

Independent sample t-test gave a value of -0.657 with df 492. The difference is statistically not significant with $P > 0.05$ (P value is 0.511).

Those who obtained rewards and those who did not obtain any reward are not showing much difference in their Perception Score. Thus rewards obtained did not play any significant role in forming the Perceptions of the personnel about the Department.

During personal discussions with a Focus Group of Deputy Superintendents of Police and Circle Inspectors, many expressed the view that those who are keen in getting more number of rewards pursue the bureaucratic hurdles and ensure that they get the rewards for the good work done in time whereas those who do not care for such things may not get rewards for the good work done. Many felt that even the highest rewards like the President's Police Medal, goes to undeserving or mediocre personnel. Rewards never indicate excellence of an officer, according to most of the Focus Group Personnel. More over when the respondents were asked whether they feel that the Police Department is using rewards and punishment in a judicious manner to inculcate the spirit of gender justice among the police personnel, about one-fourth of the respondents reported that they do not feel so. Thus it is very clear that the existing reward system is not playing any role in formulating the perceptions of police personnel about the Customer Orientation of the Department.

Thus both rewards and punishments have ceased to motivate police personnel to inculcate a better perception regarding Customer Orientation towards women.

vi. Perception and Support From Superiors and Colleagues in the Department

Peter M Senge (1990) mentions that there is nothing more important to an individual committed to his or her growth than a supportive environment.

The Mean Perception Score of police personnel who felt that they get enough support from their superiors and colleagues and those who felt that they did not get such support is given in Table 3.7.

Table 3.7: Perception and Departmental Support

Did you generally get support from Superiors and Colleagues?	n	Mean Perception Score	Standard Deviation
Yes	476	70.3229	15.8664
No	18	60.2675	14.3823

By Independent sample t-test, t value is 6.700, with df 492, which is statistically highly significant with $P < 0.0001$.

Those who felt that they got support and encouragement from the superiors in the career show better Perception about the Department.

This shows that better Interpersonal Relations play a positive role in forming of the perceptions of police personnel about the Department.

vii. Perception and Support of Superiors and Colleagues During Personal Difficulties

The Perception Score of police personnel who felt that they got support from superiors & colleagues during personal difficulties and those who felt that they did not get such support are given in Table 3.8.

Table 3.8: Perception and Support During Personal Difficulties

Did you get support of Superiors and colleagues during personal difficulties?	n	Mean Perception Score	Standard Deviation
Yes	442	67.2421	16.1192
No	52	60.6154	17.3377

By Independent sample t-test, t value is 2.782 with df 492, which is statistically significant with $P < 0.05$ ($P = 0.006$)

Those who felt that they were supported by their superiors and colleagues during personal difficulties showed better Perception Score compared to those who felt that they were not supported during such occasions. This again reiterates that better Interpersonal Relations play a positive role in the forming of perceptions of police personnel about the Department.

viii. Perception and Professional Freedom in Dealing With Customers

The Perception Score of police personnel who felt that they have got sufficient professional freedom while they dealt with Customers and those who felt that they did not have such freedom are given in Table 3.9.

Table 3.9: Perception and Professional Freedom

Do you have professional freedom?	n	Mean Perception score	Standard Deviation
Yes	451	66.8559	16.0596
No	43	63.2791	19.1465

Those who felt that they have got sufficient professional freedom to take a decision while they deal with customers show a slightly better Perception Score compared to those who felt that they did not have such freedom. But Independent sample t-test showed that the difference is not statistically significant, with t value of 1.371, with df 492. $P > 0.05$ ($P = 0.171$)

The factor of professional freedom while dealing with customers is not significant in forming the perceptions of the police personnel about the Customer Orientation of the Department.

ix. Perception Regarding Gender Sensitivity

When the respondents were asked whether the police personnel have become more gender sensitized in recent years, 48.1% from the Grass Root Level, 43.1% from the Cutting Edge Level and 29.9% from the Middle Level stated that police personnel have become gender sensitized recently

whereas 37.6% from the Grass Root Level, 49.2% from the Cutting Edge Level and 67.5% from the Middle Level perceived that the police personnel have become gender sensitized to some extent recently. 14.3% from the Grass Root Level, 7.7% from the Cutting Edge Level and 2.6% from the Middle Level did not perceive any increased gender sensitivity among the police personnel recently. Many respondents perceive increased gender sensitivity after 1996. The reasons given by our respondents from various categories and level of experience for increased gender sensitivity during recent years re given in Table 3.10 in terms of years of service.

The major reasons for increased gender sensitivity according to the respondents are mainly Government Policies and Departmental Circulars, followed by presence of educated women police in the Police Stations, and intervention by Women's Commission and other agencies.

Those personnel at the Grass Root Level and Cutting Edge Level with more years of experience consider Government Policies as one of the major reasons for increased gender sensitivity. The personnel with less experience (4-11 years) do not consider training as important in this regard. This may be probably because they have not attended many in-service training programmes. Commitment of superior officers is the next reason, followed by training. Grass Root Level personnel see training as the least important reason for increased gender sensitivity. This points towards the fact that gender training is needed most at the Grass Root Level. This goes very well with the fact that only 9.8% of the Grass Root Level personnel have undergone gender training.

The importance given by the police personnel for Government Policies may be noticed. Police personnel give maximum credit to Government Policies in the field of increasing gender sensitivity. The perception of the police personnel, that Government Policies are most important in this regard points towards the need for a strong Policy Statement by the Government in the area of gender justice. If the personnel feel that Government is determined to follow the policy of gender justice, naturally they will give maximum importance to follow that policy in letter and spirit.

Table 3.10: Reasons for Increased Gender Sensitivity

Category	Total years of experience	Reasons for increased gender Sensitivity of Police Personnel?							Total
		Govt. Policies	Departmental Instructions	Commitment of Superior Officers to Gender Justice	Training	Intervention by Women's Commission	Presence of women police in the P.S	Any Other	
Grass Root Level	4-11	15 44.2%	11 32.4%	3 8.8%	3 8.8%	1 2.9%	1 2.9%	0	34 100%
	12-19	29 48.3%	17 28.3%	7 11.7%	0 0	5 8.3%	1 1.7%	1 1.7%	60 100%
	20 - 27	60 50.9%	24 20.3%	19 16.1%	2 1.7%	9 7.6%	4 3.4%	0	118 100%
	28 - 35	24 52.2%	12 26.1%	4 8.7%	2 4.3%	3 6.5%	1 2.2%	0	46 100%
	Total	128 49.6%	64 24.8%	33 12.8%	7 2.7%	18 7.0%	7 2.7%	1 0.4%	258 100%
Cutting Edge Level	4 -11	2 22.2%	3 33.4%	0 0	2 22.2%	0 0	2 22.2%	0 0	9 100%
	12 -19	2 15.4%	8 61.5%	1 7.7%	0 0	0 0	2 15.4%	0	13 100%
	20-27	6 37.3%	4 25 %	3 18.8%	0 0	1 6.3%	1 6.3%	1 6.3%	16 100%
	28-35	47 55.3%	24 28.2%	4 4.7%	5 5.9%	4 4.7%	1 1.2%	0	85 100%
	Total	57 46.3%	39 31.7%	8 6.5%	7 5.7%	5 4.1%	6 4.9%	1 0.8%	123 100%
Middle Level	4 -11	3 15 %	10 50 %	3 15 %	0 0	1 5 %	3 15 %	0	20 100%
	12 -19	6 27.3%	10 45.5%	3 13.6%	1 4.5%	0 0	2 9.1%	0	22 100%
	20 -27	6 25 %	6 25 %	2 8.3%	3 12.5%	1 4.2%	5 20.8%	1 4.2%	24 100%
	28 -35	1 12.5%	2 25 %	2 25 %	2 25 %	0 0	1 12.5%	0	8 100%
	Total	16 21.6%	28 37.8%	10 13.5%	6 8.1%	2 2.7%	11 14.9%	1 1.4%	74 100%
Grand Total		201 44.2%	131 28.8%	51 11.2%	20 4.4%	25 5.5%	24 5.3%	3 0.7%	455 100%

Majority of police personnel perceive increased gender sensitivity among the personnel during recent years. Whether they like it or not, they do perceive that change is happening.

x. Perception About the Gender Sensitivity of Top Management

John P Kotter (1995) mentions that most of the top managers in successful cases of major change learn to "walk the talk". They consciously attempt to become a living symbol of the new culture. Kotter further states, "You do not expect that a 60 year old manager with 40 years of experience will suddenly behave in a Customer Oriented way. But I have witnessed such a person change a great deal. In that case, high level of urgency helped."

In a Regimental Force, like the Police Force, the personnel give a lot of importance to the thinking of the top management. If the personnel feel that top management considers a particular topic as very important, others also try to fall in line. If the personnel feel that the top management is not very serious about any standing instructions, enforcement of any particular law or implementation of any Government Orders/ Departmental Circulars, all such laws, orders, instructions, etc. will be soon ignored and forgotten by all. The enforcement and practical implementation of any law/instruction will largely depend upon the enthusiasm of the police top management in its enforcement/implementation. Any type of crime not being reviewed regularly and any standing instructions not being discussed in the catechism classes regularly tend to be forgotten at all levels.

When the respondents were asked whether the Police Department has got gender sensitized top management to convey clear messages down for Customer Orientation towards women victims of crimes, 39.3% from the Grass Root Level, 47.3% from the Cutting Edge Level and 28.9% from the Middle Level responded positively. 49.5% of the Grass Root Level 47.3% of the Cutting Edge Level and 61.8% of the Middle Level felt that the top management is taking interest in this regard to some extent. 11.2% of the Grass Root Level, 5.4% of the Cutting Edge Level and 9.2% of the Middle Level feel that the top management is not gender sensitized to convey clear messages down for Customer Orientation towards women. (Table not given).

The above statistics leaves much scope for improvements in this regard. It indicates that stronger messages based on conviction need to be passed down the levels, as far as Crime Against Women and behaviour towards women are concerned. If one-fourth of the police personnel do not perceive that the top management is committed towards satisfaction of women customers, it would be very difficult to expect from them that they would take keen interest in developing knowledge in the area as well as in adopting good practices in this field. This goes very well with ground level facts. There is a Circular (Circular No. 11/96 dtd. 9-7-1996) that the Women Cell should supervise all the CAW cases and if the complainants have any complaint that such cases are not investigated properly the investigation of such cases should be reviewed by the Crime Detachment Deputy Superintendent of police. While the researcher, contacted four Crime Detachment Deputy Superintendents of Police regarding their knowledge about this Circular, it was found that none of them were actually aware of such a Circular. As the Circular was issued in 1996 and the same was in disuse for quite some time, even the persons responsible for implementing the same forgot about the Circular. Similarly none of the Crime Detachment Deputy Superintendent of police contacted by the researcher, are remembering that there is a Circular that CAW cases should be reviewed monthly and report in this regard should be sent to the Police Headquarters every month for onward transmission to the Government. The Circular faced this fate because of its disuse. When top management is not committed to implement an instruction, the Circular containing the instruction is soon forgotten at each level.

The above findings support the views of John P Kotter (1995) that lacking a vision or under communicating a vision results in people not understanding, leave alone internalizing, the new approach. Until new behaviours are rooted in social norms and shared values, they are subject to degradation as soon as pressure for change is removed.

xi. Actual Perception

When it comes to perception about oneself and one's colleagues regarding the way in which they are routinely behaving while they are discharging their duties probably there can be a tendency to give normative answers. Hence while designing the Interview Schedule it was decided to ask a few questions on actual situation involving a personal matter. The respondents were asked whether they feel safe to send their wife, sister or mother to a Police Station to file a complaint, if they had to face an atrocity. The responses are given in Table 3.11.

83.6% from the Grass Root Level, 86.9% from the Cutting Edge Level and 74% from the Middle Level answered that they feel safe. 16.4% from the Grass Root Level, 13.1% from the Cutting Edge Level and 26% from the Middle Level told that they do not feel safe to send their wife, sister/mother to a Police Station to file a complaint. At the Grass Root Level, personnel with more years of experience are less confident to send their sister/wife to a Police Station with a complaint. At the Middle Level, personnel with more years of experience (28-35 years) are confident in sending their wife or sister to a Police Station to file a complaint. By and large years of experience is making marked difference in this regard among all levels.

Table 3.11: Do You Feel Safe to Send Your Close Female kin to a Police Station to File a Complaint?

Category	Total years of Experience	Do you feel safe to send your sister to a Police Station to file a complaint?		Total
		Yes	No	
Grass Root Level	4-11	30 85.7%	5 14.3%	35 100 %
	12-19	55 82.1%	12 17.9%	67 100 %
	20-27	114 85.7%	19 14.3%	133 100 %
	28-35	41 78.8%	11 21.2%	52 100 %
	Total	240 83.6%	47 16.4%	287 100 %
Cutting Edge Level	4-11	8 80.0%	2 20.0%	10 100 %
	12-19	13 92.9%	1 7.1%	14 100 %
	20-27	14 82.4%	3 17.6%	17 100 %
	28-35	78 87.6%	11 12.4%	89 100 %
	Total	113 86.9%	17 13.1%	130 100 %
Middle Level	4-11	18 90.0%	2 10.0%	20 100 %
	12-19	16 69.6%	7 30.4%	23 100 %
	20-27	14 56.0%	11 44.0%	25 100 %
	28-35	9 100.0%	0 0	9 100 %
	Total	57 74.0%	20 26.0%	77 100 %
Grand Total		410 83.0%	84 17.0%	494 100 %

When the respondents were asked about how will they send their wife, sister/mother to a Police Station if she has a complaint, only 24% of the Grass Root Level, 26.9% of the Cutting Edge Level and 16.9% of the Middle Level answered that they can go alone. 11.5% of the Grass Root

Level, 2.3% of the Cutting Edge Level and 7.8% of the Middle Level answered that they will try to avoid filing a complaint. The others felt that they could go along with a friend, male family member, some influential person or they themselves. The responses are given in Table 3.12.

From the above discussions, it is very clear that even among the police personnel, 17% think that a woman may not get justice from a Police Station. One reason may be that they do not have confidence that their colleagues will deliver justice to women. Another reason may be that as they have not actually gone with a complaint, but have only imagined the situation, their perception is coloured by the general image of the Police Force as a not-so-Customer-Friendly-Organisation, especially towards women. As some of the police personnel do not like to send their close female in to the Police Station, there is a possibility that such personnel may not accept the behaviour of a women going to the Police Station and with such an attitude, they may look at their women customers. This is an example of a situation where personnel do not have confidence in their own organization.

When the respondents were asked whether they will get justice or not from the Police Station, only 27.9% from the Grass Root Level, 34.6% from the Cutting Edge Level and 15.6% from the Middle Level stated that they will get full justice. 0.3% from the Grass Root Level and 2.6% from the Middle Level stated that they would not get justice at all.

Table 3.12: Response Regarding Sending a Close Female kin to the Police Station

Category	Total Years of Experience	How will send your wife, sister or mother to a Police Station, if she has a complaint of some atrocity committed against her?						Total
		She can go alone	She should go with her friend	Some male family member should accompany	Some politician should accompany	I will accompany her	I will try to avoid filing a complaint	
Grass Root Level	4-11	10 28.5%	2 5.7%	10 28.6%	0 0	10 28.6%	3 8.6%	35 100%
	12-19	16 23.8%	5 7.5%	16 23.9%	1 1.5%	20 29.9%	9 13.4%	67 100%
	20-27	25 18.8%	14 10.5%	33 24.8%	0 0	44 33.1%	17 12.8%	133 100%
	28-35	18 34.6%	5 9.6%	16 30.8%	1 1.9%	8 15.4%	4 7.7%	52 100%
	Total	69 24 %	26 9.1%	75 26.1%	2 0.7%	82 28.6%	33 11.5%	287 100%
Cutting Edge Level	4-11	1 10.0%	2 20.0%	5 50.0%	0 0	2 20.0%	0 0	10 100%
	12-19	2 14.3%	0 0	9 64.2%	0 0	3 21.5%	0 0	14 100%
	20-27	4 23.6%	5 29.4%	3 17.6%	0 0	5 29.4%	0 0	17 100%
	28-35	28 31.5%	6 6.7%	34 38.2%	1 1.1%	17 19.1%	3 3.4%	89 100%
	Total	35 26.9%	13 10.0%	51 39.2%	1 0.8%	27 20.8%	3 2.3%	130 100%
Middle Level	4-11	4 20.0%	1 5.0%	7 35.0%	0 0	8 40.0%	0 0	20 100%
	12-19	4 17.4%	3 13.0%	10 43.5%	0 0	5 21.8%	1 4.3%	23 100%
	20-27	3 12.0%	6 24.0%	7 28.0%	0 0	4 16.0%	5 20.0%	25 100%
	28-35	2 22.2%	2 22.2%	3 33.4%	0 0	2 22.2%	0 0	9 100%
	Total	13 16.9%	12 15.6%	27 35.0%	0 0	19 24.7%	6 7.6%	77 100%
Grand Total		117 23.7%	51 10.3%	153 31.0%	3 0.6%	128 25.9%	42 8.5%	494 100%

53% of the Grass Root Level, 53.1% of the Cutting Edge Level and 62.3% of the Middle Level stated that whether they get justice or not will depend upon the attitude of the SI/CI. Thus only one-fifth of the police personnel have full confidence in the Department that a woman in distress will get justice from a Police Station. Another one-fifth have no confidence, at all whereas about three-fifth of the personnel have confidence; provided police personnel are good, they exert influence etc. Years of experience is not playing any major role in forming the Perception of the police personnel in this regard. (Separate table is not given)

Table 3.12 shows that even though they themselves are guardians of law, 8.5% of police personnel think that they will try to avoid filing a criminal complaint if their wife, mother or sister had to face an atrocity against her. It may be of interest to note that around one-fourth of the respondents thought that it is desirable that they themselves will accompany the female kin to avoid unpleasant outcomes. During personal discussions, many of these respondents said that they fear indecent behaviour from police personnel and they also felt from their experience in the Department that the delay and final acquittal from the Court are not going to give any solace to the victim.

Thus though majority of police personnel stated that everything is well in the Police Department with respect to Customer Orientation towards women, when it comes to an actual field situation, they are stating their actual belief that everything is not well and whether a woman customer coming to a Police Station will get satisfaction or not depends upon many factors like the nature of officers handling the case, the extent of influence the complainant can exert, etc. This is a situation where police personnel themselves believe that Service Delivery to women in a Police Station may not be professional, but may depend upon many extraneous factors.

xii. Conclusion

The result of the analysis in this section can be summarized as follows:

1. The Grass Root Level Personnel paint the Department in brighter colours on Customer Orientation towards women as they show more Perception about the Department and Middle Level personnel show the least Perception about the Department as far as Customer Orientation towards women is concerned.
2. Rewards and punishments from the Department are not playing any significant role in the forming of Perceptions of police personnel as far as Customer Orientation towards women is concerned.
3. Better Interpersonal Relations help to develop better Perceptions.
4. The police personnel in general do not perceive that the top management is giving top priority to Customer Orientation towards women revealing that, the top management has failed to convey to those under their charge that they give priority to CAW & dealing with women customers.
5. In general, police personnel feel that the present level of gender sensitivity is sufficient enough to deal with women customers and CAW in a fair manner. In other words, they do not feel any urgency to acquire more gender sensitivity.
6. By and large, the interviewed police personnel feel that police personnel have become better gender sensitized in recent years due to Government Policies, Departmental Circulars, intervention by other agencies, etc.
7. Police personnel in general, do not feel fully confident that they themselves will get a fair deal from a Police Station in a CAW case, i.e., they are not fully confident about the service delivery from a Police Station towards women customers or to customers in general. This is in actual contradiction to their Perceptions

mentioned as point No. 5 & 6 above, i.e., in point No. 5 they perceive that they have adequate perception about their role in CAW while in point 7, they admit that what they could expect from their colleagues in Police Station will be different from what is contained in gender sensitivity programmes.

Thus it can be concluded that the police personnel have started breathing the air of change as far as gender sensitivity and service delivery culture in general and Customer Orientation towards women in particular are concerned. At the same time, they do not perceive the urgency for further changes, in spite of the fact that they perceive the inadequacy in the Service Delivery of the Department to women customers.

3.3. KNOWLEDGE

A person's level of understanding about anything is knowledge. It is the first step towards awareness. Awareness is a combination of the individual's knowledge and perception. The knowledge discussed here is professional knowledge.

According to Stephen P Robbins and Neil Barnwell (1994), professionalism is the degree to which employees use a professional organisation as a major reference, belief in service to the public, belief in self-regulation, dedication to one's field and autonomy.

To be a good Customer Oriented officer towards women, a police officer needs some minimum knowledge about the Departmental Circulars/ Instructions regarding investigation of CAW cases. Also a fair knowledge of special legal provisions regarding evidence in the case of Dowry Harassment, special instructions on questioning rape victims, recording the FIR given by women etc are a must to do justice, both in providing fair dealings and in achieving fair completion of investigation. Accordingly a set of questions was designed covering the above points, to measure knowledge of the police personnel interviewed.

Professional knowledge regarding the legal provisions, techniques and methodology for investigation, etc. in the field of CAW as well as knowledge about the Circulars giving guidelines for better customer dealing with women are extremely important for better Customer Orientation of police personnel towards women. Even if there is a general perception regarding the necessity of gender sensitivity, if specific professional knowledge with respect to investigation of CAW and dealing with women customers is lacking, the police personnel may also tend to behave in the same manner as ordinary citizens in a patriarchal society.

Ordinary citizens may not generally recognize domestic violence as a crime. Common people may think that violence within the four walls of a house is quite natural and ordinary. The common man may also think that if a girl or a woman is molested or raped it is better to keep it a secret rather than going for a criminal case. By overcoming all possible hurdles, if a woman approaches a Police Station with a complaint, she warrants a thoroughly professional handling of her case in the Police Station. If she has to encounter police officers without adequate professional knowledge but with ordinary thinking, who try to impose their male dominated values on her, decriminalizing the entire incident of violence, it will lead to gross injustice being done to the woman customer.

Chapter-1 discusses various sections of law dealing with Crime Against Women as well as various Departmental Instructions on the subject. A very good knowledge of the legal provisions, Instructions, and court orders is necessary for handling CAW Cases in a fair manner. For example in the case of Dowry Harassment and Dowry Death cases, the burden of proof regarding the offence is with the accused and not with the prosecution as in any other type of crime, i.e., the accused has to prove his innocence; until then, it will be presumed that the accused is guilty. Similarly in Dowry Harassment cases, just with the reliable evidence given by the blood relatives of the victims also the case can be charge-sheeted. In Dowry Death cases, the Deputy Superintendent of Police (Sub Divisional Police Officer) should investigate the case and the inquest should be held by the Sub Divisional

Magistrate in the case of death of a woman within 7 years of her marriage. The knowledge of these mandatory legal requirements is a must for all police officers. In the case of Dowry Harassment and Dowry Death cases, as there is standing instructions that senior officers like Sub Divisional Police Officers should be informed of the matter immediately and they should take over the investigation, right from the Police Station level, up to the Middle Level, officers come to know about such cases. But in the case of lesser offences like Sexual Harassment and Eve-teasing, the case need be handled only at the Police Station level. Though there are sections in the Indian Penal Code to deal with these offences (353 IPC and 509 IPC), some of the officers do have confusions about registration of such cases. For example the Supreme Court Judgment on Visakha Case insists that all Organizations, Departments and Institutions should form Complaints Committees to deal with petitions of Sexual Harassment. Actually the Judgment was aimed at making work places more gender friendly. There was a lot of discussion about the Visakha Case Judgment within the Police Department also and the directions in this regard were circulated among the police personnel. But many police officers got some confusion that Sexual Harassment cases from work places need not be registered in the Police Stations, as there is a separate mechanism to deal with such cases, though that provision was only to supplement the already existing legal provisions rather than to replace the existing provisions. Though there is a section in IPC (509) to deal with Eve-teasing, many police officers assume that Eve-teasing is only a normal male behaviour, which should be ignored. So they discourage the women who come forward with complaints. More over though the policemen can take suomoto action against men making nuisance to girls at public places like Bus Stations, Railway Stations, etc, suomoto registration of such cases are very rare, probably due to the above mentioned belief among the police personnel, apart from low priority given to such crimes. Some of the officers also believe that women and girls, who venture to travel without male escort after sunset, unnecessarily create problems for the Police by inviting miscreants to come and harass them. Such police personnel totally forget the fact that the freedom of movement as envisaged in the Constitution is equal for women also. By restricting the movement of women and by inculcating fear in the

women to travel outside, the patriarchal system downgrade women to secondary citizenship. As guardians of law who have taken pledge to upkeep the spirit of the Constitution of the Nation, police personnel should be in the forefront in up keeping the freedom of movement of women. The Tamil Nadu Government has enacted a law (TamilNadu Eve-teasing Prevention Act 1998) to prevent Sexual Harassment of women at public places. A thorough knowledge about the legal provisions, and court judgments in this connection as well as the spirit of our Constitution are essential for our police personnel, for developing proper Customer Orientation towards women.

In the Interview Schedule, questions were included to test the knowledge of police personnel about CAW as well as how to deal with women customers.

i. Measurement of Knowledge of Police Personnel Regarding CAW and Analysis of Critical Strategic Issues

The future Organizational Style tends to be Knowledge intensive for reaching the goal of Customer Orientation. Personnel from all levels need be knowledgeable with respect to CAW and behaviour towards women customers, if the Organisation should become Customer Oriented towards women.

In this section the Knowledge Score of police personnel is measured using the scale in Appendix III and the Critical Strategic Issues (i.e., the causes and factors) contributing to the knowledge level of police personnel and their impact on the development of Customer Orientation towards women are analysed.

The knowledge of police personnel with respect to CAW and Circulars, instructions, etc. with respect to behaviour towards women victims of crime was measured using a set of 5 questions with sub questions covering the Circulars, Guidelines, Instructions, Court Judgments, Provisions of Law, etc. The maximum score was 100. The instrument used for measurement is given in Appendix III.

The Mean of Knowledge Scores obtained by each category was calculated and compared for significance. The values are given in Table 3.13.

Table 3.13: Knowledge Score of Different Categories of Police Personnel

Categories	n	Mean Knowledge Score	Standard Deviation
Grass Root Level	287	60.6272	18.4436
Cutting Edge Level	130	65.9231	16.4574
Middle Level	77	75.4545	14.0998
Total	494	64.3320	18.0786

By ANOVA test F-value obtained is 22.985 and $P < 0.0001$ that is the Mean Knowledge Scores among the three categories differ in a highly significant way. Knowledge is more for the Middle Level and least for the Grass Root Level.

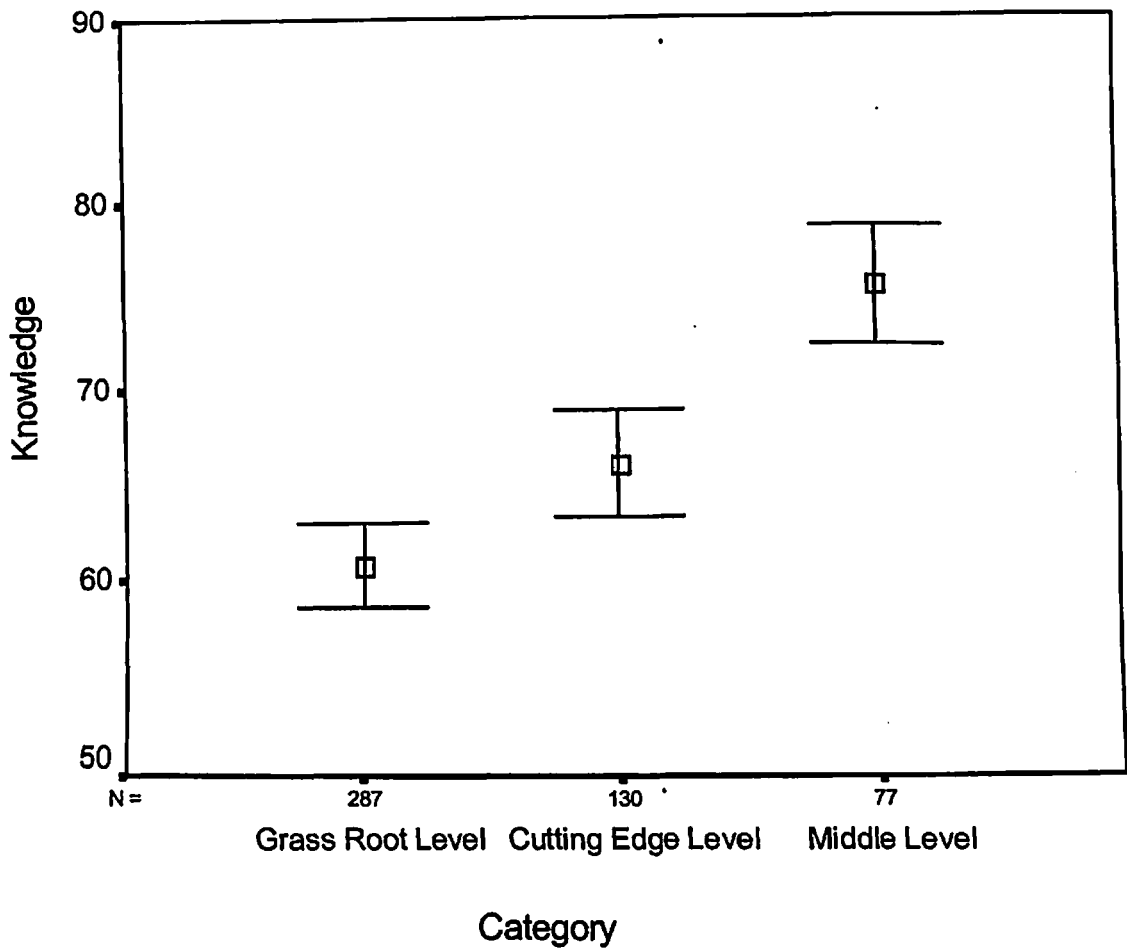
Figure 3b: Knowledge About CAW Cases

Figure 3b is an Error Bar Diagram showing the distribution of Mean Knowledge Score among the three categories of our respondents. Knowledge Score is more for the Middle Level and least for the Grass Root Level. This may be due to the fact that as Cutting Edge Level and Middle Level personnel are more responsible, they tend to acquire more knowledge about any emerging field. With their higher hierarchical position and sense of duty, they tend to acquire more knowledge in any professional field.

A growing Organization needs to grow 'flatter', with adequate Professional Knowledge for personnel from all Levels; 'flatter' in the sense that the skills required to deliver service to customers need be developed at all the Levels. If a service organization sponsored by Government is subjected to social audit, it is definite that personnel from all levels will be made

accountable for minimum required Service Delivery. Certain minimum basic knowledge with respect to CAW and behaviour towards women are required for all police personnel. Many a time the personnel from Grass Root Level only directly deal with customers and they also (the Head Constables) register and investigate CAW cases. Hence Grass Root Level Personnel also need to improve their knowledge level in the field of Customer Orientation towards women.

ii. Knowledge About CAW and Educational Qualification

Figure 3c: Knowledge About CAW and Educational Qualification

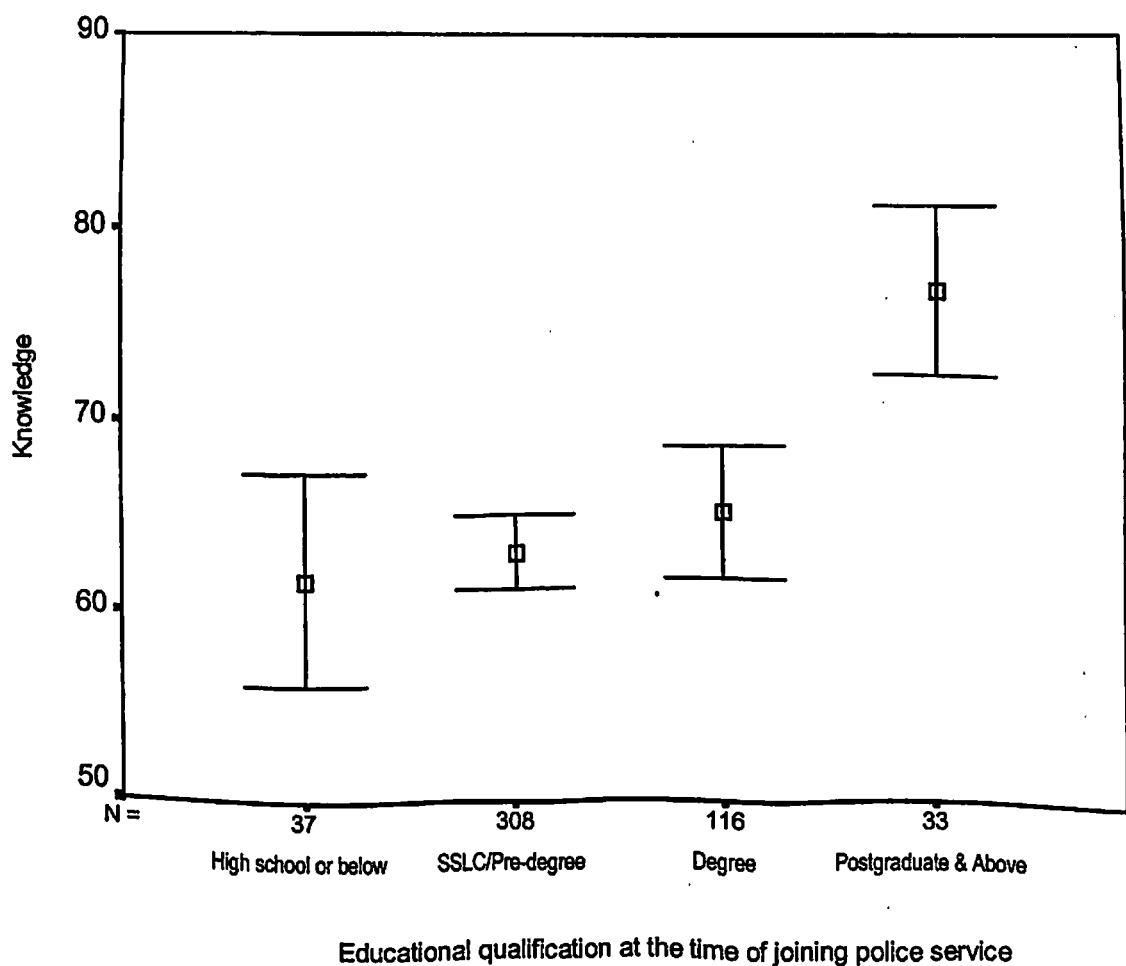


Figure 3c is an Error Bar diagram showing the distribution of mean knowledge score and Educational status of the police personnel. Knowledge Score is more for the most educated and least for the least educated personnel.

Table 3.14: Knowledge About CAW and Educational Qualification

Category	n	Mean Knowledge Score	Standard Deviation
High School or below	37	61.6216	16.9170
SSLC/ Pre-degree	308	63.0195	17.7103
Degree	116	65.0862	19.4487
Postgraduate and above	33	76.9697	12.3705
Total	494	64.3320	18.0786

By ANOVA test, F value obtained is 6.469 with $P < 0.0001$ i.e., there is statistical significance between Knowledge of CAW and education.

Postgraduates show significantly higher knowledge level about CAW compared to the other three groups. It is quite natural that better educated personnel tend to acquire better knowledge in any field. Regarding CAW cases also they show better knowledge level. Educated personnel have shown better interest in acquiring new knowledge in this field also.

Chapter 3

Figure 3d: Knowledge About CAW and Age

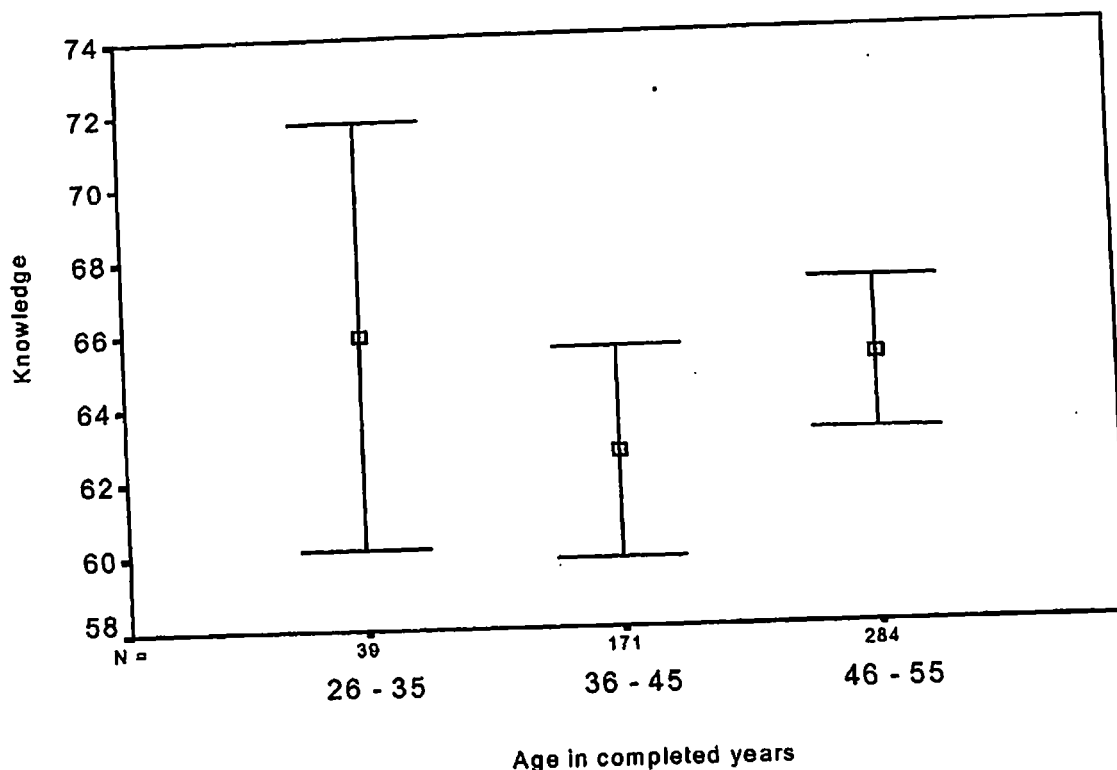


Figure 3d is an Error Bar Diagram showing the distribution of Mean Knowledge Score and Age Categories

Table 3.15: Knowledge About CAW and Age

Category in age	n	Mean	Standard Deviation
26 - 35	39	65.8974	17.8765
36 - 45	171	62.6316	18.9916
46 - 55	284	65.1408	17.5228
Total	494	64.3320	18.0786

ANOVA test showed F value of 1.188. $P > 0.05$ ($P = 0.306$) which is statistically not significant. This shows that Knowledge Level is not

significantly related to age, though knowledge Score is slightly better for the younger personnel.

iii. **Knowledge About Circulars on CAW and Dealing With Women**

Table 3.16: Knowledge About Circulars on CAW and Dealing With Women

Category	Total years of Experience	Have you come across any Circular/G.O regarding CAW & dealing with women victims?		Total
		Yes	Yes	
Grass Root Level	4-11	10 28.6%	25 71.4%	35 100 %
	12-19	21 31.3%	46 68.7%	67 100 %
	20 – 27	54 40.6%	79 59.4%	133 100 %
	28 – 35	24 46.2%	28 53.8%	52 100 %
	Total	109 38.0%	178 62.0%	287 100 %
Cutting Edge Level	4 – 11	7 70.0%	3 30.0%	10 100 %
	12 – 19	8 57.1%	6 42.9%	14 100 %
	20-27	11 64.7%	6 35.3%	17 100 %
	28 – 35	55 61.8%	34 38.2%	89 100 %
	Total	81 62.3%	49 37.7%	130 100 %
Middle Level	4 – 11	20 100.0%	0 0	20 100 %
	12 – 19	18 78.3%	5 21.7%	23 100 %
	20 – 27	22 88.0%	3 12.0%	25 100 %
	28 – 35	8 88.9%	1 11.1%	9 100 %
	Total	68 88.3%	9 11.7%	77 100 %
Grand Total		258 52.2%	236 47.8%	494 100 %

The respondents were asked whether they have come across Circulars on CAW and how to deal with women victims. The result is given in Table 3.16.

62% from the Grass Root Level, 37% from the Cutting Edge Level and 11.7% from the Middle Level told that they have not come across any Circulars on Crime Against Women. Those who have not come across any such Circulars are maximum from the Grass Root Level with 4 to 11 years of experience. Even among those who responded that they know about the Circulars on CAW, many were not able to cite the Circular Number or Circular content. This points out to the fact that their knowledge is imperfect or insufficient.

iv. Knowledge About Special Legal Provisions

The respondents were asked whether a 498A IPC case will be chargesheeted if only the blood relatives of the victims can reliably speak about the crime. The responses are tabulated in Table 3.17.

21.6% from the Grass Root Level, 15.4% from the Cutting Edge Level and 10.4% from the Middle Level replied that they will not charge sheet such cases. This shows the ignorance of these personnel about the legal requirements in the investigation of 498A IPC cases. From the Table 3.17 it is seen that those with less years of experience (4-11 years) are more knowledgeable about Section 498A IPC.

It is clear from the above analysis that lack of knowledge of police personnel about the legal requirements may result in a situation in which proper investigation and charge sheeting of 498A IPC cases may not happen at least in 10-15% of cases

Table 3.17: Knowledge About Section 498A IPC

Category	Total years of Experience	Only blood relatives reliably speak about offence. Will you chargesheet the case?		Total
		Yes	No	
Grass Root Level	4-11	30 85.7%	5 14.3%	35 100%
	12-19	51 76.1%	16 23.9%	67 100%
	20-27	105 78.9%	28 21.1%	133 100%
	28-35	39 75.0%	13 25.0%	52 100%
	Total	225 78.4%	62 21.6%	287 100%
Cutting Edge Level	4-11	9 90.0%	1 10.0%	10 100%
	12-19	11 78.6%	3 21.4%	14 100%
	20-27	14 82.4%	3 17.6%	17 100%
	28-35	76 85.4%	13 14.6%	89 100%
	Total	110 84.6%	20 15.4%	130 100%
Middle Level	4-11	20 100.0%	0 0	20 100%
	12-19	20 87.0%	3 13.0%	23 100%
	20-27	21 84.0%	4 16.0%	25 100%
	28-35	8 88.9%	1 11.1%	9 100%
	Total	69 89.6%	8 10.4%	77 100%
Grand Total		404 81.8%	90 18.2%	494 100%

v. **Knowledge About Sexual Harassment**

Many police officers are ignorant about reasons for Sexual Harassment and they think that it is victim-precipitated. When the personnel were asked whether it is necessary to register a case of Sexual Harassment if a woman comes to the Police Station with a complaint that she has been

sexually harassed by her male colleague, 5.9% from the Grass Root Level and 3.1% from the Cutting Edge Level reported that it is not necessary to register a case. From the Middle Level, all the respondents had knowledge and all of them replied that the case would be registered. A very small number from the Grass Root Level and Cutting Edge Level showed ignorance in this regard.

When the respondents were asked whether Eve-teasing is a normal male behaviour which should be ignored by women or not, 32.4% from the Grass Root Level, 27.7% from the Cutting Edge Level and 9.1% from the Middle Level answered that it is a behaviour to be ignored. This shows the ignorance of these personnel about the offence of sexual harassment of women at public places.

When the respondents were asked whether women should refrain from freely moving in public places after sunset, 61% from the Grass Root Level, 66.9% from the Cutting Edge Level and 66.2% from the Middle Level answered that women should refrain from freely moving in public places after sunset. The responses given by various categories of police personnel to the question are shown in Table 3.18. The table shows that years of experience do not make much difference in the knowledge level, on this aspect.

Table 3.18: Women Going to Public Places Without Male Escort

Category	Total years of Experience	As a Police Officer do you think that women should refrain from going to Public Places without male escort after sunset?		Total
		Yes	No	
Grass Root Level	4 - 11	20 57.1%	15 42.9%	35 100 %
	12 - 19	50 74.6%	17 25.4%	67 100 %
	20 - 27	80 60.2%	53 39.8%	133 100 %
	28 - 35	25 48.1%	27 51.9%	52 100 %
	Total	175 61.0%	112 39.0%	287 100 %
Cutting Edge Level	4 - 11	7 70.0%	3 30.0%	10 100 %
	12 - 19	8 57.1%	6 42.9%	14 100 %
	20 - 27	13 76.5%	4 23.5%	17 100 %
	28 - 35	59 66.3%	30 33.7%	89 100 %
	Total	87 66.9%	43 33.1%	130 100 %
Middle Level	4 - 11	11 55.0%	9 45.0%	20 100 %
	12 - 19	18 78.3%	5 21.7%	23 100 %
	20 - 27	17 68.0%	8 32.0%	25 100 %
	28 - 35	5 55.6%	4 44.4%	9 100 %
	Total	51 66.2%	26 33.8%	77 100 %
Grand Total		313 63.4%	181 36.6%	494 100 %

Instead of professional thinking, patriarchal values play a role in determining the professional decisions of 36.64% of police officers. Their lack of knowledge regarding the Fundamental Rights of women to move freely, probably affects the free registration of cases of Sexual Harassment of women at public places. As many officers think that women by appearing in

public places invite trouble for themselves, there is generally a lack of enthusiasm in registering cases of Sexual Harassment at public places. For example, just 80 cases under section 509 IPC (eve-teasing) were registered in the State of Kerala during 2003. This is in spite of the fact that girls and women feel extremely unsafe to travel after sunset. Many women have to travel during night also in connection with their work. Women sometimes do not feel safe to travel even during daytime. They suffer harassment at public places like Bus Stations, Railway Stations, public transports, market places, etc. It may be pointed out that in a leading Malayalam Daily (Malayala Manorama dated 30-1-2004 to 3-2-2004) a few women journalists wrote a serialized report on Sexual Harassment of women at public places in which the women journalists mentioned that they themselves were almost attacked at parks, trains, etc.

vi. Conclusion

The result of the analysis about Knowledge on CAW can be summarized as follows: -

- 1 The Knowledge about Circulars/ Departmental Instructions on CAW and how to deal with women customers is imperfect or insufficient for 6 out of 10 Constables, 4 out of 10 Sub Inspectors and 1 out of 10 Circle Inspectors/Deputy Superintendent of Police.
- 2 Lack of adequate professional knowledge regarding the Fundamental Rights of women to move freely, and imperfect knowledge regarding legal provisions, cases of domestic violence, sexual harassment of women at public places, work places, etc. is evident among police personnel.
- 3 Knowledge about Circulars/ Departmental Instructions, etc. on CAW is maximum for the Middle Level Personnel and minimum for the Grass Root Level Personnel. Similarly Knowledge is maximum for the most educated and least for the least educated personnel.

- 4 Knowledge level is slightly better for the younger personnel (26 - 35 years) and also for those who are in the age group of 46 - 55 years, though the finding is not statistically significant.

3.4. ATTITUDE

According to Marlene E Henerson et al. (1987), attitude is a tool that serves to see order and consistency in what people think and do so that given certain behaviours, predictions can be made about their future behaviours. In a nutshell attitude is a way of thinking about something.

Police personnel need to develop proper positive attitude towards women customers for proper dealings and proper investigation of CAW cases. Personnel with positive attitude will be more empathetic to women customers and they will use fair language and communicate with the customers in a better manner. Personnel with more gender sensitivity will show a more positive attitude towards women approaching Police Stations with complaints of domestic violence, rape, molestation, etc. Officers with positive attitude will be genuinely keen to ensure continuous protection of law to the victims of crime and such officers will show more interest for completing the investigation of cases within shorter time limits and also finding out whether the accused is further troubling the victim or not. Officers with good attitude will try to follow up the cases even during trial stages and some such officers may try to help the victims beyond the call of duty.

While designing the Interview Schedule, a few questions were included to measure the attitude of police personnel towards women customers. As per the basic principle of the Criminal Justice System, when a complainant approaches the Police Station with a criminal complaint, the Station House Officer should immediately reduce the oral complaint into writing and register the First Information Report. A police officer should not have a prejudice regarding complaints that a particular type of complaint may not be true. The Station House Officer's duty is to register the case and entrust the case for investigation to one of his subordinates or to investigate the same himself. If it is a grave crime like rape, the superior officers should

be informed about the matter through Express Reports and generally the Circle Inspector takes over the investigation. In more serious offences like Dowry Death, the investigation is taken over by the Sub Divisional Police Officer. The women customers coming to the Police Station with a criminal complaint need to get immediate attention of the Station House Officer and a case need be registered without any prejudice. The general attitude of police personnel towards women customers who come with complaints of violence against them is of extreme importance in determining whether a case will be registered or not and also in determining who will investigate the case and the manner in which investigation will take place.

i. Measurement of Attitude of Police Personnel Towards Women Customers and Analysis of Critical Strategic Issues

In this section the attitude of police personnel is measured using the scale in Appendix III and the causes and factors (Critical Strategic Issues) determining the attitude of police personnel towards women customers are analysed in detail.

Attitude of police personnel towards women customers was measured using a set of 10 questions with a 3-point scale. Maximum Score was 100. The instrument used is given in Appendix IV.

The Attitude Score of police personnel belonging to Grass Root, Cutting edge and Middle Level personnel is given in Table 3.19.

Table 3.19: Attitude Score of Police Personnel Towards Women Customers

Categories	n	Mean Attitude Score	Standard Deviation
Grass Root Level	287	51.9686	11.4221
Cutting Edge Level	130	52.9615	13.1876
Middle Level	77	57.4026	8.2959
Total	494	53.0769	11.6380

Attitude Score of the three categories showed significant difference. ANOVA test showed an F value of 6.782 with a $P < 0.05$ ($P = 0.001$). The difference is statistically significant.

Attitude towards women customers was more positive for the Middle Level Personnel. Grass Root Level Personnel showed least positive attitude towards women customers. This is shown in the Figure 3e.

Figure 3e: Attitude of Respondents Towards Women

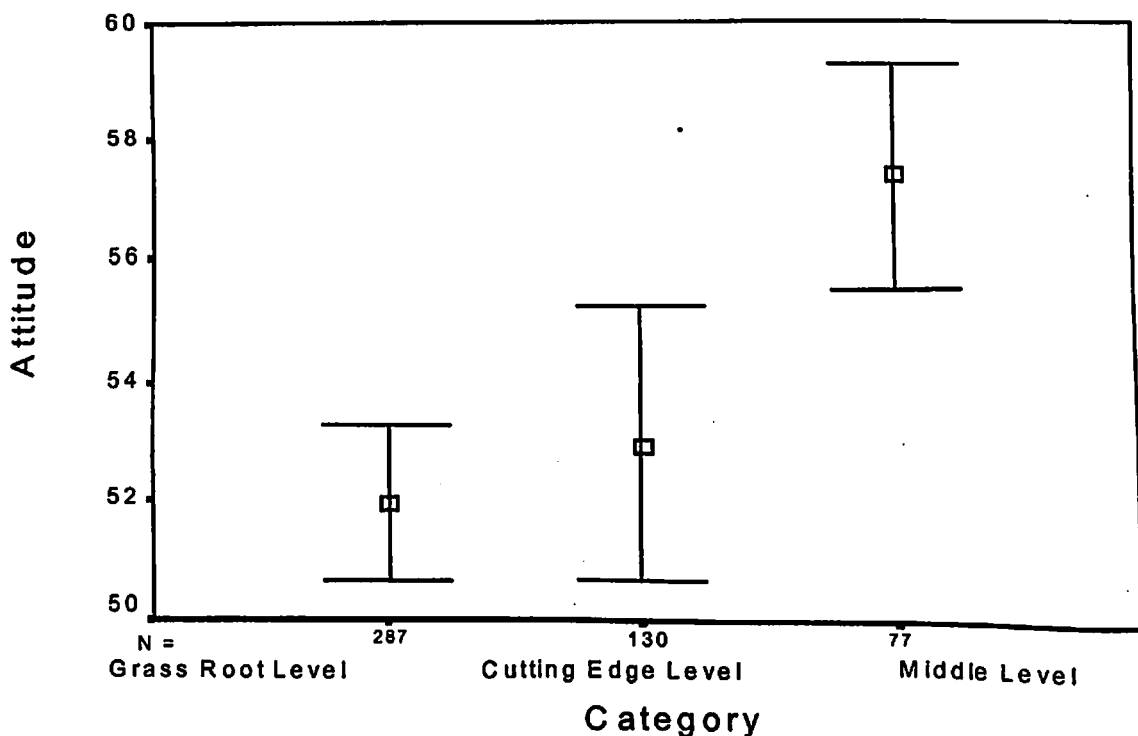


Figure 3e is an Error Bar Diagram showing the distribution of Mean Attitude Scores of police personnel towards women for the Grass Root Level, Cutting Edge Level and Middle Level.

The attitude Score categorized according to level of education is given Table 3.20.

Table 3.20: Attitude and Education

Category	n	Mean	Standard Deviation
High School or Below	37	48.5135	9.1184
SSLC/Pre Degree	308	51.9481	12.1515
Degree	116	55.7759	10.0348
Postgraduate and above	33	59.2424	10.6155
Total	494	53.0769	11.6380

ANOVA test showed F value of 8.390 $P < 0.0001$. Hence the difference is highly significant.

Those who are having educational qualification below High School have lowest Attitude score. Maximum attitude is shown by those with educational qualification of Postgraduation. The better-educated personnel internalize the changes happening in the outside world in a better manner. The air of gender equality and service mentality in the outside world is imbibed by the better-educated personnel more quickly. So they develop positive attitude towards customers, faster and deeper.

Figure 3f: Attitude of Respondents Towards Women and Educational Status

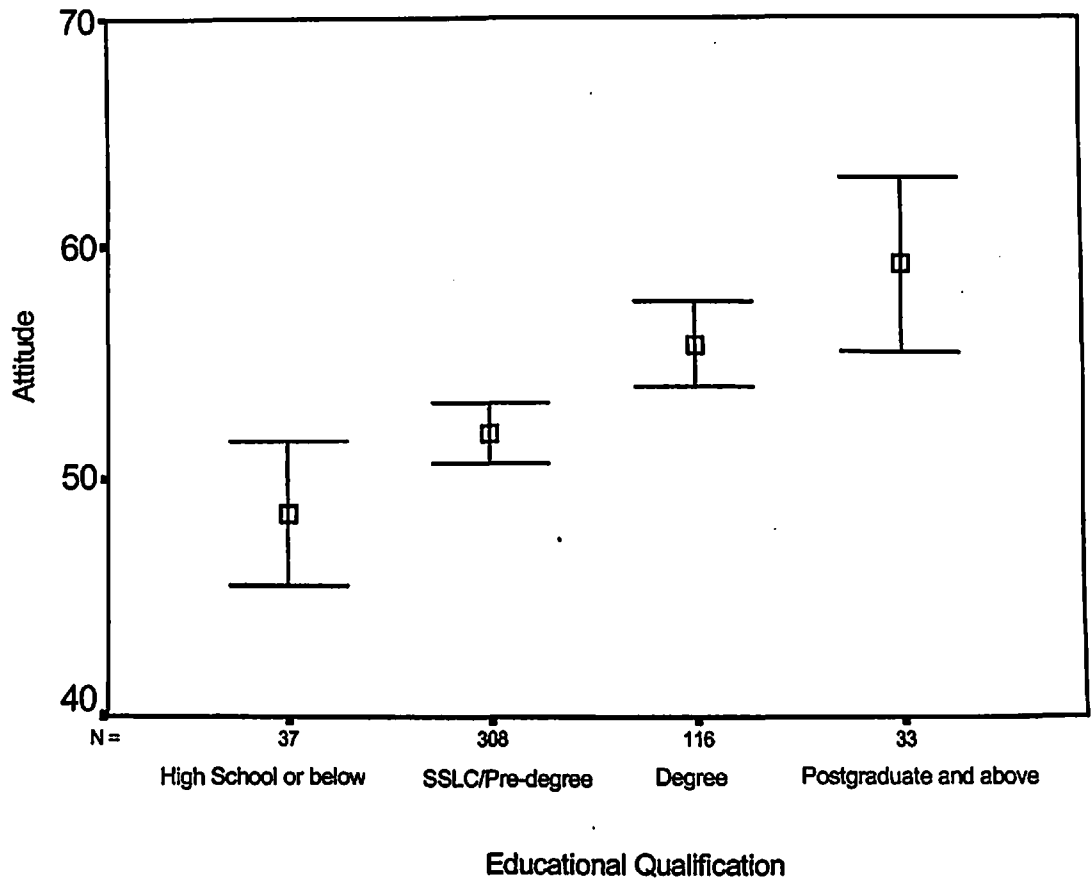


Figure 3f is an Error Bar Diagram showing the distribution of Mean Attitude Scores of Police personnel and their educational status.

Figure 3g: Attitude of Respondents Towards Women and Educational Qualification

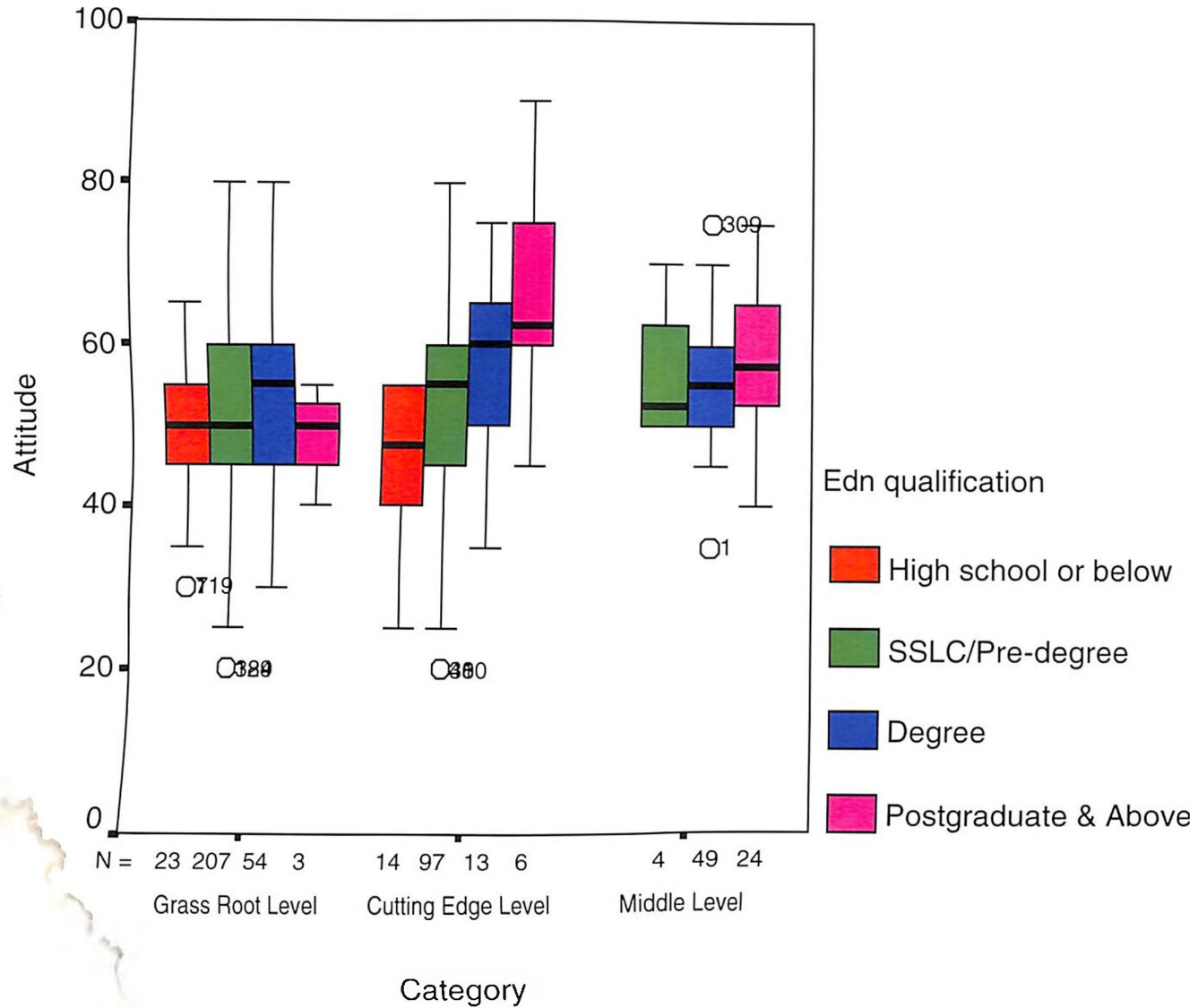


Figure 3g is a Box Plot showing the distribution of Attitude Score of the three categories of police personnel and their educational qualification.

Among the Grass Root Level Personnel, those who have educational qualification of High School or below and Postgraduates have got less Attitude Score compared to those with the qualification of SSLC / Pre Degree and Degree. In the Cutting Edge Level and Middle Level, Postgraduates show better attitude towards women.

Selecting of personnel with the right aptitude and required educational qualification is essential for getting right persons for the right job. Overqualified personnel also get appointed to the Kerala constabulary due to the acute problem of unemployment. This leads to a situation in which Graduates and Postgraduates get entry into Constabulary level just for the purpose of employment, but their ambition might have been to become a Sub Inspector or enter some other profession. They always feel that they are suited for better jobs but due to their bad luck they could become only constables. Such personnel do not show the right attitude towards their job and to their customers. At the same time, Postgraduates entering the Police Department at the Cutting Edge Level as Sub Inspectors feel pride in their job and naturally being better educated, they develop better attitudes.

ii. Attitude and Age

Figure 3h is an Error Bar Diagram showing the distribution of Mean Attitude Scores of police personnel of various age categories.

By ANOVA test F value is 2.468 with $P > 0.05$ ($P = 0.086$). As P value is more than 0.05 the difference is not significant. Thus though younger personnel score better in Attitude towards women, the difference is not statistically significant.

iii. Attitude Towards Victims of Sexual Harassment

To know about the attitude of police personnel towards victims of sexual harassment, the respondents were asked whether they think that generally the molestation cases reported in the Police Station are true cases or not. 10.1% from the Grass Root Level, 10% from the Cutting Edge Level and 2.6% from the Middle Level reported that such cases are generally not true. Those who believed so are more from the Grass Root Level with 28 to 35 years of experience (21.2%). As generally the molestation cases are handled only at the Police Station level, the cases will be investigated by an SI, ASI or an HC. Hence the attitude of Cutting Edge Level and Grass Root Level personnel towards molestation victims will definitely affect the registration and investigation of such cases. Only 7% of the Grass Root Level, 7.7% of the Cutting Edge Level and 18.2% of the Middle Level think that molestation cases generally reported in the Police Stations are true. 82.9% of the Grass Root Level, 82.3% of the Cutting Edge Level and 79.2% of the Middle Level think that the cases are true to some extent. The victim study also shows that molestation cases reported are true cases to some extent. When police personnel have a preconceived notion that molestation cases are generally not true, there is a possibility for non-registration of such cases. Even if cases are registered, the negative attitude will lead to a situation where the cases are not investigated properly and not charge-sheeted. Though only 10% of the personnel show such attitude, the women who approach them will suffer a lot of humiliation and they may not get justice. As each Customer will narrate her bitter experience with the police to at least 5-6 people, this would result in building a general impression among the public that there is no point in approaching the police with complaints of molestation.

iv. Attitude Towards Rape Victims

When the respondents were asked whether they think that in general rape cases reported in the Police Station are true cases, 13.2% from the Grass Root Level, 10.8% from the Cutting Edge Level and 6.5% from the Middle Level replied that such cases are not true. 78% of the Grass Root Level, 76.2% of the Cutting Edge Level and 81.8% of the Middle Level think that rape cases are true to some extent. 8.7% from the Grass Root Level, 13.1% from the Cutting Edge Level and 11.7% from Middle Level only think that the cases reported are generally true cases. It is pertinent to note here that around 10% of police personnel think that in general, rape cases reported in the Police Stations are not true. The belief of this 10% of the sample is totally against the existing ground situations. The victim study done alongside shows that most of the rape cases reported are genuine cases only, and most of the rape victims are in dire need of rehabilitation. They are also facing extreme social ostracism. The number of cases which are not true were more in the 498A IPC category than in the rape category. But the attitude of police personnel seems to be more negative towards rape victims. It is also interesting to note that at the Grass Root Level, personnel with 4 to 11 years of experience show more negative attitude towards rape victims (22.9%). This points towards the fact that in spite of having better educational qualification, the younger generation constabularies are less gender sensitive.

v. Attitude Towards Victims in 498A IPC Cases

When the respondents were asked whether the cases of 498A IPC reported in the Police Station are true cases or not, 12.9% from the Grass Root Level, 13.1% from the Cutting Edge Level and 5.2% from Middle Level reported that these cases are generally not true cases. In fact during the analysis of the data on victims of crime, it was found that in a few cases just for seeking compromise or to file divorce petitions, some complainants had approached Police Stations with complaints of 498A IPC cases. However, a generalization that 498A IPC cases reported are not true cases will lead to non-registration of cases or improper investigation. Moreover the tendency to pressurize the victims for 'compromise' also will be there, due to patriarchal

and traditional thinking of police personnel that women should 'forgive' and suffer 'battering' in order to save marriage.

vi. Attitude Towards Victims of Dowry Death Cases

When the respondents were asked whether they think that in general, the 304B IPC cases reported in the Police Station are true cases or not, only 3.8% from the Grass Root Level, 7.7% from the Cutting Edge Level and 1.3% from the Middle Level reported that such cases are not true cases. 20.2% from the Grass Root Level, 19.2% from the Cutting Edge Level and 29.9% from the Middle Level stated that such cases are generally true cases. 76% from the Grass Root Level, 73.1% from the Cutting Edge Level and 68.8% from the Middle Level said that 304 B IPC cases reported are generally true to some extent. Probably because the victims are already dead, maximum personnel show more empathy and sensitivity in dowry death cases. Dowry death cases are investigated only by the Sub Divisional Police Officers. Only one officer from the Middle Level showed negative attitude regarding 304B IPC cases. The probability is more that in general, in 304B IPC cases better justice will be done, as negative attitude of officers is very less compared to other cases.

vii. Attitude Towards Acquiring Gender Sensitivity

If the police personnel have a positive attitude towards women customers, they will show more interest in improving the sensitivity. Those who have a negative attitude may not show any urgency in improving the sensitivity for themselves and their colleagues. When the respondents were asked whether they think that the present sensitivity of the police personnel is sufficient to deal with women customers in a fair manner, 43.2% from the Grass Root Level, 43.1% from the Cutting Edge Level and 20.8% from the Middle Level said that the present sensitivity is sufficient. 46.7% from the Grass Root Level, 51.5% from the Cutting Edge Level and 57.1% from the Middle Level said that the present sensitivity is sufficient to some extent. 10.1% From the Grass Root Level, 5.4% from the Cutting Edge Level and 22.1% from the Middle Level said that the present sensitivity is not sufficient. It is very clear that Middle Level personnel are having better attitude towards women, that is why more of them (22.1%) think that the present sensitivity is

insufficient and they show more urgency in developing more gender sensitivity.

viii. Attitude Towards Women Police

The Home Office Circular (of England) 87/1989 on 'Equal opportunities policies in the Police Service' states that the force policies should ensure that the best use is made of the abilities of every member of the Force, and all members should firmly oppose discrimination within the service and in their professional dealings with the public.

Sandra Walklate (1995) quotes Moss Kanter and suggests that when women make up at least 25% of an organization's work Force, it would challenge men's conceptions of what policing is about. In the Kerala Police Force total Women Constables constitute only 10% of the total Force. Even so, they have been able to achieve partial change in the attitude of the male personnel towards their task in CAW cases. In the following section, this has been subjected to an empirical test.

The police personnel were asked whether Women Police are more courteous to women customers compared to their male colleagues. The responses are analyzed in Table 3.22.

Majority of police personnel felt that women police are more courteous to women customers compared to their male colleagues. Table 3.22 shows that Middle Level personnel with more years experience and Cutting Edge Level personnel with less experience (4-11 years) are showing better attitude towards Women Police.

Only in 2003, Women Police were posted to Police Stations in Kerala. The general attitude of police personnel towards the presence of Women Police may also generally reflect the attitude of the personnel towards women, and their gender sensitivity. Most of the women victims of crimes, who were interviewed, told that they would have felt much more comfortable had there been women police in the Police Stations to question them. With the above background, the police personnel were asked whether the presence of the Women Police in the Police Station has improved the behaviour pattern of men police and officers towards women customers. The responses are given in Table 3.23.

62% from the Grass Root Level, 70% from the Cutting Edge Level and 58.4% from the Middle Level told that the behaviour pattern of the police towards women customers has improved after Women Police were posted to Police Stations. 26.8% from the Grass Root Level, 26.2% from the Cutting Edge Level and 40.3% from the Middle Level said that there is improvement to some extent. Only 11.1% from the Grass Root Level, 3.8% from the Cutting Edge Level and 1.3% from the Middle Level respondents said that the presence of Women Police has not made any such difference. Those who believe that the presence of Women Police has not made much of difference are more from the Grass Root Level with 4 to 11 years of experience (14.3%).

The above analysis shows that the attitude towards change (the recent induction of Women Police) is quite positive. This can be considered as a great strength. The Police Department has succeeded in establishing a sense of urgency for this change, which can be considered as a successful first step.

Table 3.23: Positive Effect due to the Presence of Women Police

Category	Total years of Experience	Positive effect due to the presence of Women Police			
		Yes	To some extent	No	Total
Grass Root Level	4-11	20 57.1%	10 28.6%	5 14.3%	35 100%
	12-19	40 59.7%	19 28.4%	8 11.9%	67 100%
	20 – 27	86 64.7%	35 26.3%	12 9.0%	133 100%
	28 – 35	32 61.5%	13 25.0%	7 13.5%	52 100%
	Total	178 62.0%	77 26.9%	32 11.1%	287 100%
Cutting Edge Level	4 – 11	9 90.0%	1 10.0%	0 0	10 100%
	12 – 19	9 64.3%	4 28.6%	1 7.1%	14 100%
	20-27	12 70.6%	5 29.4%	0 0	17 100%
	28 – 35	61 68.5%	24 27.0%	4 4.5%	89 100%
	Total	91 70.0%	34 26.2%	5 3.8%	130 100%
Middle Level	4 – 11	13 65.0%	7 35.0%	0 0	20 100%
	12 – 19	13 56.6%	9 39.1%	1 4.3%	23 100%
	20 – 27	15 60.0%	10 40.0%	0 0	25 100%
	28 – 35	4 44.4%	5 55.6%	0 0	9 100%
	Total	45 58.4%	31 40.3%	1 1.3%	77 100%
Grand Total		314 63.6%	142 28.7%	38 7.7%	494 100%

ix. Attitude Towards Political and Financial Influences

G.S Bhargava (1974) describes Acts of Omissions and Commissions by public servants for securing pecuniary or other advantages as corruption. This is regarded as a social evil very rampant in the Indian Society. It involves negation of the normative values of the society. Bhargava observes that an even more banal form of corruption happens when political power is traded for money.

While interviewing the women victims, those victims who were not satisfied with police action generally believed that political influence or financial influence of the accused made the police personnel go against their case during the course of investigation. Most of them stated that initially the police took a very positive attitude but due to political interference or financial influence the police favoured the accused. Keeping this in mind, while framing the Interview schedule for police personnel, questions were included to find out the attitude of police personnel about the positive or negative effect of political or financial influence. When the respondents were asked whether political influence affects investigation of offences against women negatively, 19.2% from the Grass Root Level, 16.2% from the Cutting Edge Level and 15.6% from the Middle Level said that political influence affects such cases negatively. This shows that 70% of personnel think that political influences do not change proper course in investigation. 52.6% from the Grass Root Level, 43.1% from the Cutting Edge Level and 46.8% from the Middle Level believed that there is negative effect to some extent. 28.2% from the Grass Root Level, 40.8% from the Cutting Edge Level and 37.7% from the Middle Level believed that there is no such negative influence. 10.8% from the Grass Root Level, 13.8% from the Cutting Edge Level and 6.5% from the Middle Level said that political interference helps women victims. 47.4% from the Grass Root Level, 40% from the Cutting Edge Level and 59.7% from the Middle Level said that there is positive effect for political interference to some extent. It is pertinent to note here that none of the victims in the study believed that there was some positive help for them through political interference. Those who show positive attitude towards political interference may tend to be

influenced in their investigations by such interferences which may lead to injustice to the customers (Separate Tables are not given)

Regarding financial influence, 10.1% from the Grass Root Level, 8.5% from the Cutting Edge Level and 3.9% from the Middle Level said that financial influence of offenders affects the investigation of Crime Against Women cases. 38.7% from the Grass Root Level, 32.3% from the Cutting Edge Level and 50.6% from the Middle Level said that financial influence of offenders affects the investigation of Crime Against Women cases to some extent. 51.2% from the Grass Root Level, 59.2% from the Cutting Edge Level and 45.5% from the Middle Level said that financial influence does not affect the investigation of CAW Cases. About half of the respondents think that police personnel are influenced by money power. The Attitude of police personnel to oblige to the money power of the offenders leads to injustice to the women customers. It is pertinent to note here that most of the women victims of crime approaching Police Stations are from the Lower Income Group and B P L families.

x. Conclusion

The analysis about police personnel's Attitude towards women can be summarised as follows: -

1. The Middle Level personnel show better attitude towards women customers compared to the Cutting Edge Level and Grass Root Level personnel.
2. Better-educated personnel at the Middle Level and Cutting Edge Level show better attitudes, whereas the Postgraduates among the Constabulary show poor attitude towards Women Customers.
3. A small section of police personnel from all levels have certain prejudices about women customers approaching Police Stations with complaints of Sexual Harassment, Rape, Domestic violence, etc; but the negative attitude is less towards complainants of Dowry Death cases.

4. Four out of ten personnel from the Grass Root Level and Cutting Edge Levels and two out of ten personnel from the Middle Level do not think that there is urgent need for the police personnel to improve their gender sensitivity.
5. The presence of around 10% Women Police in the Police Stations (from 2003 onwards) has enabled to achieve partial positive changes in the attitude of male police personnel towards women customers and their tasks in CAW. Majority of police personnel think that women police are more courteous to women customers than their male colleagues.
6. About half of the respondents think that police personnel's attitude towards corruption (attitude towards financial and political influences of offenders) is partially affecting investigation of CAW cases.
7. To put it in a nutshell, attitude towards women customers is developing in a positive direction in the police personnel, but there are a lot of missing gaps in many areas.

3.5. PRACTICE

Practices are specific and established actions taken on a subject or policy.

It is also important to find out whether police personnel put into practice the newly acquired knowledge and spirit of gender sensitivity while they deal with women customers and investigate CAW. The practice in collection of evidence, investigation as well as dealing with women customers while they come with complaints are important. Questions were framed to include various practical aspects like utilizing the services of Women Police to question rape victims, the importance of sending a rape victim to a proper expert for collection of evidence etc.

i. Measurement of Practice of Police Personnel With Respect to Customer Orientation Towards Women and Analysis of Critical Strategic Issues

In this section the practice score of police personnel is measured using the scale given in Appendix V and the Critical Strategic Issues (i.e. causes and factors) contributing to Good Practices in the field of service delivery to women customers are analysed in detail using the Practice Score of police respondents. To measure Practice of police personnel towards women customers, a scale was developed using a set of 7 questions. Maximum Score was 100. The instrument used to measure the score is given in the Appendix V.

The Mean of Practice Scores obtained by each category was calculated and compared for significance. The values are given in Table 3.23.

Table 3.24: Practice Score of Different Categories of Police Personnel

Categories	n	Mean Practice Score	Standard Deviation
Grass Root Level	287	53.4390	18.2889
Cutting Edge Level	130	61.3538	17.1563
Middle Level	77	62.8831	14.5331
Total	494	56.9939	17.9278

By ANOVA test F - value obtained is 14.382 and $P < 0.0001$, which is statistically highly significant.

Figure 3i: Respondents' Practices in Dealing With Women Customers

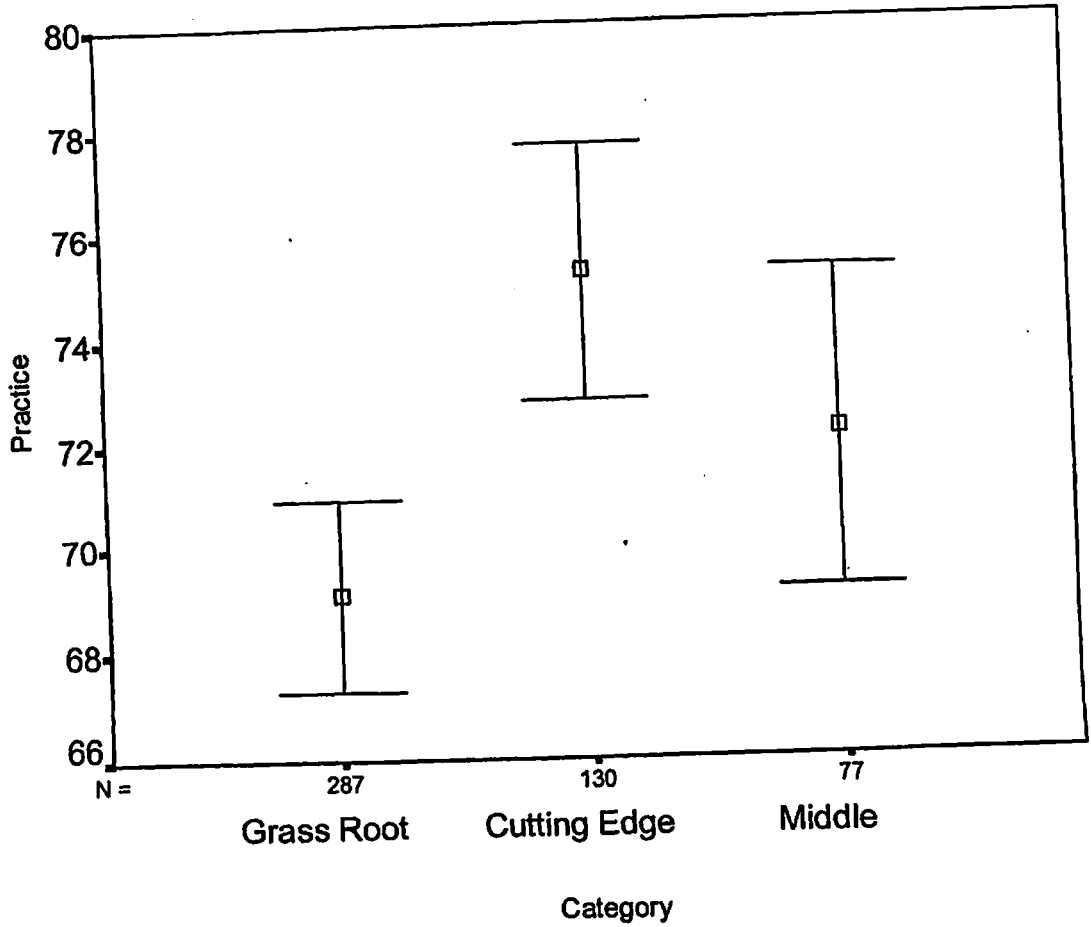


Figure 3i is an Error Bar Diagram showing the distribution of mean practice scores of the police personnel at the Grass Root Level, Cutting Edge Level and Middle Level.

Practice Score is minimum for the Grass Root Level Personnel. Cutting Edge Level Personnel show a slightly higher practice score compared to Middle Level Personnel. The Sub Inspectors in the Police Station are the personnel who are basically responsible for customer service in any Police Station. Practice regarding Customer Service is basically centered around Cutting Edge Level personnel. If they adopt better practices in dealing with women and investigating CAW, it is a good trend. It may also be noted here that the Sub Inspectors have wider 'span of control' (span of control defines the number of subordinates a manager directly controls) as they have to

effectively control around 35 personnel in an ordinary Police Station and around 100 or more personnel in a heavy Police Station, compared to a span of control of 2-6 for Circle Inspectors and Deputy Superintendents of Police. Hence the practical wisdom of Sub Inspectors can influence more subordinates.

Table 3.25: Practice and Age

Category	n	Mean	Standard Deviation
26-35	39	48.6667	19.6968
36-45	171	57.4620	18.1563
46-55	284	57.8556	17.3018
Total	494	56.9939	17.9278

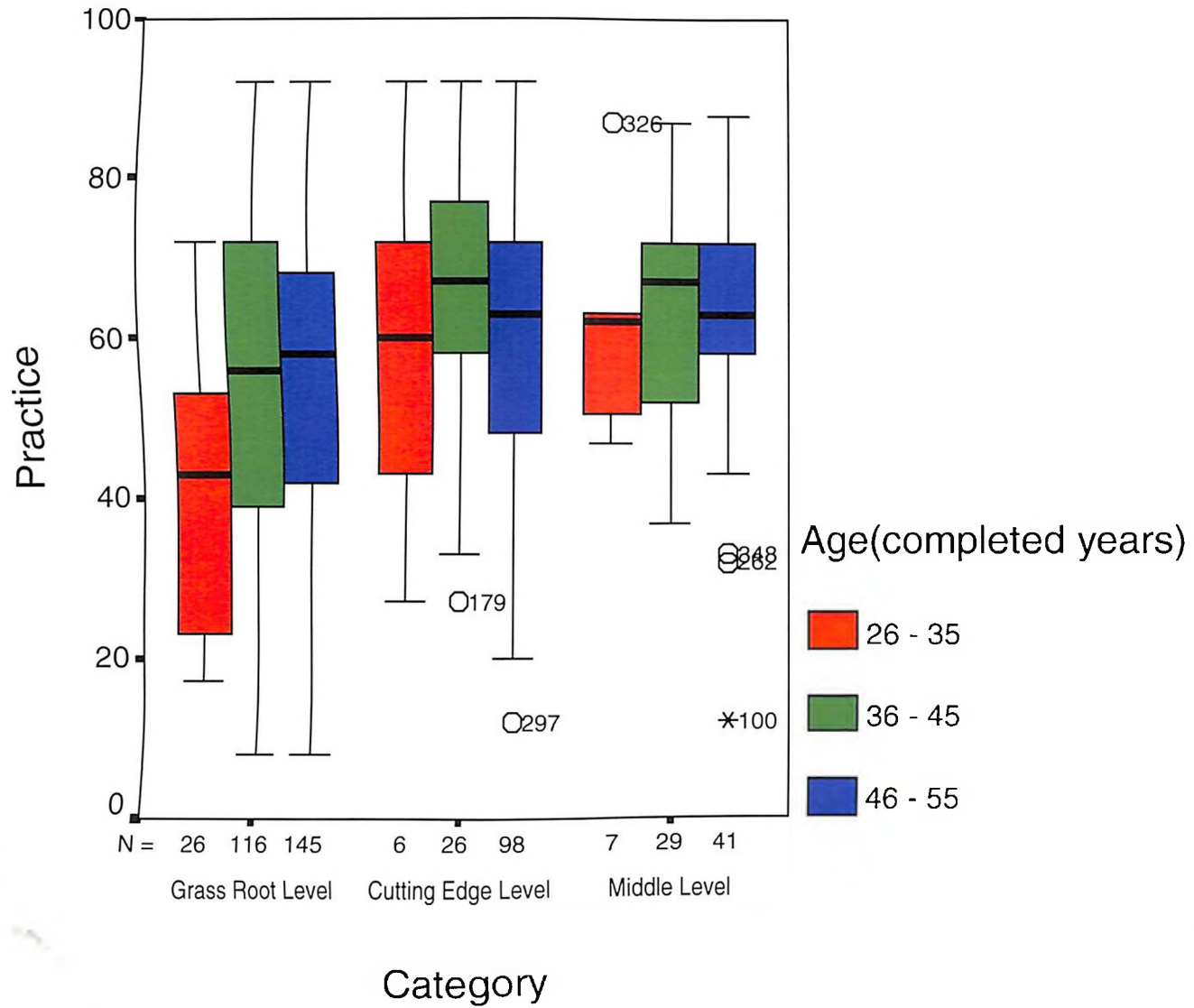
ANOVA test showed F value of 2.306, $P < 0.05$ ($P = 0.01$) which is statistically significant.

Figure 3j is an Error Bar Diagram showing the distribution of Mean Practice Scores and age groups.

Practice Score is least for the younger age group. Practice Score is highest for those who belong to the Age Group of 46-55 years.

This shows that as age increases, the police personnel show a tendency to adopt more good practices in Customer Orientation towards women. This may be due to acquiring cumulative practical wisdom due to handling of cases for longer periods. This is inspite of the fact that the older personnel show less positive attitude towards women customers. Attitude building needs more concentration in the older age group whereas Practice building needs more concentration among the younger personnel. It is a fact that older generation personnel know many practical techniques better than the new generation. Spending more time with the dead body in a scene of

Figure 3k: Age and Respondents' Practices in Dealing With Women Customers



ii. Practice and Educational Qualification

Figure 3I: Practices Towards Women Customers and Educational Status

Figure 3I is an Error Bar Diagram showing the distribution of Mean Practice Score of police personnel and their educational qualification.

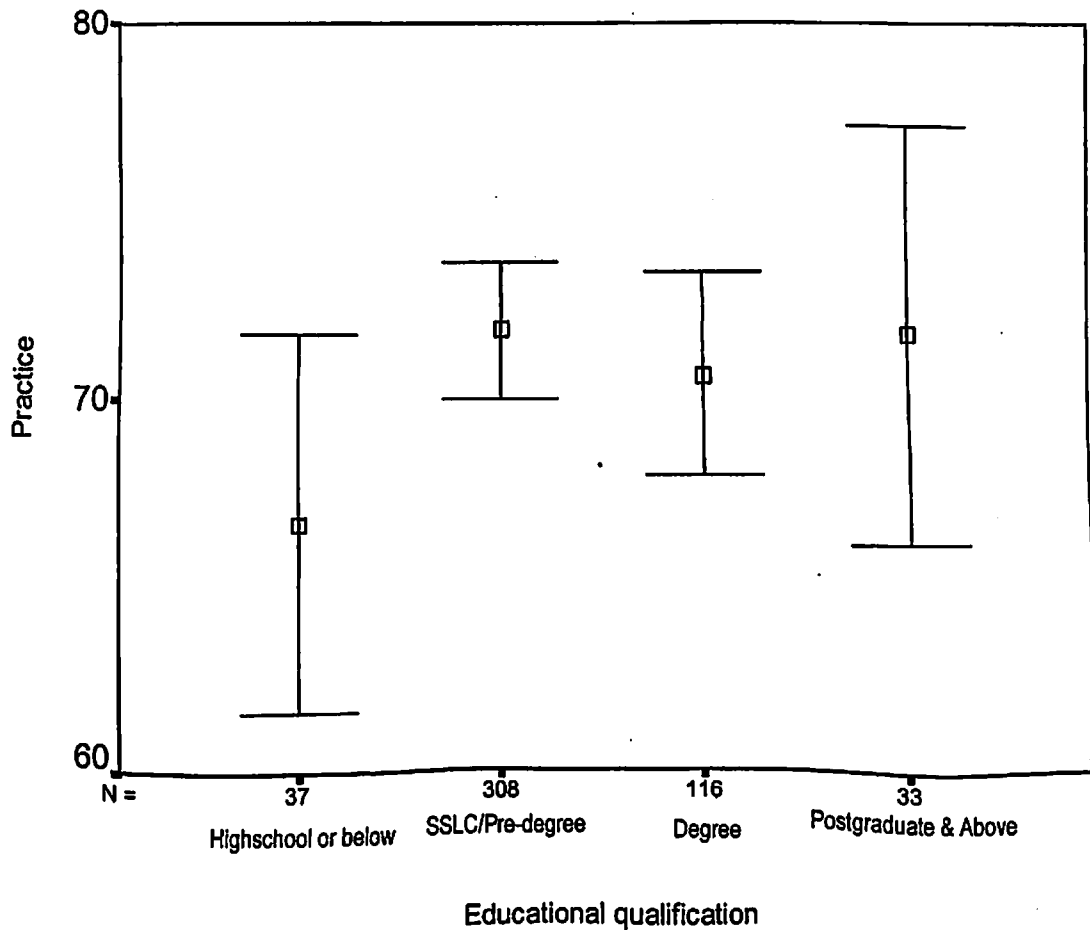


Table 3.26 shows that Practice Score is minimum for those who are educated only up to High School or below. Postgraduates get maximum Practice Score. This shows that in general more educated personnel tend to adopt better practices in Customer Orientation towards women.

Table 3.26: Practice and Educational Qualification

Category	n	Mean Practice Score	Standard Deviation
High School or below	37	52.1081	19.7720
SSLC/Pre-degree	308	56.5422	18.0604
Degree	116	58.0948	17.2233
Postgraduate and Above	33	62.8182	15.7350
Total	494	56.9939	17.9278

ANOVA test showed F value of 2.306. $P > 0.05$ ($P = 0.076$). Thus there is not much statistical significance.

iii. Practice in Registration of Cases

When a woman approaches a Police Station with a complaint, whether a case will be registered on the first occasion or not is very important. When the respondents were asked whether they register a case on the first occasion a woman approaches a Police Station with a complaint, 77% from the Grass Root Level, 79.2% from the Cutting Edge Level and 62.3% from the Middle Level said that a case will be registered immediately. 23% from the Grass Root Level, 20.8% from the Cutting Edge Level and 37.7% from the Middle Level say that a case will not be registered immediately. The answers given by the Grass Root Level and Cutting Edge Level indicate what they actually do. The answers given by the Middle Level respondents indicate what they see during supervision. Thus around one-fifth of police personnel admit that they do not register a case immediately on receipt of complaint from women. There are circulars mentioning that even on a telephonic complaint, a woman's complaint should be registered. As contents of such circulars are not put into practice, circulars are forgotten. This is an example of things not getting practiced, in spite of instructions existing due to lack of monitoring and feed back on these Circulars.

iv. Practice of Utilizing Women Police in Questioning Women Victims

Sandra Walklate's (1995) survey suggested that women officers would be more understanding in relation to violence against women. The study displays some understandable ambivalence to the idea that female officers will automatically be more supportive than their male counterparts.

All the women customers interviewed felt that they would have been more comfortable had the women police questioned them. Hence the practice of utilizing the services of women police for questioning the women victims of crimes is extremely important in determining the customer satisfaction. When the respondents were asked whether they used women police personnel while recording the statements of women customers, 53% from the Grass Root Level, 61.5% from the Cutting Edge Level and 48.1% from the Middle Level answered that women police are being utilized for the purpose. 38.7% from the Grass Root Level, 32.3% from the Cutting Edge Level and 46.8% from the Middle Level answered that the women police are being utilized to some extent. 8.4% from the Grass Root Level, 6.2% from the Cutting Edge Level and 5.2% from the Middle Level told that women police are not being utilized. It can be comfortably presumed from the above statistics that in general, Women Police are being utilized at present to question the women victims of crime. This will definitely help improving the satisfaction level of women customers, as most of the victims of crime who had approached the Police Stations with complaints stated that the presence of Women Police and questioning by Women Police would have made them more comfortable.

When more than 90% of the personnel are practicing the newly introduced change (utilizing Women Police for questioning women), the change can be considered successful. Only 'refreezing' (consolidating and stabilizing change to ensure its viability) is required.

v. Practice in Gender Friendly Behaviour

The presence of Women Police will definitely create a more gender friendly atmosphere in the Police Station. The police personnel in general will try to avoid using foul language in front of women colleagues, they

will also try to dress properly and behave properly in the presence of Women Police towards customers. When the respondents were asked whether police personnel have become more gender friendly after the women police were appointed to the Police Stations, 58.2% from the Grass Root Level, 65.4% from the Cutting Edge Level and 48.1% from the Middle Level felt that they have become more gender friendly. 31.7% from the Grass Root Level, 30% from the Cutting Edge Level and 50.6% from the Middle Level felt that police personnel have become more gender friendly to some extent, after women police were appointed to the Police Stations. Only 10.1% from the Grass Root Level, 4.6% from the Cutting Edge Level and 1.3% from the Middle Level felt that there is no such change.

The above analysis reiterates the strength of the Police Department in the widespread acceptance of change. This should actually give more strength to the Organisation in introducing new changes in the area of Customer Orientation and gender issues. Probably the egalitarian principles ingrained in the society of Kerala have helped to welcome the change whole-heartedly.

vi. Practice in Registering Cases of Incestuous Rape

There is a general tendency in the society to cover up incestuous rape and decriminalize crimes committed within the four walls of the house. The police personnel need to be very professional in their approach as far as registration of such cases are concerned. Non-registration of such cases will encourage the criminals and such crimes will be perpetuated. The Police Department should not become an instrument to decriminalize such heinous crimes. The police personnel were asked whether they would register a case when a mother approaches a Police Station complaining that her 3-year-old girl child has been abused by the child's father. The responses are given in Table 3.27.

Table 3.27: Practice About Registration of Incestuous Rape Cases

Category	Total years of Experience	A mother approaches a Police Station complaining that her 3 years old daughter has been sexually assaulted by child's father. Will you immediately register a case?		Total
		Yes	No	
Grass Root Level	4-11	28 80.0%	28 80.0%	35 100 %
	12-19	58 86.6%	9 13.4%	67 100 %
	20 – 27	107 80.5%	26 19.5%	133 100 %
	28 – 35	45 86.5%	7 13.5%	52 100 %
	Total	238 82.9%	49 17.1%	287 100 %
Cutting Edge Level	4 – 11	9 90.0%	1 10.0%	10 100 %
	12 – 19	11 78.6%	3 21.4%	14 100 %
	20-27	15 88.2%	2 11.8%	17 100 %
	28 – 35	75 84.3%	14 15.7%	89 100 %
	Total	110 84.6%	20 15.4%	130 100 %
Middle Level	4 – 11	19 95.0%	1 5.0%	20 100 %
	12 – 19	21 91.3%	2 8.7%	23 100 %
	20 – 27	21 84.0%	4 16.0%	25 100 %
	28 – 35	7 77.8%	2 22.2%	9 100 %
	Total	68 88.3%	9 11.7%	77 100 %
Grand Total		416 84.2%	78 15.8%	494 100 %

82.9% from the Grass Root Level, 84.6% from the Cutting Edge Level and 88.3% from the Middle Level answered that they will register a case and take further steps immediately. 17.1% from the Grass Root Level, 15.4% from the Cutting Edge Level and 11.7% from the Middle Level answered that

they will only advise the mother to be careful in future and send her back as registration of a case will affect the future of the family.

Table 3.27 however shows that among the Middle Level personnel those with more years of experience are showing more negative attitude towards registration of incestuous rape cases.

Practice of non-registration of incestuous rape by around 16% of the police personnel is significant. It can be easily presumed that there is gross underreporting of incestuous rape cases, due to negative attitude of police personnel, in this regard.

Professionalisation of police practices is highly necessary to prevent the danger of decriminalization of crimes inside homes. The social impact is too high as victims are totally helpless as most of them will be children/disabled.

vii. Practice in Collection of Evidence in Rape Cases

When the respondents were asked whether a rape victim would be sent to a Gynecologist for medical examination or to a Forensic Doctor along with Women Police for medical examination, 73.7% of the respondents said that they send the victim to a woman Gynecologist for medical examination. This is an incorrect procedure. Only 26.1% of the respondents said that they send a rape victim to a Forensic Doctor for medical examination. The practice of sending a rape victim to the Gynecologist instead of a Forensic Doctor is thus more common. This may be due to lack of knowledge as well as due to non-availability of Forensic Doctors as well as lack of specific Departmental Instructions in this regard. As a Gynecologist may not be familiar with collection of trace evidences as well as Medico-legal matters the investigation of rape cases will be seriously handicapped, due to such a practice. The above finding points towards the dire need for strict Departmental Instructions regarding sending the rape victims for medical examination to forensic doctors and tie up with the Medical Department for ensuring the service of Forensic Doctors for the purpose.

viii. Practice in Registering Cases of Domestic Violence

There is a tendency for police personnel also, to think in the traditional patriarchal line and decriminalize domestic violence. The police personnel also may think that wife battering is a normative male behaviour, which should be tolerated by women. When the respondents were asked, what do they do when a woman comes to the Police Station with bruises and injuries complaining that she sustained the injuries in domestic violence, 65.9% from the Grass Root Level, 77.7% from the Cutting Edge Level and 79.2% from the Middle Level told that they will register a case and send the victim for medical examination citing history of domestic violence. 33.8% from the Grass Root Level, 21.5% from the Cutting Edge Level and 20.8% from the Middle Level told that they would send her for a medical examination and on return send her for counselling. 0.3% from the Grass Root Level and 0.8% from the Cutting Edge Level told that they would not register a case but only advice her to take it easy and go back home. The above findings point towards decriminalization of domestic violence. Even when there are injuries, about one-fourth of the personnel do not register cases of domestic violence. This points towards the lack of regular monitoring and communications in a clear fashion that non-registration of cases of domestic violence will be seen as a lapse. At the same time, in the victim study, it was seen that a few cases of 498A IPC were registered just for strengthening divorce petitions. Thus genuine cases may be under reported, and true cases may not get registered. As such, the number of 498A cases reported is very high.

ix. Practice of Probing into the Morality of Victims

A woman approaching a Police Station some times gets questioned about her morality by insensitive police personnel present in the Police Station. Instead of going into the merit or demerit of the complaints, some police personnel try to probe into the character of the woman customer before registering a case. The respondents were asked whether first they probe in to the morality of rape and molestation victims before registering a case. The responses are given in Table 3.28.

Table 3.28: Probing into the Morality of a Complainant of Rape / Molestation

Category	Total years of Experience	Do you probe into the morality of a complainant of Rape / Molestation?		Total
		Yes	No	
Grass Root Level	4-11	20 57.1%	15 42.9%	35 100%
	12-19	29 43.3%	38 56.7%	67 100%
	20 – 27	52 39.1%	81 60.9%	133 100%
	28 – 35	25 48.1%	27 51.9%	52 100%
	Total	126 43.9%	161 56.1%	287 100%
Cutting Edge Level	4 – 11	3 30.0%	7 70.0%	10 100%
	12 – 19	4 28.6%	10 71.4%	14 100%
	20-27	2 11.8%	15 88.2%	17 100%
	28 – 35	29 32.6%	60 67.4%	89 100%
	Total	38 29.2%	92 70.8%	130 100%
Middle Level	4 – 11	2 10.0%	18 90.0%	20 100%
	12 – 19	4 17.4%	19 82.6%	23 100%
	20 – 27	1 4.0%	24 96.0%	25 100%
	28 – 35	1 11.1%	8 88.9%	9 100%
	Total	8 10.4%	69 89.6%	77 100%
Grand Total		172 34.8%	322 65.2%	494 100%

43.9% from the Grass Root Level, 29.2% from the Cutting Edge Level and 10.4% from the Middle Level answered that they do probe into whether the woman is of good character or loose morals first, when a woman customer complaints of rape/molestation. Those with 4-11 years of

experience among the Constabulary (57.1%) are showing such tendency more. The finding is that about one-third of the police personnel try to probe into the morality of the rape/ molestation victims before registering such complaints. In spite of clear court judgements and legal provisions that the character of a woman is immaterial in proving the offence of rape/ molestation, police personnel still practice probing into the character of any woman coming to the Police Station with a complaint of rape/molestation. Such a practice will definitely rob the dignity of the women customers coming to the Police Station with complaints of rape/ molestation.

x. Conclusion

The analysis of Practices of police personnel towards Women Customers can be summarized as follows: -

1. Good Practices in the investigation of CAW and Customer Orientation towards women are minimum for personnel from the Grass Root Level. Cutting Edge Level show a slightly higher level of good practices than Middle Level Officers. Though in the Cutting Edge Level personnel also there is much scope for further improvements in practices, this trend (of better practices by the Cutting Edge Level people) is a good beginning.
2. With increasing age, the personnel adopt better practices in general.
3. Postgraduates show better practices. Practice Score is minimum for those who are educated only up to High School Level.
4. More than 90% police personnel utilize the Women Police in questioning the women victims of crimes. Majority of police personnel think that practically their male colleagues have become more gender friendly after women police were inducted into the Police Stations.

5. In registration of incestuous rape and domestic violence, in the collection of evidence in rape cases, etc. some of the existing practices are not in the intended direction.
6. 40% personnel from the Grass Root Level, 30% persons from the Cutting Edge Level and 10% persons from the Middle Level probe into the morality of a rape/molestation victim before they register such a case.

New practices like utilization of the newly inducted Women Police for questioning the women victims have helped to increase the gender friendly behaviour and Service Delivery to women customers. But at the same time the age-old practice of probing into the morality of rape victims etc still continues which hinders Customer Orientation towards Women.

3.6. KAP SCORE OF POLICE PERSONNEL AND CRITICAL STRATEGIC ISSUES

In this section efforts are made to measure the overall empathy and Service Delivery of police personnel with respect to women customers using the KAP Score obtained by the police respondents. The Critical Strategic Issues contributing to the empathy and Service Delivery of police personnel to women customers are analysed using the KAP Score. The Customer Orientation of police personnel towards women will depend upon a combination of Knowledge, Attitude and Practice of personnel in the area. If a Score is developed to measure all the three qualities combined together, it will truly reflect the Customer Orientation of police personnel towards women. Hence it was decided to measure the KAP Score of each category of personnel and find out the statistical relations between KAP Score and various study-related factors.

With a maximum score of 100 for each quality, the maximum KAP score comes to 300.

The Mean KAP Score for male and female police personnel at the Grass Root Level was calculated and it was found that there is no significant difference between the KAP Score of the two genders. The findings are given in Table 3.29.

Table 3.29: KAP Score and Gender

Gender	n	Mean KAP Score	Standard Deviation
Male	267	165.9213	30.9626
Female	20	167.5500	28.3223

Independent sample t-test showed that the difference is not statistically significant $t = -0.228$ with df 285 and $P > 0.05$ ($p=0.820$).

i. KAP Score of Local Police Personnel and Special Unit Personnel

KAP Score of Local and Special Unit Personnel are given in Table 3.30.

Table 3.30: KAP Score of Local and Special Units Personnel

Category of Personnel	n	Mean KAP Score	Standard Deviation
Local	420	174.5357	32.4668
Special	74	173.6486	25.9470

Independent sample t-test gave a t value of 0.223 with df 492 and $P > 0.05$ ($p=0.824$).

This shows that there is not much of significance in the KAP Score of both the groups. Thus the local police and special police personnel show more or less equal Customer Orientation. This can be very well explained as both groups are interchangeably posted to local and special

units. Knowledge and Attitude being deep-rooted qualities do not get changed just because of the current place of posting.

ii. KAP Score and Categories

The Mean KAP Score of the sample was found to be 174.40 with a Standard Deviation of 31.55.

KAP Score of Grass Root Level, Cutting Edge Level and Middle Level personnel are given in Table 3.31.

Table 3.31: KAP Score of the Three Categories of Personnel

	n	Mean KAP Score	Standard Deviation
Grass Root Level	287	166.0348	30.7613
Cutting Edge Level	130	180.2385	29.6512
Middle Level	77	195.7403	24.9301
Total	494	174.4028	31.5541

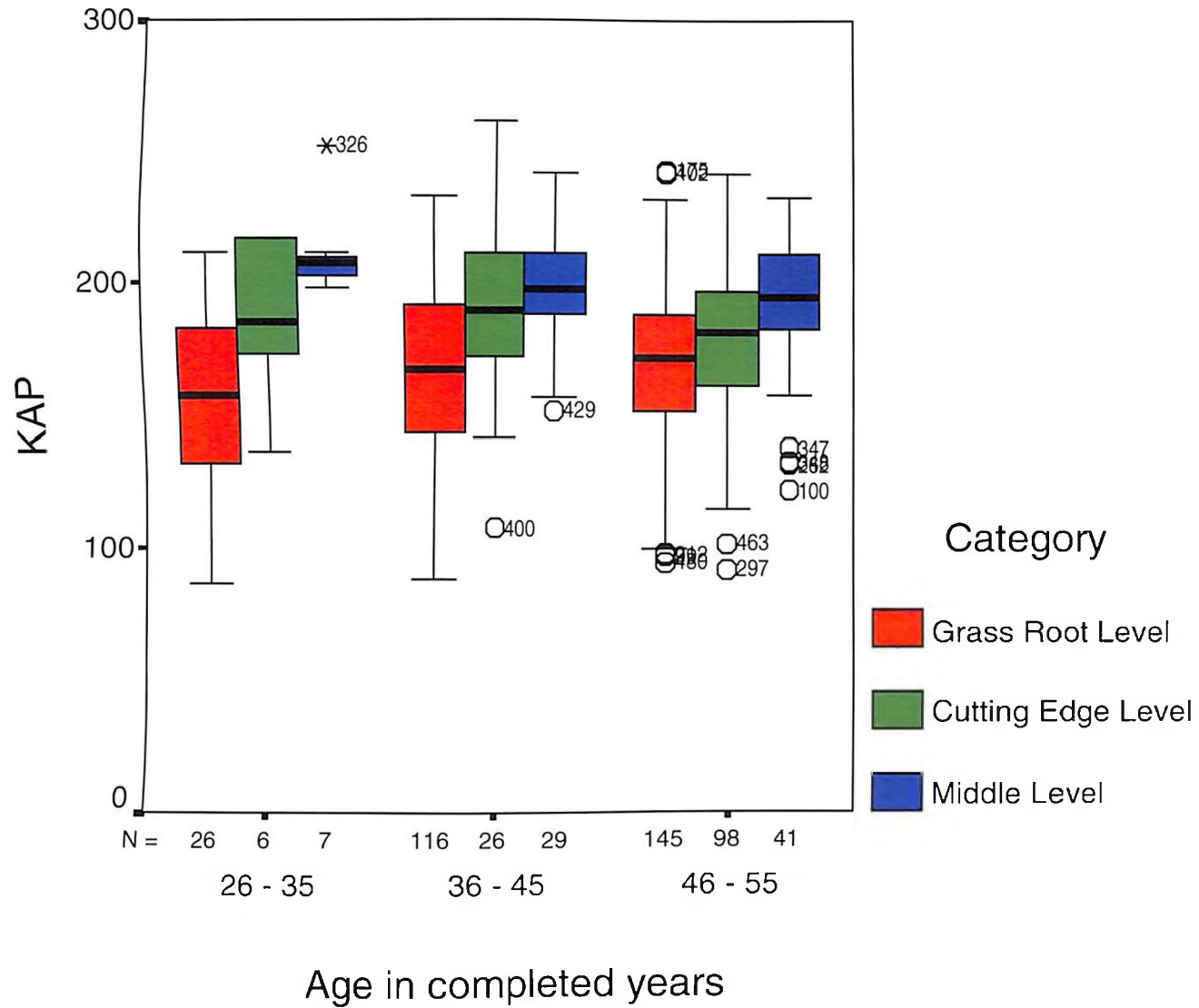
ANOVA test showed that the difference is statistically significant with F value of 33.916. $P < 0.0001$, which is statistically highly significant.

It can be concluded that the supervisory officers, i.e. the Circle Inspectors and Deputy Superintendent of Police (Middle Level Officers) are more Customer Oriented towards women compared to the constabulary and the Cutting Edge Level. The Sub Inspectors (Cutting Edge Level) show much more Customer Orientation towards women compared to the constabulary. Customer Orientation is least among the Constables.

iii. KAP Score and Age

The KAP Score of Various Age Groups are given in Figure 3m

Figure 3m: KAP Score and Age Among Different Categories



In all age groups, the constabulary Scores the lowest KAP. The youngest Constables show the lowest KAP Score. Among the Cutting Edge Level and Middle Level there is not much significant difference in the KAP Score among different age groups. The above analysis shows that Customer Orientation towards women is minimum for the constabulary from the youngest age group. This may be due to the fact that the younger constabulary is not taking sufficient interest in their profession. The service-oriented culture has not taken roots in the mind of younger constabulary.

iv. KAP Score and Education Qualification

According to the level of Education, Personnel were grouped into 4 categories, viz, High School or below, SSLC/Pre-Degree, Degree, and Postgraduate and above. The score is given in Table 3.32.

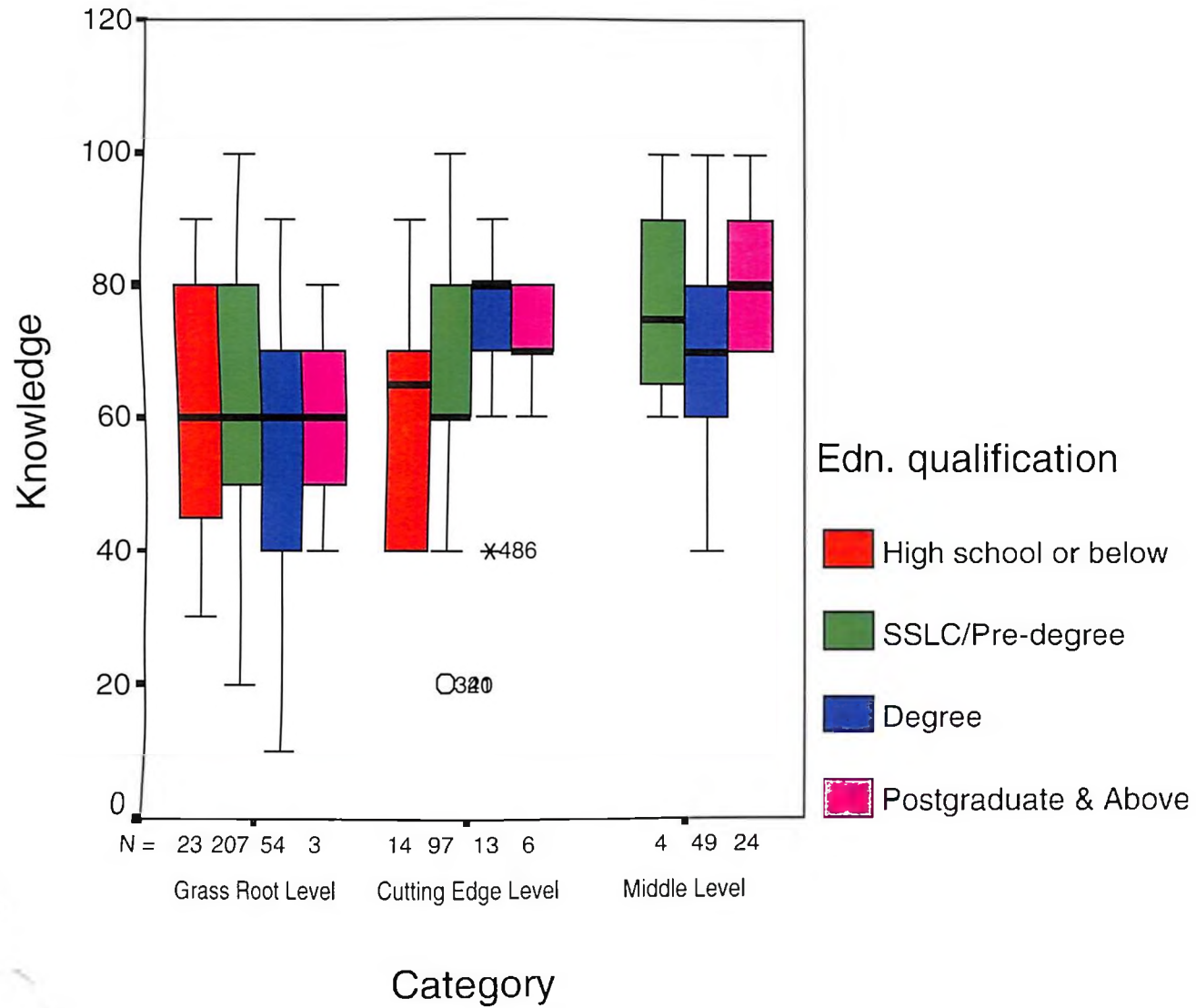
Table 3.32: KAP Score and Educational Qualification

Educational Qualification	n	Mean KAP Score	Standard Deviation
High school or below	37	162.2432	29.4613
SSLC/ Pre-Degree	308	171.5097	30.0416
Degree	116	178.9569	33.4974
Postgraduate and above	33	199.0303	26.8322
Total	494	174.4028	31.5541

ANOVA test showed that the difference is statistically significant. $F = 10.810$, $P < 0.0001$, which is statistically highly significant.

It is seen that more educated personnel in general are showing more Customer Orientation towards women. It would be worth probing the educational level and KAP of different categories of personnel. The result is shown in Figure 3n.

Figure 3n: KAP Score and Educational Qualification



In the Grass Root Level, personnel with Educational Qualification of High School or below and those with SSLC/Pre-Degree, score slightly better than those with Degree and Postgraduation. Among Middle Level Personnel, Postgraduates Score better. Among the Cutting Edge Level, Graduates and Postgraduates score better.

The above findings show that at the Cutting Edge Level and Middle Level, with increase in the Level of Education, Customer Orientation towards women improves. Among the constabulary the higher the Education Level, lower is the Customer Orientation. This may be due to the fact that the highly educated Constables do feel that they are not carved out for constabulary job but for something better. They do not imbibe the service oriented culture. Rather they remain disgruntled and this gets reflected in the way in which they deal with the customers.

v. KAP Score and Motivation

The KAP Score of those who get enough motivation to do their job with commitment and the KAP Score of those who do not get motivated are given in Table 3.33.

Table 3.33: KAP Score and Motivation

Are you getting enough motivation to do your job with commitment?	n	Mean KAP Score	Standard Deviation
Yes	461	175.7939	31.0521
No	33	154.9697	32.5763

Independent sample t-test gave a t value of 3.709 with df 492, the result showed high statistical significance with $P < 0.0001$.

Those who are motivated to do their job with commitment show better KAP Score. The personnel who are not motivated have the least KAP Score. Their KAP Score is even less than that of those who regret joining the Department and those who are not satisfied in their job. Motivation seems to

be even more important than Job Satisfaction, as far as Customer Orientation is concerned. This may be due to the fact that Customer Orientation can be developed only in persons who are willing to interact with people and help others. Those who are not motivated to do their job with commitment may not be able to interact with people in an effective manner. This points towards the need for motivating the personnel to do their job with commitment.

vi. KAP Score and Reward and Punishment

Punishments and rewards are not playing a major role in the Police Department in motivating the personnel to do their job with commitment. This may be due to the fact that rewards and punishments, due to frequent use without proper discretion has turned these powerful instruments, very weak and ineffective tools in the Department. This points towards the need to do research into, how these tools can be made effective, for the betterment of customer service.

vii. KAP Score and Job Satisfaction

The KAP Score of those who are having Job Satisfaction and those who are not having Job Satisfaction are given in Table 3.34.

Table 3.34: KAP Score and Job Satisfaction

Do you feel satisfied in your career?	n	Mean KAP Score	Standard Deviation
Yes	474	175.0295	31.2245
No	20	159.5500	36.3484

Independent sample t-test, gave a t value of 2.157 with df 492, $P < 0.05$ ($P = 0.031$) which is statistically significant.

Those who are satisfied in their job are having better KAP Score compared to those who are not satisfied in their job. Those who do not have job satisfaction show a lower KAP Score than those who regret joining the Department.

The KAP Score of those who regret joining the Police Department are given in Table 3.35. Those who regret joining the Department have low KAP Score.

Table 3.35: KAP Score of Those who Regret Joining the Police Department

Do you regret joining the Department?	n	Mean KAP Score	Standard Deviation
Yes	83	168.7229	31.9570
No	411	175.5499	31.3866

Independent sample t-test gave a t value of -1.802 with df 492, $P < 0.05$ ($P = 0.072$) which is statistically not significant.

As the personnel who are generally satisfied with their job show more Customer Orientation than those who are not satisfied in their job, conscious efforts to ensure job satisfaction for more personnel would better the Customer Orientation of the police personnel in general. Those who regret joining Police Department also may not show much interest in customer satisfaction.

viii. KAP Score and Gender Training

The KAP Score of personnel who have undergone some gender training in the last 7 years and the KAP Score of those who have not undergone any Gender Training in the last 7 years are given in Table 3.36.

Table 3.36: KAP Score and Gender Training

Have you undergone gender Training?	n	Mean KAP Score	Standard Deviation
Yes	87	180.000	31.3614
No	407	173.2064	31.5045

Independent sample t-test gave a t value of 1.827 with df 492 and $P > 0.05$ ($P = 0.068$) which is statistically not significant

Those who have undergone gender training show high KAP score. This shows that gender training can improve the Customer Orientation of police personnel towards women.

The KAP Score of police personnel belonging to various educational levels who have undergone gender training are given in Table 3.37.

Table 3.37: KAP Score of Gender Trained Personnel Belonging to Different Educational Categories

Education Level	n	Mean KAP Score	Standard Deviation
High school or below	5	158.4000	13.2023
SSLC/ Pre-Degree	49	174.8776	30.3127
Degree	24	184.0000	31.2507
Postgraduate and above	9	209.2222	26.5320
Total	87	180.0000	31.3614

ANOVA test shows that the result is statistically significant, with an F value of 4.436 and $P < 0.05$ ($P = 0.006$), which is statistically significant.

Among those who have attended Gender Training, KAP Score is more for Postgraduates. Gender Training helps significantly to better the Customer Orientation of police personnel.

ix. KAP Score and Professional Freedom

"Freedom to" (rather than "freedom from") is the freedom to create the results we truly desire. (Peter M Senge 1990)

The Independent sample t-test gave a t value of 2.486 with df 492, $P < 0.05$ ($P = 0.013$). The result is statistically significant.

Those who attend catechism classes are having significantly better KAP Score than those who do not attend catechism classes. It can be concluded that more regular use of catechism classes and discussion of professional subjects will help to increase Customer Orientation.

xi. KAP Score and In-service Training

The KAP Score of those who have attended some in-service training courses during the last 7 years and those who have not attended such courses are given in Table 3.40.

Table 3.40: KAP Score and In-Service Training

Did you undergo any in-service training after joining the Police Department, during the last 7 years?	n	Mean KAP Score	Standard Deviation
Yes	311	175.4051	30.9166
No	183	172.6995	32.6241

Independent sample t-test, gave a t value of 0.920 with df 492, and $P > 0.05$ ($P = 0.358$). The difference is not statistically significant.

This shows that attendance of some in-service training programmes, which does not stress gender issues, has not helped the personnel to become more Customer Oriented towards women.

xii. Conclusion

The result of the analysis of KAP score can be summarized as follows:

1. Customer Orientation of police personnel towards women is more among the Middle Level Officers compared to the Cutting Edge Level personnel. Customer Orientation is least for the Grass Root Level personnel.

2. In all age groups, the constabulary shows lowest Customer Orientation. The youngest constables show the lowest Customer Orientation towards women.
3. More educated personnel are showing better Customer Orientation towards women, at the Cutting Edge Level and Middle Level. Among the Constabulary, the higher the education level, the less Customer Oriented, they are towards women.
4. Better-motivated personnel (those who are motivated to do their job with commitment) show better Customer Orientation towards women.
5. Those personnel who are satisfied in their job show better Customer Orientation towards women. Those who regret joining Police Department show poorer Customer Orientation towards women.
6. Those who have undergone some gender training during the last seven years show better Customer Orientation towards women.
7. Those who think that they have got sufficient professional freedom to take a decision regarding customers have better Customer Orientation towards women
8. Those who attend and conduct catechism classes show better Customer Orientation towards women.

3.7. GENERAL CONCLUSION

It can be safely concluded that currently police personnel are more aware of gender issues. But their knowledge regarding investigation techniques of CAW is imperfect, especially at the constabulary level. Though police personnel show empathy towards women customers, the attitude of personnel, especially those who are elderly, needs to be changed. Similarly the practices of personnel, especially younger generation constables, while

dealing with CAW cases require refinement. The police personnel do not perceive the urgency for further changes, in spite of the fact they perceive the inadequacy in the Service Delivery of the Department to women customers.

Government policies, Departmental instructions, intervention by other agencies working for women and gender training imparted to the police personnel are some of the major reasons for the changed outlook of the police personnel. The police personnel believe that the recent induction of Women Police in to Police Stations has helped the Police Department to deal with women customers in a fairer manner. The police personnel also show a very positive attitude towards recently inducted Women Police in the Police Stations. This has also helped them to have a changed outlook towards women customers.

Chapter - 4

ACCESSIBILITY OF WOMEN TO CRIMINAL JUSTICE SYSTEM

4.1. INTRODUCTION

The term Accessibility implies that the place or service provision is easily approachable to the sections of citizens for whom they are intended. It also means that those personnel in charge of Service Delivery are available for interactions and consultations with the customers. As per the Policy Document on Modernizing Government Programme of Kerala (2004), in the first place, this would mean that citizens are treated as 'customers', and not people with problems.

Police Station is the first window to the Criminal Justice System, the system that brings justice to people, with respect to their criminal complaints. Traditionally only the socio-economically and politically powerful sections of the society had access to the Police Station compared to the common man. When it came to women, the situation was worse. A woman was not welcome to the Police Station to represent and redress her grievances. This may be due to women's low socio cultural status, lack of political power and lack of legitimacy for such behaviour as approaching Police Stations (James Vadakkumcherry - 2000). The offenders of CAW cases used to escape the clutches of law, making use of such social practices as suppression and nonreporting of cases. This helped to perpetuate the behaviour and attitude of the perpetrators of the crimes and it became a social norm that it is better for the women to suffer in silence rather than to report and seek remedy. Practices of non-reporting of crimes and ineffective ways of dealing with CAW have been a great hindrance for the honourable coexistence of men and women in the society. These are gradually getting changed as our study indicates.

A profile of women customers approaching Police Stations is given in Chapter-2. It shows that in the recent years, more and more women, that too from the poorest of sections of the society, are approaching Police Stations with criminal complaints as well as petitions. It would be worth probing how far Police Stations have become accessible to these customers, as one of the objectives of the study is to find out whether women's accessibility to Criminal Justice System in Kerala has increased in recent years. The level of satisfaction of the women victims, the difficulties, if any, caused to them to get a case registered and to get a fair deal from the Police Station, whether arrest was done, whether further steps were communicated to the customers by the police, whether further trouble from the offenders was prevented, whether true cases were charge sheeted etc. will indicate the accessibility of women to the Police Stations. Questions were included in the Interview Schedule to bring out the above points.

The next objective of the study is to find out the causative factors for increased accessibility of women to Criminal Justice System, if accessibility has increased. Questions were included in the Interview Schedule to bring out whether the women had approached any other agencies and if they had approached other agencies, the type of help received from these agencies, what are the factors which motivated them to approach the Police Station with complaint, what are the factors which they think would improve the satisfaction of customers approaching Police Stations, etc. Such probes will give a clear picture about the present state of accessibility of women to the Police Stations. The factors working against as well as contributing to the accessibility of women to Police Stations could be found out in this way.

The profile of women mentioned in Chapter-2 makes it very clear that definitely larger number of women are approaching Police Stations with criminal complaints and petitions in the recent years, especially after 1996. People speculate that the increase in the number of crime cases is due to the reason that more and more atrocities are committed against women. Another assumption is that women feel very free to approach Police Stations

without fear and so more number of cases is getting registered. Some people including some police personnel opine that women unnecessarily flock the Police Stations with frivolous complaints and hence it has become very difficult to find out genuine complaints.

This chapter has three parts apart from Introduction and Conclusion. Part 4.2 deals with the analysis of data collected from 115 women respondents who had approached Police Stations with criminal complaints to measure their experience relating to the different aspects of registering a case in a Police Station. There are various Crime Heads under which offences were committed against the women respondents. Description of these Crime Heads is given in detail in Chapter-2. The critical issues common to all CAW victims interviewed in general are discussed at the outset, followed by Crime Head wise discussions. Then analysis of data on women complainants is also done using selected case studies from the above 115 cases. These are included under part 4.3. The next part (4.4) is analysis of data collected from 50 women petitioners who had approached the Police Stations with 'petitions' which are 'non cognizable' in nature.

4.2. ANALYSIS OF DATA ON WOMEN COMPLAINANTS

115 customers were interviewed using the Interview Schedule given in Appendix VI. The victims were interviewed utilizing a structured Interview Schedule, at the same time interviews were done in a qualitative manner also in a relaxed atmosphere, in the houses of the victims. The critical issues in connection with accessibility of women customers to the Police Station and Service Delivery to women customers are analysed below.

i. The Icebreaking – Who Facilitates?

Apart from the trauma of being subjected to an offence on her person, the process of reporting the matter to the Police Station also is considered generally as a very difficult one to face. How much time the victim took to go to the Police Station? How did she go? Who prompted her to file a complaint? Do we have any institutions helping women to go to the Police Station and file a complaint?

Out of the 115 victims interviewed, 73 respondents had gone to the Police Station for the first time in their life, 20 had gone for the second time, and 22 for the third time. None of the victims are frequent litigants going to the Police Station without any reasonable grievance. Not even a single victim had gone to the Police Station alone. All of them had gone to the Police Station accompanied by their immediate family members. There is not even a single case in which family members had not supported the victim. In 5 cases neighbours took initiative to motivate the victim's family to go to the Police Station. In two cases the concerned ward members of the Grama Panchayat took initiative to prompt the family members to report the case to the Police Station. These ward members are neighbours of the victims. The victims had approached the Police Station mostly due to the decision of family members. Relatives, friends and neighbours helped the family or accompanied them while going to the Police Station. In one case a local club motivated the victim's family to file a case. The above analysis shows that the immediate family members had taken the initiative in filing a complaint in the Police Station. No NGOs or any other institutionalized mechanisms operate in any of the Police Station limits where the study was conducted, to help the victims of crimes to obtain accessibility to the Criminal Justice System. Politicians, Self Help Groups etc, also have not played any role in motivating the victims to file a complaint in the Police Station.

It is clear that the only consistent source of support to the victims of crime is the family. It can be easily presumed that in general, those victims of crime who do not get family support do not get courage to go to a Police Station and file a complaint.

ii. Delay in Approaching Police for Help

When the victims were asked whether there was any delay in approaching the Police Station with the complaint, 36 victims replied that there was no delay. Others reported that there was delay. The major reasons cited are given in the order of priority expressed by the victims. As the customers had cited more than one reason, the reason cited by maximum number of customers as the most important is mentioned first.

1. The victims' family members tried to negotiate with the accused, due to fear of the accused
2. Fear of being ridiculed by the society, as the incident becomes public, once a case is registered.
3. Social stigma attached with going to the Police Station.
4. Fear of police.

Even in rape cases, victims' family members had tried to negotiate with the accused. But such behaviour is more common in 498A IPC cases. Only 31% of the complainants had approached Police Stations without delay. It may be noted here that delay would adversely affect the investigation of any case.

iii. Social Acceptance of the Behaviour

The non-acceptance of such behaviour as women approaching Police Stations with criminal complaints used to be prevalent in the past. It would be interesting to find out whether the women still face the problem of social difficulties, after going to the Police Station and registering the complaint. When the respondents were asked whether they faced any social difficulties after registering the complaints, 94 victims told that they faced social difficulties. 21 victims reported that they did not face any social difficulties. Those who told that they faced social difficulties were asked to cite the difficulties faced by them. The major reasons given by them are: -

1. Being ridiculed by the society. i.e. relatives, friends and neighbours once the incident was known to them.
2. Threat from the accused.

Because of threats from the accused, many victims had to lead secluded life to avoid contact with the accused. Rape victims as well as victims in 498A IPC cases faced such difficulties. In many cases the accused were revengeful, once the case was registered. The victims had to even shift their residence in some cases. It is found that the behaviour of approaching a

Police Station with a complaint is yet not socially fully acceptable. More over they also faced many difficulties just for the reason that they filed a criminal complaint.

This is in contrast to the experience of the women petitioners who had approached the Police Stations with other matters (not CAW cases) as discussed in section 4.3. They did not face any social stigma for the reason that they approached Police Station to redress their grievances.

Thus though more women are approaching Police Stations now a days, as far as CAW cases victims are concerned, they still face social stigma on approaching Police Stations with criminal complaint.

iv. Legal Literacy and Knowledge About Procedures in the Police Station

Only one victim was legally literate. None of the victims except this one victim had any idea about procedures in the Police Station. They did not know that they are entitled to get a copy of the FIR. Not even a single victim told that she got a copy of the FIR from the Police Station without asking for the same. A few got it after repeated requests. This is in spite of strict Police Departmental Instructions that a copy of the FIR should be furnished to the complainant.

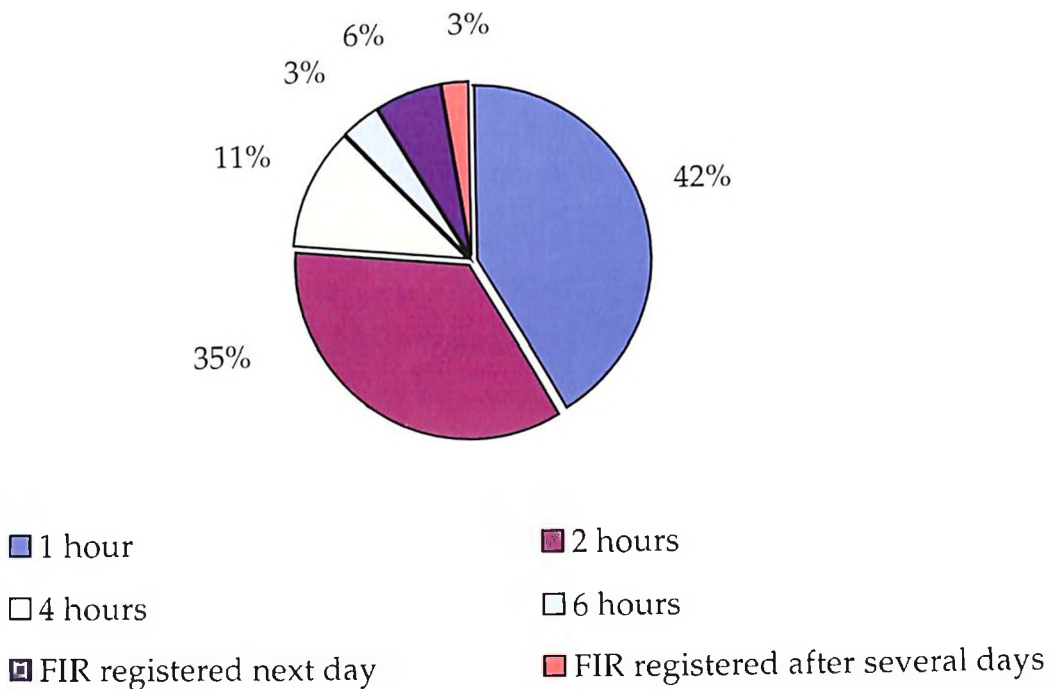
v. Getting Attention of the SHO and Registering the FIR

When a victim of crime approaches a Police Station, she needs to get immediate attention of the SHO, so that the FIR will be registered immediately. This is extremely important so that all evidences including trace evidences could be collected without loss of time. Delay may cause these evidences to disappear. More over the accused may get chances to abscond. Arrest of accused and subjecting him for examination of medical trace evidence are important in rape cases. Proper description of facts in the FIR is also very important.

When the respondents were asked, whether they had to wait in the Police Station, 48 customers told that they had to wait for an hour. 40 customers told they had to wait for 2 hours. 13 respondents told that they waited for 4 hours. 4 respondents told that they waited for 6 hours. 7

customers told that the FIR was registered only the next day. 3 respondents told that it took several days to register an FIR (Fig 4a).

Figure 4a: Time Taken for Registration of FIR



When the respondents were asked whether the Police took down patiently, all the details of the incident, 81 customers replied that the Police patiently took down the details. Others expressed doubt about whether the Police took down all the details or not. Some of the illiterate victims could not answer this question.

vi. Use of Indecent Language

A woman subjected to a crime needs empathetic treatment. Use of fair language is the minimum requirement while questioning her. The manner in which women victims are questioned is extremely important in determining the satisfaction of victims.

When the respondents were asked whether Police used indecent language while questioning them, 6 respondents told that purposefully abusive language was used by the SHO/Policemen. 99 told that the language used was decent. 86% of the customers felt that the police personnel used only fair language. Thus it is clear that 14% of police personnel used indecent language to the women customers, while others used only fair language.

vii. Interview by Women Police

Women, especially those who were subjected to rape and molestation would prefer to be questioned by empathetic Women Police Officers. During the time of occurrence of the cases under study (1999) the Kerala Police did not have Women Police posted to the Police Stations. In case of requirement, the Police had to requisition their services from the District Headquarters.

When the women customers were asked whether Women Police questioned them, 112 customers reported that Women Police did not question them. In 3 cases, customers said that Women Police questioned them. All the customers told that they wish they would be questioned only by Women Police. All of them opined that presence of Women Police is the most important factor contributing to the satisfaction of women victims of crimes. Thus it is found that absence of Women Police to question the women was one major reason causing psychological dissatisfaction of women customers. Utilisation of only the Women Police, to question the rape and molestation victims in particular and all other Women Customers in CAW cases in general would definitely bring in better satisfaction to the Women Customers.

viii. Collection of Material Evidence

Collection of all the material evidences and trace evidence including medical evidence is an extremely important step in investigation. Time lag as well as omissions in the collection of evidence may lead to loss of important evidences, which are crucial in investigation.

The customers were asked whether the Police told them about seizing the material evidences. The responses are given in Table 4.1. Twelve respondents said that they were told about this aspect. In 16 cases this matter was not applicable as no material evidences were involved. In other cases, due to the ignorance of victims about collection of material evidences, they could not say whether evidences were seized or not.

Table 4.1: Collection of Evidence - Perception of Victims

Crime	Do you think that the Police seized all material evidences?				Total Number
	Yes	No	Not Applicable	Cannot say	
Rape	8	4	0	0	12
304B IPC	1	0	0	0	1
498A IPC	0	0	7	57	64
Molestation	2	1	9	20	32
Others	0	0	0	4	4
Total	11	5	16	81	113

As seizure of material evidences is not applicable for eve-teasing cases, two cases of eve-teasing are excluded from Table 4.1.

The customers were asked whether the Police sent them for medical examination. The answers are tabulated in Table 4.2.

Table 4.2: Sending the Victims for Medical Examination

Crime	Did the Police send you for medical examination?		Total Number
	Yes	No	
304B	1	0	1
Rape	10	2	12
498A	0	64	64
Molestation	5	27	32
Others	4	0	4
Total	20	93	113

In 498A IPC cases, though physical assault was there in 28 cases, in none of the cases, the victim was sent for medical examination. In the case of 304B IPC case, the dead body was sent for postmortem examination. In general, it can be presumed that Police is not taking any interest in sending the 498A IPC case victims for medical examination, even if there is physical violence.

As medical examination is not applicable for eve-teasing cases, two such cases are excluded from Table. 4.2.

ix. Urgency in Dealing with the Case

The respondents were asked whether the Police showed any urgency in dealing with their complaint after registering the FIR. 85 victims replied that Police showed a lot of urgency in following up the case further. 30 victims told that the Police did not show any urgency in pursuing the case further. The customers were asked, about the reasons, which, they felt, made the Police complacent in dealing with the complaint. The major reasons cited by the victims are as follows: -

1. Political interference (10 cases).
2. Financial Influences of the offender (6 cases).
3. No priority was given by the SHO (7 cases)

Majority of the customers perceive that the police show urgency in dealing with their problem. 26% of the victims (including the victims in the cases which are not charge sheeted) felt that the Police did not show any urgency in dealing with their problems.

x. *Eliciting Information and Questioning the Witnesses*

The customers were asked whether the Investigating Officer attempted to elicit all the information with respect to the case after registration of the FIR. The answers are tabulated in Table 4.3.

Table 4.3: Perception of Customers About Questioning of Important Witnesses by the Investigating Officer

Did the Investigating Officer question all the important witnesses?			
Yes	No	Cannot say	Total
78	33	4	115

99 customers told that the Investigating Officer did attempt eliciting all information with respect to the case. 16 persons told that the Investigating Officer did not make such an attempt. The customers were asked whether they thought that the Investigating Officer questioned all the important witnesses in the case. 78 respondents felt that the Investigating Officer did question all the important witnesses. 33 respondents felt that the Investigating Officer did not question all the important witnesses. 4 customers who are illiterates cannot say whether the police questioned all the important witnesses or not.

xi. Arrest of Accused

Arresting the accused is important in collection of medical and other trace evidences from him. It is also important as far as giving some psychological relief to the victim. It will also act as a deterrent in preventing further troubles to the victim. The customers were asked whether the Police arrested the accused. 78 customers answered that the accused were arrested. 37 respondents told that the accused were not arrested. The reasons cited by the victims for not arresting the accused are: -

1. Accused got anticipatory bail (20 cases)
2. Accused were only questioned by the police and released (10 cases)
3. Political influence (3 cases)
4. Accused absconded (2 cases)
5. Police did not take interest (2 cases)

In 67% of the cases, accused were arrested by the police. Those who got anticipatory bail are more in the case of 498A IPC cases. Those who were only questioned by the police are more from Molestation cases (Molestation cases areailable; hence police might have recorded the arrest, questioned them and released them then and there).

xii. Perception About Dealing With the Accused

When the customers were asked whether they felt that the accused was questioned by the Investigating Officer properly to elicit all the details of crime, 82 answered that they felt that Investigating Officer questioned them properly. 4 customers felt that the Investigating Officer did not question the accused properly. 29 said that they cannot say about this.

Customers' perception about fairness in investigation is extremely important in determining Customer Satisfaction. The customers were asked whether they felt that the Investigating Officer did the investigation in a proper manner. The answers are tabulated in Table 4.4.

Table 4.4: Perception About Fairness in Investigation

Crime	Do you think that Investigation was done in a proper manner?			Total Number
	Yes	No	Cannot Say	
Rape	8	1	3	12
498A	36	15	14	65
Molestation	16	10	6	32
Eve -Teasing	2	0	0	2
Others	3	1	0	4
Total	65	27	23	115

65 victims told that they did it properly. 27 customers told that the Police did not do proper investigation. 23 respondents told that they couldn't say whether investigation was done in a proper manner or not.

The reasons cited by the customers for improper investigation of the case are mainly as follows: -

1. Due to financial influence of the accused, the Police favoured the accused.
2. Due to political influence of the accused, the Police favoured the accused.
3. Do not know the actual reason, but the Police did not do justice to them.

The customers perceived financial and political influence the accused were able to exert on the Police as the major cause for improper investigation of their cases.

xiii. Delay in Investigation

When the customers were asked whether there was any delay in investigation, 96 customers told that there was delay. 19 respondents told that there was no delay. 4 rape victims told that there was delay. In the 498A IPC cases 39 victims told that there was delay. In all the cases charge sheet is seen laid within one year and in most of the cases charge sheet is seen laid within 3 months. Even then majority of the victims perceive that there is delay in investigation.

xiv. Informing About Stage of Investigation

There is a Circular in Kerala Police called KIP (Know and Inform Programme). As per this Circular, the complainants in the crime cases should be informed about the stage of investigation, every 3 months after 90 days of registration of the case, till the case is charge sheeted, if the case is not charge sheeted within 90 days.

When the customers were asked whether they were informed about the stage of investigation of the case, 94 victims told that they were informed. 21 customers told that they were not informed.

xv. Submission of Charge sheet / Final Report

Once the investigation is finished, the SHO submits the Charge sheet or Final Report to the Court. When the customers were asked whether they know, if a Charge sheet/ Final Report was submitted to the Court or not, 88 customers reported that they knew that the Charge sheet was laid/Final Report was submitted. 19 respondents told that Charge sheet was not laid/Final Report was not submitted. 8 respondents said that they cannot say about this. Thus majority of the customers knew the final result of Police Investigation. But at the same time, most of the victims were not much aware of the reason for the delay in the trial of cases. Many perceive the delay in trial as lapse from the Police. Such customers felt that due to influence of the accused, Police did not take interest in their cases during the later stages and probably due to that the cases are still pending trial. As their main encounter was only with the Police, many customers are not able to differentiate the Prosecution and the Judiciary as separate wings of the Criminal Justice

System, which bring Justice to them finally. In common parlance, only the police are the visible agency for the customers, bringing in justice to them. Thus the blame for delay in trial also finally goes to the Police Department, in the eyes of most of the customers.

xvi. Satisfaction About the Redressal of Grievances by the SHO and Other Agencies Approached by the Customers

The first window of the Criminal Justice System is the Police Station. The customers were asked whether they felt that the SHO redressed their grievances. 41 customers told that the SHO redressed their grievances. 74 customers told that their grievances were not initially redressed by the SHO. These customers told that the following Superior Officers/Agencies were approached by them to redress their grievances. Many of them approached a multitude of agencies.

1. Family Court (26 customers).
2. Intervention by Women's Commission (23 customers).
3. Women Cell (13 customers).
4. Intervention by Senior Officers (8 customers).
5. Intervention by Chief Minister's Office (4 customers).

The customers were also asked what prompted them to approach this agency/ officer. (The customers gave more than one answer). The answers given by them are as follows: -

1. Favour shown to accused (61 customers).
2. Careless handling of investigation by Police (54 customers).
3. Delay/lack of progress in investigation (30 customers).
4. Political interference in Police Investigation (22 customers).

They were also asked about the stage at which they had approached these agencies.

10 customers told that they approached the agency at FIR stage itself. 64 victims told that they had approached them during investigation.

The customers were asked about the way in which this agency helped them to redress their grievances. The general trend in the answer is as follows.

1. Divorce and maintenance got through the Family court (Apart from 498A IPC cases in the Judicial Court).
2. Divorce case compromised in the court legally.
3. Women Cell took initiative and gave instruction to the local police for proper investigation.
4. Women's Commission conducted enquiry (But did not render much help as the other party refused to appear before the Women's Commission).
5. The Senior Officers and Chief Minister's Office instructed the SHO/CI to investigate the case properly. Due to such instructions, the victims were harassed by the SHO/CI/Police for going to higher ups. Though abusive language was used by the police, such intervention prompted the police to arrest the accused/conduct investigation in a fair manner.

xvii. Financial Cost Incurred to Bear to Redress the Grievances

The customers were asked about the expenses they had to bear for various things connected with the case. The average cost they had to bear is tabulated below.

	Items of Expenditure	In Rupees
a	For own Transportation.	1400
b	For transport of police	175
c	For transport of witness	33
d	Bribe to police	100
e	Fees to advocate (in the associated civil case)	850
f	Medical expenses	500
g	Miscellaneous	500
	Total	3558

Repeated summons to the Police Station and the court meant a lot of transportation charges for the customer's family. Two to three family members/friends accompany each time, the victim visits Police Station or Court. Some of the poor victims had to even sell the only piece of land they had just to meet the expenses. Maximum money was extracted by the advocates engaged by the victim's family for the case in the Family Court along with the Crime case. In one case the advocate took Rs. 20,000/- but grievances were not redressed also. None of the victims had knowledge that poor victims are entitled to get free legal aid. The victims had spent an average of Rs. 100/- as bribe to the Police. This amount is generally paid to the Constable or Head constable visiting the house of the victim for enquiry or to the Constable or Head Constable who facilitates the victim to meet the SHO. None of the victims told that they paid bribe to the SHO or Superior Officers.

Only arrest of the accused and prevention of further troubles from the accused by the Police are perceived by the victims and their family members as 'justice'. Completion of the Criminal Justice Process has become a very rare thing to happen within a reasonable period. Hence whatever confidence the customers have in the Criminal Justice System is primarily centred around the Police.

xviii. Overall Satisfaction of Customers

When the Customers were asked whether they were satisfied by Police action, 45 customers told that they were fully satisfied. 34 customers told that they were satisfied to some extent. 36 respondents told that they were not at all satisfied.

The satisfaction level of victims tabulated Police Station wise is given in Table 4.5.

Table 4.5: Satisfaction of Victims (Police Station wise) on Action by Police

Name of Police Station	Number of cases studied	Fully satisfied	Satisfied to some extent	Not at all satisfied
Nedumangadu	24	4	7	13
Aryanadu	8	6	2	0
Kilimanoor	10	3	2	5
Kazhakkuttom	7	3	3	1
Attingal	16	5	6	5
Varkkala	19	6	5	8
Neyyattinkara	7	4	1	2
Poovar	5	3	2	0
Parassala	9	5	3	1
Ponmudi	3	2	1	0
Mangalapuram	7	4	2	1
Total	115	45	34	36
Percentage	100%	39%	30%	31%

Crime Category Wise Satisfaction Level of Victims

The satisfaction level of victims under each Crime Head is given in Table 4.6.

Victims of rape and eve-teasing were the maximum satisfied. In kidnapping cases half of the victims were satisfied. Satisfaction level is less for the victims of domestic violence (38%). The least satisfied are victims of molestation cases (22%).

Table 4.6: Satisfaction of Victims (Crime Category wise) on Action Taken by Police

Category of Crime	No. of reported Cases	No. of Satisfied Victims	Percentage of the Satisfied Victims
Rape (376 IPC)	12	9	75%
Dowry & Domestic violence (304B &498A IPC)	65	25	38%
Molestation (354 IPC)	32	7	22%
Eve-teasing (509 IPC)	2	2	100%
Kidnapping (366A IPC)	4	2	50%

xix. Major Causes of Dissatisfaction in Redressal of Grievances:

Those customers who were not satisfied with the redressal of their grievances in the Criminal Justice System cited the following reasons for their dissatisfaction.

1. **Delay in Trial:** - Maximum number of persons, 95 persons described delay in trial as the major reason for their dissatisfaction. Prolonged legal process required repeated appearances in the Court and this caused losing of many working days. As the accused are generally on bail, many of them threaten the victims and family members, while the trial is progressing.

2. **Accused troubling the victims:** - when the customers were asked whether the accused are still troubling them, 77 of them told that the accused are troubling them (Table 4. 7).

Table 4.7: Trouble From the Accused

Are the accused still troubling you?	
Yes	No
77	38

In many of the rape cases and other cases, the accused are troubling the victims by threatening, pressurising to withdraw the case etc.

3. **Financial Difficulties:** - Majority of the victims are from BPL families. 85 victims told that financial difficulty is the most important problem they faced after they filed the complaint.
4. **Favour shown to accused:** - Some of the customers felt that the Police favoured the accused due to financial or political influence. Those who believed so felt that the SHO, Circle Inspector or Deputy Superintendent of Police favoured the offenders.
5. **Absence of Women Police for questioning/investigation:** - 18 victims told this as one of the major reasons for dissatisfaction.
6. **Improper handling of investigation:** - Some customers felt that the Police did not handle the investigation properly, due to low priority given to such cases.
7. **Inordinate delay in investigation:** - Out of the 95 customers who stated that there was delay in investigation, 35 customers felt that there was inordinate delay in the same. Some customers perceived delay in the Court also as delay caused by Police.

8. Indecent language/ill-treatment by Police: - A few of the victims were dissatisfied by the indecent language used by the Police and the ill treatment by Police. 6 victims cited this as one of the major reasons for dissatisfaction. 5 out of those 6 customers are victims in rape/molestation cases. One customer is a 498A IPC victim.

xx. Suggestions for Improving Customer Service to Women Coming to the Police Station

The customers were asked to suggest steps for improving the customer service to women in the Police Station. Suggestions given by them are given in Table 4.8. Customers gave more than one suggestion. Total number of persons who suggested each item is given against each suggestion.

Table 4.8: Suggestions by Customers for Improving Customer Service to Women in the Police Station

Sl. No.	Suggestion	No. of persons
1.	Courteous manner and empathetic behaviour by the Police	115
2.	Questioning by Women Police	110
3.	Financial assistance	90
4.	Minimizing repeated summons to Police Station	85
5.	Information regarding progress in Investigation	65

All the customers suggested courteous manners and empathetic behaviour by the police. 110 customers suggested that questioning if done by the Women Police officers who are empathetic, would definitely make the women customers feel much better and they would be able to narrate the incident more freely. 85 customers suggested that if police could avoid repeated summons of the victims to the Police Station, their financial burden and other troubles would be reduced much. 65 customers thought that

information regarding the progress of investigation would make them more satisfied. 90 customers thought that, since they had to spend a good amount of money for the case, if some financial assistance is given to the poor victims that would help them to get more satisfaction.

xxi. Socioeconomic background and satisfaction level of victims

Financial Background

The data was cross tabulated against the economic background of the victims. The results are given in Table 4.9

Table 4.9: Economic Background and Satisfaction Level of Victims

Income	Fully Satisfied	Satisfied to Some Extent	Not Satisfied	Total
Below 10,000	10	16	17	43
10,000-20,000	13	10	11	34
20,000-50,000	17	7	7	31
Above 50,000	5	1	1	7

The table clearly indicates that persons belonging to BPL families and lower income group are less satisfied compared to higher income group. This shows that financial influence the victims could exert on the Police has played a major role in deciding their satisfaction level. Persons from well-to-do families get a better deal in a Police Station compared to persons from poor families.

Social Background

The data was cross tabulated against the social background of the victims.

Table 4.10: Social Background and Satisfaction Level of Victims

Satisfaction Level	Muslims	Hindus SC/ST	Hindus others	Christians	Total
Fully Satisfied	15	12	15	3	45
Satisfied to Some extent	11	8	13	2	34
Not Satisfied	2	20	13	1	36
Total	28	40	41	6	115

The details given in Table 4.10 indicates that those who belong to SC/ST are finding it more difficult to get a fair deal from a Police Station. This would also be reflective of the influence of money in the outcome of complaints.

xxii. Going to the Police Station Again

The customers were asked whether they would again go to the Police Station if they had a complaint. All of them told that they would definitely go to the Police Station again if needed.

The conclusions derived from the analysis of data of the sample of CAW case victims are discussed below.

4.2.1. Analysis of Data on Women Complainants - Conclusion

1. Majority of women customers were not afraid to go to the Police Station to redress their grievances. Even then only 32% of the customers had approached Police Station without delay. Others tried to negotiate with the accused, before going to the Police Station.
2. The behaviour of women approaching a Police Station with a criminal complaint is not socially fully acceptable.

3. All the victims who had gone to the Police Station had support from their families. Though around half of the customers had approached other agencies like Women Cell, Family Court, Women's Commission, etc. as far as criminal remedy is concerned, the customers felt that Police Station is the agency which was able to bring some justice to them.
4. 86% of the customers felt that the police personnel used only fair language while dealing with them.
5. 69% of the complainants felt that they got empathetic treatment and justice from the Police Station. 23% were not satisfied with Police action, which includes the cases referred by the Police (32 cases) as false etc.
6. The major reasons for dissatisfaction of the women customers are delay in trial, improper investigation due to financial and political influence of the accused, repeated summons to the Police Station, and financial difficulties due to the cost involved in conducting the case.
7. None of the women had approached any Non Governmental Organizations for help. No NGOs, political parties or political organizations had approached the victims offering help. In some cases victims' family members had approached religious leaders and local mediators for out of the court settlement of 498A IPC cases.
8. In heavier Police Stations, especially in grave crimes, the victims do not get proper attention and justice (for example in Nedumangad Police Station which is heavy, 54% of the victims were not satisfied with the action by the police whereas in Aryanad Police Station all of them were satisfied by the Police action).
9. Among the various categories of crimes, most of the rape victims (9 out of 12) were satisfied with action taken by the Police. In 498A

IPC cases only 25 out of 65 victims were satisfied by action taken by the Police. In Molestation cases only 7 out of 36 customers were satisfied with action taken by the Police. Thus customer satisfaction is less in molestation and domestic violence cases.

10. Only 3% of the customers believed that they were denied justice from the Police Station because they are women.
11. Among the various socioeconomic groups, those who belong to SC/ST and those who belong to lower income group found it more difficult to get a fair deal from a Police Station.
12. 100% of the rape and molestation victims and 83% of the other victims felt the dire need for the presence of Women Police in the Police Station to question women victims.
13. For getting the criminal cases registered, the victims of 498A IPC cases had to approach the Police Station, several times whereas in rape and molestation cases, FIR was registered immediately.
14. On an average, the customers had to approach the Police Station and the court 14 times.
15. Rape victims faced social ostracism and most of them are in dire need of rehabilitation. At the same time, once the accused is arrested the victims felt relieved and they thought that their grievances are redressed.
16. In 498A IPC cases the victims faced pressure from family members to compromise the issue and the Police also in many cases pressurised the victims to compromise the cases.
17. In Molestation cases, the victims felt that the Police did not give priority (Molestation cases are investigated by the Sub Inspectors or Head Constables only).

18. All the customers are confident to approach the Police Station again if need arises. None of them are afraid to approach the Police Station again.

4.3. CASE STUDIES

In this section we give an analysis of accessibility of customers under various Crime Heads using case studies. Qualitative analysis of a few of the cases out of the 115 crime cases studied was done. This was with a view to do an in-depth study of accessibility and satisfaction of customers under different Crime Heads. 19 cases were selected for case study. These are discussed below. The first twelve cases relate to rape and these are discussed in detail to bring out the social dynamics as well as the legal and human aspects of this grave crime. The only one dowry death case reported is included in the study. As there were sixty-five 498A IPC cases, reasonable quantitative analysis was possible regarding this offence. Hence only one case under this Head was included as Case Study. The only two cases reported under the Head eve-teasing are included in Case Study. There were 32 cases under the section Molestation and most of the true cases showed similar characteristics. Hence only two cases are included in the Case Study. One case of Assault also is included under the study.

1. Rape Cases (Section 376 IPC)

There were 12 rape cases in the 11 selected police stations in 1999 and we took all of them for detailed analysis. It will be seen that each case is unique in many respects - background of the victim, nature of crime, experiences of the victim and the present state of the case.

1. A Gender Sensitised, Knowledgeable and Committed Officer Make the Difference

Priya (16) had approached the Police Station for the first time in her life. She is an illiterate, unmarried and mentally retarded girl. She was raped by her neighbour, a married man, when she was alone in her hut. Priya had already lost her father. Her mother had gone out for her daily work. On reporting, the Police took immediate action and arrested the accused. The

case was charge sheeted without delay. Relevant Sections from the Scheduled Caste/Scheduled Tribes (Prevention of Atrocities) Act was also added to this case.

Though the accused who is the neighbour of the victim was arrested by the Police, he was enlarged on bail and then he started troubling the victim again. With the help of the panchayat member who was their neighbour and a few other neighbours, the victim's mother approached the Police Station again. Neighbours motivated her to go to the Police Station. Then the Police again warned the accused. Even after 5 years, the case is undergoing trial only. They had to go to the Police Station around ten times and they spent around Rs. 1300/- as transportation charge. The mother had to accompany the victim each time. The mother works as a housemaid and she lost 10 working days just for going to the Police Station.

When the trial starts, she may have a loss of transportation charges and working days on that account also. The mother locks up this mentally retarded girl in the insecure hut while she goes for work. If trained, the victim may be able to do some manual work. But no agency has so far helped her in rehabilitation.

The victim's mother expressed her satisfaction about the prompt arrest and subsequent prevention of further troubles by the Police. She is unaware of further procedures in the court.

Now after five years, whether the victim's mother will be interested in continuing with the case would be doubtful. The interview brought out the fact that the Investigating Officer, the Circle Inspector did his job very well. The CI's gender sensitivity and empathy helped the customer to get satisfaction. More over the Policemen also showed individual care and attention. Being a small Police Station with less law and order problems, the police personnel were able to pay more attention. The local Police specially summoned Women Police from the Circle Headquarters to question this rape victim. This made the customer extremely satisfied. The above act shows the gender sensitivity and individual care of Police Officers involved. The SHO of

the Police Station was later interviewed. He was also found to be gender sensitised, empathetic as well as extremely committed to his work. It is very obvious that this SI was able to percolate the spirit of gender justice and commitment down the line. Actually the attitude of the SI played a major role in achieving customer satisfaction.

This particular SI joined the police service as a life time ambition. He joined the Police Service thinking that he could do something for the public. Over the period of time, he thinks, his attitude towards Police Service did not change. He is not bothered about the recognition from superiors, colleagues and subordinates, but works on self-motivation. In his opinion, the most important police help to the victim is the prompt arrest of accused. He considers himself as fully gender sensitized. He also believes that courteous behaviour, which entails confidence in the victim, is very important. He also thinks that the present skills of the police personnel are not sufficient for the investigation of CAW. According to him, commitment and close supervision of superior officers and regular orientation courses for police personnel to develop Customer Orientation of police personnel to women victims is a must.

2. *Delay in Trial - Victims Family Loses Interest in the Case*

Sathi (24), is a mentally retarded girl. She was raped by her neighbour, who is a married man. She is from a poor family with low social status. Her visit to the Police Station was for the first time. When the incident happened, only the girl and her sister were present in the house. Victim's father had been hospitalized. All the family members had gone out to attend to him. Initially fearing that people will ridicule, they were reluctant to go to the Police Station. However relatives motivated them to go to the Police Station. They were satisfied with the initial reactions of the Police as well as the registration of the case. The victim's father feels that the Police seized all the material evidence and she was sent for medical examination immediately. He also feels that the Investigating Officer questioned all the relevant witnesses. The accused was immediately arrested. They feel that the accused was properly questioned. There was no delay in the Police Station. Because neighbours told them, they filed a petition in the Women Cell also thinking that

this will ensure justice, but there was no action from the Women Cell. The victim's father is sure that if he had any grievance, definitely he would approach the Police Station again. They had to spend a total of Rs.2600 for the case. Around 12 working days were spent for the purpose. The expenditure incurred include that for own transportation, for the transportation of police, medical expenses etc. They feel that absence of Women Police, delay in investigation, delay in trial and financial difficulties are the major causes of dissatisfaction of women victims. They also feel that courteous behaviour; information regarding progress in investigation, and minimizing the repeated summons to the Police Station will improve customer service provided to women victims in the Police Station.

It is quite unfortunate that though the victim's family is fully satisfied with the Police action, even after 5 years, the case is under trial only. During the interview, the father of the victim expressed the view that as the accused also is married with two children, troubling him again and pursuing the case further will be of no use now.

3. *Gap Between Civil and Criminal Remedy*

Mercy, the victim is a poor, 25-year-old spinster who was living with her mother in a hut. She had passed SSLC and home nursing course. While she was working as a home nurse in a house, she fell in love with a person who was a frequent visitor to that house. They started living together, and when she got pregnant, the lover abandoned her. As the lover abandoned her, she went to the Women Cell and complained. She also went to the Women's Commission for complaining. Her lover was summoned to the Women Cell. By the time she had already delivered a baby. He argued in the Women Cell that the baby is not his. The Women Cell officials advised her to approach the Police Station. She went to the Police Station along with her relatives and filed a complaint of rape. That was her first visit to a Police Station. She had gone to the Police Station along with her relatives.

She approached the Police Station hoping that her grievances will be redressed through negotiation. She also faced threat from the accused

and ridicule from friends, neighbours etc. She feels that the police heard her complaint patiently and registered an FIR after 4 hours.

By then her lover absconded and he is now in the Gulf countries. She cannot say whether the Investigating Officer collected any evidence or investigated the properly. She is not aware of the outcome of the investigation. She was never informed about the stage of the case.

She feels that her grievances were not redressed in the Police Station, whereas in the Women Cell, she feels that her grievances were partially redressed as they summoned the accused for questioning. If she has any grievance in future, she will again go to the Police Station even alone. She had to spend around Rs. 3200/- for pursuing her complaint. She had spent around 30 working days for the purpose.

It is seen from Police Station records that, the case was referred as Mistake of Fact. Nobody from the Police Station, Women Cell or Women's Commission told the complainant to approach the Family Court for maintenance. She is legally illiterate and she has no idea about legal provisions for maintenance of the child.

As the actual offence of rape did not take place, Police Station was not the apt place for the redressal of her grievances. The Women Cell or Women's Commission could have advised her and helped her to approach the right agency. Unfortunately that didn't happen in this case. This points towards the need of sensitization of all the agencies dealing with grievances of women regarding redressal mechanism available in the society. Police Station being most accessible, without the help of an advocate or any other agency, is approached by many common people especially from lower strata of the society thinking that their grievance will be redressed there, whatever type the problem is. As Police Stations have the tradition of dealing with any type of grievances, in the form of petitions, they do not generally refuse service to anybody.

In this particular case, the Police sticking on to the Departmental Instruction that a woman's complaint should be registered immediately, might

have registered the complaint given by the woman victim immediately. But later on, investigation proved that the actual offence of rape did not take place and the case was referred. Thus the Police have carried out their legal responsibility but at the same time, the victim who should have got her grievances redressed through the Family Court, remained ignorant about her avenues and she is still leading a very pathetic life.

Findings

Actually this is a case in which the victim and the offender lived together with mutual consent but the offender had given false promise that he would marry her. Thus it is not an actual rape case. The Police out of their sympathy for the victim acted beyond their powers. What is actually required in this case is a civil remedy. Though a criminal remedy is not possible, the Police tried to extend all the help to the victim, but as the Police did not charge sheet the rape case, the victim's family feels that they did not get full justice from the Police. This is a typical example to show that, still the common people consider the Police Station as the single window to redress their grievance, even if it is not of a criminal nature.

4. *Victim not Interested In Pursuing the Case*

This is a case in which a 16 year old girl Shamla, from a middle class family with the educational qualifications of S.S.L.C pass, ran away along with her 24 year old lover who was an unemployed youth without any income. As the parents immediately complained to the Police, the police registered a case u/s 366A and searched and found the couple. As the girl was a minor, she was sent back along with her parents. The girl's father had gone to the Police Station with the complaint and the FIR was registered after 2 hours. The Police traced the couple without delay. The victim's father feels that the investigation was done properly. Due to timely action of the Police, they got their daughter back. At the same time he admits that the girl was not sent for medical examination. They do not want to pursue the case as the victim had been married off to another person. They had spent Rs.1800 for the case which includes own transportation charge of Rs.1000 and transportation charge of Police officers for Rs 500. They had to spend about 15 working days for the purpose of the case. The case is still under trial. The

victim and her family do not want to pursue the case, as it will further affect the reputation of the girl. The victim's father says that if he has a grievance, definitely he would go to the Police Station again. The victim's father is very much relieved that he could marry off his daughter even after such an incident. He says that had he waited for the trial to be over, the marriage would not have taken place and the girl and the family had to face stigma also. So they feel that they had taken a right decision in not pursuing the case further.

Findings

When the rape victim and her family have the feeling that they have been victimized, they find it extremely difficult to build up a fresh life. In this particular case the minor girl had eloped with her lover. Hence she did not suffer the trauma of rape. It was easy for her as well as her family to get out of the difficulties and fend for themselves. Their middle class family background with reasonable access to resources also helped them to find a bridegroom for the girl.

Immediate intervention by the police helped the victim, though the Police actually did not fulfill all their legal responsibilities.

5. Social Ostracism of Rape Victim's Family

Aswathi, was a 3½ year old child at the time of occurrence of the incident. The victim's family is with middle class status and her father is a government servant. The accused was a 16-year-old boy at the time of occurrence. The house of the accused was the immediate neighbouring house of the victim and parents of the accused are government servants. The accused had carried Aswathi from her house to the neighbouring canal site and under the bridge, the accused committed the offence and he himself brought her back home. The mother came to know about the incident during the night when the child started crying with pain. The next day the mother took the child to a private hospital and treated her. But during night the child fell ill with high fever and then only the father came to know about the whole incident. He immediately went to the house of the accused and asked about the matter. The accused and his parents denied everything and quarreled with

the victim's father and told the victim's father that if such a thing has happened it might have been done by the father himself. The father then felt extremely angry and humiliated. Immediately the parents of the victim went to the Police Station and filed a complaint. The very next day, they filed a complaint at the Women's Commission also.

The victim was treated in the Taluk Headquarters hospital, as there were some injuries. Police registered a case within one hour, they patiently took down the details, and they also sent the victim for medical examination. The accused was arrested only after 2 weeks. The victim's parents believe that the parents of the accused financially influenced the Police. As they felt that the Police is favouring the accused, they approached the Women's Commission also. Some officials from the Women's Commission came to their house, but told them that as the accused is a minor, there is no point in pursuing the case. In the meanwhile, though the accused is mentally perfectly all right, the parents of the accused, managed to get a medical certificate stating that he is mentally retarded, so as to escape from further legal proceedings. The parents of the accused as well as the neighbours including relatives started ridiculing the victim's family. Finally the family was forced to leave the place keeping their own house locked. They shifted their residence to a place around 35 kilometres away from their original residence. When the researcher initially went to the place of occurrence, the neighbours including the relatives of the victim were very sarcastic, while they talked about the victim's family. The family of the accused is residing in the same place, without facing any social stigma.

Finally using the victim's father's official address only, the researcher was able to trace out the present residence of the victim's family. Now the victim's parents do not want to remind the victim of the entire trauma again. So they wish to compromise the case if it comes up for trial. They intend to sell the property in their native place where the incident occurred.

Even today, even when the parents are educated and employed, the rape victim's family is ridiculed by the friends, relatives,

neighbours and the society where as the perpetrator of the crime and his family do not suffer from any stigma.

6. A Gang Rape Victim Denied Justice - Complaint to Higher-ups Triggering Police Misbehaviour

Geetha was a 16-year-old girl from a poor family of low social status. She had passed SSLC and had also done some tailoring course. She fell in love with a 24-year-old autorikshaw driver. One day her lover told her to go along with him for registering their marriage. On her way to tailoring class, Geetha met her lover Shibu who was waiting with an autorikshaw to take her. Both of them started traveling in the autorikshaw. After some time, two friends of her lover also joined them. Instead of going to the Office of the Registrar, the vehicle was driven to a nearby hill station. On the way, her lover and later two of his friends raped her.

In the meanwhile two strangers came to the place and beat Shibu and his friends. Then Geetha thought that they will save her and she told them about all the incidents. But they also threatened and three of them again raped her. She somehow returned home and after two weeks again met the first accused Shibu and requested to register their marriage. He not only refused to marry her, but also made a wide publicity in the locality about the second gang, raping her.

One of the members of the second gang, who was running a lodge, was known in the locality. Because the talk was spreading in the locality, the girl informed the incident to her parents. Initially the parents were afraid of going to the Police Station and they also tried some negotiations with the lover Shibu. A family friend advised them to go to police and the victim along with her parents went to the DySP. The DySP advised them to file a case at the Police Station and they did so. After 2-3 hours an FIR was registered. In the Police Station, though the FIR was registered, the police personnel used very foul language while questioning her. However she was sent for medical examination. The Investigating Officer never showed any urgency in the matter. They did not question all the witnesses. As the victim's family felt that, their grievances are not redressed, they went and gave a

petition to the Chief Minister. From the Chief Minister's office, probably the petition was sent to the Crime Branch. The Crime Branch Police went to the locality and enquired about this. The local Police came to know about this. They summoned the victim to the Police Station and severely abused the victim and her father. The CI was extremely angry with them and ridiculed them. The CI asked the victim's father how dare he complained to the Chief Minister and he was about to kick the father on his stomach and out of fear the victim fainted and fell down.

They feel that their act of complaining to the Chief Minister resulted in the Police, misbehaving with them. Thereafter the entire encounter with the police was a torture to them. They also complained to the Women's Commission but it was in vain. When they got a copy of the FIR on their repeated requests, to their utter surprise, they found that only 3 accused were included in it i.e. the first gang. The FIR did not even mention the other 3 accused, even though the victim had given very clear statement in this regard to the Police. The trial of the case is yet to be started. The victim's family feels that the accused financially influenced the Police. All the police personnel including the CI used foul language and ridiculed the victim. The victim is now leading a secluded life in the house, as there is social ostracism.

7. Empathy and Prompt Action by Police - Victim Gets Justice

Sugatha is a 33-year-old illiterate, deaf and dumb, unmarried woman belonging to a poor family with low social status. She was living along with her two sisters. As both the parents were dead, the three sisters were living together in their house making their livelihood by doing weaving work in the house itself. Their only brother was employed in a Gulf country. As there was no toilet facility in the house, the victim had gone to the nearby plantain garden for toilet purpose in the evening. The accused, who was from the same locality, a married man, suddenly came to the spot, caught hold of her and raped her in the presence of his friend. Then the accused threatened her by showing a knife that if she revealed the incident, she will be killed. So the victim kept quite. After two months, when the victim's sisters discovered that she was pregnant; they took her to a hospital. Then they filed a complaint in the Women's Commission. The local people motivated them to give this

complaint. As per the advice given by the Women's Commission, they went to the local Police Station. That was their first visit to a Police Station. Within two hours, an FIR was registered. Though there was no Women Police, the Policemen did the questioning in a proper manner. Then the Police sent her for medical examination. They feel that investigation was done in a proper manner and the accused was arrested on the same day of report.

The victim was taken for medical examination in the CI's jeep. They are extremely satisfied by action taken by the Police as well as the empathy and courteous behaviour of the Police. The accused threatened the victim many times. On such occasions they approached the Police Station and the Police acted promptly. As the accused was already involved in many cases including Abkari cases in the Police Station, the Police showed much interest in containing the menace of the accused. The victim delivered a baby.

The victim still does the weaving work in the house, but she never goes out of her house. The victim's brother came to know about the incident and out of shame, he cut all the links with the three sisters and he had never visited them afterwards. He also stopped financially helping them.

After the incident, one of the sisters got married and thereafter the sister's husband also helps the family. The victim and her family are unhappy that the trial has not started even after 5 years. They wish to get maintenance from the accused but they have not filed any case for the same in the Family Court. They feel that financial assistance to poor victims and minimising summons to the Police Station and the presence of Women Police will improve the Service Delivery to women victims in the Police Stations.

8. Help From Local People and Immediate Police Action – Victim Gets Justice

Veena was a 5½-year-old girl belonging to a poor Scheduled Caste family. The accused was a 16-year-old boy from the neighbouring house. As the girl had immediately told the incident to her mother, she went to the Police Station immediately. Local Arts and Sports Club people helped the parents to approach the Police Station. Within one hour, a case was registered in the Police Station. There were no Women Police to question the

victim. The Police seized all the material evidence and sent her for medical examination. The accused was arrested on the very same day. The victim's family feels that the investigation was done in a fair manner and the case was charge sheeted without any delay. The Police informed them about the state of the case. They feel that the investigation was impartial and quick. They had gone to the Police Station for the first time. If needed, they would again go to the Police Station for redressal of grievances. Their major cause of dissatisfaction is delay in trial and financial difficulties. They also feel that questioning by Women Police and minimizing summons to the Police Station will improve the Service Delivery to the women victims in the Police Stations. In this case had the trial been over when the memories of the girl were fresh, there would have been a fair chance for conviction. More over the girl's trauma of recollecting the incidents at a grown up stage would have been avoided.

Findings

Delay in trial in the case of child sexual abuse causes irreparable damage to the victim. The accused was arrested and charge sheet was laid by the Police without delay. Had trial also progressed with the same speed the victim would have got full justice. Delay in trial is the most important single factor contributing to the dissatisfaction of victims.

A silver lining in this case was that the local people showed high civic sense and sensitivity due to the positive intervention by a local club. This helped the family to come out of the trauma. The victim and her family are leading a normal life without much social problems in spite of financial difficulties.

9. Need for Educational Programmes for Teen aged Girl Children

Nazeema, the victim was a 16-year-old girl, studying in the ninth standard. The accused Rasheed was a married man with children, a taxi driver who was her neighbour. He lured the girl and one day while the girl was going to school, he took the girl in his taxi along with two other people and the girl was dropped back home in the evening. Out of fear she did not reveal the incident to her parents.

As the local people observed the girl being taken away and then dropped back from the taxi, they started commenting about the incident. Hearing this the father asked the girl about the incident and she told the truth to the father. Immediately they reported it to the Police Station. Within 2 hours an FIR was registered for kidnapping and rape. The victim was questioned by a Woman Police Officer. Initially the Police did not show any urgency in dealing with the matter. The victim's family feels that the accused politically influenced the Police and hence the Police slowed down the investigation.

Then the victim's family also approached the political leaders and according to her family, through the influence of the politicians, the accused were finally arrested. Lack of progress in investigation and favour shown to the accused prompted the victim's father to approach politicians.

The case was charge sheeted in the year 2000; the victim was later on married to another person. Hence they are not interested in pursuing the case further. As the father of the victim had a reasonably good financial background he was able to marry off his daughter.

Findings

Awareness programmes for teen-aged girls may help avoiding such incidents. Gullible teenaged girls are taken away by neighbours, friends or even strangers. Such instances could be minimized if proper educational programmes are included in the school syllabus. Now a days the girls physically mature at a much tender age compared to previous generations. But they do not have the security of joint family. The parents do not have awareness to teach the girl child, the dangers of the outside world. This leads to the reporting of such cases of kidnapping in increasing numbers. Girl children need to be made aware of their sexuality.

10. Immediate Action and Proper Follow up by Police - Victim Gets Justice

Bindu is a 21-year-old, slightly handicapped girl. Though she studied up to standard X, she appears to be a person with below normal intelligence. She has a very scared look on her face and is unable to respond to questions in a reasonably satisfactory manner. The mother of the victim told that after the incident of rape, she has become extremely scared and she

does not come out of the house, out of fear that the accused will again come and molest her. They belong to a very poor family. The family is living in a slum area on the bank of a canal.

The case is reported from a heavy Taluk Headquarters Police Station.

Bindu is the one and only issue of her parents. The parents regularly go out in the morning for labour. One-day morning, as usual she had gone to fetch water from the nearby public well. The house of the accused was on the way to the well. He suddenly came out of his house and dragged Bindu to his house. As she was handicapped, she was unable to resist the accused. As the entire area becomes lonely in the morning itself, nobody came to help her, though she screamed.

After the incident, she went back to her house and waited for the parents to come back in the evening. When the parents came, she narrated the incident.

Her father went to the accused and asked about the incident. He denied and threatened the father. The next day they went to the Police Station and complained. The police registered a case within 2 hours. The police took all necessary steps to investigate the case and the accused was arrested. But later he got bail, then started threatening the victim and the family. The victim became pregnant out of the rape. Thinking that the delivery of the child will help them to win the case in the court, they did not go for abortion. A child was delivered. They went and complained in the Women's Commission to take some steps for DNA Test to prove the paternity of the child. But they did not file any case in the Family Court for Maintenance. The threat from the accused increased day by day. The accused started asking in the open whether the girl would like to have one more child from him, in a sarcastic manner. Initially the victim's father used to go to the Police Station and complain about the threat from the accused. But later he stopped going to the Police Station on each time he threatened her. As the girl gets ridiculed in the

society, and also as she is afraid of the accused, she never comes out of the house. Even after 5 years, the trial is yet to be started.

Findings

Though the rape case is pending trial, the victim felt that she got justice from the Police, as Police took prompt action in registering the case, investigating the case and also in warning the accused when he tried to threaten the victim again. But delay in trial has allowed the accused to live in the area scot-free. This has spread a fear in the entire locality that girls are not safe there.

11. Non - Communication of Result of Investigation to the Victim

Seema was a 19-year-old girl. She is a matriculate. She belongs to a very poor Scheduled Caste family.

One day the accused who was acquainted to her summoned Seema to his residence and raped her. He also threatened to kill her, if she reveals this to any body. He also gave her a false promise of marriage. Then he comforted her and sent her back. Later when she became pregnant, the accused refused to marry her and denied every thing. She delivered a child. With the help of relatives, she filed a complaint in the Police Station. Even after five years, the case is undergoing trial only.

Seema had to go to the Police Station around 15-20 times and had to spend Rs. 1500/- for the case, including advocate fee, court fee transportation charge etc.

Seema also filed a complaint in the Family Court where the accused denied his paternity. So she requested the Court for the DNA Test for proving the paternity of her child and getting maintenance from the accused.

Findings

According to the victim, at the Police Station, the accused financially influenced the Police. But actually what she is interpreting as 'financial influence' of the accused, is the undue delay in the court. There was also communication gap from the Police Station. The Police did not inform her

that the case has been charge sheeted and further proceeding of the case is in the court. This points towards the need for the Police to inform the complainant of the result of investigation. If a copy of the charge sheet is furnished to the victim, the victim would not have any misconception that the Police is delaying action due to 'corruption'. Had the Police furnished a copy of FIR, charge sheet and all other documents which they furnish to the accused as a matter of legal requirement, the victim would have been satisfied on this particular aspect.

12. Victim Approaches a Multitude of Agencies

Reshma (19), the complainant is a plus 2 student, and she is having a child of 2 ½ years.

Raju, the accused promised to marry her. He is her neighbour also. They used to do intercourse and she believed that he would marry her. She became pregnant at the age of 17, and then she informed it to her parents. The parents questioned Raju. He denied everything and refused to marry Reshma. With the help of her parents, she filed a petition in the Women Cell.

The Circle Inspector of the Women Cell took Raju into custody and asked him to marry Reshma. At first he denied it, but later he accepted the proposal and a date was fixed for their marriage in the presence of the CI.

While arrangements for marriage was going on, the relatives of Raju admitted him to a mental hospital, claiming that, he is mentally retarded. The marriage was cancelled. Then Reshma filed a case in the Police Station and the Police took Raju in to custody.

For the first three months, after filing the case, Reshma got justice from the Police Station. The CI of the station took interest to charge sheet the case. Raju tried a lot to influence the CI through many sources, but the CI did not yield to him. After three months, the CI got transferred and thereafter Reshma did not get any justice from the Police Station.

After facing many difficulties, Reshma's parents succeeded in obtaining a certificate from the doctor that Raju was mentally fit. Reshma's parents approached the High Court of Kerala and obtained an Order in favour of Reshma that she can live with Raju in his house. The Order also provided her police protection.

According to Reshma's parents, Prakash, who is a close relative of Raju and an Abkari businessman, influenced the Police financially and the Police acted against Reshma. They believe that she has not been killed only because of the High court Order that she should be given protection.

The Women Cell CI also helped Reshma to some extent. Her parents have spent more than Rupees one lakh for conducting the case. But they said that they never bribed the Police.

Raju had made a false compromise agreement in this case initially, with the help of the Police, putting her false signature in the Petition Register. Now Reshma is living in a room of Raju's house, as per the Order from the High court. The other case in the court is going on.

It is surprising to note that the victim's family wants her to live with the accused only, though her life is under threat when she lives in that house. Social pressures make the victim's parents seek a very strange remedy for the issue, by forcing the victim to live with the accused. The parents are forced to take such a decision probably due to fear of social ostracism faced by an unwed mother.

Findings

It is significant to note that a middle class family is ready to spend Rupees 1 lakh for getting Court Orders in favour of them to allow the victim to stay with the accused. Fear of ostracism to be faced by an unwed mother made them take such an extreme step at the risk of the life of their daughter.

General Findings - (Rape)

In the year 1999, 12 rape cases were reported in the 11 Police Stations selected for the study and we studied all of them in great detail. Out of the 12 rapes reported, actually only 9 cases are true rape cases. Three cases though reported as rape cases, on investigation, it was found that the victims had with their consent, stayed with the accused, thinking that the accused would marry them. In these cases actual remedy available is from the Family Court for maintenance of the babies born. All of them were belonging to very poor family and none of them were legally literate. Hence as is the usual practice in the society, they approached the Police Station for the redressal of grievances. It is significant here that in two cases, the victims had approached the Police Station as per the advice from the Women's Commission. This points towards the deficiencies in the system. The Women's Commission refers such cases to the Police Stations probably thinking that with the power and authority, the Police Department would be able to fetch some justice to the poor women victims.

Out of these 3 cases which are not true, two victims were not satisfied with the police action, where as one victim was satisfied with the Police action. Out of the 9 true rape cases reported, 8 victims were satisfied with the action taken by the Police. In one gang rape case, the victim was totally denied justice.

In that case, the DySP, the CI and the SI were not gender sensitized and their values were reflected in the constabulary also. In all the 8 other cases, the CIs who were the Investigating Officers were gender sensitized and they showed empathy to the victims. Prompt arrest and follow up to prevent further troubles of the accused were done. The cases were also charge sheeted. But delay in trial, financial difficulties and social ostracism make the life of rape victims miserable. Seven of them are under dire need of rehabilitation.

It is very clear that social empowerment of rape victims is a major task of the society that needs immediate intervention of Policy Makers. Financial empowerment and social rehabilitation of rape victims need to be

attended by agencies like Women's Commission and Local Bodies. The present facilities available in this regard are extremely inadequate for any meaningful way of social integration of rape victim's family.

Though response of the Police is quickest in cases of rape as far as Police is concerned, this in no way lessens the sorry plight of the rape victim and her family in the society. In fact, seeing the plight of all the rape victims it becomes very difficult to believe that so much of trauma is caused to families for no fault of theirs in a civilized society. In cases of more victimized persons like child or handicapped persons the trauma is more and social integration becomes more difficult compared to cases, which are less pathetic.

ii. Dowry Death Case (Section 304B IPC)

Only one 304B IPC case came under the purview of the study. The case is discussed below:

1. Lack of Prompt Action in Harassment by Husband

Nazeema (26), the complainant was burnt alive by her husband Ali, for dowry.

She was the second daughter in the family. The victim is from a poor family with middle class social status. Her father is a manual labourer and has three daughters. She was the first to get married in that house. The bridegroom was a distant relative of her father. Two children, a boy and a girl, were born. She along with her husband and children lived in her family house. At that time her husband always quarreled with her father on dowry issue. In due course, her father bought a piece of land with a small house to settle her and her family and they began to live there.

Yet she did not get happiness. Ali again started physically and mentally torturing her. When she was badly beaten by her husband, her father brought her and children to his house.

On the very next day, Ali came there and threatened her and asked her to return. Due to fear, she along with the children, returned with

him. Torturing continued and once her left eye was severely injured due to physical attack by her husband. She had to be admitted to an eye hospital. Ali did not spend even a single paisa. After discharge from the hospital, her father again took her to her family house. Ali went there and threatened the victim and her father. She returned to her husband with the injured eye without telling her father.

One day the accused poured kerosene on the victim and lit her body with a matchstick. Her waist and above was completely burnt. Ali informed her parents and the doctors that the accident was caused by explosion of the kerosene stove. Nazeema also admitted this statement at first.

In the meantime, Ali tried to escape from the house after taking all his articles. The local people captured him while he was escaping and handed over to the Police.

But the victim did not initially reveal the fact that her husband attempted to kill her. However when the dying declaration was taken, she told that her husband attempted to murder her. Later on she died in the hospital. The Police investigated the case promptly and charge sheet also was laid in 1999 itself. The victim's family is very well satisfied with the dealings of the Police as well as the investigation of the case. However as the trial is not yet over, they have not obtained full justice from the Criminal Justice System. The accused still trouble the children by approaching the school authorities. The victim's family feels extremely bad about the murderer living with out getting punished.

Findings

Delay in the court is the major reason for denial of justice to the victim's family. The victim's father had earlier approached the Police with complaint of harassment by the husband. But being a case of domestic violence, the police response was inadequate. This is a pointer to how inadequate responses to domestic violence leads to decriminalization of such crimes which ultimately leads to commission of more severe crimes. While

interviewing the police personnel, majority of the police personnel expressed the view that many 498A IPC cases reported in the Police Station are not true cases. Many police personnel also felt that women coming to the Police Station with complaints of domestic violence should be discouraged. Thus it is clear that in general the police personnel consider domestic violence as a low priority crime or they do not consider it as a crime at all. Such attitude leads to severe torture or death of women in their marital homes.

iii. Harassment and Cruelty to Women (Section 498A IPC)

This is one of the major Crime Heads. This is one section of offence in which many victims were not satisfied with police action. There were 65 cases falling under section 498A IPC. As the quantitative study itself revealed customer satisfaction level of victims of this crime, only one crime under 498A IPC is discussed in this section as case study.

1. A Case in Which Justice was Denied

Meera's marriage was delayed up to the age of 29 because of horoscope mismatches. She is the one and only one daughter of an upper class family.

She stayed in her husband's (Rajesh Kumar, the accused No. 1) house only for two months but her marital happiness did not last even for a week. Within this period of time she understood that her husband had an illicit relationship with his sister-in-law. (Uma, accused No.2).

The problems started on the third day of the marriage itself. Even though she tried to tolerate everything, thinking of her parents, she could not stay there beyond two months.

Rajesh Kumar's elder brother was working in one of the gulf countries. Rajesh Kumar is just a toy in the hands of his sister-in-law. Uma's behaviour was slightly similar to symptoms of schizophrenia and it frightened Meera. Even her father-in-law and mother-in-law were afraid of Uma. They asked Meera to forgive her husband and they believed that Uma had given 'hand-poison' to their younger son (Rajesh Kumar).

Even though Uma is the mother of two children, children are living apart with their grand mother. She took the opportunity of the absence of her husband for having an illicit relationship with her brother-in-law Rajesh Kumar. When Meera protested, Rajesh Kumar began to abuse her and torture her. The old parents were not able to prevent these activities, as they feared Uma.

Meera filed a case in the Women's Cell first. Although the Circle Inspector is a family friend of the complainant, the accused did not attend the office when summoned. Then the Officer advised her to file a case at the local Police Station. Meanwhile Rajesh Kumar filed a case into the Family Court, saying that Meera's parents forcefully kept her in their house.

Later Meera also filed a suit in the Family Court for divorce.

Meera says that the investigation from the part of the Police was not justifiable. The Police even did not take note of the oral evidence of the complainant. Although, there were women constables in the Station, they did not question the complainant and a male Police Officer questioned her in an intentionally abusive language.

Meera believes that Rajesh Kumar politically influenced the Police. She is telling that an influential politician is a friend of Rajesh Kumar and he helped him by influencing the Police

Meera believes that she did not get any justice from both the Police and the Family Court. The case is going on in the Family Court and the case charge sheeted by the Police is pending trial. She is anxiously awaiting a judgement favouring her, or a divorce.

Findings

Political interference became a hindrance for impartial investigation by the Police. Delay in trial is also a main reason for denial of justice.

General Findings (498A IPC Cases)

Out of 45 cases under section 498A IPC, 7 cases were acquitted by the court. In 498A IPC cases, which are charge sheeted, and then acquitted, at no stage the victim gets satisfaction. In most of the cases, the Police tried to arrive at some compromise and when it failed only the charge sheet was laid. When the case gets acquitted in the court also the victims, generally feel very much dejected. In most of the cases, they have to continue with the civil case pending, for divorce, maintenance etc. As majority of them are from poor families, they find it extremely difficult to pursue the case, even then, they are forced to continue with the case, as they have already spent a huge amount as fee for advocate. Even in the cases where maintenance was ordered by the court, practically the accused refused to pay the amount.

In some cases, when the victim filed complaint in the Police Station, the accused started showing, love to the victim. Thinking that the problem is over, she does not want to pursue the case, but within a few days, the accused again starts to trouble the victim. The victim is again compelled to go to the Police Station. After three or four such instances, the victim herself feels improper to approach the Police Station again. Wife battering continues, the victim suffers silently and the case in the Police Station gets referred as 'False' or 'Mistake of Fact'. In a few cases, at the request of the victim's family, the Police took initiative to get the gold ornaments, money etc paid as dowry. The victims in such cases feel extremely satisfied with the action of the police. But such cases, get compromised in the Police Station itself and the accused is never brought to book. This points towards the deficiencies in the legal system. The Police is actually not having any powers to compromise a cognizable offence. However as long drawn out legal process, ultimately brings in no justice to the victim, compromise in the Police Station, though not legal, at least brings in some instant justice to the victim which makes her happy. Then the victim's family approaches the Civil Court for divorce. Lack of clear-cut distinction for civil and criminal remedies, leads to lot of speculations regarding genuineness of 498A IPC cases. In this study only 6 cases were found to be false. This amounts to 5.2% of the total cases reported. Even then this gets exaggerated and there is much hue and cry that most of the

498A IPC cases are false. Even police personnel get carried away with such beliefs and many of them keep an impression that many 498A IPC cases are filed only for strengthening the divorce case. This prejudice may play a very important role in referring the 498A IPC cases as 'False' or 'Mistake of Fact' in the Police Station itself, and also acquittal of the cases in the court.

Out of the 65 cases, the researcher is convinced that 59 are very genuine cases of dowry harassment and wife battering. As most of the victims are very poor and they do not have even a house to live in, they are in a very pathetic condition. In spite of the fact that offences have been committed against them, they did not get justice either from the Police or from the court. Actually the only cases in which the victims got some justice are cases compromised by the police (though there is no legality for the same).

iv. Molestation (Section 354 IPC)

There were 32 cases of molestation reported from the 11 Police Stations in 1999. Out of these, 2 cases are included in this section as case studies. As most of the cases are of more or less similar nature, only two cases were selected for the case study.

1. Police Changes the Accused

Twenty six year old Anitha, the victim was physically attacked with sexual intention by the accused during night at the KSRTC bus stand. She was on her way to hospital to admit her husband who was ill.

Incident occurred at 10.45 PM and immediately after the incident the complainant and her husband reported it to the Police Station which is very near to the bus stand.

The Police caught the accused immediately and asked the victim to go to the hospital (Medical College) immediately as her husband was in a critical condition. So they proceeded to the hospital.

Later when she was called for hearing in the Court it was understood that, in place of real accused, name of another person who had not been involved in this case was presented; probably to save the accused

who was a Government servant. She came to understand that as the Government servant would have otherwise lost his job, another person who was caught under suspicious circumstances and kept in the lockup on the same day was falsely implicated in her case.

In order to prevent punishing an innocent, Anitha in consultation with the advocate, withdrew herself from the case.

Findings

In this case naturally the victim feels that the police committed mischief by changing the accused while presenting the charge sheet in the court. She feels that the Government servant might have influenced the Police. Though at the instance of going to the Police Station, she felt that the Police took prompt action, to her utter dismay an innocent person was implicated in place of the actual accused, by the Police, later. She feels that justice was denied to her due to corrupt practices by the Police.

2. *Victim Wishes to Compromise the Case*

Rema (25) was physically attacked with sexual intention, by the accused who was only 20 years old. The incident occurred in her house itself and at that time she and her one-year-old child were alone in the house.

Hearing her loud scream, the neighbours and the locals rushed to her house and then the accused ran away from the scene.

Due to the motivation of her husband she filed a case in the Police Station on the same day. The Police arrested the accused and questioned him. Later the case was chargesheeted in the court. Rema was fully satisfied of the action taken by the Police.

Due to financial difficulties and to escape the ridicule from the society, she had to shift along with her family to a distant place. Now she wants to compromise the case as she finds it difficult to proceed with the case from such a distant place. She also fears about the shame to be faced in the box while facing the cross examination by the advocate.

Findings

In this case though the victim is fully satisfied by Police action, she is fed up by the long drawn out trial process and the stigma she faces in the society even after she boldly faced the situation and mustered courage to represent her case in the Police Station.

General Findings (Molestation Cases)

Although the reported molestation cases in the study are 32, only 18 cases are true. The other 14 cases are just disputes and quarrels and the section for molestation is added just for getting more importance. After investigation, Police charge sheeted such cases only after deleting section 354 IPC. In some old cases, when the researcher approached them for the interview, the victims had already forgotten about the molestation section and they only remembered the boundary disputes and other matters, which were true. Thus it is clear that the Police had correctly deleted the section while charge sheeting. It is found that this section is misused by some people to add strength to the assault case.

In molestation cases the questioning of the victims were done mainly by male police and the victims faced difficulties to explain the details while questioning. Due to political and financial influence of the accused the Police did not take proper interest in many cases. Out of the 18 genuine cases, in 8 cases the victims felt that the Police did not conduct proper investigation. Probably as many of the molestation cases reported are not true cases, Police also have a tendency to give only little much importance to such cases. Hence genuine complainants suffer.

Out of the 18 genuine cases of molestation, 10 customers were satisfied with police action.

v. *Eve-teasing (Section 509 IPC)*

Only two eve-teasing cases came under the purview of the study. These cases are discussed below:

1. An Eve-teasing Case Registered at the Initiative of the Police

Leela (25) was travelling by a bus with her husband and child. Her husband is a Police Constable. She was sitting on a seat near the entrance, whereas her husband and child were sitting in one of the front seats in the bus. The bus was full of passengers. When some youngsters made some abusive comments on Leela and showed some sexually coloured gestures, she in a state of fear, alighted from the bus, at a stop before her actual destination, thinking that the bus had reached the actual bus stop. The accused (two youngsters) also go down there and followed her threatening and commenting. She got into one of her friend's house on the roadside. The house owner and his son came out and asked the accused to behave themselves. A police jeep was passing through the road. The Police saw the scene and arrested the two accused. Leela and her husband were called to the Police Station and the Sub Inspector asked them to file a written complaint.

Leela was not interested in filing the case, thinking the future reactions from her parents and in-laws. At last, the Sub Inspector encouraged them to file the case. Then her husband requested the Sub Inspector to not to charge sheet the case. Sub Inspector told him that being a policeman, not to fear about the consequences and he charge sheeted the case.

Leela did not inform this incident to her parents, thinking that they may not approve of her behaviour of filing a case in the Police Station. She thinks that her in-laws also may not approve of such an action like filing a police case. She is fully satisfied with the action taken by the Police.

2. An Eve-teasing Case Registered on the Basis of Customer's Complaint

Nirmala (45) is working as a manager in a State Government office. She had to suffer the abusive comments and sexual gestures of the accused every day while she walked to her office from the bus stop. The accused was running a shop very near to her office.

She was silently bearing all this for a long time. Later she discussed it with her husband and decided to file a case in the Police Station.

The Police took the accused into custody and questioned and also charge sheeted the case. In the meanwhile, many of the friends of the accused approached Nirmala for a compromise, but she denied. Later after completing one or two summons to the court, she agreed for a compromise and an out-of-court settlement was done in the presence of an advocate. The accused apologized to the victim. Thereafter the accused did not do any nuisance. Nirmala believes that she got justice from the Police. However the delay in the legal process made her to take the step for an out-of-court settlement.

General Findings (Eve-teasing Cases)

Eve-teasing is generally a low priority crime for the Police. More over customers also wish to end the matter as soon as possible. They think that approaching the Police Station with complaint of eve-teasing may not be approved by the society. However to get rid of the nuisance they complain to the Police with reluctance.

vi. Other Offences

Criminal assaults and other general types of offences are also committed against women. Four such cases were included in the study.

The four cases include one murder case in which the victim was killed by her husband. The accused used to trouble her and there were several complaints in the Police Station. The police favoured the husband in one 498A IPC case which was registered by the police on a complaint given by the victim. Police referred that case. The present instance is registered as a murder committed due to sudden provocation.

The other three cases are cases of severe physical assault and threatening by the accused and in 2 of these cases, the customers were not satisfied with Police action. One case is described below as a case study. In the remaining one case the customer was satisfied with police action.

1. Assault Victim Living Under Threat

Mini and her mother were staying alone in their house as her father was employed in a Gulf country.

The young complainant Mini (12) and her family had to bear the cruel physical torture from Vijayan, the accused and his friends. They are still bearing the consequences of the attack. Vijayan is a distant relative of Mini and had previous rivalry with her aunt.

On the day of the incident, Vijayan along with his friends, beat Mini's mother and grandmother. When Mini tried to defend herself from his attack with a sword, her hand got seriously wounded. Her mother was hospitalized for 6 months to treat the injuries caused due to the attack on her. Mini filed a case at the local Police Station on behalf of her mother who was hospitalised. The Police could not arrest Vijayan.

Vijayan is financially sound and he succeeded in influencing the Police. Mini's father was in a Gulf country at that time and no one was with her except the sick mother. Both of them had to visit the Police Station 5-6 times and also had to wait for long time there.

Mini filed petitions at DySP's office and Women's Commission. From both the offices, she did not get justice. They lost money and time for this. She believes that the Police received money from Vijayan and so her grievances were not redressed there. Due to the pressure from everywhere, Mini's father returned home from the work place and now he is doing farming. Her only brother has shifted to a distant place in a relative's house due to threats from Vijayan. Mini and her parents refused to accept the money offered by Vijayan for compromising the case and decided to go on with the case at any cost.

In the court, two hearings have already been conducted, but Vijayan did not attend. Her family expects attack from Vijayan at any time.

Findings

Though the accused is a habitual offender, the Police did not make any efforts to contain the unruly behaviour of the accused, due to financial influence of the accused. The victim feels that she did not get justice from the Police, though the case was charge sheeted in the court. As the victims were women living alone, they felt very insecure and finally the male

member had to leave his job in the foreign country considering the security of the family. This shows how insecurity of womenfolk in the society leads to insecurity to the menfolk also, thus affecting the social security as well as productivity.

4.3.1. Conclusion on Case Studies

Twelve cases of rape, one case of dowry death, two cases of eve-teasing, one case of 498A IPC and two cases of molestation and one case of assault were studied in detail.

Analysis of the case studies clearly shows that rape victims face maximum social ostracism and reconstruction of life is most difficult for the rape victims compared to other types of offences. However police personnel are generally prompt in registering of cases and arresting the accused, as far as rape cases are concerned. The Police consider rape as a top priority CAW. Even then further troubles from the accused, delay in trial and social ostracism make the life of rape victims extremely difficult. Though accessibility to the Police Station is not difficult for a rape victim, social lacunae in rebuilding the life of rape victims make the life of rape victims the most difficult. Complaining to the higher ups and other agencies helped the rape victims to get accessibility in the Police Station at least in some instances. However in all cases, support from the family was the most important as far as mustering courage to complain is concerned. At the same time, in one instance, the stigma attached to rape victims made a brother to cut off all the relationship with the sisters just because one of the sisters was raped. One family had to shift the residence, as they could not bear the ridicule from the neighbors and relatives. Such extreme social hardships the rape victims face, has nothing to do with their accessibility to the Criminal Justice System. But one has to consider the fact that the Criminal Justice process ultimately does not generally bring the culprits to book contributes further to the pathetic plight of rape victims. The perpetrator is not facing much of a social stigma, which poses some threat to his honourable existence. Even prompt arrest and charge sheeting does not ensure conviction of an accused within a reasonable time frame. This makes the victim psychologically very weak. As

far as minor cases like eve-teasing or molestation are concerned, the delay in trial compels them to compromise the case. In the case of child victims of rape, the traumatic experience of remembering the long forgotten incident at a later stage in life is a further punishment to the victim. In such instances parents refuse to cooperate during the trial stage. The ultimate result is that the perpetrator escapes punishment whereas victims plight in the society does not improve.

Going by mere number of cases registered, 498A IPC cases top the list of CAW. But in general, domestic violence cases are seen by the Police as a low priority crime. They try to not to register such cases or even if a case is registered, they do not take initiative to send the victim for medical examination even if signs of assault are seen. Even after registration of a case, the Police try to arrive at a compromise. Accessibility of Women to the Criminal Justice System is less in the case of domestic violence, compared to rape cases. Prejudice of Police Officers also is more against victims of domestic violence. Absence of proper remedies makes the problem all the more aggravated. Satisfaction of victims is less in 498A IPC cases due to non-professional handling of such cases by the Police as well as due to lack of proper civil remedies.

As far as molestation cases are concerned many instances are there in which section for molestation is included in assault cases to add seriousness to the issue. This leads to a general belief among the Police Officers that many a molestation cases are false. This makes genuine complainants in such cases to suffer. Attention of senior Police Officers may not be possible in molestation cases as these cases are generally handled by Head Constables or SHOs. Gender sensitivity of the lower level staff is extremely important, as far as accessibility of molestation victims to the Criminal Justice System is concerned.

As far as eve-teasing is concerned, though the offence is very common, cases hardly get registered. If gender sensitive SHOs who are active in the field are present, definitely a large number of suomoto cases of eve-teasing may get registered. But it is very obvious that the Police is

treating eve-teasing as a low priority crime. No initiative is seen taken by the Police to register cases of eve-teasing. Even when cases are registered, not much encouragement is given to the victim to pursue the case. Hence in one of the two cases registered, the victim compromised the case with the accused, fearing delay in the legal process. Thus lack of speedy process and low priority attached to such crimes has made accessibility of eve-teasing victims very less to the Criminal Justice System.

4.4. ANALYSIS OF DATA ON WOMEN PETITIONERS

Women who had approached Police Stations with complaints of general nature were also included in the study to compare their experiences with that of women victims of CAW cases. One-sixth of the petitioners going to Police Stations with grievances of general nature are women, where as CAW cases constitute only 3% of the total crimes. As the present study concentrates on women victims of CAW cases, and petitions are more or less with same nature, only 50 petitions were selected for the present study. It is significant to note here that women with complaints of domestic violence and eve-teasing (which are cognizable offences) also approach Police Stations with request to enquire into the matter as a petition.

The profile of women petitioners is discussed in Chapter-2. Covering all the types of women petitioners, 50 petitions were selected for the study. Out of 50 petitions, taken for the study, 72% (36) of the customers were satisfied with the action taken by the Police. Data on different types of petitions are analysed in this section (Table 4.9).

Table 4.11: Satisfaction of Customers in Petitions

	Eve-teasing	Domestic Violence	Property and boundary issue	Abuse by neighbors etc.	Marrying and abandoning	Physical attack	Money matters	False promise for marriage	Total
Satisfied	2	12	3	8	0	8	2	1	36
Not satisfied	0	6	5	0	1	2	0	0	14
Total	2	18	8	8	1	10	2	1	50

i. Domestic Violence

18 out of the 50 petitions are cases of domestic violence and 12 customers of this category were satisfied with the action taken by the police. The petitioners did not want to register any case of domestic violence, but wanted to stop the battering by strict warning from the Police. These customers told that the husband stopped beating and abusing due to the fear of Police, after the matter was settled by the SHO in the Police Station. Some respondents told that though the husband continued drinking habit after warning from the Police, they stopped physical violence due to fear of Police and they are satisfied with the Police Action. 4 of the customers approached Family Court for getting maintenance; as the matter could not be settled in the Police Station. 2 of them were not satisfied about the action taken by the Police. They told that due to political and financial influence of the husband, Police favoured counter petitioners and asked them to compromise the matter. A large number of women are approaching Police Stations for settling marital discord. Two-third of them are getting their grievances redressed through negotiations and warnings.

ii. Physical Attacks

Out of 50 petitioners, 10 are in the category of physical attack. These are cases of physical altercation following wordy quarrels between neighbours etc. 8 of them are satisfied about the action taken by the Police. The remaining 2 told that the police favoured the counter petitioner due to political influence.

iii. Property & Boundary Disputes

Though Police cannot legally interfere in civil matters, many customers approach the Police seeking remedy for civil matters. Around 16% of the petitioners are approaching Police Stations with property and boundary disputes. 8 customers filed petitions on property and boundary disputes. 3 of them got satisfaction and the remaining 5 respondents approached the Civil Court for remedy, as the matter could not be settled by the Police. Thus 70% of property disputes could not be settled by the Police.

iv. Abuse by Neighbours and others

This is an area where police can legitimately interfere and take action, as a preventive measure. 8 customers filed petitions against abuse by neighbours or others and all of them got their grievances redressed at the Police Station. In all these instances the Police summoned the counter petitioners to the Police Station, questioned and strictly warned them. Thereafter no threatening and nuisance occurred from counter petitioners. Hence all of them are satisfied by the action taken by the Police.

v. Eve-teasing

Though eve-teasing is a cognizable offence, two such cases are seen dealt as petitions. In one of these cases, the customer had approached the Police Station with petitions of eve-teasing. The two counter petitioners who were college students used to tease the petitioner and her friends regularly on their way to college. One day, the petitioner was going to college alone from the house. The counter petitioner made abusive and vulgar comments. She was afraid and she rushed away from the scene. The counter petitioners threatened to kill her, if she informed the matter to anybody. Due to fear she did not tell this to anybody, but later she informed

to her parents. With the help of her parents, she filed a petition in the Police Station. Police summoned the counter petitioner, but they did not attend at first. Later they attended. Police pressurized the petitioner to compromise the case, due to the political influence of the accused, the petitioner felt.

Later the petitioner also approached political leaders for influencing the Police. Then the Police strictly warned the accused and the case was compromised. Thereafter she did not face any threat from the counter petitioners.

Though the petitioner is a college student, she did not have knowledge that eve-teasing is a cognizable offence in which the Police should have registered a crime case.

In the other case of eve-teasing, the petitioner wanted to avoid registration of a case, though the offence is cognizable. Police strictly warned the accused and the nuisance was stopped. The customer is happy with the Police Action.

vi. Money Matters

Money matters without the ingredients of cheating are of civil nature. But sometimes customers approach Police to settle money matters.

Two customers had approached the Police Station to settle money matters and both of them were satisfied about the police action. In both cases, police summoned the counter petitioners and due to strict warning, they returned the money borrowed by them on loan from the petitioners. The petitioners had not kept any record for the loan given to the counter petitioners, who were known to them. Though the Police does not have any legal back up to ask the counter petitioners to pay the money, when the Police summoned and questioned them, due to fear of the Police they returned the money. The poor petitioners could not have otherwise got their money back as they could not have approached any other agency with a complaint, as there was no record for the money transaction. Here the Police played the role of a 'Nyaya Panchayat' and the customers were satisfied.

vii. Petitions Connected With Marriage

There is a petition regarding 'marrying and abandoning'. A girl's mother filed a petition against the counter petitioner that he kidnapped her daughter, married and gave her up after 5 months. He absconded at first and later the police caught him. But the counter petitioner denied the petitioner's claims and married another woman. The petitioner approached Women's Commission and they tried for a compromise but failed. According to the petitioner, the accused, politically influenced the Police and so she did not get justice. As the petitioner had a baby out of the affair, a case was filed in the court for getting maintenance and it is pending in the Family Court.

There is a petition for 'false promise of marriage'. The counter petitioner gave a false promise to the petitioner for marriage and her family made all arrangements for the marriage.

Later the counter petitioner withdrew from his promise and cheated her. He proposed another marriage and fixed it. Police summoned the counter petitioner and asked to give compensation. He gave some compensation and the case was thus compromised. The petitioner is satisfied by the police action.

The above two petitions of 'marrying and abandoning' and 'giving false promise for marriage' are probably considered in the Police Station as petitions on humanitarian ground. From very poor families women and girls are taken away by men for a few months under the pretext that they have married them or giving false promise that they would marry them later. When the men arrange fresh marriage for them only the women may realize that they are 'cheated'. Instead of trying for civil remedy, the poor girl's family first tries to arrive at some solution through Police Station. They could not think of meeting an advocate etc. due to financial difficulties. Common people think that remedy for their problems are with the Police and with great hope and confidence they first approach the Police only. Even when the matter may not have any criminal ingredient, the Police has a tradition of dealing with such matters as is done in a Nyaya Panchayat. Though there is no legal back up for decisions made by the Police in such cases, due to the fear of the

The negotiation skills of the SHO, the service mentality, patience and empathy shown by the SHO and the time available for the SHO for dealing with such matters determined the effectiveness of the SHO in 'settling' the petition matters. The 'satisfied customers' were mentioning about the effectiveness of the SHO in negotiations or reputation of the SHO as a strict officer, which instilled some fear in the counter petitioner.

5. Unlike the customers in crime cases, the customers in the petitions did not hesitate much to approach the Police Station with the petition. They did not feel much social stigma in approaching the Police Stations. Except in cases of domestic violence, the petitioners did not fear about-facing any social difficulties due to such behaviour as approaching the Police Station with a petition. Thus it is clear that the behaviour of approaching the Police Station with a criminal complaint of CAW is socially not that much acceptable, but approaching Police Stations with petitions of general nature such as money matters or boundary dispute is not considered as unacceptable.
6. Police show prejudices and negative attitude towards women customers more in the petitions of domestic violence than in cases of general nature. In petitions of domestic violence, those who are not satisfied told that they were compelled by the SHOs for a compromise even when the torture continued. Petitioners with grievances like 'abuse from the neighbours' etc. were generally very much satisfied. They were happy about the behaviour and attitude of the Police. Probably such issues are simple compared to complicated issues of domestic violence (which is actually cognizable).
7. Sometimes Police misuses the 'Petition Enquiry System' to cover up crime cases under the guise of petition enquiry, even though cognizable offence is revealed, as exemplified by the two eve-teasing cases and a few domestic violence cases. In these cases, probably instead of professional attitude, police showed patriarchal attitude towards the women customers. The police took a view that registration

of case would only 'harm' the customer and they tried to 'compromise' the case through petition enquiry. In many cases such decriminalization was done at the instance of the customers themselves. They wanted the police to give strict warning so as to avoid a criminal case.

8. Many Customers wish to avoid registration of FIR. They fear the dragging of case and repeated summons to court and associated financial burden. Hence they approached the Police Station for immediate settlement through petitions.
9. In matters, which are just fit to be treated within the Petition Enquiry System, most of the petitioners are totally satisfied with police action. (e.g. abuse by neighbours - all customers are satisfied) But when Police try to deal with civil disputes, and criminal matters beyond the purview of the system, they fail to satisfy the customers.
10. It generally took only one or two visits of customers to the Police Station to end the process of petition enquiry. As there are no dragging legal processes and immediate decisions are made, the customers are relieved from long drawn out legal processes and repeated summons and delays. This is one of the main reasons for satisfaction of customers approaching Police Stations with petitions. There also seems to be pressure on Police Officers to involve themselves in matters beyond their responsibility and competency from petitioners approaching Police Stations for 'immediate relief' to their 'burning problem' which may take away much of the police officer's time also.

4.5. GENERAL CONCLUSION

1. In general, Police Stations have become more accessible to the women, which is very obvious from the mere fact that one-sixth of all persons approaching the Police Stations with petitions of general nature are women. Women are now not reluctant or afraid to go to the Police Stations with complaints/petitions.
2. Though increasingly large number of women are approaching Police Stations to redress their grievances, and women petitioners approaching Police Stations with grievances of general and petty nature do not face any social stigma on account of their behaviour of going to the Police Station and filing a criminal complaint.
3. Those women who have already approached Police Stations with criminal complaints or petitions do not feel hesitant to go to the Police Stations again, if they had any complaints of similar nature.
4. The women who approach Police Stations with criminal complaints/petitions are more from the Below Poverty Line families with less social and educational status. But satisfaction obtained by such victims belonging to lower socio economic strata is less, compared to others.
5. In the case of serious offences against women like rape case, the police in general take immediate action like sending the victim for medical examination, arresting the accused etc and also they charge sheet the case without much delay. In spite of such prompt action from the police, delay in trial and social ostracism of the victim and her family makes the life of rape victims extremely difficult.
6. Though all the cases studied are seen charge sheeted or referred by the police in less than an year, and in most of the cases investigation is seen completed within 6 months, majority of the women respondents perceive that there is delay in investigation by the police.

7. Majority of the women customers in CAW cases felt that initially the SHO did not redress their grievances which prompted them to approach Superior Officer or other agencies. Thus women customers perceive that Cutting Edge Level Officers (SHOs) attend to them only if there is some push from Superior Officers or from other agencies. This is not the case of women petitioners who had approached Police Stations with grievances of petty nature and they were mostly satisfied by action taken by the SHOs.
8. In cases of domestic violence, lesser crimes like eve-teasing, molestation etc., Police show low priority, which affects the 'justice', meted out to the customers. Non availability of civil remedies and non access to other wings of the Criminal Justice System and other remedial measures make the women approach Police Stations with all sorts of complaints, thinking that Police Stations are the only place where they would get some 'justice'.
9. Though most of the customers approached a multitude of agencies with their complaints, irrespective of all the deficiencies and inadequacies, the Police Station is the single institution from which most of the women complainants get some sort of 'justice' which points towards the need for making the Police Stations more gender friendly and strengthening the institution of Police Station with more gender sensitized and professional staff. Long drawn out legal processes and delay in trial had made all other wings of the Criminal Justice System almost impermeable to the poorer women in the society of Kerala.

Chapter - 5

SERVICE DELIVERY - GAPS BETWEEN WOMEN CUSTOMERS AND POLICE PERSONNEL

5.1. INTRODUCTION

Service quality improvement is a major concern of any study connected with customers. For knowing what customers expect, generally customer surveys are done. Measuring the gaps between customers' expectations and management's perceptions is a good means for improving service quality.

Valarie A Zeithaml et al. (1990) present an instrument for measuring service quality, viz, SERVQUAL. They are measuring various service delivery gaps like service-performance gaps, customers' expectations-management's perceptions gap etc. using the instrument SERVQUAL. Such measurements are found useful in studies connected with Service Delivery and customer satisfaction.

In the present study, we have measured the Perceptions, Knowledge, Attitude and Practices of police personnel with respect to Customer Orientation towards women through Perception Score and KAP Score. As we have also studied the customer satisfaction of women who had approached Police Stations, it would be very useful to find out the gaps between women customers and police personnel as far as Service Delivery is concerned. Such an effort would be extremely beneficial in finding out actual shortcomings in Service Delivery and it would also help in evolving means for improved Service Delivery.

Accordingly, we have attempted in the study to measure the gaps in Perceptions and Attitude of police personnel and women customers by comparing the responses given by the women respondents and interviewed police personnel. The self assessment of interviewed police

personnel with respect to gender sensitivity also is analysed in the light of the Score they obtained on Knowledge, Attitude and Practices measurement. As service delivery quality with respect to certain types of crime cases are much low compared to others, service delivery gaps for the various Crime Heads are separately discussed. Attitude of both women customers and police personnel towards Women Police is also compared as induction of Women Police into the local police is a newly introduced change in the Kerala Police.

5.2. GAPS IN PERCEPTIONS ABOUT SERVICE DELIVERY

All the women customers interviewed stated that in case of need, they will again approach the Police Station. Most of them told that they would go to the Police Station with their family members. A few told that they would go with their friends. Those customers who had approached a multitude of agencies also felt that Police Station is the right place to go if they want to redress their grievances with respect to a criminal complaint. It is quite significant to note that whether they were fully or partially satisfied with police action, they were ready to approach the Police again. The women are not afraid to go to the Police Station even though some of them had approached the Police Station for the first time, with reluctance. Their initial encounter with the Police has only increased their confidence in the Police Department. However, this view is not fully shared by the police personnel. Many of the police personnel were not confident of sending their close female kin to a Police Station to file a criminal complaint. A few of them even told that they will try to avoid filing a complaint. A majority of the police personnel believed that whether their female kin get justice or not will depend upon the attitude of the police personnel who deal with the particular case in that particular Police Station. Some of them even believed that it would depend upon the pressure they exert through their influence or upon whether they pay bribe or not. It is pertinent to note here that majority of the women customers interviewed were from the Lower Income Group and not many of them told that they had to bribe the police, though most of them had spent around Rs.200/- as transportation charge for the autosrikshaw in which the police personnel visited the scene for investigation. But many of the women customers

believed that it was much more the political or financial influence of the offenders than their own natural bend of mind that caused the Police to go against them at a later stage in the investigation.

Many studies have shown that those who have gone to the Police Station have less prejudice with regard to the behaviour of police personnel. Similarly here also, the police personnel have expressed their perceptions, probably, without actually encountering a situation where (though daily they are encountering the situations faced by their women customers), they had approached a Police Station with some criminal complaint, whereas the women customers have expressed their views after going to the Police Station with complaint. Also to some extent, the police personnel's perceptions indicate their lack of confidence in their own colleagues and the system in which they are working. Any way it is interesting to note that women customers show more confidence in the Police Department, than the police personnel. This points towards the need for confidence building exercises among the Police Personnel so that they develop confidence in the system in which they are working. Peter Drucker writes, "The final requirement of effective leadership is to earn trust." Most employees ask themselves, "Why give my all to a Company that lacks integrity? Why bust my chops for a company in which I do not believe?" (Valarie A. Zeithaml et al. (1990: 7- 8) Why do police personnel lack confidence in the Department? The major reason could be that they themselves are aware of the fact that they are not delivering service to the women customers to the desired extent though they state that they are gender sensitized. Women respondents may be expressing confidence in police probably only because the treatment they got in the Police Station far exceeded their expectations. The police personnel are probably aware of the fact that what should be delivered to women by a service oriented organization is not being delivered by them. This points towards the need for regular gender training as well as constant translation of the 'vision' of Customer Orientation into 'action' by government policies and regular monitoring. Only through such processes, police personnel will actually become gender sensitized enough to deliver service to women, which

inturn would build up confidence in them about their own Organization that they are truly customer oriented.

5.3. GAP IN EXPECTATIONS

The study of Valarie A. Zeithaml et al. (1990) consistently showed that reliability i.e. ability to perform prompt service dependably and accurately, is the most important dimension for the customers. Responsiveness followed by Assurance (Knowledge and Courtesy and ability to convey trust and confidence) was the next important dimension for the customers. Tangibles (physical facilities) were of least importance to the customers. Our study more or less support their findings.

The women customers interviewed said that prompt investigation, arrest, charge sheeting and follow up actions were most important to them. The next importance was given to questioning by Women Police and police personnel's empathy and courtesy. The interviewed police personnel were asked to state three factors (in the order of priority) which will satisfy the women victims of crime approaching a Police Station. 45.5% of the police personnel mentioned that promptness in investigation, arrest and charge-sheeting as the most important factor. 22.3% of the respondents considered police personnel's empathy and courtesy as the most important factor, 34.6% considered, this as the second important factor. 11.9% considered, presence of Women Police as the most important factor. 7.1% considered police personnel's communication and ability to instill trust as the most important factor. While 12.8% of the police personnel considered modern facilities in the Police Station and physical appearance of the police personnel as the most important factor which will satisfy the women victims of crime, none of the women victims considered this factor as important at all. 18.2% of the police respondents considered investigation by women police as an important factor satisfying women victims of crime. This was also agreed upon to some extent by the women complainants.

Table 5.1: Factors Satisfying Women Victims - Police Responses

Sl.No.	Factors	First suggestion		Second suggestion		Third suggestion	
		n	%	n	%	n	%
1.	Modern facilities in the station	63	12.8	10	2.0	24	4.9
2.	Promptness in investigation	225	45.5	97	19.6	54	10.9
3.	Police empathy and courtesy	110	22.3	171	34.6	69	14.0
4.	Communication skills and ability to instill trust.	35	7.1	121	24.5	100	20.2
5.	Presence of Women Police	59	11.9	73	14.8	146	29.6
6.	Investigation by Women Police	1	0.2	19	3.8	90	18.2
7.	Any other	0	0	0	0	6	1.2

When the police personnel were asked to cite reasons for dissatisfaction of women customers coming to a Police Station they responded as given in Table 5.2.

Table 5.2 shows that delay in charge sheeting is not perceived by police personnel as a major cause of dissatisfaction. But in our research study though in all the cases studied, charge sheet was laid within an year and in majority of the cases charge sheets were laid within 3 months, 96 respondents felt that there was delay in investigation. Thus there is a big gap in the perceptions of police personnel and the expectations of women respondents about the expected time for completion of investigation. Customers expect a lesser time frame for completion of investigation.

Table 5.2: Reasons for Dissatisfaction of Women Customers - Police Responses

Category	Reasons for dissatisfaction of Women Customers coming to Police Station								Total
	Abusive language used	Delayed attention	Copy of FIR not given	Improper investigation	Delay in charge sheeting	Not informing result of investigation to the customer	Lack of follow up by police	Any other	
Grass Root Level Total	77 26.9%	123 42.9%	2 0.7%	21 7.3%	3 1.0%	16 5.6%	40 13.9%	5 1.7%	287 100%
Cutting Edge Level Total	47 36.2%	48 36.9%	2 1.5%	12 9.2%	4 3.1%	2 1.5%	7 5.4%	8 6.2%	130 100%
Middle Level Total	16 20.7%	37 48.1%	1 1.3%	13 16.9%	1 1.3%	4 5.2%	5 6.5%	0 0	77 100%
Grand Total	140 28.4 %	208 42.1%	5 1.0%	46 9.3%	8 1.6%	22 4.5 %	52 10.5%	13 2.6%	494 100%

Table 5.3 shows that favour shown to the accused by the Police due to political or financial influence of the accused is one of the major reasons for dissatisfaction of women victims. However, Table 5.2 police responses does not mention corruption as a reason for dissatisfaction of customers. Table 5.6 shows that only 1.6% of the police respondents consider corruption as the first barrier against Customer Orientation. 2.6% and 7.7% respectively only consider this as the second and third barrier in Customer Orientation. Thus the gap in this particular aspect between women and police personnel is wide. Though women victims experienced that financial or political influence of the accused (which can be interpreted as corruption) acted as a major barrier against customer satisfaction, police personnel do not consider this as a very important barrier towards customer satisfaction. The police top management need apply special attention on this particular aspect of corruption acting as a major barrier against customer satisfaction. Steps to weed out corruption in the Department is required to bridge this gap.

Table 5.3: Reasons for Dissatisfaction of Women Customers- Responses of Women

Sl.No.	Reasons	Number
1	Delay in trial	95
2	Accused troubling victims	77
3	Financial difficulties due to repeated summons to Police Station etc.	85
4	Favour shown to accused by police due to financial and political influence	54
5	Absence of women police	18
6	Improper handling of investigation	58
7	Inordinate delay in investigation	35
8	Indecent language/ill treatment by police	6

Note: Responses add up to more than the total number of respondents because many respondents chose more than one alternative.

a. Steps Suggested by Police Personnel for Better Customer Orientation of Police Personnel Towards Women

When the police personnel interviewed were asked to suggest steps for better Customer Orientation of police personnel towards women, (Table 5.4) 46.6% of the respondents suggested gender sensitization training. 24.7% of the respondents suggested modern facilities in the Police Station including counselling, 21.9% suggested availability of Women Police and their utilization in questioning the women victims of crime, 4% suggested commitment of superior officers, clear messages from above as well as accountability. Appointment of Women SHOs was suggested by a few. A few others suggested reward for officers who deal with women customers fairly and punishment to those who deal with them in a discourteous manner.

Table 5.4: Steps Suggested by Police Personnel for Customer Orientation

Sl. No.	Steps	First suggestion		Second suggestion		Third suggestion	
		n	%	n	%	n	%
1.	Gender Sensitisation Training	230	46.6	42	8.5	75	15.2
2.	Availability of women police and their utilization in questioning	108	21.9	150	30.4	63	12.8
3.	Modern facilities in the Police Station	122	24.7	166	33.6	83	16.8
4.	Commitment of superiors	20	4.0	90	18.2	81	16.4
5.	Reward to officers who deal with women victims fairly and punishment to those who deal with them in a discourteous manner	5	1.0	27	5.5	92	18.6
6.	Appointment of Women SHOs	9	1.8	19	3.8	66	13.4
7.	Any other	0	0	0	0	34	6.9

Steps suggested by women victims for improving customer service to women are given in Table 4.8 in Chapter - 4. All the women victims suggested courtesy and empathetic behaviour by the police as the most important factor in this regard. 24% of women suggested questioning by Women Police also as one of the steps. Financial assistance to meet the expenditure of repeated summons to the Police Station was another suggestion by 20% of the women respondents. 18% also suggested minimizing the number of times the complainants are summoned to the Police Station as a step to ensure better customer service to the women. 14% considered informing the progress in investigation to the victims as an important factor in improving customer service to women.

Table 5.5: Suggestions Given by Police Personnel for Satisfaction of Women Customers

Sl. No	Suggestions	First suggestion		Second suggestion		Third suggestion	
		n	%	n	%	n	%
1.	Ensuring immediate attention to the customer	385	77.9	43	8.8	29	5.9
2.	Prompt investigation and charge sheeting	71	14.4	233	47.2	44	8.9
3.	Follow up further trouble, trial etc.	4	0.8	118	23.9	171	34.6
4.	Individual attention and empathy	23	4.7	49	9.9	77	15.6
5.	Ensuring prompt dispatch of copy of FIR to the complainant	2	0.4	18	3.6	19	3.8
6.	Informing the complainant of the result of investigation	4	0.8	17	3.4	107	21.7
7.	Modern facilities for registration of complaint without interface with police personnel	5	1.0	11	2.2	43	8.7
8.	Any other point	0	0	5	1.0	4	0.8

Police personnel suggested ensuring immediate attention to the customer, prompt investigation and charge sheeting of cases, follow up of further troubles, trials etc as the major steps for ensuring satisfaction of women customers. It is interesting to note certain gaps here. Empathy of police personnel is considered as most important by all the women victims whereas Police Personnel did not give importance to this point.

Only 21.9 % of the police personnel suggested availability of Women Police in the Police Station and their utilization in questioning as the first suggestion for Customer Orientation of police personnel. It is pertinent to note here that 95.65% of the women suggested questioning by Women Police as a prerequisite for customer satisfaction. To the women victims who are legally illiterate, it was not possible to put technical questions like charge sheeting etc. However 56.5% of the women respondents suggested information regarding progress in investigation as a step for customer satisfaction. But only 4 police respondents (0.8%) gave informing result of investigation as the first suggestion for customer satisfaction and 3.4% and 21.7% respectively gave this as the second and third suggestion. 77.9% of the police respondents suggested ensuring immediate attention to the customer in the Police Station as the first step for customer satisfaction. Police personnel consider that a feeling that the women customers are getting the attention without delay itself will make the women satisfied. The gap in this regard with the women customers is very obvious. The women customers would not be satisfied by just getting immediate attention. Information regarding progress in investigation is extremely important for the satisfaction of women customers whereas the police personnel do not consider this aspect important at all. Getting immediate attention in a Police Station is a superficial aspect compared to progress in investigation. What ultimately results out of a criminal complaint is of more importance to the customers rather than mere attention at the first instance. Police personnel probably stressed upon 'getting attention', considering the fact that many customers have to wait in the Police Station for hours together before they could get the attention of the SHO. None of the women respondents in our study had obtained a copy of the FIR from the Police Station immediately after

registration of a case. This is inspite of the legal provision that a copy of the FIR should be provided to the complainant. One gang rape victim in our study was shocked to find later that a few of the accused were omitted in the FIR. Similarly in an eve-teasing case the victim was shocked to find much later, from the court, during trial that the name of the accused was conveniently changed probably due to the financial influence of the accused who was a government servant. Such dissatisfaction would not have occurred had they obtained copy of the FIR immediately and the progress of investigation was informed to them. Such most important factors for victim satisfaction are not at all considered as important by the police personnel. Bridging such big gaps as far as the perceptions of police personnel regarding customer satisfaction and actual customer satisfaction is most important in improving Service Delivery to women. This aspect needs immediate attention of the Police Department.

The financial difficulty faced by the customers who are in general from the BPL families, due to repeated summons to the Police Station and later on to the court is immense, as described in Chapter 4. Police personnel need to be sensitized about this issue. Though this item was not given as a choice, none of the police respondents specifically mentioned financial difficulties as one of the reasons for dissatisfaction of women customers. Just like improving the response time on getting a complaint, avoiding repeated summons to the Police Station also need to be cited as an important step to achieve customer satisfaction in the Police Station. Communication and regular follow up of this item by the Police Department are extremely important to bridge the gap between police personnel's perceptions and women customers' experience in this regard.

b. Barriers in Customer Orientation

When police personnel were asked about the barriers in ensuring Customer Orientation of police personnel towards women victims, (Table 5.6) 42.7% indicated that lack of gender sensitivity is the most important barrier. 20.9% told that lack of knowledge and skill is the most important barrier. 16.2% felt that lack of courtesy and empathy are the most

important barriers. 4.9% felt that lack of Women Police is the most important barrier in ensuring customer orientation of police personnel towards women. 9.7% felt that lack of monitoring by superiors is the most important barrier. 1.6% considered corruption as the most important barrier. Physical facilities in the Police Station were never mentioned by women customers as important. But some police personnel consider this as an important barrier.

Table 5.6: Barriers in Customer Orientation - Police Responses

Sl. No	Barriers	First Barrier		Second Barrier		Third Barrier	
		n	%	n	%	n	%
1	Lack of gender sensitivity	211	42.7	57	11.5	74	15.0
2	Lack of knowledge and skill	103	20.9	142	28.7	48	9.7
3	Lack of courtesy & empathy	80	16.2	107	21.7	94	19.0
4	Lack of women police	24	4.9	81	16.4	49	9.9
5	Lack of physical facilities	13	2.6	54	10.9	55	11.1
6	Corruption	8	1.6	13	2.6	38	7.7
7	Lack of monitoring by superiors	48	9.7	35	7.1	100	20.2
8	Any other point	7	1.4	5	1.0	36	7.3

It is significant to note here that 42.7% of the police personnel themselves considered lack of their gender sensitivity as the first barrier to develop Customer Orientation towards women. Police personnel also admit (20.9%) that their lack of Knowledge and skill acts as a barrier in achieving Customer Orientation towards women. This is more or less justified by the Knowledge Score they obtained. Ignorance of legal provisions, Circulars etc. was noticed to a considerable extent, while measuring Knowledge. As mentioned earlier, lack of Women Police is not considered as an important

barrier by police personnel but it is considered as important by the women customers.

5.4. CUSTOMER ORIENTATION. - SELF ASSESSMENT OF POLICE PERSONNEL

In general, police personnel rate themselves high, as gender sensitized persons. (Table 5.7) 78.34% (Excellent, Very Good and Good) have a positive attitude on this. They also generally feel that they are as gender friendly as others or better, when compared to their colleagues. They are also satisfied with their own performance as gender friendly officers. (Table 5.8) 89.48% (Excellent, Very Good and Good) have rated themselves positively on this question. In general, they rate themselves high, as customer oriented police officers. From the above statistics, it can be presumed that police personnel themselves do not feel much, the need for acquiring, knowledge, developing positive attitude and adopting good practices in the field of customer orientation towards women.

Table 5.7: Self Assessment of Police Personnel on Gender Sensitivity

	Category	Frequency	Percentage
In general, how will you rate yourself as a Gender Sensitized person?	Excellent	70	14.2 %
	Very Good	94	19.0%
	Good	223	45.1%
	Average	106	21.5 %
	Poor	1	0.20%
	Total	494	100%

Table 5.8: Self Assessment of Police Personnel on Customer Orientation

	Category	Frequency	Percentage
In general, how do you rate yourself as a Customer oriented Police Officer?	Excellent	72	14.6 %
	Very Good	131	26.5%
	Good	239	48.4 %
	Average	51	10.3%
	Poor	1	0.2%
	Total	494	100%

However it is very evident that there is a gap between the Knowledge, Attitude and Practice of police personnel and the Self Score they gave themselves in the field of Customer Orientation towards women. Though it is very good to have self-confidence, it should not be a barrier in acquiring fresh knowledge, developing positive attitude and adopting new practices. The confidence of police personnel that they are sufficiently gender sensitized and customer oriented, should not prevent them from seeking new knowledge in the field. It will be seen from table 5.6 that 42.7% of the police personnel think that lack of gender sensitivity is the main lacuna in handling CAW cases. This was given as the second choice by the largest number of respondents also (28.7%). In the light of this fact, the claims of the respondents in Table 5.7 and 5.8 seem very tall. However there is a silver lining in the cloud. They admitted their limitation and expressed willingness to be further enlightened on the issue. While interviewing the police personnel, after completing the Interview Schedule, when they were told about wrong practices like sending a rape victim for medical examination to a Gynecologist instead of Forensic Doctor, they were only too willing to admit their ignorance. Most of the personnel felt extremely happy to attend the interview, as at the end of the exercise, they learnt something. They also felt happy that somebody asked them about their professional fulfillments, knowledge,

attitude etc. Many of them wanted such exercises to be done periodically, so that they can introspect as well as learn many things. This was an extremely enriching experience for the researcher also.

5.5. SERVICE DELIVERY GAPS UNDER VARIOUS CRIME HEADS

Gap between attitude of police personnel and expectations of women customers under various Crime Heads are discussed in this section.

About 10% of police personnel think that in general rape cases reported in the Police Stations are not true. In the victim study discussed in Chapter - 5, it was seen that 9 out of 12 rape cases reported were true (75%). Thus the ground situation is more than the estimate of the police. However sometimes the police men's belief is true. In the study there is a case in which rape was alleged when the partner moved away from a consenting relation. Such cases which are not true prejudice the minds of police personnel and they try to generalize the situation and even true cases are viewed with suspicion. This points towards the need for attitude building in the police personnel to approach every case with an open mind in the beginning. Just because a few false cases were reported nobody should develop an attitude that a particular type of offence reported is generally not true. Case studies describing the pathetic situation of rape victims may be included in the Gender Sensitization Training Programmes so as to sensitize the police personnel.

It is also important for the police personnel to add only the relevant sections of the case while charge sheeting. In the Focus Group Discussions one lawyer was mentioning that he had occasion to appear for the accused in more than 20 cases charged with the offences of Section 3 (XI) & (XII) of Scheduled Castes and Scheduled Tribes (Prevention of Atrocities Act 1989). He mentions that all the cases ended in acquittal due to lack of merit in adding Sections under the SC/ST Act. Because the SC/ST Act was added without merit, even in the original offence of rape, the judicial mind was prejudiced. The lawyer mentions that the police officers were

compelled to incorporate SC/ST Act without any merit due to the intervention of religious and caste organizations. He also mentions that the Investigating Officers wish to avoid allegations which may be raised against them that they deleted the SC/ST Act, while charge sheeting due to their prejudices against such sections in the society.

As far as molestation cases are concerned, the victim study shows that in a number of cases section 354 IPC was added to cases of assault thinking that this will bring in more gravity to the assault case. Such misuse of this section may cause prejudice to the police officers as well as judiciary. In such cases also the prosecution officers during Focus Group Discussions told that sometimes the police officers charge sheet false cases to avoid allegations against the Investigating Officers. There is an inbuilt mistrust of the Police in the Criminal Justice System. Generally the judiciary, the media and the society tend to mistrust the police and allege foul play against the police very often, with or without reasons. The Criminal Justice System as such needs to trust the Police more. The Malimath Committee Report (2003) on criminal justice reforms has made a few suggestions in this regard. The society in general also needs to develop more trust in the police. Only trust begets trust. Lack of confidence in the Police by the society in general makes the Police to take defensive steps so as to safeguard themselves against facing disciplinary actions or unwarranted allegations. These defensive steps may sometime lead to charge sheeting the cases, without deleting irrelevant sections which will ultimately result in acquittal of such cases. The net result would be that the women customers do not get justice.

Domestic violence cases account for the largest number of CAW cases. The victim study shows that in a large number of genuine cases the customers are not getting justice. Even when there is physical assault they are not even sent for medical examination. The police personnel may sometimes try to negotiate and settle the issues. This some times results in death of the victim, as revealed in one of the cases studied (discussed in Chapter 4). Though there may be a few cases where the family members of

the husband are included in the array of accused in the 498A IPC cases without any justification, there are also cases in which police treat genuine 498A IPC cases as petitions and pressurize the victims for a compromise. Such extremes lead to injustice being done to a number of customers. In the Focus Group Discussions one lawyer was mentioning a case in which a bedridden grandmother of the husband was also made an accused by the Police, because in the complaint given by the victim, her name was also mentioned. This particular complaint was sent under section 156(3) of Cr PC through the court for investigation. The Police blindly laid the charge sheet against every accused mentioned in the complaint. The old lady was brought to the court on a stretcher. Needless to say about the fate of the case. In many cases poor and innocent ladies are dragged to the court alleging offence under section 498A IPC without any touch of truth. The prosecution officers in the Focus Group Discussions felt that such action of charge sheeting innocent people by the police leads to prejudice in the mind of the judicial officers and this gets reflected even during the trial of genuine cases. Thus it is very clear that the police need to be extremely professional while dealing with 498 A IPC cases. As Customer Orientation is aimed at ensuring justice to all the customers this can be ensured only through thoroughly professional practices besides empathy and gender sensitivity.

In the Focus Group Discussions, a prosecution officer was mentioning how false implication of innocent accused by the victims' family sometimes dilute some of the serious offences. For example, conflict of opinion regarding the custody of children after the death of the victim in 304B IPC cases sometimes becomes the reason for including some of the close relatives of the victim's husband as accused in such cases. Though the aim is to discredit the husband and create in the mind of the judicial officer a prejudice against the accused it can be counter productive and lead to prejudices in the mind of judicial officers against the genuineness of the case.

Both the victims as well as the police personnel, even the highly educated class among both, consider litigation to be a social stigma. For example in one of the eve-teasing cases studied, a Police Constable's wife

was the victim. Though the Sub Inspector of Police took initiative to charge sheet the case, the victim as well as her husband, the Police Constable, thought it shameful to have a police case, and they wanted to withdraw the case. Only in 38% of the cases studied the victims have immediately approached the Police Station. Others tried to negotiate so as to avoid filing a criminal complaint. Though their attitude changes, once the customers approach the Police, still there is some social stigma attached to such behaviour as women going to the Police Station. As police personnel also keep such an attitude they will reflect the same towards those customers coming to the Police Station. When a police officer wishes to avoid his own wife going to the Police Station to file a complaint, definitely he is not going to have a good opinion about a woman mustering courage to go to the Police Station and file a complaint.

Attitude Towards Women Police

It is significant to note that both police personnel and women customers have a very positive attitude about Women Police.

The customers feel extremely positive about the presence of Women Police in the Police Stations. Both police personnel and customers agree that there is need for Women Police in the Police Stations, but customers feel it more, especially the victims in rape/molestation cases. The police personnel think that in general their behaviour towards women customers improves if Women Police also are present in the Police Station.

5.6. GAPS BETWEEN DIFFERENT WINGS OF THE CRIMINAL JUSTICE SYSTEM

The lawyers and prosecution officers during Focus Group Discussions highlighted the need for better infrastructure in the court for the victims. At present the victims are made to stand in the court along with habitual offenders. This persuades many of them to avoid further presence in the court and just on this ground many victims compromise the case outside the court. In such cases, the only justice the victim ever got was from the

Police Station. Most of the Focus Group members agree that though the physical infrastructure in the Police Station also is not up to the mark, compared to limitations in the court, Police Stations are comparatively better and unlike in the court the women customers do not feel that they are waiting along with the habitual offenders, when they go to Police Stations. Another point raised by the prosecution officers and the lawyers is that in this era of negotiations and settlements, the victims are compelled to settle their complaints without real redressal. Even statutory bodies pressurize the victims to settle the complaints. Such out-of-court settlements only add insult to injury as far as the victim is concerned. In the settlement done by the Police during petition enquiry the counter-petitioners at least have fear of the Police and as already seen in the victim study, the petitioners are generally satisfied with the settlement even after a few years. But in the other type of out-of-court settlement or settlement done by statutory bodies the victims are not getting the psychological relief and the physical protection because the accused/counter petitioners may again trouble the victims as they do not have a fear of police and professional counselling also might not have been done. Lack of quality in prosecution and lack of follow-up action by investigating agency are also major reasons cited in the Focus Group Discussions as far as failure of justice delivery to victims is concerned. Another major gap pointed out by the Focus Group Members is lack of coordinated functioning of all the wings of the Criminal Justice System. Conviction rate is so poor and the final outcome is so far off that the victims rarely look beyond the Police, as far as Criminal Justice is concerned.

The gender sensitivity of personnel from other wings of the Criminal Justice System including the Judiciary is extremely important in bringing in Justice to the women customers. A few interviews of prosecution officers and judicial officers was done by the researcher using slightly modified Interview Schedules used for police personnel (See Appendix VII). A careful study of their responses showed that the Knowledge, Attitude, Practices as well as Perceptions of these personnel are not very high. Some of them even failed to recognize that women actually face any problems in getting satisfaction from the Criminal Justice System. As far as gender

training is concerned it seems police personnel are better exposed than the judicial officers and prosecution officers. This points to the dire need for gender sensitization of other wings of the Criminal Justice System also side by side with improvement in the Police Department.

5.7. CONCLUSION

The study of Service Delivery gaps between women customers and police personnel shows that, by and large, the perceptions of police personnel and women customers are not too wide and are not unbridgeable. The perceptions of those women who have already approached the Police Station once, about the Service Delivery of Police is rather much better than the perception of police personnel themselves about customer satisfaction of women. However the police personnel are slightly overconfident about their own awareness level of gender issues. Lack of knowledge and attitude of police personnel sometimes decriminalize certain crimes, like domestic violence. Patriarchal values guide the police personnel to some extent and some personnel perceive that some of the CAW cases are victim-precipitated. Such situations lead to gaps in Service Delivery. Of course these gaps are bridgeable through proper gender training.

The major gaps between police personnel's perception and the women customers experiences as far as Service Delivery is concerned lies in the aspects of prompt investigation and communication of the result of investigation, difficulties caused to customers due to repeated summons to Police Stations and non-delivery of service due to corruption. Police personnel do not consider empathy and courtesy as important factors for customer satisfaction though the women respondents expressed the view that 69% police personnel were empathetic to them. Women respondents consider empathy and courtesy as very important for their satisfaction. Women customers also expect speedier investigation. There is a big gap on this aspect between customers' perception and police personnel's perception about what is speedy investigation. These areas require urgent attention of the Police Department. Appointment of women SHOs and Women Police in

the Police Stations also would bridge a major gap in Service Delivery, by ensuring the presence of Women Police (which is desired by 96% of the women respondents) to interview the women victims. This requires the urgent attention of the policy makers. Other wings of the Criminal Justice System also leave gaps to be bridged in their Service Delivery.

Accessibility of women to the Criminal Justice System will largely depend upon the Customer Orientation of police personnel towards women. The gaps between women customers and police personnel discussed in the Chapter clearly brings out a picture of accessibility of women in Kerala to Police Stations vis-a-vis gender awareness and Customer Orientation of police personnel. Such a discussion was found extremely useful in fulfilling the major objectives of the study.

Quality Service Delivery to the customers is the winning strategy of any Customer Oriented Organisation. Improvement of Service Delivery could be achieved only through finding out gaps between the customers and personnel involved in Service Delivery, and making efforts to bridge the gaps. In this Chapter, an effort is made to measure the gap between women customers and police personnel using the data collected from the women respondents and the interviewed police personnel, as well as the informations gathered through Focus Group Discussions (Police officers, prosecution officers and lawyers were included in the Focus Group Discussions) Though due to the limitations of the study, exact measurements of gaps was not possible, the exercise was found very rewarding and leaves much scope for further research. Continuous exercises for finding out gaps and bridging of gaps in Service Delivery may be adopted by any organization believing in customer satisfaction. This is especially relevant for any Police Force urging to be driven by the mission of Service Delivery.

CHAPTER - 6

RESEARCH FINDINGS AND A STRATEGIC MODEL FOR CUSTOMER ORIENTATION

6.1. RESEARCH FINDINGS

The major objectives of the study were the following:

- I. (a) Finding out whether accessibility of women in Kerala to Criminal Justice System has increased in recent years.

(b) If accessibility has increased, what are the causative factors for this increased accessibility?

- II. (a) Finding out whether currently police personnel are more aware of gender issues and they deal with cases of offence against women with empathy.

(b) If police personnel show more Customer Orientation towards women victims, what are the reasons for the changed out look?

The research study brought out clear results endorsing the objectives of the study. These results are discussed below. As already stated, the study is more or less centred around only the first window of Criminal Justice System, i.e., the Police Station.

6.1.1. Accessibility of Women to the Criminal Justice System

The issue whether accessibility of women in Kerala to the Criminal Justice System has increased in the recent years was analysed with respect to various categories of women customers who had approached

Police Stations with various types of complaints. Whether it is a criminal complaint or a 'non cognizable' petition, there is no doubt that increasing number of women are approaching the Police Stations in recent years. Infact the women from the lower strata of the society approach Police Stations in more numbers. Most of them are legally illiterate, coming from Below Poverty Line families. The complainants in many serious offences had tried to negotiate and solve the issue in other ways initially, with a view to avoid going to the Police Station. This was due to their apprehension with regard to outcome of going to the Police Station. However once they had approached the Police Station, their views changed. All the respondents expressed the view that in case they had a criminal complaint, they would definitely go to the Police Station again. This is a reasonable testimony to show that accessibility of women to the Criminal Justice System has increased recently.

The customers in CAW cases were not only fearing social stigma but also facing the same, while approaching the Police Stations whereas customers in petitions of general nature did not feel or experience social stigma on approaching the Police Station. The fact that victims in CAW cases still fear and face social stigma on approaching Police Station is significant, even so, more and more women approach Police Stations with petitions of a general nature showing that Police Stations have indeed become accessible to women. Though it will take some more time for Police Stations to be more customer friendly for victims of CAW cases, the increased accessibility of Police Stations in general to the women can be considered as the first step of progress in this direction.

As the ultimate result of a criminal complaint comes out through the judgement in the court, the accessibility can be measured finally through the results obtained after trial in the criminal case. As trial gets unduly prolonged due to various reasons, ultimate result is not obtained to the complainants in most of the cases even after more than six years. Thus unlike the first window of the Criminal Justice System, the Police Station, the other windows of the Criminal Justice System, remain more or less distant and inaccessible to the women customers.

Though accessibility of women to the Criminal Justice System has increased recently, the increase in accessibility is not uniform for all types of criminal complaints and in all types of Police Stations. The research findings show that in the case of domestic violence, the customers face prejudices leading to under-registration of cases or improper handling cases. In sexual harassment and molestation cases, due to non-priority for such cases in the Police Station, the customers faced inaccessibility and dissatisfaction. The statistics that only extremely few cases of eve-teasing get registered in the Police Station, (though the problem is highly prevalent at public places) coupled with study details of two cases included in Chapter 4 are sufficient to prove that sexual harassment victims do not find Police Stations accessible. Molestation case victims and domestic violence victims face a prejudice from the police personnel that many of the registered cases are not true. Such perception of police personnel is far from truth as far as domestic violence is concerned, as shown by the result of the study that 59 out of 65 cases studied are true cases. Thus male prejudices decriminalize domestic violence. 18 out of the 32 studied cases of molestation were not true cases. Such misuse of provisions caused true victims in molestation cases to suffer and out of the 18 true cases, only in 10 cases the victims got justice (as against 9 out of 12 rape cases in which the victims got justice). In the case of the grave offence of rape, though the victims felt satisfied with police action, the fact remains that even after six long years not even in a single case trial has started and all the victims are dejected by the long drawn out legal process apart from facing social stigma and total social ostracism along with financial difficulties. Moreover flaws in investigation and prosecution are just awaited to be revealed during trial (to be envisaged as police personnels' knowledge with respect to investigation techniques of rape are found to be insufficient or imperfect). *Thus though superficially it may appear that accessibility of women customers to the Criminal Justice System has increased, the apparent change is only incremental, not strategic.* Due to the general air of gender sensitivity around, the police personnel as well as the women customers breath the general air of gender awareness which has resulted in increased accessibility of women, at least to first window of the Criminal Justice System, i.e. the Police. But the increased accessibility is not

due to any paradigm shift in thinking of the police personnel or due to total empowerment of the womenfolk or due to changed social norms and cultural values. Hence the increased accessibility is not uniformly applicable to all types of criminal complaints in all situations. There are three types of Police Stations, heavy, medium and light as far as workload is concerned. In the Police Stations with heavier workload, the victims were less satisfied, compared to lighter Police Stations. Even though in heavier stations also only very rarely grave crimes like rape are reported, whenever law and order situations or other types of grave crimes are more, police priorities are shifted to such work and CAW cases are handled without due attention. Thus lack of priority for CAW cases leads to a situation in which women find the system accessible only when there are no other pressing priorities.

In a nutshell, accessibility of women to the Police Station has increased but not uniformly for all types of offences and in all types of Police Stations.

6.1.2. Causative Factors for Increased Accessibility of Women to the Criminal Justice System

There are a number of factors which have made Police Stations more accessible to the women customers in recent years.

The police personnel themselves considered the recent Government Policies, Departmental Instructions and Circulars as the main reasons for increased accessibility of women to the Police Stations. They also consider the recent induction of Women Police in the Police Stations, gender sensitization training programmes and commitment of superior officers to the cause of gender justice etc as the causative factors for increased accessibility of women to the Police Stations, in the recent years.

The women customers felt that the presence of gender sensitized Middle Level Officers and Cutting Edge Level Officers facilitated their accessibility to the Police Stations. Intervention by superior officers, political executive, etc. also helped them to get accessibility to the Police

Stations in a few cases. Apart from the family members, there is nobody else who is helping the women to go to the Police Station to file a criminal complaint. N G O sector, local politicians or any other agency is not found playing any direct role in increased accessibility of women to the Criminal Justice System. Thus it can be safely concluded that increased gender awareness of police personnel and policies of the Government and of the Police Department are the major causative factors in increasing accessibility of women to the Police Stations in Kerala in recent years.

As 86% of the women respondents told that police personnel used only fair language while dealing with them and 69% of the respondents got empathetic treatment from the Police Station, it can be safely concluded that increased gender sensitivity of the police personnel in the recent years and their consequent fair dealing with the customers has made Police Stations more accessible to the women. As police respondents state that the presence of Women Police in the Police Stations (which is a newly introduced change) has helped themselves and their colleagues to be more fair to the women customers coming to the Police Station, the presence of Women Police in the Police Stations can also be considered as one of the important causative factors for increased accessibility of women to the Police Stations.

Measurement of gender awareness in the study clearly brought out that gender training improves gender awareness to a significant level. Thus gender training can be considered as an important causative factor for increased accessibility of women to the Police Station. Though victims did not recognize intervention by other agencies as an important reason for their increased accessibility to the Police Station, interference by Women's Commission and other agencies was cited as one of the reason by police personnel for their increased gender sensitivity. Thus other agencies working to empower women legally or socially have indirectly facilitated increased accessibility for the women customers of the Criminal Justice System. A few police respondents felt that intervention by media, legislative committees, judiciary etc., create a fear psychosis among the police personnel that improper handling of CAW cases may invite adverse criticism and adverse

publicity. This has forced police officers to respond to offences of grave nature like rape quickly. Thus women victims of grave crimes, especially rape, get immediate attention of the SHO and middle level officers leading to quick registration of FIR and some times quick arrest. But once external attention dwindles, the attention to the cases also may get lost, leading to flaws in investigation.

During personal discussions with the women respondents, one significant point brought out was that in all the cases where victims were satisfied, gender friendly and committed SHOs or Middle Level Officers were present. The respondents were stressing the positive role played by such officers in ensuring them justice. Whenever the SHO was committed, the victims felt that the spirit had percolated down to the Constables also and they also showed courtesy and empathy. Thus the presence of some committed and gender friendly Cutting Edge Level and Middle Level Officers is another causative factor for increased accessibility of women to the Police Stations.

6.1.3. Gender Awareness of Police Personnel and Handling of CAW Cases

In the study, efforts were made to find out the awareness level of police personnel on gender issues. By and large, police personnel are aware of gender issues. But in the area of specific knowledge with respect to investigation of CAW cases, it was seen that their knowledge is either imperfect or insufficient. The silver lining is that mostly police personnel deal with women customers with empathy. In general, they do not use foul language while dealing with women customers. The Station House Officers take care to register serious cases of CAW without any delay. They also take initiative to arrest the accused in serious types of offences. But as far as investigation is concerned good practices need to be developed in many areas like proper collection of medical evidence. Their lack of knowledge about Circulars, investigation techniques and their patriarchal attitudes act as hindrances in extending full justice to the women customers. However currently police personnel are in general aware of gender issues and they do deal with CAW cases with empathy.

It can be seen from the study that gender awareness is least for the Grass Root Level Personnel and highest for the Middle Level Officers and thus awareness level is not uniform throughout the ranks and files of the Department. The Middle Level Officers deal with CAW cases in a more empathetic manner. Similarly more empathy is shown by more educated personnel in the Middle Level whereas highly educated young constabulary show poorer empathy compared to older constabulary with minimum educational qualifications (SSLC). In general victims of rape cases and dowry death cases are shown more empathy, whereas cases of domestic violence and sexual harassment are handled with some amount of prejudice. There are certain specific areas like investigation techniques in rape cases, evidence evaluation in domestic violence cases etc., where awareness level of police personnel is poor. Lack of knowledge about the root causes for the occurrence of certain type CAW cases like sexual harassment and domestic violence leads to dealing of such cases without empathy and with prejudices.

Out of the 115 women respondents, 88% got their cases registered in the Police Station within two hours. This clearly indicates the increased gender awareness and better dealing of women customers in the Police Station. As 69% of the women respondents felt satisfied by the police action, fair dealing of women customers in the Police Station can be considered as common rather than exception. But at the same time the fact that 40% of the personnel from Grass Root Level, 30% from the Cutting Edge Level and 10% from the Middle Level still probe into the morality of the rape/molestation victim before they register cases of rape/molestation is a finding highlighting bad practices in the area of dealing with CAW cases and women victims.

The police personnel who are satisfied in their job, and motivated to do their job, and those who think that they have got sufficient freedom to take a decision with regard to customers show more empathy towards women. Thus awareness level of police personnel on gender issues has increased, but not uniformly regarding all types of CAW cases. The way in which police personnel deal with CAW cases and women customers has

improved but not uniformly among all levels and in all types of Police Stations and all types of crimes.

6.1.4. Reasons for the Changed Outlook of Police Personnel

There is a general air of gender sensitivity in the society, which police personnel also are bound to breathe. Current Government Policies, Departmental Circulars and Instructions from the top management make the police personnel also to imbibe at least some amount of gender awareness. The police personnel perceive that the Government, the Department, the media and the society expect them to deal with women with empathy. Gender training, catechism classes and also informal methods of learning have helped the police personnel to imbibe the spirit of gender justice. They are slowly acquiring good practices in the area of investigation of CAW cases. Recent induction of Women Police in the Police Stations has also influenced them to behave to the women customers in a more gender friendly manner. Whenever there is a gender sensitized SHO or a Middle Level Officer, the spirit naturally percolates down to the subordinates very easily and all of them 'fall in line' automatically. Wherever regular monitoring of CAW cases by superior officers takes place, there is more of a changed outlook for the police personnel and they feel the urge to learn and implement good practices in CAW cases. Those who have undergone some sort of gender training show more empathy towards women and they deal with CAW cases in a more effective manner.

A good number of police respondents felt that there is urgent need for the police personnel to improve their gender sensitivity. Such an urge would definitely be a causative factor for the increased gender sensitivity. As 4 out of 10 police personnel from the Grass Root Level do not think that there is urgent need for police personnel to improve their gender sensitivity, their lack of urge may be one of the reasons for their lack of Customer Orientation towards women, as far as the Grass Root Level personnel are concerned. Some of the police respondents felt that the superior officers are reviewing CAW cases. Around 40 % of the respondents also felt that there is a gender sensitised top leadership for the Police Department. Perception of the police

personnel that top management and superior officers are interested in pursuing the cause of customer satisfaction of women might have helped them to develop a changed outlook with regard to Customer Orientation towards women. Though rewards and punishment are found to play no significant role in developing the spirit of Customer Orientation towards women, among the police personnel the perception that government policies and departmental interests are reiterating the need for satisfaction of women customers might have played a causative role for police personnel to show more Customer Orientation towards women. *Thus the general air of gender awareness around is the major causative factor for the changed outlook of the police personnel with respect to Customer Orientation towards women, rather than strategic processes pursued by the Police Department or any other wings of the Criminal Justice System or some other agencies.* This study could not bring out the influence of any strategic changes in the police policies or practices except a single important one, i.e., induction of Women Police in the Police Stations. 90% of the police personnel have started utilizing the Women Police to interview women victims, as per the findings of this study. This can be considered as a strategic change which has facilitated changed outlook for the police personnel. Except this, the police personnel did not cite any single government policy, government order, legal provisions or departmental circulars which urged them to behave towards women customers in an empathetic manner, except that a few personnel cited attention of media and other agencies as causative factor urging police personnel for quick response in grave CAW cases.

To put the proposition in a nutshell, though there are a number of causative factors like gender training for increased gender awareness and better dealing of CAW cases in the Police Station, the single strategic change which acted as a major causative factor is the induction of Women Police in to the Police Stations.

6.1.5. Summary

1. Accessibility of women to the Criminal Justice System has increased in the recent years with respect to its first window, i.e., Police Stations, but not uniformly for all types of CAW Cases and in all types of Police Stations and to victims belonging to all socioeconomic groups. Accessibility of women to the Police Stations is more in the case of petitions of general nature than in the case of CAW Cases. Victims belonging to lower socioeconomic groups have less accessibility. Increase in accessibility is only incremental and not strategic.
2. The Causative factors for increased accessibility of women to the Criminal Justice System mainly stems from the general air of gender awareness in the society, leading to a compulsion for quick response to the complaints from women, apart from presence of some gender sensitized Middle Level and Cutting Edge Level Officers and indirect effect of intervention by other agencies.
3. Currently police personnel are more aware of gender issues. Awareness has increased but not uniformly among all Levels. Personnel from the Middle Level deal with women customers with more empathy than the Cutting Edge Level, whereas the Grass Root Level personnel show the lowest level of awareness. Police personnel deal with certain types of CAW cases in an improper manner due to their imperfect or insufficient knowledge and prejudices.
4. Police personnel show more Customer Orientation towards women and the main reasons for their changed outlook are the air of gender sensitivity around them, current Government Policies, increased awareness due to gender training and informal communications, etc. Recent induction of Women Police in the Police Stations is the single strategic change which can be considered as a main reason for the increased gender sensitivity of police personnel.

The study has made specific contribution to the filed of research, which could be summarized as follows: -

The study has thrown some light upon the areas of women customers' perceptions about their satisfaction on Service Delivery in Police Stations vis-à-vis the perceptions of police personnel about Service Delivery to women victims of crime. The gaps between the expectations of both the groups have been found which would help to suggest steps for bridging the gaps. The primary data from the Police Stations, especially from Police Station records like the Petition Register which may not be accessible to researchers from outside the Police Department were made use of which enabled the researcher to find out the difference in the accessibility of women to the Police Stations with respect to petitions of general nature and Crime Against Women. Measuring the awareness level and practices of police personnel with respect to gender issues also is a contribution to the field of research, which could be utilized as a base for building up further research projects in this specific area. Moreover measurement of the level of motivation, job satisfaction, interpersonal relation etc of the police personnel may be utilized for Human Resources Development in general, in the Police Force.

6.2. PROPOSED STRATEGIES AND SUGGESTIONS

In this section, we are putting forward some strategies and suggestions to the policy makers and police top management for the improvement of police performance for better service to women customers. These suggestions are based on the findings of the study. We are also giving some suggestions relating to the other wings of the Criminal Justice System.

6.2.1. Service Delivery to Women Customers of Police Force - Suggestions and Strategies for the Policy Makers

1. A strong policy statement may be made by the Government about its commitment towards women customers of Criminal Justice System. This should be repeatedly conveyed down to the personnel as well as to the public.

2. At the Government level regular monitoring of CAW cases and regular discussion with Police top management regarding Customer Orientation of police personnel towards women should be done.
3. *Women as Sub Inspectors:* - Induction of women as Sub Inspectors in the General Executive Branch of Police Service may be done forthwith. The Maharashtra Government declared an equal opportunities policy for men and women in the Police Department in the year 1992. This may be taken as a model.
4. *Sexual Harassment of Women at Public Places:* - Women do not find it safe to travel. They get harassed at Bus Stations, Railway Stations and other public places. An eve-teasing Prevention Act may be enacted on the line of Tamil Nadu Eve-teasing Prevention Act (1998).
5. *Victim Assistance Fund:* - Most of the Rape Victims etc are in dire need of rehabilitation. A Victim Assistance Fund may be set up as it has been done in Tamil Nadu in 1995.
6. As per the directions of the Supreme Court, a Criminal Injuries Compensation Board may be set up for providing compensation to rape victims.
7. *Diploma and Degree in Policing:* - By establishing links with some University, the Police Training College, Thiruvananthapuram or the Kerala Police Academy, Thrissur, can conduct Police Management Degree and Diploma Courses. The syllabus should be heavily oriented towards practical aspects of policing including Service Delivery. Proficiency in swimming and driving may be made mandatory for getting admission for the course. The Diploma holders may be given preference in the Constabulary Recruitment and Degree holders in the Sub Inspector Recruitment. (Such a system has been successfully established in the New South Wales Police, Australia. The linkage is with Charles Stuvart University, Australia and the Course is held at the NSW Police Academy. Having a driving license, swimming and shooting proficiency certificates is a prerequisite for getting admission

for the course). Admission can be given by conducting an Entrance Examination and the standard of the course can be set very high so that the passed out candidates can be directly absorbed into the Police Service. This will also ensure yearly intake of Sub Inspectors.

8. *Revival of Beat System using Motor Bikes (Bike Patrol):* - Two Motor Cycle patrols may be arranged in every Taluk Headquarters Station, for carrying out beat duties. One patrol party may be manned by Women Police, wherever WPCs with driving license are available. Pager/Mobile may be given to them so that the public can contact them in need. SHO or superiors can also give message to the pager to carryout urgent duties. The instruction given can be recorded in the General Diary. The system can be effectively utilized to prevent eve-teasing at public places.
9. *Control Room for Safety of Women:* - A Control Room for Women may be set up in every District Headquarters. This centre should function 24 hours, just like the regular Control Room. A Women Helpline (toll-free) telephone number should be made available in the Control Room. A vehicle should be exclusively allotted to this Control Room. Trained Women Police should be available for 24 hours duty. Limited facility for allowing women in distress to stay during night may be arranged. The Control Room can undertake duties like detecting eve-teasing cases, giving counselling etc during daytime. Evening patrol can be done at Bus Stations, Railway Stations, etc. to instill confidence in travelling women. Services of counsellors and social workers also may be made available to this Control Room.
10. *Petition Enquiry:* - This is a major work in all Police Stations, consuming a lot of time of the SHO. But the work done is not accounted properly. Settling of disputes through petition enquiry may be made accountable with some legal backup. This is a very good interface for Service Delivery. Petition Enquiry may be given a Preventive Measure Status, with legitimacy. Clear guidelines may be

given on type of matters which could be dealt with in the Petition Enquiry System.

11. *Professional Improvement Programme:* - Police personnel may be encouraged to take Diploma in Police Management through correspondence/on line course, exclusively available for police personnel. Practical psychological tests and aptitude tests should be included in the scheme of examination, so that truly service oriented personnel only will pass the test. Those who pass the test can be given incentives. For eg: Diploma holders may be given powers to enquire into petitions and settle petition matters on the spot during beat duty.
12. *Customer Orientation Programme:* - The Police Training College or Police Academy may be asked to conduct regular Customer Orientation tests for police constables after conducting Orientation Programme. This may be used as a data bank to monitor attitude building in the personnel.
13. *Entry in the ACR:* - While writing the Annual Confidential Reports, attitude towards women and children may be assessed and written.
14. *Social Audit:* - A regular system for Social Audit and Internal Audit on service delivery may be adopted. The perceptions and assessment of customers who had approached the Police Stations with criminal grievances may be done side by side with the audit of the police personnel's Perception, Knowledge, Attitude and Practices in the field of Service Delivery. The task may be entrusted to an outside agency of reputation or it can be conducted by the Department with the aid of an outside agency.
15. *Recruitment Age:* - Recruitment age of Constables may be lowered and overqualified personnel may be discouraged from entering into the constabulary. Aptitude test may be made a must, for police selection.

6.2.2. Service Delivery to the Women Customers of Police Force - Suggestions and Strategies for the Top Management in Police

1. The existing Circulars/Instructions on Crime Against Women/behaviour towards women/children should be given 'life' through effective communication, showing strong will for implementation. (Many important Circulars are seen totally forgotten).
2. Service Delivery should be projected as the mission of the Department and it should percolate down to all the levels effectively.
3. Sub Inspectors and Superior Officers may be asked to conduct regular catechism classes and the Service Delivery mission of the Department should be repeatedly delivered down during such classes.
4. A fresh look at the Reward and Punishment system is an urgent requirement to make these tools effective.
5. On an average a Police Station is not registering more than one or two CAW cases per month. Effective supervision and follow up of these cases may be done at every supervisory level including the Police Headquarters, so that the personnel perceive that this is a top priority area for the Department.
6. The Practice of sending the victims of rape for medical examination to Gynecologist is found quite often. Instructions may be issued to send such victims as well as offenders to Forensic doctors as far as possible, for better collection of trace evidence.
7. The Practice of enquiring into the morals of rape/molestation victims who approach Police Stations, before registering such cases should be discontinued by the police personnel (The present study shows that 40% police personnel practise this). Instructions may be issued in this regard.
8. Postgraduates among the constables are the least Customer Oriented. This may be probably due to the feeling of the 'overqualified' personnel

that policing is not a job fit for them. Constabulary may be given Customer Orientation Training to overcome such attitude.

9. Gender training may be arranged for all the police personnel, at regular intervals.
10. By establishing a Memorandum of Understanding with Postal Department, a copy of FIR may be dispatched to all complainants promptly.
11. The Existing Circular (Know and Inform Programme - KIP) may be revived and complainants must be informed of the stage of the case every three months, till the case is charge sheeted.
12. Copies of all the documents which are made available to the accused may be made available to the complainants also.
13. Police Department may conduct regular customer satisfaction surveys. The survey results should be seriously studied and follow-up actions should also be undertaken.
14. As a matter of practice, during traditional Inspections and visits of Superior Officers women customers may be interviewed to ascertain their satisfaction level, which will help to inculcate the spirit of Customer Orientation towards women among the police personnel.

6.2.3. Improvement of Service Delivery to Women Customers of the Criminal Justice System - Suggestions and Strategies for the Policy Makers

1. Victim Impact Statement: - The impact of the crime on the victim must be known to the presiding officers of the Court. Recording of a 'Victim Impact Statement' by the presiding officer of the Court must be made mandatory in all cases of CAW. The Criminal Procedure Code may be amended to include such a provision.

2. Gender training may be given to all officers of all wings of the Criminal Justice System.
3. Presiding Officers for the trial of ÇAW as far as possible should be women and proceedings should be made in camera.
4. Time bound disposal of all CAW cases through Fast Track Courts must be done on a war footing. Special Courts may be setup for conducting trial of CAW cases. The presiding officers in such courts should be officers who have undergone gender training from a reputed Institute.
5. Coordinated efforts to provide Civil and Criminal Remedies to victims of domestic violence should be made. There should be an agency other than the Police Station to make such a coordinated effort in an effective manner.
6. Shortstay Homes with 24 hours Women Help-line facilities should be made available at least in all District Headquarters with staff for counseling and emergency services like sending the women in distress for medical checkup.
7. Legal Literacy Programmes should cover all women of all age groups, through Educational Institutions, Local Self Help Groups and other local bodies. Sex education should run side by side with the Legal Literary Programmes, especially to cover the teenagers and children.
8. Media should be effectively utilized to project the dignity of women as well as to socially empower women. Government may also promote good features/ programmes/ articles through instituting rewards.

6.3. STRATEGIC MODEL FOR CUSTOMER ORIENTATION OF POLICE PERSONNEL TOWARDS WOMEN

One of the objectives of the research study has been to develop a Strategic Model for Customer Orientation of police personnel towards women. The research findings of the study throw light upon many areas in understanding customer needs of women victims and the police personnels' present disposition with respect to Service Delivery to women. The findings are substantial enough to propose strategic processes for changes in the present service delivery mechanisms in the Police.

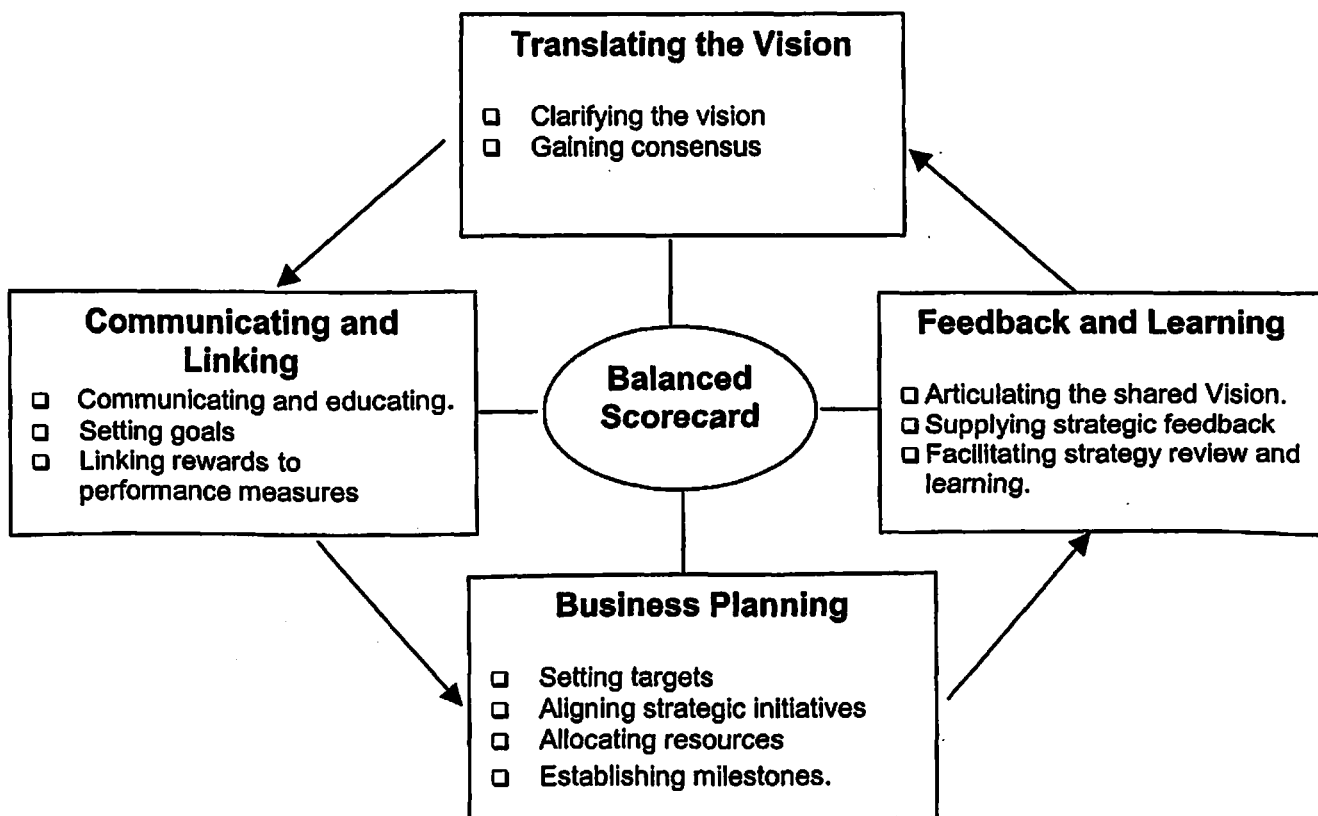
It has to be admitted that strategic processes in a professional bureaucracy like the Police Force are very complex. James W. Frederickson (1986) mentions that complexity is the dominant dimension of a professional bureaucracy. He also reiterates that high level of horizontal specialization in such Organizations increases the likelihood that strategic actions will be taken only after extensive political bargaining. Specifically strategic problems or opportunities may go unrecognized or ignored. In addition, diversity among members and the salience of their personal goals are likely to decrease the impact of organization level goals and produce strategic actions that are only incremental departures from the organization's current state. Various reform agendas proposed by the National Police Commissions remain unimplemented in India due to lack of political will. Ajay K Mehra (2004) mentions that in April 1996 a writ petition was filed in the Supreme Court by two retired police officers praying to issue orders to the government to implement the recommendations of the NPC. This led to the appointment of a committee under J F Ribeiro to recommend measures for police reforms based on NPC report in 1998. Later another committee was constituted by government, under the leadership of Padmanabhaiah. All these exercises have not led to any tangible reform. Even if scientific community proposes models for reforms it requires political will for implementation.

With a view to develop a Strategic Model for Customer Orientation of Police Personnel towards women, extensive mental exercise

was done on the research findings with the help of literature on the subject. Various models are suggested by experts for strategic and cultural changes in Organizations. Translating strategy into action can be achieved through various techniques. Robert S. Kaplan and David P. Norton (1996) introduced a concept called the "Balanced Scorecard" for translating vision and strategy into action. Balanced Scorecard is a Strategic Management System using customers, internal business process and learning and growth as the criteria that measured performance. Building a scorecard can help the Organization to link today's actions with tomorrow's goals.

According to Kaplan, the chain of cause and effect should pervade all four perspectives of a Balanced Scorecard.

Figure 6a: Balanced Scorecard Managing Strategy - Four Processes

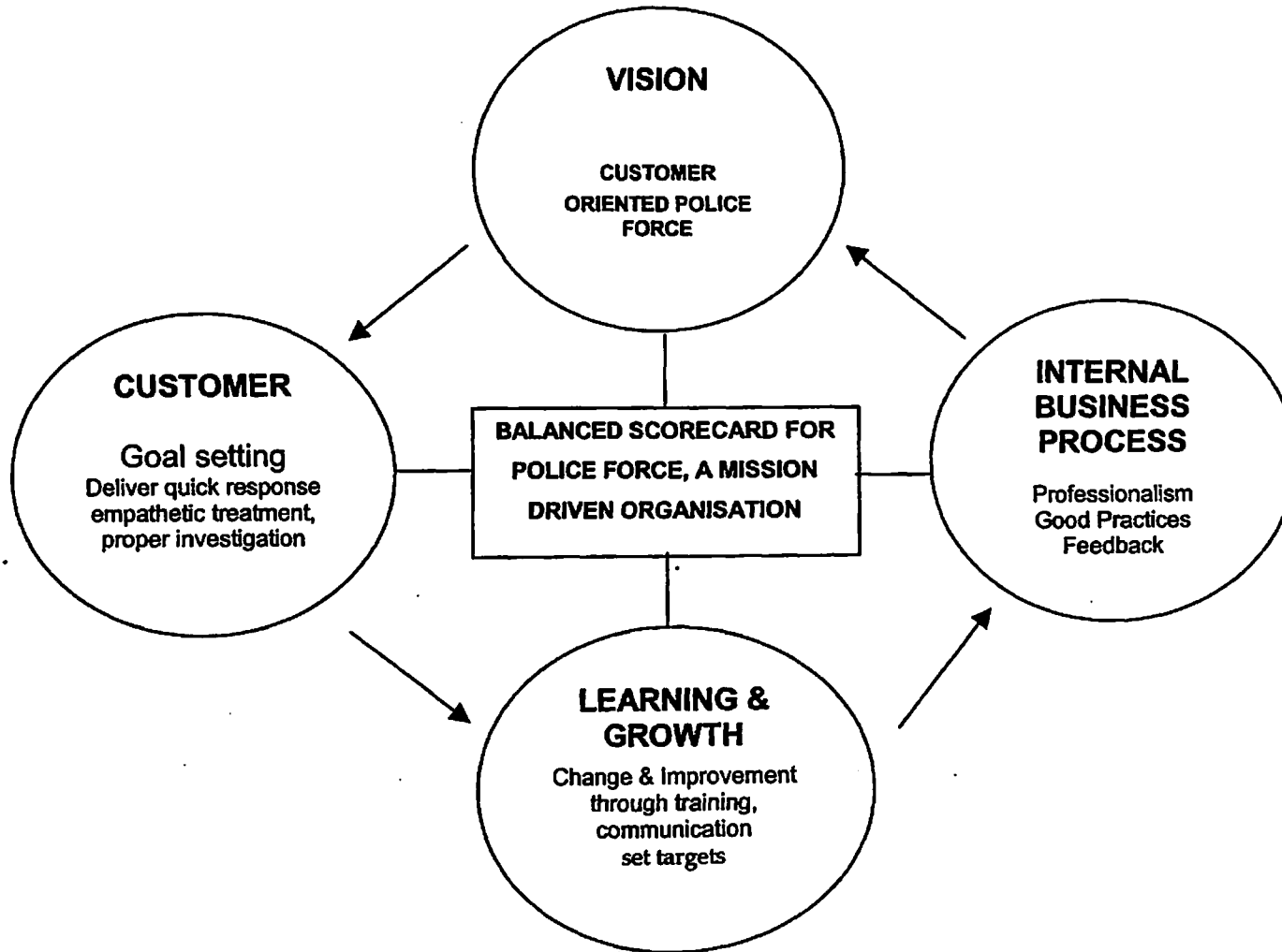


Source: Kaplan & Norton (1996)

As Police is an Organisation with a mission, a strategy, customers and internal processes that enable it to accomplish its mission and strategy, a Balanced Scorecard is prepared, as a strategy development framework to arrive at a Strategic Model for Customer Orientation. The Balanced Scorecard provides a framework to translate a strategy into operational terms. As represented in Figure 6b, the 'Vision' of the Police Organisation, which is a 'mission-driven' organisation, but not a 'profit-driven' organisation could be achieved through focus on customer, improvements of internal business process through professionalism, good practices and feed back and learning and growth through desired changes, training and communication. Such a strategic process would translate the organization's vision into action.

At the outset goals are set for transforming the Police Force into a truly mission driven organization. This requires goal setting for the mission of Service Delivery. Next step is to set targets for each level of personnel to achieve the mission, through improvement programmes, in-service training etc., apart from basic changes in recruitment, organizational policies and priorities. Internal business processes are improved. Constant feedbacks from the customers and personnel from various levels in the organization are utilized for the same.

Figure 6b: Balanced Scorecard for Police Force, a Mission Driven Organization



6.3.1. Balanced Scorecard for a Customer Oriented Police Force

The prerequisite for developing Customer Orientation towards women is a customer oriented Police Force. Hence the next step is to focus on a 'Customer Oriented Police Force'.

A Balanced Scorecard is prepared for the Police Department so as to accomplish its mission of Customer Orientation. This is represented in Figure 6c. The Police Organization need to refocus its vision about organizational goal and reset itself as a Service Oriented Organization. The service oriented function need to be given priorities right from the policy makers' level down to the Grass Root Level police personnel. The Mission of the police organization gets redefined as Service Delivery. Service Delivery improvement would result in customer satisfaction. The strategies required for achieving the mission are adopted through identifying factors satisfying customers. Internal processes are reset in such a manner that the personnel would try to excel in achieving customer satisfaction. Knowledge, Attitude and Practices which help to achieve the new Mission are developed among the personnel through new learning processes as well as through effective communication and team work which would enable the personnel and the Organization to grow. Factors satisfying customers are constantly reidentified so that future challenges are effectively handled to ensure continued customer satisfaction.

As found in our research, internal processes helping in excelling at customer satisfaction include getting enough motivation to do the job with commitment and resetting job priorities giving more importance for customer satisfaction. Rewards and punishments have ceased to be effective tools to develop Customer Orientation. Internal processes need to be reset to make them effective tools. Learning and growth need to be encouraged.

It is significant to note here that though the Middle Level and Cutting Edge Level Personnel showed more awareness and empathy towards the customers as per the result of our study, the data also shows that the Middle Level and Cutting Edge Level personnel faced maximum number of

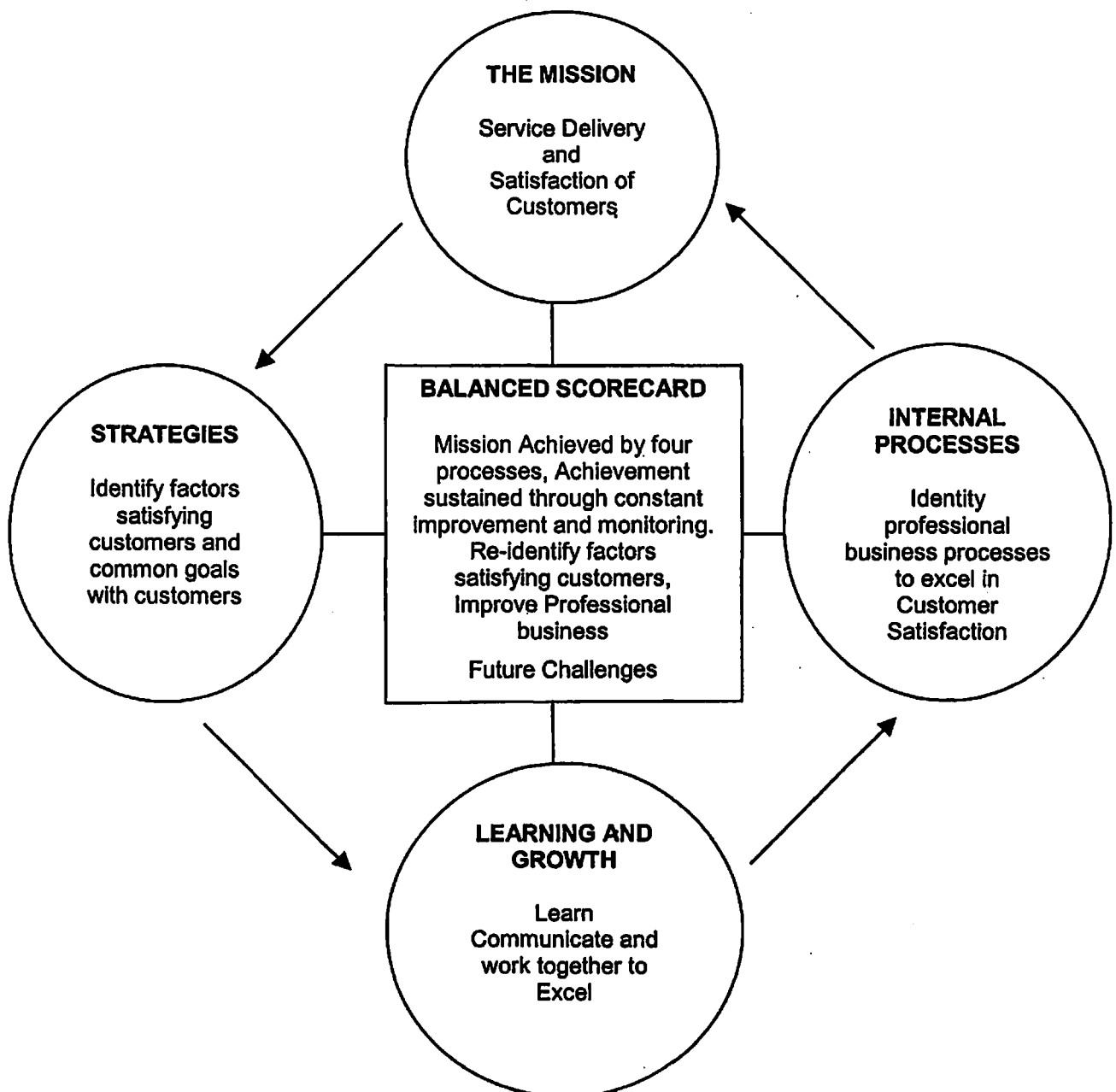
Departmental Enquiries and Punishment. From the Middle Level (from where personnel showed maximum awareness) 15.6% of the sample became accused in some crime case or other. This is an area, which requires probe. Whether these personnel who are vested with more responsibility and power face such problems due to the nature of their duty or due to misuse of their power may be found out and steps to rectify the same may be taken. Effective communication to convey the mission down to all levels needs to be developed.

Maximum number of police personnel considered maintenance of Law and Order as the top most priority in their job. The next priority was given to investigation and detection of cases. Satisfaction of customers was considered as the third most important priority. By making a strong policy statement and conveying it down constantly and clarifying it through rewards and punishments would make the personnel think that customer satisfaction is also the top most priority, equally important as maintenance of Law and Order and investigation and detection of crime cases.

Present study shows that the most trained are the Middle Level Personnel and the least trained are the constabulary (Table 2.15 in Chapter 2). The study also shows that training, especially gender training is required more for the Grass Root Level personnel. Only 17.6% of the sample has undergone gender training (Table 2.16). Gender training that too periodically should be extended to all the personnel. Conducting Catechism Classes is also an underutilized means for communication and training (Table 2.17), which could be used effectively. Basic changes in recruitment mode and basic training to pick up talents and shape them in such a manner to develop Customer Orientation are necessary. Regular in-service training and formal and informal methods of communication to convey the Customer Orientation concepts are required. Strategies to satisfy customers may be developed and translated into action. Response time and methods of response should suit customers. Only 57.3% of our police respondents felt that customers and public appreciate them on doing a good job. Social acceptance of the police personnel is needed to motivate them to work in a

customer oriented manner. Common goals with customers may be identified for the same. Concepts like community policing may be utilized for the purpose. By continuous reidentification of factors satisfying customers and improving the professional processes to meet future challenges, the mission of Customer Orientation could be achieved and sustained.

Figure 6c: Balanced Scorecard for a Customer Oriented Police Force

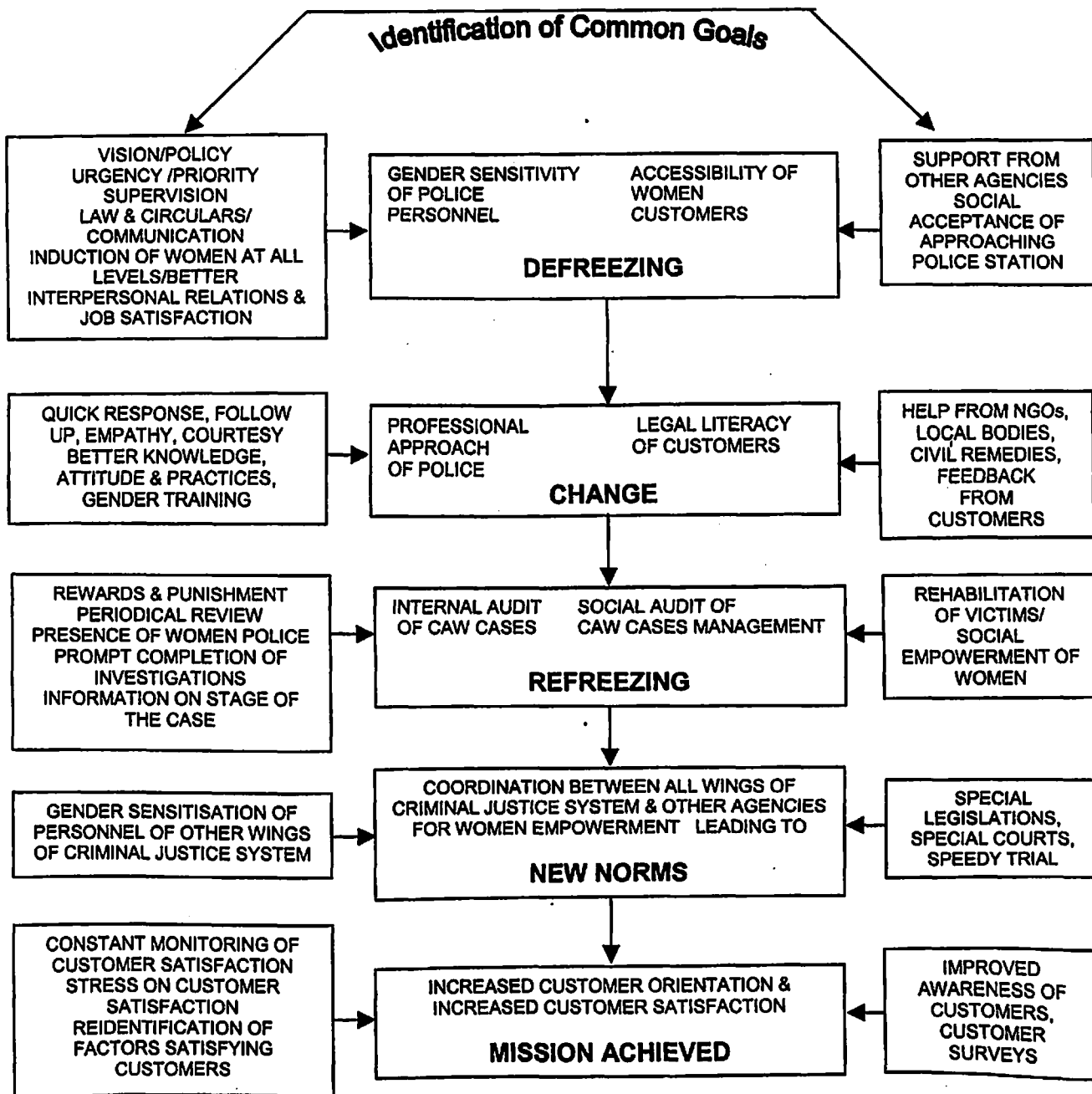


6.3.2. Strategic Model for Customer Orientation of Police Personnel Towards Women

Keeping in mind the criteria developed in the Balanced Scorecard for a Customer Oriented Police Force, a Strategic Model for Customer Orientation of police personnel towards women is developed, utilizing the research findings. The Model is represented in Figure 6d.

A Customer Oriented Police Organization could easily develop Customer Orientation of police personnel towards women. The Organizational culture should be such that priority is given to the customers who approach the Police Offices and any customer-connected issues are dealt with in a professional manner. As police personnel believe that Government Policy is the foremost reason for increased sensitivity in the recent times, a strong policy statement by the Government in the matter is required at the outset. A top management oriented towards such a goal which is able to effectively and constantly communicate such a vision down the ranks is the first prerequisite for 'defreezing' the present Organizational culture. As empathy and courteous behaviour are cited by our women respondents as the most important factors for their satisfaction and also as police personnel do not perceive this as a very important point, the mission statement and other communications may constantly highlight this. Gaining confidence of the entire personnel through constant communications and inculcating a sense of participation will facilitate easy translation of the vision as everybody's vision. Proper interpersonal relations, motivation and job satisfaction of all personnel should be ensured as research has shown that adequately motivated personnel with job satisfaction show better Customer Orientation. A gender composition sufficient enough to imbibe the spirit of gender sensitivity will be conducive for bringing in an air of gender sensitivity into the Organisation, ie, at every level, sufficient number of women should be inducted into the Police Organisation. Wherever inadequacies are found, new Laws and Circulars should be made.

Figure 6d: Strategic Model for Customer Orientation of Police Personnel Towards Women



Rewards and punishments should be effectively utilized to inculcate the spirit of gender sensitivity among the personnel, in addition to giving gender training to all the police personnel on a periodical basis. It may be noted here that the present study shows that reward and punishment system is not perceived by respondents in the study as an effective tool for developing Customer Orientation towards women. Moreover the study also shows that rewards and punishments have been found to be not significantly related to the gender sensitivity of the respondents. In an effective organization rewards and punishments would be effectively utilized. As corruption is found to be a major barrier in customer satisfaction as per our study, efforts may be made to weed out corruption through punishment system and utilizing communication techniques.

Corruption is all-pervading in the Indian society and eliminating corruption only from the Police System may not be feasible. Elimination of corruption needs strong political will and will of the people. This aspect has been discussed at length by various commissions on police reforms. None of the suggestions given by various committees could be implemented due lack of political will. However police top management can make efforts to weed out corrupt elements from the police system by more effectively utilizing the punishment system as well as by adopting 'walk the talk' technique for a corruption free Police Force. Internal business process may be reset in such a fashion to minimise corruption and its influence on Service Delivery. Honest and corruption- free personnel may be encouraged through reward system and other means of motivation.

Traditional methods like catechism classes may be made use of for imparting gender sensitivity and knowledge about Circulars and Laws as these are found effective in improving gender sensitivity. As inadequate responses of the Police to CAW cases will lead to decriminalization of these crimes, ensuring thoroughly professional response to all types of CAW is a must. Ensuring periodical communication on gender issues and periodical review of CAW CASES is a must for sustaining the air of gender awareness. As gender training is found to be an effective tool for increased gender

sensitivity as per our research findings, regular gender training to all levels of personnel need to be introduced. Refreezing the already introduced change has to be done. As police has to work in tandem with other wings of the Criminal Justice System to ensure customer satisfaction, coordination between all wings of the Criminal Justice System with a common mission for customer satisfaction is necessary. Periodical internal interviews to assess the level of Knowledge, Attitude and Practices of police personnel would help to sustain the spirit of gender sensitivity, apart from refreshing the Knowledge. As Knowledge, Attitude and Practices are found least for the Grass Root Level Personnel, regular gender training and constant communications to the Grass Root Level personnel should be ensured. Good Practices should be stressed among the younger personnel, while attitude building is required more among the older personnel. Professional learning, specialisations and acquiring of professional degree may be encouraged through rewards and communication. Constant review of CAW cases and feedback collection by the Department or an external agency from the Women Customers can enrich the Customer Orientation Culture.

Apart from reward and punishment system, catechism classes, and all available means of formal and informal methods of communication should be utilized to ensure that the refreezing of the organization done towards women customers becomes a new norm in the work culture of police personnel. It may be noted here that our women respondents faced ridicule from the society just for their behaviour of approaching the Police Station with a criminal complaint. Such a stigma was faced only by the victims of CAW cases, whereas women petitioners who had approached police with petitions of general nature did not face such a problem. This indicates the dire need for development of social acceptance of such behaviour as approaching a Police Station with a complaint of gendered nature. Support from other agencies may be sought for the long-term strategy of development of new social norms with respect to women customers of Criminal Justice System.

Though there are a multitude of agencies approached by the women customers to redress their grievances, none of these agencies is

found giving adequate satisfaction to them. This leaves a big gap between the Police and other agencies working for the cause of women. Appropriate legislations for adequate civil remedies and schemes for social empowerment and financial help to the women customers of Criminal Justice System are a must. Undue delay of trial and long drawn out legal processes make the Criminal Justice System as a whole, not at all customer friendly. Speedy trial and Special Courts and in-camera trial facilities are a must to make the Criminal Justice System more accessible to women. Social Audit of the handling of CAW Cases and handling of Women Customers of the Criminal Justice System is a need of the day to ensure that women can honorably exist in the society. If Institutions like Women's Commission or NGOs can provide some Civil remedy to women in distress suffering from trauma after rape or suffering due to lack of places of stay etc., in cases of domestic violence, the efforts by the Police Department will become more meaningful. Improved awareness of women through legal literacy and sex education for teenagers and children would help women to empower themselves against victimization. Customers' needs may change over a period of time. Regular customer surveys and feedback regarding customer satisfaction will ensure reidentification of factors satisfying customers. Research in the field of Customer Orientation and Victimology etc. would help reidentification of factors satisfying customers. Identification of common goals between police personnel and other wings of the Criminal Justice System, medical officers, social service organizations for women, Social Welfare Department, Family Courts, Women's Commission, Education Department, Local Self Government Department and the media in the field of Service Delivery to women customers of the Criminal Justice System is an important step in the process. The above steps coupled with constant stress on customer satisfaction will result in increased Customer Orientation of personnel resulting in increased customer satisfaction. In this way, the mission of Customer Orientation towards women could be achieved.

6.3.3. How to Build a Customer Oriented Police Force Using the Strategic Model

Using the Strategic Model for Customer Orientation of police personnel towards women presented in this Chapter, a Customer Oriented Police Force could be build. The required steps are shown below with time frame.

Steps to Build a Customer Oriented Police Force	
1.	Vision/ policy statement by the Government - (month 1)
2.	Policy formulation by the Government.
	a. Recruitment policy
	- Aptitude test for recruitment
	- Induction of Women Sub Inspectors and more Women Police (month 2-26)
	b. Laws
	- Victim Impact Statement
	- Anti eve-teasing act
	- Civil Remedy (month 2-12)
	c. Institutions
	- Criminal Injuries Compensation Board
	- Special courts
	- Gender training institute for personnel of Criminal Justice System (month 2-26)
	d. Professional improvement policies
	- Professional degree/diploma in policing
	- Legal literacy, media sensitization coordination and identification of common goals with concerned Organization/ Departments
	- Entry in ACR of government servants about their attitude to women (month 2-26 ongoing)

Continued

- e. Victim assistance policies
- Victim Assistance Fund through police
 - Rehabilitation of rape victims
 - Counselling Centre (month 2-12)
3. External environment
- Social audit
 - Constant monitoring by other agencies
 - NGO, media (month 2-ongoing)
4. Vision translation into mission by the Police Department.
- Strong policy statement
 - Top priority for Customer Orientation (month-2)
 - Clarify vision through Balanced Scorecard prepared at Police-Headquarters, translate generic vision into strategy (month 2-3)
 - Control Room for Women.
 - Bike patrol by Women Police
 - Implement Circulars
 - Informing progress of investigation.
 - Prompt supply of copy of FIR
 - Traditional Inspection, Catechism classes used for gender sensitization.
 - Revival of Beat system, out reach programmes to gain social acceptance.
 - Reward and punishment- effective use
 - Good practices - quick response, prompt investigation.
 - Gender training
 - Inculcate sense of urgency in acquiring gender awareness
 - Constant feedback from personnel and customers.
 - Research to find out gaps in Service Delivery. (months 2-26)

- | | | |
|--|--|--|
| <p>5. Communication up to middle level, ie up to Superintendent of Police (month 3-4)</p> | <p>6. Using Police-Headquarters Scorecard as a template each District translates it's strategy into it's own Scorecard (month 3-6)</p> | <p>7. Launch programmes for change in each District (month 4-6)</p> |
| <p>8. Conduct monthly, quarterly review at Range level, District level, Subdivision level and Circle level customer surveys

(month 9 ongoing)</p> | <p>9. Review District Scorecards - The Director General of Police/Zonal Inspector General of Police reviews individual District Scorecards. Best Police District and Best Police Station rewarded.

(month 7-11)</p> | <p>10. Disseminate Scorecard to the entire personnel through communication, gender training (month 6 -12, ongoing)</p> |
| <p>11. Refine the vision - The Police Headquarters Scorecard is updated

(month 12)</p> | <p>12. Update long range plan (month 15-17)</p> | <p>13. Conduct Annual Strategy Review, Reorient vision.

(month 25 and ongoing every year)</p> |
| | <p>14. Link every one's performance to the Balanced Scorecard through feedback and reorientation from Police Station level up to Police Headquarters level.

(month 24 - ongoing)</p> | |

Steps 8, 9, 10, 11, 12, 13 and 14 have to be performed on a regular schedule

The Balanced Scorecard now becomes a routine part of the day-to-day functioning of the Police Force.

With the above steps, the vision of Customer Orientation towards women can be translated into practice and the Mission of Customer Orientation of the Police Force towards women could be achieved within a time frame of 26 months, and by continuing and sustaining the activities as suggested, Customer Orientation would become the norm of the Department. To prepare the Balanced Scorecard and to monitor progress, an executive team of committed officers must work at the Police Headquarters level, apart from sustaining the will at the Government level.

6.4. SCOPE FOR FURTHER RESEARCH

The present research clearly shows that there is further scope for research in the same areas of study. Apart from police researchers, those who are interested in the field of Women studies and Service Delivery Management may pursue these topics.

i. Criminal Justice System

Measuring gaps and finding missing links in the Service Delivery of the Criminal Justice System would be an area where law experts, police experts and management experts as well as sociologists may work in tandem. This is an area where immediate attention of researches is needed, because our study clearly shows that the ultimate result obtained to the women customers of the Criminal Justice System needs drastic improvement. Developing instruments for service quality measurements with respect to Criminal Justice System would be an interesting area where nothing much could be found in our literature survey. Construction of a standard instrument to measure the gaps between the customers and the service personnel of the Criminal Justice System would be a vast area where all the concerned may have to exert team efforts, which is beyond the scope of a Ph.D research. Collaboration between Police Academies, BPR&D, Law Academics and Universities may be required to launch a project in this direction.

ii. Identification of Common Goals

Identification of common goals for various wings of the Criminal Justice System, medical field, media and the NGO sector is a requirement for quality Service Delivery to women. But identification of common goals cannot be achieved by one-day seminars or one-week workshops. In India such efforts are seen made in this area only by the National Women's Commission and similar agencies as brought out in our literature survey. There is much scope for research to find out common goals for various agencies working for Service Delivery or empowerment of women. This again requires launching of some research project by the Ministry of HRD, Women and Child Development, Government of India. Universities may also encourage interdisciplinary research in the area.

iii. Rewards and Punishments

Probing into the causative factors making rewards and punishments ineffective in developing Service Delivery qualities in the police personnel is an area which requires deep research by Police Forces. Apart from speculation, efforts to find the root causes which have made rewards and punishments ineffective tools for inculcating Service Delivery culture in the police personnel (as revealed in our research study) is urgently required to suggest measures to make these potential management tools effective in the Police Force. BPR&D may link with various Police Forces in the country and do a comparative study of different Police Forces on this aspect so that causes as well as measures for improvements could be derived based on scientific research.

iv. Petition Enquiry System

Petition Enquiry System is a practice in many Police Forces in India. Though this system has no legal validity, it remains a fact that such a system exists in Kerala Police with the administrative backing of Police Headquarters through Circular. There are many advantages and disadvantages for the customers due to the existence of the system. It is also a fact that the system overburdens the SHOs with an unmanageable number of customers. Gaps and inadequacies in the Criminal and Civil remedies available for customers is the main reason for the overburdening of Police

Stations with petitions. This area requires urgent scientific study by Police Forces and Law Departments, so that Petition Enquiry System may be modified with legal backing and Civil remedies may be introduced, through systems like Nyaya Panchayats, on the basis of the results of the study.

v. Rape Victims

Social dynamics of ostracism faced by rape victims and remedial measures is an area which needs attention of sociologists working in Women Studies. The present study clearly shows that ostracism faced by rape victims is extreme, compared to any other types of crimes. Though accessibility of women to the Police Stations has increased and the police personnel in general show empathy to rape victims, most of the rape victims were found totally socially ostracized. The social dynamics of these phenomena may attract the attention of scientists. Comparison with victims of other types of crimes may throw some light on inner dynamics of this phenomenon.

We hope that further research in the above mentioned areas may attract the attention of researchers from Police practitioners, scientific community from the faculties of Law, Management and Sociology apart from the attention of BPR&D, Law Department, Departments of Women's Development and various Universities.

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11. Communicated a paper titled 'Perception of Police Personnel About Their Customer Orientation Towards Women' for publishing in the *Indian Police Journal*.

APPENDICES

- 1. Appendix I - Interview Schedule - Customer Orientation of Police Personnel Towards Women Victims**
- 2. Appendix II - Score - Customer Orientation Towards Women - Perception of Police Personnel About the Police Department**
- 3. Appendix III - Score - Customer Orientation Towards Women - Knowledge of Police Personnel**
- 4. Appendix IV - Score - Customer Orientation Towards Women - Attitude of Police Personnel**
- 5. Appendix V - Score - Customer Orientation Towards Women - Practice of Police Personnel**
- 6. Appendix VI - Accessibility of Women to Criminal Justice System - Interview Schedule for Women Complainants / Petitioners**
- 7. Appendix VII - Interview Schedule - Accessibility of Women to Criminal Justice System and Gender Sensitivity of Judicial / Prosecution Officers**

Appendix - I

CUSTOMER ORIENTATION OF POLICE PERSONNEL TOWARDS WOMEN VICTIMS

(The information furnished will be strictly confidential and will be
used only for research purpose)

INTERVIEW SCHEDULE FOR POLICE PERSONNEL

DISTRICT: TVM / KTM / ALPY / TSR / KNR

I. GENERAL

1. Name of the Respondent

2. Age in Completed years

1	
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3. Age while joining the Police Department

2	
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4. Present Rank

1. DySP

2. CI

3. SI/ ASI

4. HC/PC

5. WHC/ WPC

3	
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6. Any other (Specify)

5. Present post (specify place of posting)

1. Local

4	
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2. Special Unit

6. Year of joining the present post

5	
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7. Years of experience in the present rank

6	
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8. Posts held in the present rank (specify)

9. Years of experience in various ranks

1. DySP

7	
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2. CI

8	
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3. SI/ ASI

9	
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4. HC/PC

10	
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5. WHC/ WPC

11	
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6. Any other (Specify)

7. Total years of experience in the Police Department

12	
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10. Educational qualification at the time of joining Police Service

1. High school or below

2. SSLC

3. Degree

4. Post Graduate

5. Doctorate

6. Professional Degree

13	
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7. Others (describe)

11. Educational qualification acquired, if any, after joining Police Department

1. None

14	
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2. Others (specify qualifications acquired)

12. Reason for joining the Police Department (Choose only the most important)

1. As a life time ambition

2. Liking for the job

3. Power & Status associated with the job

4. For the purpose of employment

5. Monetary benefit

6. Employment obtained under dying in harness scheme

15	
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7. Any other reason (specify)

II. JOB SATISFACTION

13. Are you 'satisfied' with your job?

1. Yes

2. To some extent

16	
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3. No (Please explain)

14. Did you get any rewards in the Police Service?

1. Yes (specify type of rewards and number of rewards)

2. No

17	
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15. Did you generally get support and encouragement from your superiors in your career?

1. Yes

2. To some extent

3. No

18	
----	--

16. Do you generally have professional freedom to take a decision while you deal with customers?

** Customers = petitioners/complainants/victims of crime approaching police office.*

1. Yes

2. To some extent

3. No

19	
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17. Did your superiors and colleagues support you during difficulties in personal life?

1. Yes

2. To some extent

3. No

20	
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18. Your close friends are your -

1. Colleagues

2. Others

3. Both

21	
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19. Did you get enough support from your subordinates in your career?

1. Yes

2. To some extent

3. No

4. Not applicable (for constables)

22	
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20. In investigation and other important tasks, do you work in team?

1. Yes

2. To some extent

3. No

23	
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21. Did your superiors verbally appreciate you while doing a good job?

1. Yes

2. On some occasions

3. No

24	
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22. Did the public / customers appreciate you on doing a good job?

1. Yes

2. On some occasions

25	
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3. No

23. Do you feel that public and press criticize you?

1. Yes

2. On some occasions

26	
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3. No

24. What do you consider as the motivating factor in your career? (Choose three most important factors in the order of importance)

1. Verbal appreciation from superiors on doing a good job

2. Reward

3. Appreciation from public and press

4. Satisfaction of the customer

5. Self motivation

6. Any other (specify)

27	
28	
29	

25. Are you getting enough motivation to do your job with commitment?

1. Yes

2. To some extent

30	
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3. No

26. Did you face any Departmental Enquiry?

1. Yes (specify)

2. No

31	
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27. Did you get any punishment in any Departmental Enquiry?

1. Yes (specify)

2. No

32	
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28. Did you become accused in any crime case?

1. Yes (specify the offence and Cr. No)

2. No

33	
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29. Did you get punished in any crime case?

1. Yes (specify)

2. No

34	
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30. Cite one major achievement in your career and the recognition you got for the same from the Department, Media, Public or customers (Give descriptive answer)

31. Do you regret joining the Police Department?

1. Yes (if yes, specify why)

2. To some extent

3. No

35	
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32. Do you feel satisfied in your career?

1. Yes

2. To some extent

3. No

36	
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33. What do you consider as the top most priorities in your job? Indicate only three answers according to order of priority.

1. Maintenance of Law and Order

2. Investigation and detection of cases

3. Satisfaction of customers

4. Satisfaction of superiors

5. Public contact and appreciation

6. Management of police personnel

7. Managing the Politicians, Press

8. Any other (specify)

37	
38	
39	

III. TRAINING & INSTRUCTIONS

34. Did you undergo any in-service training after joining the Police Department, during the last 7 years?

1. Yes

2. No

40	
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35. Have you undergone any training on gender issues during the last 7 years?

1. Yes

2. No

41	
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36. Please specify the training courses you have attended during the last 7 years (with the name of place and institute)

37. Do you conduct or attend catechism classes where Departmental Circulars are read out?

1. Yes, regularly

2. Yes, some times

3. No

42	
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38. Have you (in the last seven years) come across any Government Orders, Departmental Circulars/Instructions or orders from your superior officers, regarding cases of Crime Against Women or about dealing with women victims?

1. Yes (specify order number and content)

2. No

43	
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IV. CUSTOMER ORIENTATION

39. What priority does the Police Department give to fair dealing with customers and satisfaction of customers?

1. Top priority

2. Average priority

44	
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3. Low priority

40. Are the superior officers reviewing and checking satisfaction of customers, during visits/ inspections of Police Stations?

1. Yes

2. To some extent

3. No

45	
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41. Assume that your personal motor vehicle met with an accident. Do you think that you can go to the Police Station, and get a fair deal and go back satisfied, without any interference, if the station is not under your jurisdiction?

1. Yes

2. No

46	
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42. Do you feel that the Police Department is giving top priority to Crimes Against Women and satisfaction of women customers?

1. Yes

2. To some extent

3. No

47	
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43. Do you feel that superior officers specifically review Crimes Against Women?

1. Yes

2. No

48	
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44. Do you feel that a woman customer coming to a Police Station immediately gets the attention of the SHO?

1. Yes

2. No (if No, specify why)

49	
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45. Do you think that it is necessary to acquire more knowledge on gender issues?

1. Yes

2. To some extent

3. No

50	
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46. Do you feel that police personnel are showing helping attitude to solve the problems of women victims by prompt registration and proper investigation?

1. Yes

2. To some extent

3. No

51	
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47. Do you feel that police personnel deal with women victims of crime with empathy?

1. Yes

2. To some extent

52	
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3. No

48. Do you feel that police personnel use fair language and they are able to communicate with the victims of crime in a manner that will instill confidence in them?

1. Yes

2. To some extent

53	
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3. No

49. (i) Do you feel that a case will be registered in a Police Station, on the first occasion; a woman victim of crime approaches a Police Station?

1. Yes

2. No

54	
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(ii) Do you register a case on the first occasion a woman approaches a Police Station?

1. Yes

2. No

55	
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50. Please specify three factors (in the order of priority), which, will satisfy the woman victims of crime approaching a Police Station?

- 1. Modern facilities in the station and physical appearance of police personnel**
- 2. Promptness in investigation, arrest and charge sheeting**
- 3. Police personnel's empathy and courtesy.**
- 4. Police personnel's communication skills and ability to instill trust**
- 5. Presence of Women Police**
- 6. Investigation by Women Police**
- 7. Any other (specify)**

56	
57	
58	

51. Are the Women Police personnel generally more courteous to women customers than their male colleagues?

- 1. Yes**
- 2. To some extent**
- 3. No**

59	
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52. Do you use the Women Police personnel while recording the statement of women victims in grave crimes?

- 1. Yes**
- 2. Sometimes**
- 3. No**

60	
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53. Has the presence of Women Police in the Police Station improved the behaviour pattern of

(i) Yourself? (towards women customers)

1. Yes

2. To some extent

3. No

61	
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(ii) Other men police and officers (towards women customers)

1. Yes

2. To some extent

3. No

62	
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54. Do you think that police stations have become more gender friendly to women victims after Women Police were appointed to the police stations?

1. Yes

2. To some extent

3. No

63	
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55. Do you feel that police personnel have become more gender sensitised recently? (if yes, specify approximate year)

1. Yes

2. To some extent

3. No

64	
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56. If your answer to the above is 1 & 2, what are the reasons for increased gender sensitivity of police personnel? (Choose 3 reasons in the order of importance)

1. Government Policies
2. Departmental Instructions
3. Commitment of Superior officers to the cause of gender justice
4. Training
5. Interference by Women's Commission & other agencies
6. Presence of young educated Women Police in the Police Station
7. Any other reason (specify)

65	
66	
67	

57. Do you think that political influence affects negatively, investigation of offences against women?

1. Yes
2. To some extent
3. No

68	
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58. Do you think that political interference helps women victims?

1. Yes
2. To some extent
3. No

69	
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59. Do you think that financial influence of offenders affects investigation of offences against women?

1. Yes

2. To some extent

70	
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3. No

60. Do you feel that unfair handling of women victims of crimes gets punished in the Department?

1. Yes

2. To some extent

3. No

71	
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61. Do you feel that fair investigation and proper customer dealings with women get rewarded in the Department?

1. Yes

2. To some extent

3. No

72	
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62. Do you feel that the Police Department has got gender sensitised top management to convey clear messages down, for Customer Orientation towards women victims?

1. Yes

2. To some extent

3. No

73	
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63. Do you think that generally molestation cases reported in the Police Station are true cases?

1. Yes

2. To some extent

3. No

74	
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64. Do you think that in general, rape cases reported in the Police Station are true cases?

1. Yes

2. To some extent

3. No

75	
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65. Do you think that in general, the 498A IPC cases reported in the Police Station are true cases?

1. Yes

2. To some extent

3. No

76	
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66. Do you think that in general the 304B IPC cases reported in the Police Station are true cases?

1. Yes

2. To some extent

3. No

77	
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67. Do you think that women should be discouraged from approaching Police Stations with complaints of domestic violence?

1. Yes

2. To some extent

78	
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3. No

68. Do you think that the present sensitivity of police personnel is sufficient to deal with women customers in a fair manner?

1. Yes

2. To some extent

79	
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3. No

69. Do you feel safe to send your wife, sister or mother to a Police Station to file a complaint?

1. Yes

2. No

80	
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70. How will you send your wife, sister or mother to a Police Station, if she has a complaint of some atrocity committed against her? Choose only one answer.

1. She can go alone

2. She can go along with her friend

3. Some male family member should accompany her

4. Some politician or important person from the locality should accompany her

5. I will accompany her and reveal my identity
6. I will try to avoid filing a complaint
71. Do you feel that your wife, sister or mother will get justice, if they had been victimized and they had to go to the Police Station? Choose only one answer
1. They will get full justice
 2. Depends upon the attitude of the SI/CI
 3. Depends upon the attitude of DySP/ SP
 4. Depends upon the attitude of HC/PC
 5. Depends upon the pressure you exert through your influence
 6. Depends upon whether you pay bribe or not
 7. Depends upon some other points (specify)
 8. They will not get justice at all
72. A mother approaches Police Station complaining that her three-year-old girl child has been sexually abused by the child's father. What will you do? (i.e., do you register a case when an incestuous rape is reported /
1. Register a case and take further steps immediately
 2. Advice the mother to be careful in future and send her back as registration of a case will affect the future of the family

81	
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82	
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83	
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73. When a woman victim of rape comes to you what step will you take first? (Do you send a rape victim to a Gynaecologist or to a Forensic Doctor for Examination?)

1. Send her to a woman Gynecologist for medical examination

2. Send her to a Forensic doctor along with Women Police for medical examination

84	
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74. In a 498A IPC (dowry harassment) case, only blood relatives of the victim can reliably speak about the crime. Do you know whether the case can be charge-sheeted or not?

1. Yes

2. No

85	
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75. A woman comes to you with bruises and injuries, complaining that she sustained the injuries in domestic violence. What will you do? (i.e., Do you freely register cases of Domestic Violence?)

1. Register a case and send her for medical examination citing history of domestic violence

2. Send her for medical treatment and on return, send her for counselling

3. Advise her to take it easy and go back home

86	
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76. A woman comes to the Police Station complaining of sexual harassment by a male colleague. Do you know whether it is necessary to register a case?

1. Yes

2. No

87	
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77. Do you think whether Eve-teasing is a normal male behaviour, which should be ignored by women?

1. Yes

2. No

88	
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78. While a woman customer complains of rape/molestation, do you first probe into whether the woman is of good character or loose moral?

1. Yes

2. No

89	
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79. Should women and girls refrain from going unaccompanied by male escort to cinema halls and public places after sunset?

1. Yes

2. No

90	
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80. A woman victim needs immediate rehabilitation. What will you do? Choose a single answer

1. Liaise with organizations like After Care Home, Juvenile Home or NGO and try to help the victim to get herself rehabilitated

2. As rehabilitation is not a police job, I will not interfere in the matter

91	
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3. Any other point

81. What are the reasons for dissatisfaction of women customers coming to a Police Station? Choose three answers in the order of importance

1. Abusive language used by police personnel

2. Delayed attention

3. Copy of FIR not given

4. Improper investigation

5. Delay in charge sheeting

6. Non communication of result of investigation to the customer

7. Lack of follow up by police and subsequent further troubles from the offender to the customer

8. Any other (specify)

92	
93	
94	

82. What steps do you suggest for more customer orientation of police personnel towards women victims? Choose 3 answers in the order of priority

1. Gender sensitization training

2. Availability of Women Police and their utilization in questioning

3. Modern facilities in the Police Station including counseling

4. Commitment of superiors and clear messages as well as accountability

5. Reward to officers who deal with women victims fairly and punishment to those who deal with them in a discourteous manner

6. Appointment of women SHOs

7. Any other

95	
96	
97	

83. What are the barriers in ensuring customer orientation of police personnel towards women victims? Choose 3 answers in the order of importance

1. Lack of gender sensitivity

2. Lack of knowledge and skill

3. Lack of courtesy and empathy

4. Lack of women police

5. Lack of physical facilities

6. Corruption

7. Lack of monitoring by superiors

8. Any other point

98	
99	
100	

84. What steps would you suggest for satisfaction of women customers in the Police Station? Choose 3 answers in the order of importance

1. Ensuring immediate attention to the customer

2. Prompt investigation and charge sheeting

101	
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- 3. Follow up of further troubles, trial etc.
- 4. Individual attention and empathy
- 5. Ensuring prompt dispatch of copy of FIR to the complainant
- 6. Informing the complainant of the result of investigation
- 7. Modern facilities for registration of complaint without interface with police personnel (e.g. e-mail, optical fiber aided complaint box etc.)
- 8. Any other point (specify)

102	
103	

85. In general, how will you rate yourself as a gender sensitised person?

- 1. Excellent
- 2. Very Good
- 3. Good
- 4. Average
- 5. Poor
- 6. Very Poor

104	
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86. In general how will you rate yourself as a gender friendly person compared to your colleagues?

- 1. Better
- 2. Same as others
- 3. Lower than others

105	
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87. Are you satisfied with your performance as a gender friendly officer?

1. Yes, fully

106	
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2. To a great extent

3. To some extent

4. Not at all

88. In general, how do you rate yourself as a customer oriented police officer*?

1. Excellent

2. Very Good

3. Good

4. Average

107	
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5. Poor

6. Very Poor

(* Customer oriented officer = an officer who gives top priority for the satisfaction of customers by prompt and apt service delivery with empathy and personal attention).

Appendix - II

CUSTOMER ORIENTATION TOWARDS WOMEN - PERCEPTION OF POLICE PERSONNEL ABOUT THE POLICE DEPARTMENT

Sl. No.	Question	Question Number in Schedule
1.	Do you feel that the Police Department gives top priority to CAW?	Appendix I: 42
2.	Do you feel that Superior Officers review CAW?	Appendix I: 43
3.	Do you feel that a woman coming to the Police Station gets attention of the SHO immediately?	Appendix I: 44
4.	Do you feel that the Police personnel are showing helping attitude to solve problems of women victims?	Appendix I: 46
5.	Do you feel that Police personnel deal with women victims of crime with empathy?	Appendix II: 47
6.	Do you feel that Police personnel use fair language and are able to communicate with women victims?	Appendix I: 48
7.	Do you feel that the police personnel have become more gender sensitized recently?	Appendix I: 55
8.	Do you feel that unfair handling of women victims gets punished in the Department?	Appendix I: 60

9.	Do you feel that fair investigation and proper customer dealings with women get rewarded in the Department?	Appendix I: 61
10.	Do you feel that the Department is having gender sensitized top management?	Appendix I: 62
11.	Do you feel that a CAW case will be registered in a Police Station on the first occasion?	Appendix I: 49 (i)
12.	Do you feel safe to send your sister with a complaint to a Police Station?	Appendix I: 69
13.	Do you feel safe to send your sister to a Police Station alone, or should she go with somebody? With whom can she go?	Appendix I: 70
14.	Do you feel that your sister will get justice? Does it depend upon the PoliceOfficers / influence you can exert/ bribe you pay?	Appendix I: 71
See Appendix I for cross reference		

SCORE: -

Sl.No. 1,4,5,6 &7	1 = Yes	= 7 points
	2 = To some extent	= 3 points
	3 = No	= 0 points
Sl.No. 2,3,11,12	1 = Yes	= 5 points
	2 = No	= 0 points
Sl.No. 8,9 &10	1 = Yes	= 10 points
	2 = To some extent	= 5 points
	3 = No	= 0 points

Sl.No. 13	1	= 5 points
	2 to 5	= 0 points
	6	= - 5 points
Sl.No. 14	1	= 10 points
	2 to 4	= 5 points
	5, 6, &7	= 0 points
	8	= - 5 points

Maximum Score = 100

Note: The points are allotted according to the weightage given to each question.

Appendix - III

CUSTOMER ORIENTATION TOWARDS WOMEN - KNOWLEDGE OF POLICE PERSONNEL

Sl. No.	Question	Question Number in Schedule
1.	a. Have you come across various circulars on CAW and dealing with women victims? b. Can you cite the Circular Numbers and Content?	Appendix I: 38 Appendix I: 38
2.	Do you know whether a Dowry Harassment case can be chargesheeted with evidence given by blood relatives only?	Appendix I: 74
3.	Do you know whether it is necessary to register cases of Sexual Harassment at work place, if women complain?	Appendix I: 76
4.	Do you think whether Eve-teasing is a normal male behaviour to be ignored?	Appendix I: 77
5.	Should women and girls refrain from freely moving in public places after sunset?	Appendix I: 79
See Appendix I for cross reference		

SCORE: -

	Choice of Answers	Points
Sl.No.1	1. a. Mention all Circulars	= 20
	b. Mention atleast two Circulars	= 10
	2. Nothing is mentioned / not come across any circumstances	= 0
Sl. No. 2 & 3	1	= 20
	2	= 0
Sl. No. 4 & 5	1	= 0
	2	= 20

Maximum Score = 100

Appendix - IV

CUSTOMER ORIENTATION TOWARDS WOMEN - ATTITUDE OF POLICE PERSONNEL

Sl. No.	Question	Question Number in Schedule
1.	Do you think that Molestation cases in general are true cases?	Appendix I: 63
2.	Do you think that Rape cases in general are true cases?	Appendix I: 64
3.	Do you think that 498A IPC cases in general are true cases?	Appendix I: 65
4.	Do you think that 304B IPC cases in general are true cases?	Appendix I: 66
5.	Do you think that women should be discouraged from approaching police stations with complaints of domestic violence?	Appendix I: 67
6.	Do you think that it is necessary to acquire more knowledge on gender issues?	Appendix I: 45
7.	Do you think that the presence of Women Police improved behaviour of police personnel towards women?	Appendix I: 53 (ii)
8.	Do you think that Police Stations have become more gender friendly after Women Police were appointed?	Appendix I: 54

9.	Do you think that political influence negatively affects investigation of CAW?	Appendix I: 57
10.	Do you think that financial influence of offender affects investigation of CAW?	Appendix I: 59
See Appendix I for cross reference of questions		

SCORE: -

Choice of answer for all questions except Sl. No. 5	1 = Yes = 10 points
	2 = To some extent = 5 points
	3 = No = 0 points
Sl. No. 5	1 = Yes = 0 points
	2 = To some extent = 5 points
	3 = No = 10 points

Maximum Score = 100

Appendix - V

CUSTOMER ORIENTATION TOWARDS WOMEN - PRACTICE OF POLICE PERSONNEL

Sl. No.	Question	Question Number In Schedule
1.	Do you register a case on the first occasion a woman approaches a Police Station?	Appendix I: 49 (i)
2.	Do you use women police personnel while recording the statements of women?	Appendix I: 52
3.	Has the presence of Women Police in the Police Station improved your behaviour pattern towards women customers?	Appendix I: 53 (i)
4.	Do you register a case when incestuous rape is reported?	Appendix I: 72
5.	Do you send a rape victim for medical examination to a gynecologist or forensic doctor?	Appendix I: 73
6.	Do you freely register cases of Domestic Violence?	Appendix I: 75
7.	Do you probe into the morals of women who complaints of rape/molestation?	Appendix I: 78
See Appendix I for cross reference of questions		

SCORE: -

	Choices of answer	Points
Sl. No.1	1 = Yes 2 = No	5 0
Sl. No.2	1 = Yes 2 = Sometimes 3 = No	5 3 0
Sl. No.3	1 = Yes 2 = To some extent 3 = No	10 5 0
Sl. No.4	1 = Yes 2 = No	20 0
Sl. No.5	1 = Gynaecologist 2 = Forensic Doctor	0 20
Sl. No.6	1 = Yes 2 = No	20 0
Sl. No.7	1 = Yes 2 = No	0 20

Note: As the first two questions are very general, less point are allotted to these questions. The third question carries a few more points as it is directed towards specific behavioural aspect. The subsequent questions (Q.No. 4,5,6 and 7) carry 20 points each as these are the most important practices determining whether a Woman Customer coming to Police Station with a criminal complaint of CAW will get justice or not.

Maximum Score = 100

Appendix - VI

ACCESSIBILITY OF WOMEN TO CRIMINAL JUSTICE SYSTEM

INTERVIEW SCHEDULE FOR WOMEN COMPLAINANTS/PETITIONERS

I	District	
II	Police Station	
III	Petition Number	
IV	Crime No. with Section of Law	
V	Date of Occurrence	
VI	Date of Report	
VII	Date of Chargesheet / Refer Report, C.C. No.	
VIII	Name & Address of accused / Counter petitioner	
IX	Whether accused was arrested or not / Counter petitioner was summoned or not	

1. Name of the Complainant / Petitioner

2. Age

3. Marital Status

Single	Married	Widow	Divorced
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4. Address

5. Educational Qualification

6. Occupation

7. Income Group

Annual Income in Rupees

Below 10000 BPL	Rs.10,001 - 20,000	Rs. 20,001- 50,000	Above Rs. 50,000
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8. Social Status

Lower	Middle	Upper
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9. Was it your first instance of visiting Police Station? Yes / No If 'No'

- a. Second time
- b. Third time
- c. Had gone several times

10. a) Did you go to the police station alone? Yes/No. If No, with

- a. Relatives
- b. Politicians
- c. Women organization members
- d. Neighbours
- e. Any others

b) Who prompted you to give a complaint to the Police Station?

- a. Relatives
- b. Friends
- c. Politicians
- d. Women Organisation
- e. Any other groups/individuals
- f. Self Motivation

- c) Was there any delay in approaching police for help? Yes / No
If Yes, Why?
- a. Fear of being ridiculed by friends and neighbours
 - b. Social stigma attached with going to police station
 - c. Hope of redressal through negotiations
 - d. Threat from accused
 - e. Fear of Police
 - f. Any other reason
- d) Did you face social difficulties after registering complaints?
Yes / No If Yes, What?
- a. Apathy of relatives
 - b. Ridicule of friends, neighbours, Society
 - c. Ridicule at work place
 - d. Threat from accused
 - e. Any other
11. Did you have any idea about procedures in the police station?
(Legal literacy) : Yes/No
12. Do you feel that you were not treated properly in the police station
because you are a woman? Yes / No
13. Are you satisfied by the action taken by the Police?
- A) At FIR Stage:**
- i. When you went to police station did you have to wait? Yes / No
If yes, for how long?
 - ii. Did Police register FIR immediately? Yes /No If Yes, When?
 - a. After 1 hrs b. After 2 hrs c. After 4 hrs
 - d. After 6 hrs e. After 1 day f. after several days

- iii. Did the Police take down patiently all the details of the case?
Yes / No
- iv. While questioning did they use any indecent language?
Yes / No
- v. Were you questioned by a Woman Police Officer?
Yes / No
- vi. Did the Police seize all the material evidence like clothes etc immediately?
Yes / No (N.A.)
- vii. Did the Police tell you about preserving and seizing the material evidence?
Yes / No (N.A.)
- viii. Did the police send you for medical examination, immediately?
Yes / No (N.A.)
- ix. Did you get a copy of the FIR?
Yes / No

B) During Investigation:

- i. Did Investigating Officer show any urgency in dealing with your complaint?
Yes / No
If No, Why?
- ii. Did he attempt to elicit all details of complaint from you after registration of the FIR?
Yes / No
- iii. Did the Investigating Officer question all the witnesses in the crime?
Yes /No

- iv. Was the accused arrested?
Yes / No
If No, then Why?
- v. Did the Investigating Officer question the accused?
Yes / No / Can't say
- vi. Do you think that the Investigating Officer has collected all the material evidence involved in the crime?
Yes / No / Can't say
- vii. Do you think that the investigation was done properly?
Yes / No / Can't say
If No, why?
- viii. Did Investigating Officer submit Charge Sheet / Final Report?
Yes /No / Can't say
If No, then why?
- ix. Was there any delay in investigation?
Yes / No
If Yes, Why?
- x. Were you informed about stage of the case?
Yes / No
- xi. (a) Do you think that investigation was impartial?
Yes / No
(b) If No, Why?
 - 1. Political interference
 - 2. Money given by accused
 - 3. Accused being influential
 - 4. Any other reason

14. a) Did the SHO redress your grievances?
Yes / No
- b) If No, which agency helped you in redressing it in the police station?
- Politicians
 - Senior Police Officers
 - Women's organizations
 - Help by any other individual / organization
- c) What prompted you to approach this agency?
- Misbehaviour of Police
 - Careless handling of investigation by Police
 - Demand for bribe by Police
 - Favour shown to accused
 - Political interference in police Investigation
 - Delay / lack of progress in investigation
 - Any other reason
- d) When did you approach these agencies?
- At FIR Stage
 - During the investigation
- e) In what way did this agency help you in redressal of grievance?
15. How much cost did you incur for getting your grievances redressed?
- | | Cost (in Rs.) |
|-----------------------------------|---------------|
| a. For own Transportation | ----- |
| b. For transport of Investigating | ----- |
| c. For transport of witnesses | ----- |
| d. Bribe to Police | ----- |

- e. Bribe in the court -----
 - f. Fees to Advocate -----
 - g. Medical Expenses -----
 - h. Any other expenses -----
16. How much time you had to spend to get your grievances redressed?
- a. Total working days spent for the purpose
 - b. Total time lag till investigation
 - c. Total time lag till trial is over
17. What do you think is the major cause of your dissatisfaction in redressal of grievance?
- a. Misbehaviour / Ill treatment by Police
 - b. Absence of Woman Police for questioning / investigation
 - c. Improper handling of investigation
 - d. Demand for bribe by Police
 - e. Inordinate delay in investigation
 - f. Favour shown towards accused
 - g. Delay in trial
 - h. Financial difficulties faced
 - i. Money demanded by Politicians / Middle
 - g. Any other
18. What will improve the customer service of women complainant in Police Station?
- a. Courteous behaviour
 - b. Questioning by Woman Police
 - c. Privacy while questioning and taking evidence
 - d. Information regarding progress of investigation
 - e. Financial assistance

- f. Minimizing the repeated summons to police station
- g. Any other

19. Are the accused still troubling you?

Yes / No

20. a) Would you go to the Police Station again for redressal of grievance, if you have a complaint?

Yes / No

If Yes, then how?

- a. Alone
- b. With relatives
- c. With individual / group
- d. With women organization
- e. With politicians

21. Taking all factors into consideration do you feel you are satisfied with the way the Police handled your case?

- a. Very much
- b. Much
- c. Medium
- d. Low
- e. Very low / Not at all

Appendix - VII

ACCESSIBILITY OF WOMEN TO CRIMINAL JUSTICE SYSTEM AND GENDER SENSITIVITY OF JUDICIAL / PROSECUTION OFFICERS

INTERVIEW SCHEDULE

1. Name of the Respondent
2. Age in completed years
3. Present post (specify place of posting)
4. Year of joining the present post
6. Years of experience in the present post
7. Posts held in the present rank (specify)
8. Years of experience in various capacities
9. Educational qualification at the time of joining service
10. Reason for joining the department
11. Are you 'satisfied' with your job?
 1. Yes
 2. To some extent
 3. No (please explain)
12. What do you consider as the motivating factor in your career?

13. Are you getting enough motivation to do your job with commitment?

1. Yes

2. To some extent

3. No

14. Cite one major achievement in your career and the recognition you got for the same from the Department, Media, Public or customers (Give descriptive answer).

15. Do you regret joining the Department?

1. Yes (if yes, specify why)

2. To some extent

3. No

16. Do you feel satisfied in your career?

1. Yes

2. To some extent

3. No

17. What do you consider as the top most priorities in your job?

18. Did you undergo any in-service training after joining the Department, during the last 7 years?

1. Yes

2. No

19. Have you undergone any training on gender issues during the last 7 years?

1. Yes

2. No

20. Please specify the training courses you have attended during the last 7 years (With the name of place and institute).

21. Have you (in the last seven years) come across any Government Orders, Departmental Circulars / Instructions or orders from your superior officers, regarding cases of Crime Against Women or about dealing with women victims?

1. Yes (specify Order Number and content)

2. No

22. Do you think that the Department is giving priority to Crimes Against Women and satisfaction of women customers?

1. Yes

2. To some extent

3. No

23. Do you feel that personnel in your Department have become more gender sensitised recently? (If yes, specify approximate year)

1. Yes

2. To some extent

3. No

24. If your answer to the above is 1 and 2, what are the reasons for increased gender sensitivity?
25. Do you think that generally molestation cases charged in the Court are true cases?
 1. Yes
 2. To some extent
 3. No
26. Do you think that in general, rape cases charged in the Court are true cases?
 1. Yes
 2. To some extent
 3. No
27. Do you think that in general, the 498A IPC cases charged in the Court are true cases?
 1. Yes
 2. To some extent
 3. No
28. Do you think that in general the 304B IPC Charged in the Court are true cases?
 1. Yes
 2. To some extent
 3. No

29. Do you think that women should be discouraged from approaching Courts with complaints of domestic violence?

1. Yes

2. To some extent

3. No

30. Do you think that the present sensitivity of personnel in the Judiciary / Prosecution wing is sufficient to deal with cases of women victims in a fair manner?

1. Yes

2. To some extent

3. No

31. Do you feel that your wife, sister or mother will get justice, if they had been victimized and they had to file a criminal complaint?

1. Yes

2. To some extent

3. No

32. In a 498A IPC case, only blood relatives of the victim can reliably speak about the crime. Will you then convict the case? / Will you expect conviction in this case?

1. Yes

2. No

33. Do you think that Eve teasing is a normal male behaviour, which should be ignored by women?
 1. Yes
 2. No

34. While a woman customer complains of rape/molestation, do you first probe into whether the woman is of good character or loose moral?
 1. Yes
 2. No

35. Do you feel that women and girls should refrain from going unaccompanied by male escort to cinema halls and public places after sunset?
 1. Yes
 2. No

36. What are the reasons for dissatisfaction of women customers seeking remedy from a Court?

37. What steps would you suggest for satisfaction of women customers seeking the help of Courts for redressal of their grievances?

38. Do you think that all true cases of Offences against women, coming up for trial get convicted in the Court?
 1. Yes
 2. To some extent
 3. No

39. If no, what are the reasons for low conviction rate?
40. In general, how will you rate yourself as a gender sensitised person?
1. Excellent
 2. Very Good
 3. Good
 4. Average
 5. Poor
 6. Very Poor
41. In general how will you rate yourself as a gender friendly person compared to your colleagues?
1. Better
 2. Same as others
 3. Lower than others
42. Are you satisfied with your performance as a gender friendly officer?
1. Yes, fully
 2. To a great extent
 3. To some extent
 4. Not at all

Bio data of the Supervisor

Prof. (Dr.) P.K.B. Nayar, Emeritus Professor of Sociology at the University of Kerala was formerly Dean, Faculty of Social Sciences, Chair, Department of Sociology, Director, Centre for Women's Studies, Director, Population Research Centre at the University of Kerala. Earlier he worked as Management Consultant at the USAID, New Delhi and as Asst. Director, Administrative Science center, University of Pittsburgh (USA). He was Visiting Professor at the University of Paris and University of Iowa (USA) for one year each. Receptient of the French Government's Award for Internationally Renowned Scientists, Fulbright Visiting Professor Award, American Inter-University Research Fellowship Award, Travancore University Gold Medal and Helpage India Award. Dr.Nayar has worked as Consultant to FAO, ILO and WHO. He has published 7 books (one of which, Sociology in India in the 1980s, was a best seller in 1983) and over 100 research papers in reputed Indian and international journals. He has served on Committees and Commissions of the Government of India and Government of Kerala, chaired over sessions in a dozen International Conferences and presented invited papers in another dozen international conferences.

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