Local Self Governance and Policing:
A Study on two Grama Panchayats of Thrissur District, Kerala

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JAWAHARLAL NEHRU UNIVERSITY
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DECLARATION

This project entitled, “Local Self Governance and Policing: A study on two grama panchayats of Thrissur district in Kerala”, submitted to Bureau of Police Research and Development (BPRD) on behalf of Centre for the Study of Law and Governance, Jawaharlal Nehru University is my original work. This project was earlier submitted to BPRD in 2010.

Further, as per the letter dated 19th August, 2015 from BPRD, for modifying the project report titled “Local Self Governance and Policing: A study on two grama panchayats of Thrissur district in Kerala”, I had modified the report as per the observations/suggestions of the subject expert.

Dr. Sony Kunjappan (D.V.M)
Principal Investigator
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Acknowledgement

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Sony Kunjappan
Executive Summary

BACKGROUND
Panchayat Raj Institutions (PRIs) have developed with powers from the state whereas the police have remained as a closed institution in India. The Gandhian concept of village autonomy and self-sufficiency and the political will and commitment during in the form of enactment during the post independent period have cumulatively helped to emerged PRIs as powerful, popular and participatory institutions at village level. Nevertheless, the police as an institution developed during the British colonial rule for the purpose of suppressing people; thereby ease the colonial administration, thus remained more or less the same.

The institution of police continued its nature of oppressions that results in greater alienation of people from this institution. This alienation of people is induced by the fear and stereotypes that capture the collective memory. It continues to induce and sustain fear, torture and inaccessibility among the people to the institution of police. The worst suffers are those who belong to historically marginalized groups such as tribes, dalits, poor and illiterate peasants, women and children, since these institutional barriers considerably reduce their access to justice system (Cherayi, 2015). As a result, this study is a systematic effort to explore and examine the functional relationship between Gram Panchayat and Local Police in rural policing, thereby explore the ways to strengthen the rural citizen’s access to justice.

METHODOLOGY
Using qualitative research method, the present study examined the Rural Policing System and explored functional relationship between local police stations and Panchayats. This study has multiple sources of observation and data collection, which included semi-structured in-depth interviews, focused group discussions, case studies and document reviews. The combinations of these primary data collection methods are typical for in-depth qualitative inquiry. The present study collected data from diverse samples, which included three units of observations. We used diverse data collection methods such as
case study method and interviews to study the Janamaithri Suraksha Project and Jagratha Samithi and two Gram Panchayats in Kerala.

For two cases studies, the researcher purposively selected the projects viz., Janamaithri Suraksha Project and Jagratha Samithi. All project related information have been collected from the project cell/concerned department for project related documents. Further, respective project staff were consulted for semi-structured interviews. The gram panchayats were purposively selected for the study while the staff and elected representatives were randomly selected for the semi-structured interviews. The police personnel were selected randomly for semi-structured interview. We selected 40 police personnel from local police station alongside with 40 people’s elected representatives/panchayat staff, thus constituting 80 semi-structured interviews.

We used thematic content analysis for data analysis. The thematic analysis is a data reduction and analysis strategy in which the qualitative data are segmented, categorized, summarized and reconstructed from the data sets. It helped to draw meaningful inferences and conclusions.

**Findings form Document Review**

The review revealed that existing police system is considerably alienated from the rural mass. It continues to produce fear and inaccessibility in time of need. Commissioned studies suggested to ensures professionalism in police, public participation in policing, insulating the police from undue pressure and interference, pro-active policing and empowering the lower functionaries. There exists an asymmetry in the decentralization pattern because the panchayats are more decentralized compared to police. Thus, emphasizing study found the need for creating a functional positive police-politician interface for public order maintenance by reworking police system by taking all possible relationship with the Panchayathi Raj institutions into account.

It is in the background that India has a considerable amount of people at the social margins; who experience socio-economic marginalization and alienation from institutions like police. The police is insulated from new development in the market and
technological spheres, failure of ad hoc administrative reform measures to motivate the lower level officers and lack of political will in implementing the suggestions from the national commissions.

The study highlight the need for innovative strategies for action are often required to tackle problems that could not be dealt with in existing procedures. Some of such suggestions include setting apart some of police modernisation funds for awareness programs, especially in terms of the projects/welfare schemes of the panchayat, for which a committee at the local level with adequate representation of panchayat members and local police officers is required to be formed. There should be one police station per panchayat in order to have a better working relationship and sharing of budget and other schemes between these two institutions at the local level. Further, conducting classes related to traffic, law-and-order and legal issues with the participation of both panchayat and police station.

Moreover, considering the strength of the police, its jurisdiction over a wider area covering many panchayats and for better delivery of public service, it is necessary to increase the number of police personnel in local police station. The strength of local police station could be increased in Kerala, if the Armed Reserve and Local Police are merged and integrated. This brings about an increase in 20% more police at the cutting edge, dealing with people. This increase in police personnel at local police stations could be utilized to divide the workload effectively and respond to Kerala Panchayat Raj Act and associated responsibilities.

Governance is concerned with a network of relationship between the state and civil society. It is the networks between two institutions (i.e., panchayat and police station) and; thereby a network of relationship between the state and its citizen is established.

The roles, duties, powers and responsibility of the police need to be re-defined with refreshingly new and innovative strategies both at the individual and at the organizational level. Kerala Panchayat Raj Act in its section 252 defines the responsibilities of the local police officers. The police should convey the complaints of violation of any of the
sections of the Act to the President and Secretary of the panchayat without any delay. The police officer is also responsible for giving proper legal aid, if the panchayat president or secretary or any panchayat officials/members requests for the same. If the police officer is not providing, then he will be considered as a violator of the law according to section 41 of the existing Kerala Police Act 1960.

FINDINGS FROM CASE STUDIES

This study is based on three cases studies viz., Janamaithri Suraksha Project (Community Policing), JagrathaSamiti (Vigilance Committee) and two Gram Panchayats. First, we provided key inferences derived out of the case study of Janamaithri Suraksha Project. It increased the utility, access and performance rate of police as per the perception of responses from the people. The results reveal that the more number of interaction between police and people, better the perception of people about police. The result substantiates the need for better functional relationships between the police and panchayat. About 80% of the people knew about the project due to direct contact with Janamaitri personnel whereas 10% of the awareness is through media. People perceive that JM personnel are courteous while the programme is rated as useful. The result shows that people have adequate access to project related services. Most people rate the performance JM personnel at the high level, implying that where JM programme is implemented the performance of the police is rated as high.

The study examined whether JM programme influenced the care and courtesy of police towards people. The project improved people’s access to the police and improved people’s perception to the performance of police, thus bringing police closer to people. The results shows that 73 percent of local panchayats involved in the programmes of policing while there is 27 percent did not participate in any activities of police. About 97 percent of the police officials feel the need for a change in their roles and responsibilities from the present situations.

The conventional notion of police stations needs significant change since it is no longer the symbols of a foreign power or an alien form of government imposed on local communities. Hence, police stations should transform into visual personification of the guarantee by a government of the people to individuals and local communities under the
democratic legal system. The life, property and dignity of citizens will be made secure and that the rule of law will be carried out with a steady hand. The police stations are the centers of hope for citizens who aspire for safety and security. As a result, a police station is expected to deliver this right of security to the people and transform into centers of justice, where citizens may enter with confidence to demand that their rights of citizenship be secured. For this, a policing system needs to be designed in such a way that interacts directly with the people. Evidently, Kerala Police initiative of Janamaithri Suraksha Project is a preliminary effort towards this direction, which ushers effective people-police cooperation.

SUGGESTIONS

- The accountability of the local police and panchayats needs to be redefined by having an effective mechanism between the two for proper check and balance.
- Policing is required to be oriented in terms of the demand from its citizens.
- Police is arguably dysfunctional because of over centralization. Hence, there is a need for decentralization and it should be through the effective participation of civil society.
- There is a need for outsourcing the functions of service of summons, escort and such general duties to appropriate agencies. There is also an urgent need for increased involvement of local government in the functioning of the police.
- The police functions such as traffic control and solving minor law and order problems should come under local self governments. It needs transfer of most of the police functions along with the personnel to the local self governments over a period of time.
- Enough steps should be taken to ensure the local population is represented adequately in the police.
- The possibility of having an amendment to the constitution for mandatory relationship between the local police station and the local panchayat, for effective delivery of public service to its citizens, should be further looked at.
CONCLUSION

Evidently, there are limitations in governance and policing. Evidence based practices are the gold standard to overcome these barriers. However, comprehensive review of literature and future research are further needed for robust understanding of the interactions of these institutions. We need strong political will and government initiatives to ensure effective implementation of the recommendations of the various committees and commissions, while taking into consideration the views of all the stakeholders to ensure a democratic functioning of our civic institutions.

Case Study 1: Janamaithri Suraksha Project

In this study, cases (Janamaithri Suraksha Project and Jagratha Samithi) are selected with a purpose to understand the structural relationship between the two institutions as practiced through a project by Government of Kerala and the selection of the two panchayats, was to understand in-depth, the dynamics that is being played at the local level, keeping in mind the polar types of these two panchayats. The Adat Gram Panchayat of Thrissur District was selected as the best Panchayat of the State in 2006 (Swaraj Trophy) and at the National level, Adat Panchayat had received Nirmal Gram Puraskar Award in 2008. This Panchayat also had pioneered various schemes/projects which were taken as the model for the Kerala State like (a) Waste Disposal Scheme (b) E. M. S. Bhavana Nirman Padhathi and (c) Medical Insurance for all BPL (Below Poverty Line) families. The governance of this Panchayat is by a political party which is at present opposing the ruling party in the State. The other panchayat, Pananchery Panchayat has been selected because it is the only Panchayat in Kerala, where Jagratha Samithi (Vigilance Committee) of Gram Panchayat is being run smoothly for the past two years. Pananchery is also one of the largest panchayat in Kerala as well as it is governed by the present ruling party of the State. This study explores the possibilities of relating policing to the Panchayati Raj Institutions. This study is primarily an overview of the concurrent interrelationship between the Panchayati raj institutions and policing. This study highlights the practical and functional correlations between the local panchayat institutions and police stations.

Though local self-government includes the Panchayat at three levels viz; Gram Panchayat, Block Panchayat and District Panchayat, this study is tried to look only at
the relationship of Gram Panchayat and the Police Station, though it had observed some of the initiatives of community policing are at the urban level also. Thus this study focuses on the Rural Policing System and explores the possibility of a functional relationship of the local police station with the Panchayat in its Jurisdiction.

Janamaithri Suraksha Project: A Community Police Initiative by Kerala Police

Community Policing is a sustained collaboration between the police and the community that identifies and solves community problems. Depending on the needs and responses of the communities involved, community policing strategies may vary. When Sir Robert Peel established the London Metropolitan Police, he set forth a number of principles one of which could be considered the backbone of community policing: “… the police are the public and the public are the police.” It is very clear that without a strong tie-up with the community, police may not have access to pertinent information from people that could help solve or deter crime. Helpful information will be forthcoming from community members only when police have established a relationship of trust with the community they serve. Moreover, when community members believe the police are genuinely interested in community perspectives and problems, only then they begin to view the police as being a productive and essential part of that community.

Janamaithri Suraksha Project: The Objectives

The objectives of the Janamaithri Suraksha Project are: prevention of crimes, furthering co-operation and mutual understanding between Police and the Community, and furthering Security-related mutual co-operation among Citizenry.

In every Police Station, there is a ‘Janamaithri Suraksha Samithi’. The Samithi will endeavor to undertake and implement the ‘Janamaithri Suraksha Project’ within the limits of the respective Police Station. With the help of the Station House Officer, the Circle Inspector will suggest the names of persons to be included in the Samithi. The Sub-Divisional Police Officer will examine such names and such list of names will be submitted to the District Police Superintendent. After due consideration and such consultation as he may deem proper, the District Police Superintendent will constitute the
Samithi and inform the concerned. Those who are involved in any criminal case should not be included in the Committee.

A local area which includes around 500 houses will be considered as a Janamaithri Beat Unit. A Police Station jurisdiction will be divided into as many ‘Janamaithri Beats’ as required. One Beat area should not exceed 3 Square Kilometers. A Beat Officer should be able to cover a ‘Janamaithri Beat’ within a few hours’ time. For example a Post Man is able to cover his beat area daily. Similarly a Beat Officer also should be able to cover his beat area completely during a day’s duty.

Projects which are suitable for a particular locality can be selected by the Station House Officers and Beat Officers can place before the Janamaithri Samithi. Suitable projects can be selected after consultation and discussion in the Janamaithri Samithi meetings.

**Case Study: 2  Jagratha Samithi (Vigilance Committee of Panchayat)**

Vigilance Committee (VC) is a redressal mechanism for women’s issues, functioning decentralized manner through local governments with gender perspective. It aims to ensure security of women and girls, enhance their status, and to protect them from atrocities and violation of rights.

The major activities of the Vigilance Committee are the following: receive complaints from women and girls and redress them, take necessary steps to prevent the atrocities and violation of rights against women and girls, provide legal aid and advice to the women and girls, and initiate programmes for the empowerment of women and girls etc.

Jagratha Samiti has played a very important role in Pananchery area with regard to empowerment of women, gender sensitization, redressal of women’s problems, free legal aid etc. It enjoys a close integration with other women’s bodies like Kerala Women’s Commision etc. This led to a *more comprehensive approach* in solving the issues that arose. In this context it becomes important to understand how the above mechanism could be replicated in all other panchayats, with cooperation of the respective local police station.
Case Study 3: Two Gram Panchayats

Two Gram Panchayats – Adat Gram Panchayat and Pananchery Gram Panchayat of Thrissur District in Kerala.

For the third case study of the two panchayats (Adat and Pananchery), random sampling was done for selection of the various stake holders, like (a) Police Officers at the Local Police Station (40), Panchayat Officials/Elected Representatives from the two Panchayats (40).

From the study so far, we have seen that it is required to have new ways of looking at the old problem of policing civil society. We have seen that innovative strategies of action are often required to tackle problems that could not be dealt with in existing procedures. Some of these include: setting apart some of police modernisation funds for awareness programs especially in terms of the projects/welfare schemes of the panchayat, for which a committee at the local level with adequate representation of panchayat members and local police officers is required to be formed. There is already shortage of police personnel’s at the local police station level and then considering the jurisdiction of the police station and the new additional role of functional association with the panchayat, there needs to be an increase in the number of police personnel’s in the local police station. The strength of local police station to give service to the people could be increased in Kerala, if the Armed Reserve and Local Police are merged and integrated. This brings about an increase in 20% more police at the cutting edge, dealing with people1. This increase in police personnel’s at the local police station, could be utilized to divide the workload effectively. Once the shortage of personnel’s at the local police station is addressed, then the local police station as well as the police officers will be in a position to deal with the responsibilities in relation to Kerala Panchayat Raj Act and to have a better working relationship between these two institutions at the local level. Other strategies that should be considered essential include conducting classes related to traffic, law and order and other legal issues, with the participation of both panchayat and police station.

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1 Proposal for integration of Local Police and AR(Armed Reserve) police into civil police in Kerala, submitted by Dr. Alexander Jacob, IPS dated 22/10/2009 to the DGP of Kerala.
This study clearly points out that there is required to be an effective functional relationship between the local police and the Panchayat. It also points out that the roles, duties, powers and responsibility of the police need to be redefined with refreshingly new and innovative strategies both at the individual and at the organizational level. *The Kerala Panchayat Raj Act (*) in its section 252 defines the responsibilities of the local police officers. It held that, the police should convey the complaints of violation of any of the sections of the Act to the President and Secretary of the panchayat without any delay. The police officer is also responsible for giving proper legal aid, if the panchayat president or secretary or any panchayat officials/members requests for the same. If the police officer is not providing, then he will be considered as a violator of the law according to section 41 of the existing Kerala Police Act 1960.*

The Draft Model Panchayat and Gram Swaraj Act in its Chapter 23, Section 362 defines the powers and responsibilities of the Police in respect of offences and assistance to the panchayats. *Every police officer shall give immediate information to the panchayat of an offence coming to his knowledge which has been committed against this act or any rule or by-law made there under and shall assist all the members, officers and servants of the panchayat in the exercise of their lawful authority (Draft Model Panchayat and Gram Swaraj Act, 2009)*

The major observations of the study are:

- The Janamithri Sureksha project has increased the utility, access and performance rate of police as per the perception of responses from the people.

- From the impact study of Janamithri Sureksha project, it has come to the conclusion, that the more number of interaction of police and people, better the perception of people about police, this substantiate the need for better functional relationship between the police and panchayat.

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2 Study conducted by Kerala Police and Calicut University
Of the people aware of the program, 80% of the awareness is due to direct contact of Janamaitri personnel with the people.

10% of the awareness have been through knowledge generated through media coverage.

Opinion of people regarding courteousness of JM Police personnel
Conclusions
The JM personnel are perceived to be very courteous

Opinion of JM Program- Utility
Level of utility of JM program on a scale of 1 to 7
Conclusions
The program is seen to be of high utility by the people with most people giving it a rating of above 4 out of 7.
Rate the accessibility to Police on a scale from 1 to 7.

69) Rate of accessibility of people to police (On scale of 1 to 7)

Conclusion
• Most people rate the accessibility at the higher levels of 4 and above.
• This does show that at least where there is JM program being implemented there is sufficient accessibility of public to police.

Rate the performance of Kerala Police on a scale from 1 to 7

![Histogram showing the distribution of ratings](image)

**Conclusion**

• Most people rate the performance of the police at the higher levels of 4 and above.

• This does show that at least in places where JM program is being implemented the performance of the police is rated high.
Correlation between number of JM meetings, duration and change in perception of police

<table>
<thead>
<tr>
<th>Positive change in Perception of police after interaction with JM personnel</th>
<th>Pearson’s correlation</th>
<th>.053</th>
<th>.100**</th>
<th>Positive Correlation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sig (1 tailed)</td>
<td>.059</td>
<td>.002</td>
<td><strong>Correlation significant at 0.01 level.</strong></td>
<td></td>
</tr>
</tbody>
</table>

This reveals that more the number of interaction and longer the interaction better the perception of people regarding police.

**Conclusion**

- The JM program has been executed to show care and courtesy by the police towards the people.
- The program has succeeded in improving accessibility of the police to the people. The program has therefore succeeded in bringing the police closer to the people.
- There is better perception of police performance by the people.
- The JM program has been executed to show care and courtesy by the police towards the people.
- The program has succeeded in improving accessibility of the police to the people. The program has therefore succeeded in bringing the police closer to the people.
- There is better perception of police performance by the people.
- Integration of Local Police and Armed Reserve (AR) in Kerala needs to be done at the earliest, so that an additional of 20% more of the police will reach the cutting edge in dealing with people.
<table>
<thead>
<tr>
<th>Police District</th>
<th>No. of Police Stations</th>
<th>No. of personnel that can be redeployed to each police station</th>
</tr>
</thead>
<tbody>
<tr>
<td>Kasaragod</td>
<td>16</td>
<td>11</td>
</tr>
<tr>
<td>Kannur</td>
<td>32</td>
<td>10</td>
</tr>
<tr>
<td>Wayanad</td>
<td>14</td>
<td>5</td>
</tr>
<tr>
<td>Kozhikode Rural</td>
<td>20</td>
<td>10</td>
</tr>
<tr>
<td>Kozhikode District</td>
<td>16</td>
<td>9</td>
</tr>
<tr>
<td>Malappuram</td>
<td>32</td>
<td>8</td>
</tr>
<tr>
<td>Palakkad</td>
<td>32</td>
<td>12</td>
</tr>
<tr>
<td>Thrissur</td>
<td>37</td>
<td>11</td>
</tr>
<tr>
<td>Ernakulam Rural</td>
<td>30</td>
<td>7</td>
</tr>
<tr>
<td>Ernakulam City</td>
<td>23</td>
<td>12</td>
</tr>
<tr>
<td>Idukki</td>
<td>26</td>
<td>11</td>
</tr>
<tr>
<td>Kottayam</td>
<td>31</td>
<td>5</td>
</tr>
<tr>
<td>Alappuzha</td>
<td>31</td>
<td>12</td>
</tr>
<tr>
<td>Pathanamthitta</td>
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</tr>
<tr>
<td>Kollam</td>
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<td>11</td>
</tr>
<tr>
<td>Thiruvananthapuram Rural</td>
<td>34</td>
<td>6</td>
</tr>
<tr>
<td>Thiruvananthapuram City</td>
<td>21</td>
<td>35</td>
</tr>
</tbody>
</table>
Above is the data\(^3\) that clearly spells out the increase in number of police personnel, just by re-deployment from Armed Reserve to Local Police.

The figure below shows that about 14 police stations cover 4 panchayats each while only 4 police stations cover 5 panchayats each. Similarly 3, 10 and 9 police stations cover 3, 2 and 1 panchayats respectively.

![Average number of panchayat covered by police station](image)

The pie chart below shows that there is about 73 per cent of involvement/participation of local panchayat in the programmes of policing, while there is 27 per cent non-participation of local panchayats in any of the activities of police.

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\(^3\) From the proposal submitted by Dr. Alexander Jacob IPS to DGP Kerala for integration of local and AR, dated 22/10/2009.
The pie chart shows that about 97 per cent police officials feel that there is a need for the change in their roles and responsibilities from the present situation while 3 per cent of them do not agree with this.

It is seen that there are various welfare programmes implemented by the Panchayat for the last one year but the graph below shows the need of assistance from other local agencies for implementing those programmes. 27 panchayat officials are keen to involve
police in the implementation of the programmes while 18 officials think that health department should give assistance. Excise department (14) and agriculture department (7) are other two agencies which are expected by many panchayat officials to assist panchayat.

- The accountability of the local police station and panchayats is required to be redefined by having an effective mechanism between the two for proper check and balance.

- Policing is required to be oriented in terms of the demand from its citizens.

- Police is arguably dysfunctional because of over centralization. So there is a need of decentralization and it should be through the effective participation of civil society.

- There is a need for outsourcing the functions of service of summons, escort and such general duties to appropriate agencies. There is also an urgent need for increased involvement of local government in the functioning of the police.

- The police functions like traffic control and solving minor law and order problems should come under local self governments. It needs an ultimate transfer of most of the police functions along with the personnel to the local self governments over a period of time.
- Enough steps should be taken to try and ensure that the local population is represented adequately in the police.

- The possibility of having an amendment to the constitution for mandatory relationship between the local police station and the local panchayat, for effective delivery of public service to its citizens, should be further looked at.

Here we have seen the limitations in the present scenario of governance and policing. Research has been done into overcoming these, however even more ground has to be covered in reviewing the existing literature and in further research endeavours. The need of the hour is for the Government to ensure an effective implementation of the recommendations of the various committees and commissions, taking into consideration the views of all the stakeholders, to ensure a truly democratic functioning of our civic institutions.
Chapter 1
Introduction

1.1 Asymmetrical Police and Panchayat Reforms

Panchayathi Raj and the Police play important roles in the lives of ordinary people. During the post independence period, there were several commissions and committees appointed to study and direct these institutions to ensure people’s participation. However, there is an asymmetry do exist between these two institutions in bringing about people’s participation. The Panchayati Raj as an institution has grown with powers devolved from states while police and local police stations, which is envisaged to provide first line of defense to common men remained a closed institution. The present study explores both the Police and Panchayati Raj institutions, the impact of the respective commission and committees on the implementation level, especially in terms of decentralization.

The Indian police system has been evolved from pre-Mughal period and has tended to concentrate on policing the geographical proximity of seats of power. In the ancient days of kingship, maintenance of order as a state responsibility was practically confined to the environs of the palace, with the country-side being looked upon mainly as a hinterland to serve as a source of manpower and revenue for the state. The pattern of policing in the rural areas did not change substantially even after the advent of the British Raj. Though they devised a district based structure for general administration with emphasis on collection of revenue, development of the police system was mostly confined to headquarter towns and other urban centers of activity. The village policing as such was mainly looked after by a village based functionary called the village ‘patel’ (Headman) assisted by a village ‘chowkidar’ (Third report of National Police Commission, 1980). The spread of the regular police in the rural areas was comparatively thin and the initiative for drawing police attention to any matter of importance in the villages rested mostly with the village based patel (Headman) and the chowkidar. The 1902 Commission had examined this system and recommended its continuance more or less in the same form. They had further emphasized the need for the village patel (Headman) and the village chowkidar to bear the primary responsibility for preventing crime in the village
and function more as servants of the village community rather than as subordinates of the regular police at the local police station level.

1.2 Problems in the Present System

Sample studies made on present functioning of the village chowkidar in eight states in different regions of the country noticed the following deficiencies which seriously affect chowkidar working (Third Report, National Police Commission, para.20.3):-

⇒ There are no minimum educational qualifications prescribed for his appointment. In many places, he is found to be totally illiterate.

⇒ There are no prescribed qualifications regarding age. In several places, the chowkidars were seen to be very old and physically unfit for any active outdoor work.

⇒ They have no perception of their responsibility for either collecting information or reporting the available information to the police regarding crimes and criminals. They merely function as carriers of specific messages as and when they emanate from the village patel (Headman) or other governmental functionaries in the village.

⇒ Their pay is very low and even that is not paid to them regularly. In some states the drawal and disbursement of their pay is on contingent bills only which are drawn once in three or four months.

⇒ Supervisory control over them by the police authorities is generally nebulous with the appointing authority and disciplinary authority being specified in different terms in different states and involving the revenue functionaries.

⇒ They have tended to become menial servants with little or no capacity for any form of work on their own initiative. Consequently, their capacity for effectively aiding police work in the village has become almost nil.

⇒ In some states, their role as menial servants is very preponderant. In one state, it was observed that the local police have a system of getting the village chowkidars to attend the police station by turn every day to be available for all odd jobs of a menial nature.
Evidently, the village chowkidar has become practically useless as far as regular police work is concerned. Nevertheless, a total abolition of this system without an alternate scheme is equally difficult.

Indian Police Commission report (1902) showed the impossibility in carrying on an efficient police administration by means of regular police men, thus securing the aid of village communities is critical for effective policing. The report suggests that ‘it is expedient to relegate the trial of petty offences to the village headmen and the Panchayats and where the system does not exist, it shall be cautiously and experimentally introduced.” However, these recommendations were either not followed or implemented effectively. The commission specified in its report on the importance of maintaining and fostering the existing village agencies available for police work.

The village is the unit of administration. Improved administration lies in teaching the village communities to take an active interest in their own affairs. Its headman represents the village community generally and effective police administration must be based on the recognition and enforcement of the responsibility of the headman. It is in his capacity to provide the necessary help to the police. His position and influence should be strengthened. It is to him that the police should look for cooperation in their work. This is the basis of the provisions of section 45 of the Criminal Procedure Code, which makes:

- the headman responsible for communication forthwith to the magistracy or police of information concerning certain offenses and offenders,
- to empower the District Magistrate to appoint village headman, for the purposes of this section where there is to be of vital importance to emphasize the responsibility of the village headman
- to hold the village police officer, by whatever name he may be locally known, responsible rather than as the subordinate of the village headman and as his servant for the performance of police functions.

The village police officer ought to be a village servant, holding his own place in the life of the village. The subordinate of the village headman is primarily responsible for tackling crime in the village. The intimate connection and association of both these men with the people needs to be maintained. They should discharge their duties to the village
community and are responsible to the head of the district. The village headman and the village police officer cooperating with each other while not subordinate to the regular police. The commission stresses on the necessity to have a healthy relationship between the district officers and superior officers of police.

Inadequate financial devolution is an impediment in furthering the intentions of the amendments. Panchayats are, to a great extent, dependent on the states for grants. Even though, first the State Finance Commissions were constituted by all the states, though the acceptance of their recommendations have been uneven. Kerala, Madhya Pradesh, Punjab, Rajasthan, Tamil Nadu, Uttar Pradesh and West Bengal are among the states, which accepted the report in full. However, none of the states have disbursed funds according to the recommendations (Panchayati Raj Update, July 2000). The Eleventh Finance Commission sanctioned Rs.1600 crores annually for Panchayats and Rs. 400 crores for municipalities to be distributed among the states. It is clear that states are reluctant to share their powers and resources with the Panchayats:

The powers of the panchayat have grown through the 73rd constitutional amendment. However, panchayat act has nothing to improve the police functioning at the local level even though villagers have to deal with police. For most common men, the police station is the first line of defense when he comes in conflict with law of the land. The fact is that the police as an institution is still governed by the Act of 1861 and thus has not yet been able to function appropriately to the needs of independent India. In this context, the local police station has failed to keep up to its pace, with the panchayat for effective delivery for service to its citizens. Herein lies the importance of this study: on exploring the possibility of having a relationship between the local police station and the panchayat.

Moreover, the citizens have fear psychosis of the police (Gupta, 1979; p.7). He rightly pointed out that “the Act (of 1861) made provisions in detail only for two purpose i.e., the establishment and administration under strict magisterial control of a single unified force in every province and as a measure for using it to keep the people of the country effectively repressed”. The demands and role of police have undergone vast changes over
a period of time. Colonial police guidelines were suppressive in nature and meant to ease British administrative functions. The underlying philosophy of Police Act of 1861 was “to extend the imperial rule in India throughout the country in a more organized and systematized manner” (Gupta, 1979).

1.3 Police and Inclusive Governance

Police as an organized institution in this country came into existence with the Police Act of 1861. After Independence, a few States have drafted new legislations, yet ideals of democratic governance, accountability, transparency and participation of people have not yet been incorporated. This has led to a severe alienation between the police and the public. The first national level commission came into existence (Shah Commission, 1977), to examine excesses of power exercised during the emergency. The Shah Commission observed that the government must insulate police from the politics of the country. Therefore, the then Union Government set up the National Police Commission (1977) to examine the police with an in-depth analysis. The principal recommendations were focused basically on measures to free the police from a system of increasing political control. The most significant of these was the proposal to set up a statutory body in the States and at the Centre, to be known as the State Security Commission. Then later Reberio Committee (1997) was appointed to examine NPC’s recommendations to suggest further action regarding police reforms. The Committee submitted its report in 1998-99, but there was no action taken by the Government. Later on, another committee was set up, under K. Padmanabhaiah, a former union home secretary. This committee also submitted the report in the year 2000. But no recommendations could be implemented.

As it is very clear that our police is still governed by the Police Act of 1861, we need to look into where we had failed in bringing in inclusive governance in the Police. In this context it is imperative to look at some of the recent developments following the seven directives of Supreme Court(Prakash Singh vs Union of India, 22nd September 2006), instructing the Central and State governments to comply with them. The directives are to:

- Constitute a State Security Commission
- Ensure that the Director General of Police is appointed through a merit based, transparent process and enjoys a minimum tenure of two years
Ensure that the other police officers on operational duties (like Superintendents of Police in-Charge of district and Station House Officers in-charge of a Police Station also have a minimum tenure of two years)

Setting up a Police Establishment board, which will decide all transfers, postings, promotions and other service related matters of police officers and below the rank of Deputy Superintendent of Police and make recommendation of postings and transfers of officers above the rank of Deputy Superintendent of Police.

Setting up a National Security Commission at the union level to prepare a panel for selection and placement of Chiefs of the Central Police Organizations, who should be given a minimum tenure of two years.

Setting up of an Independent Police Complaint Authority at the state and district levels to look into public complaints against police officers in cases of serious misconduct, including custodial death, grievous hurt or rape in police custody.

Separate the investigation and law and order functions of the police. The Court directives seek to achieve two main objectives: (a) functional autonomy for the police and (b) enhanced police accountability.

Following these directives, the Union Home Ministry constituted a Police Act Drafting Committee (PADC)\(^1\), which submitted a draft outline for enactment of a new Police Act on 25\(^{th}\) August 2006. The proposed Act had fourteen chapters, wherein the PADC envisaged (a) professionalism in police (b) public participation in policing (c) insulating the police from undue pressure/interference (d) pro-active policing, thereby enabling the to face emerging challenges, and (e) empowering the lower functionaries.

Based on this proposed Draft Outline for a new Police Act, the Supreme Court directed various state governments to inculcate its directives and modify their respective Police Acts. However, the state governments blindly followed only the seven directives of the

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\(^1\) Which is popularly known as the Soli Sorabjee Committee, constituted by Ministry of Home Affairs in September 2005, on the backdrop of the writ petition civil no 310 of 1996 (filed by Prakash Singh and Others)
Supreme Court, without fully grasping the reasons behind the issuance of the directives. The state governments overlooked the essence of the draft outline brought out by the PADC, thus ignoring its fundamental aspect of reformation through inclusive governance. For inclusive governance, there is required to be an approach, wherein the citizens (from all sections of society) also participate in the governance. This approach calls for the need for effective training.

However, if the police have to cater to contemporary needs, its basic philosophy should transform into a different approach—the community and problem solving oriented policing (Kelling and Moore, 1988). The Community Oriented Problem Solving Policing emphasizes the need for building relationships between police and community/neighborhood residents, in order to work together to prevent crime and solve problems.(Trojanowicz and Bucqueroux Bonnie, 1990). This approach calls for new training practices that would augment police-community linkages. As society changes, policing adjusts as policing changes, training shifts (Allison et al, 2005). According to this approach, police is given proper training so that officers would understand the underlying philosophy of COPS and translate it into effective practice (King and Lab, 2000). However, police training is not an easy task, considering prevailing conditions, the major challenges are curriculum and delivery challenges, occupational socialization and recruitment challenges and legal implications.

Introduction of this new approach, one is required to identify the above mentioned challenges and plan accordingly. For successful training, (Glenn et al, 2003) had identified four fundamental elements for incorporation into the training. They are contextual learning, integration of topics throughout the curriculum, scenario building and de-briefing. Through this new approach of COPS, there would be community level involvement, problem solving, and organization decentralization (Oliver (1998).

Training is seen as a vehicle of change. It not only change the particular individual who is being trained but also those who come in contact with him. The attitudes of those who have gone through a training process should undergo a change so that when they go back to the field, their behaviour should have an impact on the behaviour of others. Training
thus acts as a catalytic agent, the total impact of which, in course of time, will affect the entire organization.

Police organizations all over the world are changing over from traditional policing methods to one in which the community has a greater say in the scheme of things. The community being the recipient of the police services should have a say as to what kind of Police services it should get. The policing has always disliked by democratic institutions at the grassroots level in India. This is linked to the colonial mindset of lower level police officers and the conflict with reducing discretionary freedom under constitutional law of the land. This has prevented rational reform measures. Police reforms have been a victim of vested interest in politics, administration and caste based Indian society.

The local community participation is important for effective policing and inclusive governance, thus there is a functional linkage between the local police station and the elected local representatives. The 5th report of 2nd Administrative Reforms commission lays much emphasis on local management of issues. The report specifies the need for outsourcing of many functions to appropriate agencies. Service of summons, escort and general duties come under this category. There is an urgent need for increased involvement of local government in the functioning of the police. More police functions like traffic control and solving minor law and order problems should come under local self governance. The commission envisages transfer of police functions along with the personnel to the local self-governments over a period of time. The commission perceives better functioning of the police system and better accessibility to justice.

Even though the arguments on ‘local government and decentralization’ in the context of a modern nation state have been debated in India for over a hundred years. The basic questions remains the same with regard to ‘the need, normative and material benefits, nature of the exercise and experience of decentralization’(Peter, 2000). The present study examine rural decentralization, thus the focus here is on Panchayati Raj Institutions, especially Gram Panchayats.
The study focuses on the reports of National Police Commissions, suggestions of related committees, rural policing in India and empirical researches. They all have unambiguously put forward suggestions regarding the structure of the system. (Pradhan,-- ->) articulated the need for creating a functional positive police-politician interface for public order maintenance and strongly emphasized the need for reworking the police system, including establishing all possible relationship with the Panchayati Raj institutions. The present study explored the possibilities of relating policing with Panchayati raj institutions in India.

1.4 Concise overview of literature
Community policing is a post modernist framework of hyper-reality (Schwartz and Friedrichs, 1994) where people’s participation and engagement with functions of policing is being constructed as a social reality. The political economy of the state significantly shapes the community policing as a strategy to secure social order. As a predominant form of policing choice, community policing has emerged during 1980s in the United States and 1990s in Australia and currently captured the imagination of the police research groups in India. As a result, community policing is gaining grounds within the insipid police structure crumbling inside the failing state.

Bayley, 1994) suggests that community policing represents the most serious and sustained attempt to reformulate the purpose and practices of policing since the development of the professional model in the early twentieth century. It encourages accountability and public scrutiny. In this way, it is celebrated as a new philosophy of policing which inspires innovations, creativity and a cue for cooperation between the police and community groups focused to save their neighborhood from decay, degeneration and mafia control. The key elements of community policing are consultation with community groups on security needs, command devolution so that those closest to the community can determine how to best respond to their needs, mobilization of agencies other than the police to assist in addressing those needs, and remedying the conditions that generates crime and insecurity through focused problem solving (Bayley, 1994).
However, David et al (1999) emphasized that ‘meeting the needs of the community is a goal of community policing that appears to be secondary to the goal of utilizing community members to help control crime. The police has surrendered to the community its own failure and lack of capacity to control crime without community support. This belief and confession may arrive with the label of community policing or may be used as rhetoric for good policing. Community policing is thus epistemic to prevention of repression of poor people in communities. Such communities are stronger agents of social control and information management from within the secretive armoury of police steel frame.

Like in every other country, the community policing is preceded by the failure of the police to deal with crime. The structure of police is in disarray and there pervades an enormous lack of transparency. The bosses are busy with VIP duties and the rank and file is embedded into scrapping rent from the rich as well as the poor. The space for honesty and commitment is shrunk to dangerous minimalism, which threatens a new idealist in this job. The organizational entropy absorbs and sucks away the drive for solutions. Hence, the need for communities to enter the policing responsibilities arises. The philosophy behind it remains the same in all countries whereas the strategies may differ in accordance with different nature of communities and the degree of police accessibility allowed.

Wilson and Kelling (1982) in their work titled ‘Broken Windows: the police and neighborhood safety,’ argued that image management is not just essential for the police but also for communities. If a broken window is left unrepaired then soon all the windows in the building would be broken. The working together with community, much of this presumption about a state of disorder would get either absorbed in the collaborative efforts between the marginalized that what would finally appear in rhetoric would be a friendly police and a supportive community.

The police is a closed institution while any effort to make it inclusive, it needs to function in a manner that ensures effective delivery of service to its citizens. It is required to have new initiatives that are delivered by public organizations, employing participative, team-
oriented management systems and result oriented evaluative criteria (Osborne and Gaebler, 1992). For this, the system needs to allow some degree of decentralization in order to function with the other local institutions like that of panchayats. Community policing calls for a new breed of police officers (Trojanowicz and Bucqueroux, 1990) operationalizing a new professionalism based on democratic values such as participation and openness, rather than on ‘technological values rooted in substantive expertise (Skolnick and Fyfe, 1995).

The community-policing model does not seek to “empower” communities rather to enhance the police response to crime through intelligence gathering. A full partnership and true co-production of police service would entail some “civilianization” of police positions and an enhanced public oversight of police activities (Buerger, ----). Through, the community policing, the fear psychosis towards the police has to be done away with, there is required to be an increase in security feeling of the citizen. Effective community policing need not necessarily have direct relationship with the actual reduction in crime rate. Moore (-----) suggests that the reduction of the fear of victimization and increases in feeling of security have independent value apart from actual reduction in crime rates. Shaw (1993) contends that community-policing efforts should be evaluated on the extent to which they are successful in restructuring police organization so that they may continue to be adaptive and innovative and enhance the creative potential of their personnel.

Wilkinson and Rosenbaum (------) argued that the fundamental question about community policing in the 1990s is not ‘should it be implemented?’- the concept is already extremely popular with policy makers- but rather ‘how should it be implemented?’ However, in the context of this study, these questions are looking out for answers as to what type of training and organizational structures are required to implement effective delivery of services to the citizens, rather than implementing ‘in an organizational structure, that may be antithetical to its basic precepts (Gianakis Gerasimos, 1998). Thus, the central premise of community policing should be the public, playing a more active part in enhancing public safety. Here lies the need for effective
network between the democratically elected local institution- panchayat at the local level and the local police station.

1.5 Local governance and policing

Gandhi’s idea of Panchayat Raj represents the concept of self sufficient and self-reliant villages functioning as republic. Gandhi envisages village panchayats to practice direct participating democracy endowed with all powers that enable it as a state in its true sense. The powers and functions which can not practiced under its fold should be transferred to the governments at the centre (Saynal, 2015). During the post independence period, the powers and influence of panchayats have steadily grown. It has increasingly become popular in civic life. The 73rd constitutional amendment and the Panchayat Raj Act have little influence to improve the police functioning at local level even though villagers have to deal with police more frequently. For people, the police station is the first line of defense when conflict arises with laws. The fact is that the police as an institution still governed by the Indian Police Act of 1861. The police has not yet been able to function appropriately to the needs of Independent India. The local police station has cumulatively failed to keep up to its pace, with the panchayat for effective delivery for service to its citizens.

Gupta (1979) pointed out that the Act (of 1861) made provisions in detail only for two purpose. The establishment and administration under strict magisterial control, of a single unified force in every province and measure for using it to keep the people of the country effectively repressed. The demands and role of police have undergone vast changes over a period of time. The colonial police guidelines were suppressive in nature and were meant to ease British administrative functions. The underlying philosophy of Police Act of 1861 was to extend the imperial rule in India, throughout the country in a more organized and systematized manner.

The local community participation is critical for effective policing. For this, we need to establish a ‘functional linkage’ between the local police station and the elected local Panchayats. Local police stations should be given much importance as it is the first point of contact for the citizens (5th report of 2nd Administrative Commission). The report
specifies the need for outsourcing of many functions to appropriate agencies. Service of summons, escort and such general duties come under this category. The urgent need is for increased involvement of local government in the functioning of the police. More police functions like traffic control and solving minor law and order problems should come under local self-governance. The commission envisages ultimate transfer of most of the police functions along with the personnel to the local self-governments over a period of time. The commission perceives better functioning of the police system and better accessibility of people to justice by taking such a step.

Even though the arguments on ‘local government and decentralization’ in the context of a modern nation state have been debated in India for over a hundred years, the basic questions remains the same with regard to ‘the need, normative and material benefits, nature of the exercise and experience of decentralization’ (Desouza Ronald Peter, 2000). Decentralization has emerged as the key element in the present discourse of improving governance. The adoption of a new agenda for improving governance in the country from 1991 set decentralization in a different perspective. The contribution of the governance perspective, in shifting the focus away from government, has been to recognize the inability of traditional political institutions to govern society through a top down approach. In a democracy, the political values and preferences of the government reflect the will of the people. The government translates this will of the people into laws and then implements them through its bureaucracy. The governance perspective directs attention to the role of multiplicity of actors and institutions in political-decision making and stresses that the state and the civil society were in a kind of network relationship in steering the society (Rhodes, 2000). Public policy is formulated and implemented through a plethora of formal and informal institutions, mechanisms and processes. The architecture of governance is a complex one and there are many centres of power and many actors and agencies that influence decision making (Pierre, 2000).

Decentralization acquired different meaning for different people. In the governance discourse, it means dispersion of power at the local level and control by self-governing communities. In India, decentralization began to mean dispersion of power not only to rural and urban self-government but also to self-help groups, local communities and
NGOs. The Eighth, Ninth and Tenth Five Year Plans have provided broadest meaning to decentralization and have not just confined themselves to panchayat raj or municipal government.

In the circumstances, the study focuses on the reports of National Police Commissions, suggestions of related committees, rural policing in India and research work done in the field. They all have unambiguously put forward suggestions regarding the structure of the system. In the research study conducted by Satya Narayan Pradhan, IPS (Dy. Director, National Police Academy) ‘on creating a functional positive police-politician interface for public order maintenance’, he strongly emphasized the need for reworking the police system, by taking all possible relationship with the Panchayati Raj institutions into account. There are arguments in favour of the necessary relationship between local elected institutions and Administrative Structures (Jayal, 2006). This study also explores the possibilities of relating policing with Panchayati raj institutions in India.

1.6 Conclusion
Evidently, there are historical genesis and foundations for the asymmetric relationships between the two important institutions. From the origins of the police as a means of governance for perpetuating oppressive power structures, the need has risen in a democratic society to harmonize the relationship between the institutions of the Panchayati Raj and the Police. The greater federalism and devolution of power have institutionalized under the 73rd Amendment to the constitution. However, more is required to with respect to the actual working of the above. The need for bridging the gap between these lead us to the paradigm of community policing.
Chapter-2
RESEARCH METHODOLOGY

This study is a systematic effort to explore and examine the functional relationship between Gram Panchayat and Local Police in rural policing, thereby explore the ways to strengthen the rural citizen’s access to justice.

2.1 Statement of the Problem

Police is an organized institution ever since the introduction of the Police Act in 1861. After independence, a few states have drafted new legislations; however, the ideals of democratic governance, accountability, transparency and people’s participation have not been incorporated into the policing in those states. This has led to a severe alienation between the police and people. The first National Commission (Shah Commission, 1977) has examined the excesses of police power exercised during the emergency. The Shah Commission observed that the government must insulate police from the politics of the country. As a result, the then Union Government has set up the National Police Commission in 1977 to examine the police with an in-depth analysis. The principal recommendations have focused on measures to free the police from a system of increasing political control. The most significant of these was the proposal to set up a statutory body in the States and at the Centre, to be called as the State Security Commission. Then later Reberio Committee, 1997 was appointed to examine NPC’s recommendations to suggest further action regarding police reforms. The Committee submitted its report in 1998-99, but there was no action taken by the Government. Later on, another committee was set up, under K. Padmanabhaiah, a former union home secretary. This committee has submitted the report in the year 2000. Now the present government has set up another committee to draft a new police Act.

Given this circumstances, the current study focuses on the reports of National Police Commissions and suggestions of related committees on rural policing in India and empirical literature. Studies suggest the needs for creating positive functional police-politician interface for public order maintenance alongside with effective reworking of police system while considering all possible relationship with Panchayathi Raj institutions (Pradhan, ----). Jayal (2006) identified the need to establish and maintain
close cooperation between locally elected institutions and police administrative structures.

Consistently, the current study explores the possibilities for relating policing and Panchayathi raj institutions in order to incorporate the ideals of democratic governance, accountability, transparency and people’s participation. People of the historically marginalized social groups such as dalits, tribes, and sexual minorities, the vulnerable sections such as older people, persons with disability, women, and children are conventionally alienated and excluded from the institutions of justice and civic life (Jose and Sultana, 2012). These vulnerable and weaker social groups and categories have historically enjoyed poor access to justice due to structural disabilities including socio-cultural stereotypes (Jose, 2014). Given this empirical background, the current study argues that police as an institution has considerably distanced and alienated from the marginalized social groups thus, close cooperation and association of police with PRIs are critical towards ensuring people’s greater access to justice institutions (Cherayi, 2015).

Like other developing countries, politicization of police in India has caused considerable amount of barriers to human rights based policing ensuring and protecting every one’s rights to life in its fullest as envisaged in our constitution (Art-21: Right to Live). Independent India witnessed the increasing politicization of police that compartmentalize people based on their caste, religion, political belief and so on; posing serious threats the ideals of democracy and realization of human rights of citizens. For instance, atrocities and violence against dalits at different parts of the country evidently shows the partisan involvement of police, who often silence the victims (Jodhka, 2011; Thorat, 2004). Hence, insulating the institution of police from politics and related dynamics are of paramount importance towards ensuring the constitutional mandate of equal treatment for all citizens before law. The current study argues that close cooperation of police and PRIs are likely act as a buffer against the politicization of police; thereby ensure low and order maintenance and people’s access to justice.
Globalization including market liberalization and associated developments in technological spheres have considerably been altered the conventional notion of policing whereas the ad hoc police reform measures have cumulatively failed to motive lower ladder officers such as constabulary towards modernizing Indian police. Such reform measures have not yet reached to lower level officers. Further, the lack of ‘political will’ to implement the recommendations from the national and state police commissions have further hampered the modernization efforts of the police. Inadequate or lack of people’s participation in policing, in spite of the viable possibilities with the help of PRIs have been less discoursed. Locating within this conceptual premise, the present study examines the Rural Policing System and explores the functional relationship between local police station and Panchayats.

2.2 Aim of the study

The local self-government includes the Panchayats at three levels viz., Gram Panchayat, Block Panchayat and District Panchayat. However, this study limits its scope to the relationship between Gram Panchayat and the Police Station, while acknowledging potentials of community policing to urban life. Hence, the present study limits its focus on Rural Policing System and explores the functional relationship between local police station and Panchayats at a police stations’ jurisdiction.

2.3 Specific Objectives:

- To analyze the recommendations of the National Police Commissions and related commissions/committees on police reforms and public order in the light of the current research problem.
- To understand existing rural policing and to re-define the roles, duties, power and responsibilities of police through evolving strategies for individual and organizational developments.
- To explore the relationship between Panchayat Raj Institutions and local police station in villages.
- To explore the police towards the direction of legal reform for greater access to justice delivery.
2.4 The Study Context

On 23rd April 1994 and 30th May 1994, the Panchayat Raj and the Municipality Act came into effect respectively on the basis of the 73rd and 74th amendment Acts of the Indian Constitution. Local self-governments are dependent on state governments and are ‘nothing more than their agencies (Bandopadhyay et al, 2003). Local self-government implies the decentralization of powers so that the elected bodies could function independently with authority and resources to bring about the economic development and social justice. The Local Administration Department was changed into Department of Local Self-Government and Rural Development Department was integrated with it. Further, certain changes have incorporated in the Secretariat pertaining to the administrative issues of urban areas. The Department of Urban Planning was changed into the Department of Town and Country Planning. Remarkable changes were made in the Urban Development Financial Corporation and the Rural Development Board. Director of Panchayat and the Director of Municipal Administration constitute the two field departments of the Local Administration Department of Local Self Government. A Secretary to Government heads this department. The local self-governments of Kerala exercises great power.

After amending the legal framework of the Panchayati Raj System, the state of Kerala witnessed a unique experience i.e., greater powers of PRIs to implement development programs with considerable influence and roles in the formulation and development of policies and programs at local levels. The decentralization through people’s mobilization sought not only to devolve power from the state to the local level, but also to elicit people’s participation in the process of development. Further, the People’s Campaign for Decentralized Planning was expected to bring about transformation in attitudes of the participants themselves (Issac, 2001). In its first phase, the effort was to create basic awareness and preparation for attending Gram Sabha meetings. It estimated that more than two million persons participated in Gram Sabhas and ward committees. This generated public debate on development all over Kerala (Sharma, 2003). In the second
phase, development seminars have organized in every Gram Panchayat and effort to draw up development plans. Emphasis was laid on data collection and resource mapping. The third phase was concerned with projectization of development plans.

Undoubtedly, the Kerala experience gave new meaning to the exercise of decentralization in the country. It highlights the critical role of the state government in activating the Panchayats and demonstrated decentralization is not mere rules and laws rather a culture of development requiring intense people’s mobilization. The experience signifies the diversity in implementing public policies towards decentralization in India. The concept of democratic decentralization requires a movement beyond representative democracy, where appropriate institutions and opportunities are necessary capabilities to be created at the lower levels for ordinary citizens to participate in the decision-making, implementation, monitoring and sharing of the benefits and responsibilities of government activities.

Such participation would make the elected representatives continuously accountable to the citizens and would facilitate a transparent administration. The description just presented closely corresponds to the principles of decentralization enunciated by the Committee on Decentralization of Power: autonomy, subsidiarity, role clarity, complementarily, uniformity, people’s participation, accountability and transparency. The legislation is backed-up by a powerful campaign to mobilize the people for democratic decentralization.

Thus, studies on the decentralization policies and the roles, duties, power and responsibilities of the Panchayati Raj Institutions have their own significance. In the light of a successfully decentralized society as compared to other Indian states, this study aims to redefine the roles, duties, power and responsibilities of police with innovative strategies for individual and organizational development. It tries to explore a sustainable relationship between Panchayati Raj Institutions and local police stations in villages and to see whether we need to have any constitutional amendments for a uniform policy across the country in having a bond between these two institutions. Moreover, Kerala being the highest literate state in India, having a strong Panchayati Raj system of its own,
there should be an ingenuous effort to create a functional relationship between the local police and the local self governments.

2.5 Research Method

Using qualitative research method, the present study examined the Rural Policing System and explored functional relationship between local police stations and Panchayats. The qualitative research method helps to describe the data from a holistic perspective (Creswell, 1994; p.164), considering the complexity of the problem under the study (Rosmann & Rallis, 1998; p.8); while the data collection needs to be naturally occurring rather than any experimental manipulations (Hammersley, 1992; p.163). Hence, viewing this methodology as an interactive process of seeing, hearing, reading and reviewing (Peacock, 1986; p.49), allows the raw data to be grouped and patterned until themes emerged that explains the inner world of the participants (Willig, 2008). In the qualitative component, this study has multiple sources of observation and data collection. These include semi-structured in-depth interviews, focused group discussions, case studies and document reviews. The combinations of these primary data collection methods are typical for in-depth qualitative inquiry (Shadduck-Hernandez, 1997).

Study participants:
The present study collected data from diverse samples. Three units of observation using diverse data collection methods like case study methods and interviews are (i) the Janamaithri Suraksha Project (an initiative of Kerala Police); (ii) the Jagratha Samithi at Pananchery Panchayat; and (iii) two Gram Panchayats namely Adat Gram Panchayat and Pananchery Gram Panchayat of Thrissur District in Kerala.

Methods and procedure of data collection: For two cases studies, the researcher purposively selected the projects viz., Janamaithri Suraksha Project and Jagratha Samithi. All project related information have been collected from the project cell/concerned department for project related documents. Further, respective project staff were consulted for semi-structured interviews. The gram panchayats were purposively selected for the study while the staff and elected representatives were randomly selected for the semi-structured interviews. Further, the police personnel were also selected randomly for semi-structured interview. For the present study, 40 police personnel were selected from local
police station alongside with 40 people’s elected representatives/panchayat staff, thus constituting 80 semi-structured interviews.

2.6 Data Collection Methods
For data collection, interview schedule, questionnaire, focused group discussion and observations were used. Interview schedule with panchayat officials and elected representatives. Interview schedule was used for the panchayat officials/representatives, in order to get an in-depth understanding on functional relations. The questionnaire was used with police officers in order to tape opinions and factors. For getting the views of the public, focus group discussion and observations have conducted at two wards of these two panchayats. The community policing issues and concepts has guided the development of topic guide for focused group discussion.

In-depth interview is a qualitative data collection method. It facilitates an exchange between an interviewer and the study participant with an informal style but guided by broad topic areas. It is a conversational partnership (Rubin & Rubin, 1995, p.10) between an interviewer and a study participant. This is the best method of exploring in-depth experience, perspectives and information about the unit of study. In the present study, in-depth interviews were conducted with panchayat and police officials and representatives.

(i) Interview with panchayat officials: The interview schedule includes the police station with jurisdiction and programs and schemes over the last one year. It further includes assistance needs, distance to local police station and panchayat representatives’ perceptions on the needs for functional relationships with local police stations. Further, the schedule includes areas of co-operations, reasons, programs for weaker sections, role of local police in programme implementation at local self-governing bodies and help in effective service delivery.

(ii) Interview with police officials: Interviews were conducted with constables, head-constables and sub-inspectors. The interview covered number of panchayats covered, participation of PRIs in policing programme, perceived need for budget sharing between PRIs and policing, strategies and modalities for police-public relationships, nature of
implementation, networking with other agencies, perceived importance of functional relationships, levels and areas where functional relationship requires and its rationale. Further, interview has also covered the areas like need for changes in roles and responsibilities, suggestions for organizational change for effective rural policing, roles and responsibilities in terms of rural policing and areas of mutual sharing or responsibilities.

**Focused Group Discussion:** *Focused group discussion* (FGD) is a form of group interview in which there are several participants in addition to the facilitator or moderator. The emphasis is on discussion of a fairly and tightly defined topic and the accent is upon interaction within group and joint construction of meaning. A focus group contains two components: the group interview in which several people discuss a number of topics and the participants are known to have some special knowledge and experience related to the topic of interest (Bryman, 2008). FGDs consist of open-ended questions that explore the insights, opinions and perspectives of citizens their engagement police and PRIs. In the present study, the data were collected from the citizens through informal group discussions and observations.

**Case Study:** A case study as a method is an empirical enquiry that investigates a contemporary phenomenon within its real life context, especially when the boundaries between phenomenon and context are not clearly evident (Yin, 2003). In a case study, few instances of a phenomenon are gathered in depth (Blatter, 2008) while cases are selected on different grounds. Cases may be sampled for their typicality or may be selected purposefully on the basis of theoretical sampling. In addition, the choice of cases may also be influenced by more pragmatic means such as their accessibility (Bloor & Wood, 2006). The cases are selected to understand the relationships between the two institutions as practiced through a project by Government of Kerala. Besides, the selection of two panchayats was to understand in-depth, the dynamics at the local level while the choices of the district was more to do with accessibility to the data source.

**Document review:** Knowledge of history and contexts surroundings comes primarily out of document reviews. Observation and in-depth interviews need to be supplemented with document reviews in order to gather and analyze documents produced in everyday events
or constructed specifically for the research at hand. Hence, archival data are routinely collected to summarize the history and socio-economic and political contexts of an organization of police (Shadduck-Hernandez, 1997). For analyzing the recommendations of National Police Commissions and related commissions and committees on police reforms and public order, secondary data was used. The sources for these data were government reports, National Police Commission, report of administrative reforms commission, which deal with literature review.

**Observation:** Observation is used to discover complex interactions in natural settings (Marshall and Rossman, 1999). This technique was applied in this study to understand the complex interaction with the people at the village level, their relationship to these institutions in terms of their social status and their behaviors towards police by trying to understand how they perceive these institutions.

### 2.7 Conclusion

Thematic content analysis technique is used for this analysis of data. The thematic analysis is a data reduction and analysis strategy. As per this method of analysis, the qualitative data are segmented, categorized, summarized and reconstructed to capture the important concepts within the data sets (Ayres, 2008). A theme captures something important about the data in relation to the research question that represents some level of patterned responses or meaning within data set (Braun & Clarke, 2006). In thematic analysis, flexibility is considered as advantageous for the present analysis (Braun and Clarke, 2006). Although it is convenient to discuss thematic analysis as a step by step process in practice this was not the case. Throughout the analysis, the investigator considered the relevance of each theme to the research question and to the data set as a whole, thus keeping the analysis integrated.

After collecting both primary and secondary data, the researcher read through all the three cases thoroughly and well-familiarized. Further, the content has similarity to turn as a potential theme was coded in each case. Then the common themes were identified across the cases. All the themes were, then categorized into more inclusive themes and
subthemes. The theoretical framework and study objectives helped to organize the analytical exercises. The themes and subthemes were further refined with the progress of analysis.
Chapter- 3
THEMATIC ANALYSIS OF CASE STUDIES

3.1. Introduction
This study is based on three cases studies viz., Janamaithri Suraksha Project (Community Policing), JagrathaSamiti (Vigilance Committee) and two Gram Panchayats.

3.2. Janamaithri Suraksha Project:
Community policing is a sustained collaboration between the police and the community that identifies and solves problems within the community. As per the community needs, the community-policing strategies may vary. It is critical to build a strong tie-up with the community, so that police may have access to pertinent information from people that could help solve problems or deter crime. Such helpful information will be forthcoming from community members when police have established a relationship of trust with the community. Moreover, when community members believe the police are genuinely interested in their perspectives and problems, they begin to view the police as being a productive and essential part of that community.

Law and order is a basic need of people. It is the duty of the government and the police to sub-serve this need of the people. Community policing approach envisages security services appropriate to the circumstances and needs of the local communities. This is achieved by enlisting the people’s cooperation. Strengthening the link between the police and the community and ensuring partnership pinpoint and mitigate the underlying causes of crime. The police will have more resources available for crime prevention activities through community involvement. Otherwise, they are being forced into the after-the-fact response to crime. The police work closely with all sections of the community to identify specific concern and to find effective solutions.

Situating within this conceptual premise, the Kerala Police has implemented Janamaithri Suraksha Project with cooperation and participation from the public. The project aims at
prevention of crimes, furthering co-operation and mutual understanding between police and the community and furthering security-related mutual co-operation among citizenry.
3.2.1 CASE STUDY -1: JANAMAITHRI SURAKSHA PROJECT

First part of the case study gives a detailed account of the composition and organization of the Samiti. It details the procedure and frequency of meeting and subjects for discussion. The case study outline the project components such as Janamaithri beat, duties of the beat officers, district advisory committee, subjects/matters that does not come under the preview, partners to associate, and the possible projects to be implemented through the Samiti. Secondly, the case study details the geographic coverage and phases of implementation. Finally, the case study provides an overall assessment of the project outcomes followed by conclusion.

**Composition of the Samiti:** This Samiti consist of corporation and municipal ward councilors, representatives of each active residents association, NGOs, local media representatives, nominees of all high school head masters, college principals, reputed persons, retired police personnel and ex-service personnel. The Samiti should have 10% senior citizens, 30% ladies and 20% SC/ST members. In every police station, there is a ‘Janamaithri Suraksha Samiti’. The Samiti will endeavor to undertake and implement the ‘Janamaithri Suraksha Project’ within the limits of the respective police station. With the help of the Station House Officer, the Circle Inspector suggests the names of persons to be included in the Samiti. The Sub-Divisional Police Officer will examine such names and such list of names will be submitted to the District Police Superintendent. After due consideration and consultation as he may deem proper, the District Police Superintendent will constitute the Samiti. Those who are involved in any criminal case should not be included in the Committee. The Samiti should have at least ten members and preferably not exceeding 25. Convener of the Samiti is the Circle Inspector and the Secretary of the Samiti is the Station House Officer. In every meeting, one of the members, who is commonly accepted will preside over.

**Meetings of the Samiti:** The Samiti meets at least once in a month at a pre-announced date and place. In the meeting, the public residing in the Beat of that area can attend and give their suggestions. The participation of maximum number of people from the local Beat may be ensured. In case the participation of the public is meager, the Samiti will examine the reason for the same and give necessary advice to the Beat Officer.
**Subjects for Discussion in Samiti Meetings:** The following matters will be discussed in the Samiti meetings:

- Any matter concerned with security of the area - problems like theft, robbery, bootlegging, traffic offences etc. and their remedial measures.
- Introducing patrolling with a view to prevent crime, traffic warden system etc.
- Organizing awareness programmes to educate the public on reducing crime and security measures to be installed or introduced.
- Information regarding organized and environmental crimes in the area

**Activities of the Samiti:** Different projects as per need can be implemented after discussions and decisions in the Samiti meetings such as conducting night patrolling with public cooperation, introducing traffic warden system, monitoring maintenance of street lights and traffic lights. As per local needs, the following types of projects can be implemented.

- Night patrolling with public co-operation
- Coordinating with private security guards
- Knowing new residents and strangers
- Fitting Burglar Alarms and security systems
- Helping senior citizens and physically challenged citizens
- Protection of women and children
- Awareness programmes
- Traffic Warden Systems
- Organizing Counselling centres to resolve family discords, drinking habits etc. may be started
- Monitoring maintenance of street lights, traffic lights etc.
- Implementation of projects encouraging blood donation, eye donation, organ donation
- Organizing Self Defense Courses
- School-based safety & vigilance programmes
- Cooperating with Kudumbasree Units
- Preventing illicit sale of liquor and drugs
Monitoring illegal financial institutions
Complaint Card Systems
Disaster Management and Mitigation
Trauma, Rescue and First Aid Projects
Victim Support Cells

If required for the implementation of a project, sub-committees may be appointed for a particular area or a project. The sub-committees are formed during Samiti meetings. Such sub-committees include persons appropriate to the task intended. The membership of such sub-committees need not be confined to the members of the State level Samiti.

Janamaithri Beat: It refers to a local area that includes around 500 houses within 3 S.km and a beat officer. A police station’s jurisdiction will be divided into as many ‘Janamaithri Beats’ as required. A beat officer should be able to cover his beat area completely during a day’s duty.

Janamaithri beat officer and his duties: Janamaithri Beat will be in charge of an assistant sub-inspector or a head constable. The Beat Officer coordinate the serving of summons, execution of warrant, locating the address, handling the complaint box and all other duties. All the duties of the police station relating to patrolling, process service, petition enquiry, field verification, collection of public complaints, servicing of complaint boxes will be done, subject to proper supervision of the Station House Officer (SHO), through Beat Officer. Within two or three months of becoming the beat officer, the Beat Officer will personally know at least one member of every family living in his beat, all the roads and by-lanes in his allotted area, working habits of local people and their special needs on a house to house basis. At least three days a week, the beat officer should be available for an hour or so at a pre-announced place in the beat so that anybody who wants to communicate without going to the police station. The Beat Officer will maintain a Beat Register showing the daily activities and daily transactions with respect to the beat and such Beat Register will be examined by the SHO every day. The Beat Officers will also attend the Janamaithri Suraksha Samiti Meetings every month. The Beat Officer shall spend at least 20 hours a week actually moving about and meeting residents in his beat. The Beat Officer conducts himself in an exemplary manner. Wherever possible, a lady Police Constable may be detailed to assist the Beat Officer.
**District Advisory Samiti:** Superintendent of Police/Commissioner of Police should form a ‘Jilla Upadesaka Samiti ’ including M.P, M.L.A, Municipal Chairman/Mayor and other representatives nominated by the Superintendent /Commissioner of Police. The Samiti can have 10 - 20 numbers. Once in three months, Superintendent of Police/Commissioner of Police should convene a meeting and review activities of the Project and give necessary advices for successful implementation of the Project.

**Subjects shall not be discussed in Janamaithri Samiti meetings**

- No discussion should be done about cases which are under investigation or trial or about the accused in such cases.
- Any private dispute between individuals and remedial measures for such disputes should not be discussed.
- No discussion, accusing any individual or organization, should be held about any petition/crime case which is already registered / given to the Police Station
- The behaviour, conduct or working of any individual should not be discussed
- The deeds of any political/social organization should not be criticized
- Under no circumstances, the Samiti Meeting should function like an unofficial Court. Hence no effort should be made to resolve the problems relating to criminal activities of any person during the Committee Meeting
- Discussion as to who are to be included in rowdy history sheets/ police records/ under provisions of Goonda Act, or as to who are to be treated as accused in crime cases shall not be permitted in the meeting

**Activities to be undertaken by a Beat Officer**

- The Beat Officer may talk to the public frequently regarding the programs to be implemented under the ‘Janamaithri Suraksha Project’
- The Beat Officer may find out appropriate projects for his beat area and such projects may be presented in the Samiti Meeting. He may also take the lead in implementing such projects
- Whenever there is some natural calamity, outbreak of contagious diseases etc. in his beat area, the Beat Officer may immediately inform the same to the concerned authorities and also give leadership in taking remedial actions
In case the Beat Officer gets any intelligence regarding communal tensions, social unrest etc. in his area, he may immediately inform the same to the Station House Officer.

In case any information is received with regard to development of problems in connection with festivals, melas etc. the same may be informed to the Station House Officer.

The Beat Officer may inform the Station House Officer about any type of crime or dangerous activity taking place within his beat area.

The Beat Officer may visit internet cafes, phone booths, parallel educational institutions, cinema theatres, video shops and other places where students and youngsters may gather and he may keep a friendly watch to prevent any wrong tendencies in such places.

In case the Beat Officer notices school children visiting video cassette shops, pan masala shops etc. or smoking in public places the Beat Officer may give them proper advice and if necessary, alert parents appropriately.

When taxi drivers go for trips at night along with strangers, the drivers may be advised to record the name address and signature of such persons in the taxi stand to ensure the safety of the drivers.

The name and addresses of all the strangers who come and stay in the area for doing construction work, jewellery work etc. may be collected with the help of the contractors who bring them. Such information can be handed over to the Station House Officer.

The names and address of persons who come and stay as household help etc. from outside the locality may be collected and kept.

**What should not be done by a Beat Officer?**

He should not discuss or pass on information, publicly or privately about any case under investigation or trial in the Police Station/Court.

He should not pass on any information about any person to be arrested by the Police / to be included in the array of accused / goonda list etc.

Secret information or personal information regarding any person should not be collected or discussed.
 The Beat Officer’s opinion about any of the individuals or organisations in the locality should not be discussed either publicly or privately by the Beat Officer
 Under no circumstances should a Beat Officer enter a woman’s house in his area without the presence of a Woman Police Officer or a woman Samiti Member
 The Beat Officer should not try to negotiate and settle any issue connected with a criminal case registered already. However in case an accused in a criminal case again troubles the victim, the Beat Officer should take immediate remedial measures to help the Station House Officer in preventing the same
 The Beat Officer should not make public the names of any person who gives him secret information. He should never share such information with the public in the beat even during private conversations
 Regarding investigation of crime cases, political issues etc. the Beat Officer should not share his views with members of the public
 In case an individual in the beat area violates any traffic rule or indulges in any criminal activity, he should never try to help such persons escape the clutches of law
 The Beat Officer may receive petitions from the public, enter the same in the beat register and hand over the same to the Station House Officer. Under no circumstances should the Beat Officer show the petition to the counter petitioner
 The Beat Officer’s duty is to help the Station House Officer resolve the petition in the Police Station. The Beat Officer should not discuss the petition at the places where he conducts his beat meetings and he should not try to settle the petitions at such places
 In case the public from a beat come to the Police Station, they can contact the Beat Officer. However they are free to contact any Police Officer and they need not seek the permission of the Beat Officer to meet the Station House Officer or other Police Officers

**Partners to associate with:**
 Juvenile Justice Board
 Free Legal Aid Cell
 Blood Banks
Rehabilitation Centres for Women
Courline and Rehabilitation Centres for children
Kudumbasree / Self Help groups for women
Hospitals
Fire Force
Disaster management facilities and organizations
Public information channels in the District Collectorate
Organisations like Red Cross, N.C.C. etc.
N.G.O.s working in the field of traffic accident prevention and trauma care
Ex-service men organizations
Pensioner’s organisations
Senior Citizen’s organizations
Schools and colleges

Possible Projects under Janamaithri Suraksha Samiti

The station house officer/beat officer can select suitable projects for a particular locality and can place before the Janamaithri Samiti. Suitable projects can be selected after consultation and discussion in the Janamaithri Samiti meetings.

1) Janamaithri Night Patrolling Project: This project envisages ensuring the security of a place with the cooperation of the inhabitants of that place. Along with night patrol Police Constables, the ‘Janamaithri patrolling group’ can do night patrolling. The Beat Officer also may engage himself in night patrolling along with the Janamaithri Patrol team whenever possible. From a Janamaithri Beat area a list of able bodied males who are not involved in any crime cases can be prepared by the Beat Officer. In every ward, a route may be decided for night patrolling and everyday by turns a group of 4 - 5 persons may be deputed. During night patrol in case anybody is found in suspicious circumstances, the same may be informed by the group to the Police Station. In case any vehicle is found in unusual circumstances, the registration number and other identifying information may be passed on to the Police Station. In case any establishment or place is found to be occupied by anti-social elements or thieves, the same may also be informed to the Police Station. The group members should equip themselves with torches etc. while doing night patrol. The group members may also inform the Police Station about
wandering groups, about those who encroach revenue land, about any seemingly illegal constructions going on at night etc. In case the incident requires immediate attention of the Police, the Police may take necessary action then and there. In case the matter can be dealt with later the Beat Officer may enquire about the same on the subsequent day.

2) **Coordinating Private Security Guards:** In a beat area, a number of private security guards may be on duty. They might have been engaged by houses, commercial establishments etc. for their security independently or from various security agencies. Every Beat Officer should collect the complete address and other details of all the private security guards as well as the agencies engaging them and such details should be kept in a register. The details of work in which they are engaged earlier, their home address etc. should be collected and kept. While on the beat, the Beat Officer may contact the security guards and discuss with them the security problems in the area. Moreover, the Janamaithri night patrol groups may also liaise with the private security guards and exchange information. The Station House Officers can brief and debrief private security guards on matters related to security.

3) **Building up Infrastructure for Security:** Those who have engaged in private security guards in shopping complex and flats may be interested in installing other security features. Such persons and others, who are yet to opt for any security measures, may all be invited and discussions held about installing burglar alarms, security cameras and security lights etc. Such awareness would encourage them to install necessary security measures in their premises. The Police Control Room can provide service to houses and establishments fitted with burglar alarm. Apart from the Police Control Room, alarms could be connected to the mobile phones of private security guards, relatives, friends etc. By discussing such matters in the Janamaithri meetings such security systems could be popularized.

4) **Stranger Check Programme:** The security vulnerability in an area may be proportional to the number of strangers and floating population in the area. Many strangers migrate to growing cities in search of jobs. The contractors who bring such labourers should be contacted to collect the complete address and photos of such labourers and such data should be kept by the Beat Officer. During Janamaithri meetings public may be requested to provide information about renting of houses to strangers.
Awareness may be created that if the public could ensure that there is no unknown person in his locality, the security of the area could be ensured to a great extent. Those agencies providing home nurses, house maids etc. should also be given awareness classes. Such agencies should engage people for work only after verifying their complete address.

5) Protection of Senior Citizens: In many localities, senior citizens live alone. The Beat Officer may collect information about such citizens. Their address, phone numbers etc may be kept in a separate register. Their issues may be placed before the Samiti and the Samiti can decide on the best course of action to look after their welfare, and chalk out a plan of community visits, assistance and emergency contacts. The neighbours can be told to bring to the notice of the police any difficulties faced by such senior citizens. Helpline numbers can be prescribed for reliable, round the clock responses.

6) Security and Welfare of Women and Children: Women’s Control Room and Women’s Helpline may be established and popularized through Janamaithri Samiti. In the Janamaithri Samiti meeting, the security issues relating to women and children can be discussed and strategies devised to counter the threats and to minimize the risk. Helpline numbers can be prescribed and exhibited on the Janamaithri notice boards. The Samiti may take the initiative to conduct legal literacy programmes for women and children with the help of Panchayaths/Municipalities, Kudumbasree units and educational institutions. By seeking the services of socially committed Clinical Psychologists etc., the Samiti may take the initiative to start Family Counselling Centres.

7. Crime Stopper System: Every District has a Crime Stopper System with a toll free telephone number (1090). The public can ring up and inform the police about crimes through this number. The person giving information need not reveal his identity. The person will get a secret code number. By mentioning this code number, the person can again contact Crime Stopper Number after two or three days and find out the action taken by the police on his information. If Crime Stopper System is popularized through Janamaithri Project, the police will be able to stop crimes, arrest criminals and detect crimes by collecting information from public. The number 1090 may be exhibited on all Janamaithri notice boards. Moreover, the Beat Officer should inform the public about the existence of such a facility. He should also reassure the public that the informant’s identity would remain confidential. Information about illicit distillation, distribution of
illicit arrack, ganja trade and explosives could be passed on to the police by the public without any difficulty. They can also register their petitions regarding traffic, offences against women etc. through the Crime stopper System. This is an excellent opportunity for the public to participate in prevention of crimes and Janamaithri Samiti will be able to popularize the same.

8. Traffic Warden System: All responsible citizens would like to associate themselves with projects meant to improve traffic in their locality. To enable such citizens to render such free service, Traffic Warden System exists in many advanced countries. This is a system in which trained citizens and students perform traffic control duty for three or four hours in a week in their neighbourhood. The Traffic Wardens are given badges for identity. Selected school / college students or other citizens may be given adequate traffic training through special programmes and these trained personnel can be deputed to assist the Police in traffic control. The service should be completely voluntary. Such programmes will be very useful to control crowd in front of schools and colleges during peak hours. Such programmes would also help in inculcating proper traffic culture among the student community as well as among the citizens. The Janamaithri Samiti may organize awareness programmes for students, drivers and every type of road users with the help of Traffic Wardens. This programme may also help in encouraging the people to bring to the notice of the concerned authorities, traffic related problems such as road engineering defects, frequent occurrence of accidents at any particular spot, absence of street lights, traffic signal lights etc. Samiti may also organize film shows on traffic, which will help to inculcate desirable traffic culture among the citizens.

9. Blood donation Programme: Programmes encouraging blood donation may be organized with the cooperation of the Health Department, NGOs etc. The blood group, phone number and address of willing blood donors may be collected by the Samiti and kept in a register by the Beat Officers in every Police Station. Whenever a need arises, people can contact the Police Station and utilize this facility. The local hospitals can also be requested to co-operate in this activity. This will be highly beneficial at the time of natural calamities or accidents.

10. School/College Jagratha Samiti: Vigilance cells could be organized in the schools and colleges so as to train students in responsive and responsible citizenship. The
Suraksha Samiti can organize a meeting of school / college authorities and talk about the project. Under the leadership of teachers, Jagratha Samiti may be organized including selected children. These Jagratha Samiti can organize awareness programme on traffic, legal literacy etc. with the help of the Samiti. Classes on unarmed combat, yoga etc. can also be organized. Complaint Boxes can be kept in the schools and colleges which should be regularly opened by the Beat Officer. Problems of students during bus journey etc. can be solved in this way. As a part of the project, School Traffic Clubs and School Traffic Wardens may also be encouraged. The Jagratha Samiti can help the students do social service along with the people of the locality. The Jagratha Samiti can also popularize Crime Stopper and Helpline telephone numbers among students so as to encourage the students to pass on the information to the Police to prevent crime.

11. Vanitha Jagratha Samiti: With the help of Women Police and the Beat Officers in the Police Station, the Janamaithri Samiti may form Vanitha Jagratha Samiti. A woman Sub-Inspector or woman Police Constable may be made advisor of the Vanitha Jagratha Samiti. In the Vanitha Jagratha Samiti meetings the Beat Officer/the Station House Officer may participate. With the cooperation of Kudumbasree Units, NGOs Panchayath / Corporation etc. legal literacy classes can be organized for the women. Through the activities of the Jagratha Samiti, women can be given awareness about how to move safely as well as how to respond to atrocities committed against them. The Jagratha Samiti can popularize the Vanitha Helpline number. They can also spread awareness about the existence of the Vanitha Control Room, Family Counselling Centres etc. Through Jagratha Samiti women would be able to report crimes against them and it can also be ensured that women get justice.

12. Security for Taxi/Auto drivers and other labourers: Special programs can be organized for the security of auto/taxi drivers. Through awareness programmes the taxi drivers themselves can be educated to take the initiative to keep the addresses and if necessary to keep the fingerprint of the strangers while going on night trips. Programmes can also be organized for the security of a locality with the help of workers who regularly frequent the locality. If awareness is given to railway porters, porters in the Bus Stand etc. they can help the Samiti when they spot any suspicious activity. If regular drivers
are given awareness programme on traffic rules and regulations it would help reduce accident rates. Moreover if they have confidence in the Samiti and the Police they may also pass on information on crimes and criminals.

13. Anti Drug/Liquor Program: Sale of drug / liquor / pan masala in the premises of school / college as well as sale of pornographic literature and compact disk are great menaces. The Janamaithri Samiti can organize programmes against such menace either independently or with the cooperation of other organizations working in the field. Pan Masala can be banned with the cooperation of panchayaths. With the help of school Jagratha Samiti, the sale of such products near the schools can be detected and prevented. Awareness programmes against drugs and liquor can also be organized through Janamaithri projects. Information about crimes such as sale of drugs may be passed on to the Police through crime stopper system or directly to the Beat Officer or the Station House Officer.

14. Complaint Box: Complaint boxes could be kept at places like Ration Shops, Post Offices, Bus Stands, Railway Stations, Schools, Colleges etc. Such complaint boxes should be promptly opened and complaints should be handed over to the Station House Officer by the Beat Officer. It should be ensured that remedial measures are promptly taken.

15. Disaster Mitigation Voluntary Committee: Keeping ready a group of young volunteers who are trained and willing to work during natural disasters, manmade disasters, traffic accidents etc. would help the Police in managing such crisis situations in a better fashion. Through Janamaithri projects, awareness programmes on first aid, emergency evacuation, disaster mitigation etc. may be organized.

16. Victim Support Cell: The victims of crimes may require various types of assistance. For example, a girl subjects to an offence in her own house by her relatives may require rehabilitation. Emergency medical aid, counseling and temporary rehabilitation may be required in certain cases. Sometimes, legal advice may be required. To support victims in such cases the Samiti can form Victim Support Cells including NGOs and Advocates.
The Beat Officer can bring to the notice of the Station House Officer the cases which may need the support of the Victim Support Cell

17. **Environment Friendly Samiti:** As times change, it is certain that protection of environment and prevention of related acts of public nuisance would be an important responsibility of the Police. Banning of plastic sand mining cannot be implemented without the cooperation of the public. Through, awareness programmes it is possible to develop such an atmosphere where the people themselves come forward to protect their environment. The Janamaithri Samiti may organize environmental awareness classes. Through School Jagratha Samiti, Vanitha Jagratha Samiti etc., such programmes could be popularized. The Samiti will be able to act as a catalyst in promoting such environmental awareness. Thus, it would be possible to implement environmental protection laws with the cooperation of the public.

**The Implementation of the Project: A Review**

The first phase of the Janamaithri Suraksha Project was implemented in 20 police stations across the State vide GO (Rt) No. 3161/2007/Home Dtd. 23.11.2007.

Table-1 shows the first phase of the project implementation

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<thead>
<tr>
<th>District</th>
<th>Police Station(s)</th>
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<tbody>
<tr>
<td>Thiruvananthapuram City</td>
<td>Pettah, Fort, Cantonment</td>
</tr>
<tr>
<td>Kollam</td>
<td>Paravur</td>
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<tr>
<td>Pathanamthitta</td>
<td>Adoor</td>
</tr>
<tr>
<td>Alappuzha</td>
<td>Cherthala</td>
</tr>
<tr>
<td>Kottayam</td>
<td>Vaikom</td>
</tr>
<tr>
<td>Idukki</td>
<td>Thodupuzha</td>
</tr>
<tr>
<td>Kochi City</td>
<td>Fort Kochi, Kadavantha, Palarivattom</td>
</tr>
<tr>
<td>Palakkad</td>
<td>Ottappalm</td>
</tr>
<tr>
<td>Thrissur</td>
<td>Irinjalakkuda</td>
</tr>
<tr>
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<td>Kasaba, Panniyankara, Chemmangad</td>
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<tr>
<td>Malappuram</td>
<td>Perinthalmanna</td>
</tr>
<tr>
<td>Kannur</td>
<td>Payyannur</td>
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The second phase of the Janamaithri Suraksha Project will be extended to 21 more police stations vide GO Rt No. 1452/2009 Dtd. 22.05.2009.

Table-2 shows the second phase of the project implementation

<table>
<thead>
<tr>
<th>District</th>
<th>Police station(s)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Thiruvananthapuram City</td>
<td>Medical College</td>
</tr>
<tr>
<td>Thiruvananthapuram Rural</td>
<td>Kazhakuttam, Attingal</td>
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<tr>
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<td>Town East</td>
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<tr>
<td>Pathanamthitta</td>
<td>Thiruvalla</td>
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<td>Town North</td>
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<td>Town East, Pala</td>
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<td>Idukki</td>
<td>Kattappana</td>
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<tr>
<td>Kochi City</td>
<td>Thrippunithara Hill Palace, Thoppumpady</td>
</tr>
<tr>
<td>Ernakulam Rural</td>
<td>Aluva</td>
</tr>
<tr>
<td>Palakkad</td>
<td>Town South</td>
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<tr>
<td>Thrissur</td>
<td>Town East</td>
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<tr>
<td>Kozhikode City</td>
<td>Marad, Nadakkavu</td>
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<tr>
<td>Kozhikode Rural</td>
<td>Vatakara</td>
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<td>Malappuram</td>
<td>Thirur</td>
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<td>Kannur</td>
<td>Tellicherry</td>
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<tr>
<td>Kasargod</td>
<td>Kanhangad</td>
</tr>
<tr>
<td>Wayanad</td>
<td>Maananthavadi</td>
</tr>
</tbody>
</table>

**Janamaithri Suraksha Project- An overall Assessment**

1. In Paravoor of Kollam district, incidents of chain snatching by gangs in broad daylight, as well as increasing instances of house burglaries at night were effectively brought down, as a result of the close interaction between the police officers and the citizens. Information regarding the perpetrators of such crimes
was instantly brought to the notice of the police officers and immediate action by the police resulted in many arrests. It is reported that, already, the local citizens are quite satisfied about the benefits of this programme.

2. In Adoor of Pathanamthitta district, an area where many residents are elderly and living alone in their residences, the house visits by the beat officers have been welcomed enthusiastically. Here, it is reported that these police personnel are often treated as family members by the residents. These citizens have expressed a feeling of increased personal security and household safety, due to these visits to their houses by uniformed police personnel.

3. Within the jurisdiction of Perinthalmanna Police Station at Malappuram district, it was reported that immediately after the house visits by the local Beat Officers, the residents in several rented houses disappeared, even forgoing the advances paid to the house owners. It is surmised that at least some of these visitors to the area had criminally motivated ulterior motives in staying there and that the house visits by the police personnel caused them to re-think their plans.

4. Similar incidents have been reported from within the jurisdiction of Payyanur Police Station at Kannur district as well.

5. Cherthala Police Station at Alappuzha district, officers report that the local citizens are highly appreciative of the Beat Officers and their involvement in delivery of counseling services within families. The socially backward-Kudumbi community, of which there is a fairly good representation in this area, has been the beneficiaries of such services by the Beat Officers. Here as a result, instances of anti-social activities such as illicit distilling and sale of liquor have come down.

6. In Kasaragod Police Station limits, it has been reported that the white vehicle of the Janamaithri Suraksha programme gets a warm welcome from local residents when they see it pass. Here, located as it is adjacent to the National Highway (NH 17), there are usually incidents of vehicular accidents, and the local police have made it a point to respond with urgency to such incidents.

7. In Irinjalakuda of Thrissur district, the police have been active in involving local community members in a community-wide blood awareness campaign with the aim of developing a valuable community resource, viz. a Citizen’s Blood Bank.
College students have been associated with the activities of the Police in regulating local traffic, after getting trained as Traffic Wardens.

8. In Thodupuzha at Idukki district and Kalpetta at Wayanad district, police have been taking care to address local issues and many of which concern women. The similarities in geographical terrain of both areas gives rise to many similar anti-social activities, many of which have been effectively controlled by cooperation between police and local community members.

9. At Ottapalam at Palakkad district, the police reported success in curtailing instances of illegal sand mining with the assistance of local communities. The programme has also received a lot of positive feedback from the large number of elderly citizens resident in the area.

10. Vaikom of Kottayam district reports that police have been able to deal effectively with instances of anti-social activities such as distillation of illicit liquor, illegal sale of pan masala, etc.

11. In Kozhikode City of Kozhikode district, the police have been working closely with members of the Residents Associations, in addressing community issues. Night patrolling by community groups, palliative care activities, etc. by the police has all been well appreciated. Local residents have made a request that the local beat officers should be stationed here for at least two years.

12. In Kochi City of Ernakulam District, too, police have been working closely with Residents Associations to make local communities safe for the citizens. Police have been also making efforts to spread awareness about the utility of burglar alarms and other household security devices.

13. A special group of policemen of the KAP battalion at Mangattuparamba of Kannur district have undergone training in Palliative Care and stands ready to perform these services for the needy sections of society.

**Conclusion**

The police stations should not be viewed as symbols of a foreign power or an alien form of Government, imposed on the local community. They are the visual personification of the guarantee by a government of the people to individuals and local communities that under the democratic legal system, the life, property and dignity of citizens will be made
secure and that the rule of law will be carried out with a steady hand. They are the centres of hope for citizens who aspire for security. A police station is a centre that delivers this right of security to the people. Police stations must be transformed into centres of justice where citizens may enter with confidence to demand that their rights of citizenship be secured. For this, a policing system that interacts directly with the people must be created. Evidently, Kerala Police initiative of Janamaithri Suraksha Project this can be achieved to a maximum by the effective people-police cooperation.

3.3 CASE STUDY -2: JAGRATHA SAMITI

This case study is presented in the following order. First, it details the structure and organization of the Samiti. It progress into the process and activities of the Samiti. Finally, the case study details the interface between the Samiti and panchayats. The vigilance committee is a redressal mechanism for women’s issues in a decentralized manner through local governments. It aims to ensure security of women and girls, enhance their status and protect them from atrocities and violation of their rights and entitlements.

Structure: The Vigilance Committee is structured in a multi-tier pattern with Kerala Women Commission at the apex level and ward level V at the bottom level. However, the Panchayat level Vigilance Committee is the core of the mechanism that comprised the following:

Chair : Village Panchayat President
Convener : ICDS Supervisor
Members : 1. a woman member of the village panchayat
         2. Circle inspector or sub-inspector of police
         3. A social worker from ST/SCs or a Panchayat member from this community
         4. Doctor of PHCs
         5. Centre for development studies chairperson
         6. A representative from the ward level vigilance committee conveners
7. A woman Advocate

In view of supporting the activities of vigilance committee, a Panchayat level sub-committee is constituted which comprised of (i) all implementing Officer of the Panchayat, (ii) Conveners of ward level VC, (iii) members of block/zilla Panchayat from the territory of the village panchayat, (iv) representatives of political parties and (v) representatives of women’s organizations.

**Activities:** The activities of the vigilance committee are:

- Receive complaints from women and girls and redress them.
- Take steps to prevent atrocities and violation of rights against women and girls.
- Support local governments to resolve the issues of women and girls and ensures effective utilization of women component plan (WCP).
- Provide legal aid and advice to the women and girls
Liaison with Kerala women commission and other concerned organization to resolve women’s issues.

Initiate programmes for the empowerment of women and girls.

Formation of democratic platforms like teenage clubs and youth clubs etc.

**Process:** The complaint received at the VC Office is recorded in a register and the office bearers make enquiries regarding the cause of action. Then the parties are summoned and heard jointly and separately. The settlement strategy is conciliation and mediation. The counseling is given if required. The cases are heard twice in a week. The Panchayat VC convenes meetings once in a month to review the activities and to plan the future courses of action.

**Vigilance committee and local governance:** There is a reciprocal relation between vigilance committee and local governance. The convergence of redressal mechanism and local governments is possible though this system. The vigilance committee formed under Local Self Government Institutions (LSGIs) are purported to function on the issues of atrocities and negligence against women and children. The elected representatives being the members of this Samiti and; the Panchayat President, being the Chair of the VC, their active involvement in the redressal process is ensured. The democratically decentralized redressal mechanism of VC supports the local governance process. The mechanism promotes gender women’s aspirations within developmental interventions initiated by the local governments. The structure and composition ensure the convergence of elected representatives, bureaucrats and civil society. The women component plan aid the activities of Panchayat and the committee’s activities help panchayats for taking preventive measures against women’s issues.

**Conclusion**

It is essential to ensure gender sensitivity in policing. In this respect, redressal mechanism of the Jagratha Samiti can play vital role. The central to this framework is the integration of the Jagratha Samiti with other women’s bodies like Kerala Women’s commission. This ensures greater female empowerment and to address the issues central to women in the society.
FINDINGS OF THE CASE STUDIES

First two case studies have selected to understand the structural changes, the new roles and responsibilities and strategies for effective networking between these police and village panchayats. Thematic analysis helped to emerge six themes viz., (i) coordination with other organizations and people, (ii) the new roles and responsibilities, (iii) new activities, (iv) decentralizing power, (v) strategies of action and (vi) individual development within the new organization.

i) Coordination with organizations and people: Janamaithri Samiti has performed an effective civic role in urban areas. The institution of Free Legal Aid Cell to provide free legal advice to citizens in need, provides equal and socially just footing to working of the legal institution. The blood banks are setup to serve health emergencies. The destitute women, especially the victimized received rehabilitation services. Under this project, children get care and nurture needed for emotionally mature into healthy adults. How the cooperation between the Police and the Panchayat along with other bodies replicate the above in rural areas? The organizational structure of the cooperation between the Police and the Panchayat needs to be modeled in Janamaithri. The demarcation of the functional areas between the village panchayat and the local police station needs to be decided jointly by the panchayat and the police, as per the areas in the jurisdiction.

Jagratha Samiti played an effective role for empowering women. The project initiated gender sensitizations, redressal of women’s problems and facilitated free legal aid to women in distress. The Samiti enjoys a close integration with women’s bodies like Kerala Women’s Commission, which resulted in comprehensive approach to solve the issues of women. Hence, it is important to develop mechanism to scale-up such collaboration and replications in all other panchayats with cooperation of the respective local police stations.

2) New roles and responsibilities: The panchayats and local police needs to take up new roles and responsibilities. They need to formulate a joint committee to come out with programmes planning, implementation and monitoring. Janamaithri project has changed the conventional roles and responsibilities of local police such as constables, assistant sub-inspectors as Beat Officers. In the case of Jagratha Samiti, there is a need for
appropriate coordination between local police and the members of Jagratha Samiti. In cases related to women and children, they are referred to Jagratha Samiti. On case base, the Jagratha Samiti calls two parties and in the presence of an advocate and try to find ways in sorting out the issues.

3) New activities: Under this new network between the local police and panchayat, there can be an initiative of launching different projects per needs, which may be implemented after discussions and decisions in the Samiti meetings. These include conducting night patrolling with public cooperation, introducing traffic warden system, monitoring and maintenance of street and traffic lights. Such activities help to ensure better service delivery to the citizens. These activities and structures of the body may be replicated in a similar manner in rural areas with close cooperation between the local police station and the village panchayat. The success of the Jagratha Samiti in addressing women’s issues in Pananchery panchayat is evident in the case study. Hence, this Samiti’s activities may be scale up in a similar nature in other panchayats as well.

4) Individual development within new structures and functions of the organization

The major structural changes within the present policing occurred alongside with organizational development as evident in ‘Janamaithri Beat’. Beat officer coordinates the serving of summons, execution of warrant, locating address, handling complaint box and all other duties to be performed by the police in the area will be coordinated by Beat Officer.

Station House Officer supervises duties of the police station such as patrolling, process service, petition enquiry, field verification, collection of public complaints and servicing of complaint boxes through Beat Officers. Soon after the appointment, a beat officer is expected to personally know at least one member of every family living in his beat, all the roads and by-lanes in his allotted area, working habits of local people and their special needs on a house to house basis. A minimum of three days in a week, the beat officer should be available for at least an hour at a pre-announced place in the beat so that people can complain/communicate instead of going to the police station. The beat officer maintains a Beat Register showing the daily activities and daily transactions with respect to the beat. The SHO examines the Beat Register every day. The Beat Officers will attend
the Janamaithri Suraksha Samiti Meetings every month. It is expected that the beat officer shall spend at least 20 hours a week actually moving about and meeting residents in his beat. It is essential that the Beat Officer conduct himself in an exemplary manner. Special Training Courses are to be provided to Beat Officers to equip them for the work. Involving women police constable may be assigned to assist the Beat Officer whenever possible.

In the case of Jagratha Samiti, these are structural changes from the conventional panchayat system. The Jagratha Samiti is structured in a multi-tier pattern with Kerala women’s commission at the apex level and wards level at the bottom level. However, the panchayat level vigilance committee is the core of the mechanism. These structural changes and organizational development may effectively bring about better public service delivery as observed. The Janamaithri Beat is a best example of close observation and effective participation of police-public interface. One Beat area should not exceed 3 Square Kilometers, with 500 houses. A beat officer should be able to cover a ‘Janamaithri Beat’ within a few hours’ time.

In the case of Jagratha Samiti, the complaint received at the vigilance committee office is recorded in a register and the office bearers make enquiries regarding the cause of action. Then the parties are summoned and heard jointly and separately. The settlement strategy may be conciliation and mediation. The counseling is provided if needed. The cases are heard twice in a week. The panchayat vigilance committee convenes meetings once in a month to review the activities and plan future courses of action. Thus, in this case also there is better interaction between the local people and these institutions.

3.4. CASE STUDY -3: GRAM PANCHAYATS

Pananchery Gram Panchayat:
Pananchery gram panchayat is situated 10 km north of Thrissur town along the Thrissur - Palaghat highway. Panchayat is bordered with Thrissur Corporation in the west, Palaghat district in the east, Madakkanthara village panchayat in the north and Puthur and Nadathara village Panchayats in the south. Of the area of over 141.71 km square of the
Panchayat, one-third area is forest, which the catchment area of Peechi dam. There are a total of 42,418 people in the panchayat, in which woman are 21,506, constituting 51%. About 3,647 persons (i.e., 9%) belongs to the Scheduled Castes and 991 (i.e., 2%) are Scheduled Tribes. Major occupation is agriculture and allied activities viz. animal husbandry and poultry.

Panchayat is administratively divided into 22 wards. The composition of elected representatives are eight women, one SC and ST members each while the present’s seat was reserved for woman. Total staff is 16 which include a secretary, one junior superintendent, one assistant engineer, five upper division clerks, four lower division clerk, two peons and two sweepers. The office of the vigilance committee is annexed to the panchayat office where two staffs are employed on a contract basis.

The transferred institutions come under the purview of the panchayat are (i) Lower Primary Schools- Two, (ii) Krishi Bhavan, (iii) Ayurveda Hospital, (iv) Veterinary Hospital – Two and (v) Public Health Care. Total staff strength of these institutions is 44. The plan fund of the panchayat during current year is Rs. 1.51 crores. It has its own fund of Rs.0.75 crores from tax and non-tax revenue. The major projects during the current year are comprehensive Agricultural Development Programme (Rs. 0.17 crores), total housing scheme (Rs 0.28 crores), nutritious food programme through Anganvadi (Rs. 0.09 crores), etc. Pananchery is one of the Panchayat in Kerala where the vigilance committee initiatives is supported by SDC- Cap Deck.

**General Information of the Panchayat**

<table>
<thead>
<tr>
<th>Area</th>
<th>141.71 sq. km.</th>
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<tbody>
<tr>
<td>Forest area</td>
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<td>Population</td>
<td>42418</td>
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<td>Male population</td>
<td>20912</td>
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<td>S.C. population</td>
<td>3647</td>
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<tr>
<td>S.T. population</td>
<td>991</td>
</tr>
<tr>
<td>Total number of wards</td>
<td>22</td>
</tr>
<tr>
<td>Woman reservation wards</td>
<td>8</td>
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</tbody>
</table>
Total number of houses 10720
Villages 2 (Peechi & Pananchery)

**Gram Sabha:** The Gram Sabha meeting holds once in three months at 22 wards in the Panchayat. The ward member chairs the meeting. The government’s, district, block and Panchayat projects are discussed in Gram Sabha. The police also participate and provide their suggestions for the needs and welfare of the ward. The deliberations and decisions made at Gram Sabha are documented as minutes and, subsequently all members approve it. The office representatives participate during Gram Sabha meeting to address the official matters. The yearly projects are discussed at the Gram Sabha and are further studied as the working groups at the panchayat level and finally the governing body finalizes the projects.

**Activities and achievements:** In production sector during the past ten years, there have been many projects such as lift irrigation projects and check dams to conserve water for agriculture. In the field of animal husbandry, poverty alleviation and housing, there are many subsidized programmes and projects introduced. There were many projects with regard to the women and child welfare schemes. Many women are given training in self-employment skills. The Panchayat could build many anganwadies to care children and the pregnant woman. The activities of Jagratha Samiti enabled many families and women to settle their problems and live amicably. Kudumbasree projects enjoy greater acceptance and participation from people of this panchayat. Through 500 active SHGs under Kudumbasree project, the panchayat had many trainings and programmes for women to develop their knowledge and skills.

**Present day Activities**

- Poverty eradication programmes
- Activities to improve the agricultural sector
- Programmes for the welfare of the aged and for the abandoned
- Programmes for the welfare of women and children
- Family empowerment programme through Jagratha Samiti
- Jalaniidhi Project
- Water shed programmes
- Employment schemes of the central government
Kudumbasree programmes

Economy of the Panchayat: The panchayat has planned projects this year for 11 crores of rupees. From the plan fund, the panchayat receives Rs. 1 crore and 81 lakhs. The panchayats’ own fund will be about 2 crores of rupees and remaining money will be from the Central government schemes, from the Block, from the District from the MLA fund and from the MP fund. From the plan fund, the panchayat keeps 10% for the woman’s component projects. For the last three years, the Panchayat had given fund for the Jagratha activities. About 5% of the plan fund is kept for the aged, handicapped and for the abandoned.

Adat Gram Panchayat: Adat Gram Panchayat is a ‘special grade’ Panchayat and is 7 Km from Thrissur corporation. Vilangan Kunnu, a famous tourist spot in Thrissur is situated in Adat Panchayat. Famous schools and colleges like Kendriya Vidyalaya, Sree Ramakrsihna Gurukula Vidhya Mandir and IES Engineering College are situated in this Panchayat.

General Information of the Panchayat

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
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<tr>
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<td>Population</td>
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<td>Male Population</td>
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<td>Female Population</td>
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<td>S.T. Population</td>
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<td>Total number of wards</td>
<td>17</td>
</tr>
<tr>
<td>Women reservation wards</td>
<td>6</td>
</tr>
<tr>
<td>Total number of Colonies</td>
<td>13</td>
</tr>
</tbody>
</table>
| Villages                 | 4 [Puranatukara (Urban), Puzhakkal, Chittilappalli, Adat]

Jagratha Samiti at Pananchery Panchayat (Vigilance Committee)

The Panchayat has settled 533 cases till 26th June 2008. The natures of cases settled are:

Civil cases   203
Criminal cases 137
Family cases 149
Verbally reported cases 44

Of these, four cases are taken on *suo moto*. The cases of *suo moto* are (i) daughter is harassed by father, (ii) mother in law harassed daughter in law, (iii) family problems of couple. The oral complaints are handled secretly considering the sensitivity and private nature of the situation involved. In addition to the redressal mechanism, the vigilance committee of the panchayat render activities of preventive and long term nature such as conducting legal literacy camps, training on gender issues and organizing children’s clubs. The library with good collection of children’s literature is well maintained by village committee of the Panchayat. More than 300 families are members of the library at present. The SDC-Cap Deck sponsored initial support for formation of village committee but the Panchayat shouldered the task gradually. The Panchayat has earmarked Rs. 2,50,000 from the current budget for the vigilance committee functioning viz., conducting training, purchase of books, expenses for meeting and office expenses.

From the two panchayats, the researcher collected data from the Panchayat officials and elected representatives, officers from local police station and citizens, using interview schedules. The researcher conducted the focus group discussion among the citizens of the locality whereas the members were carefully selected ensuring representation of all sections of people in the panchayats. The researcher selected 40 participants for the interview.

**4.4.1 Responses from elected representative of panchayat**

Elected representatives seem to be well aware of the contributing role of local police in the schemes and projects of the village panchayats. They levels of participation are well articulated from planning and designing phase of schemes/activities to implementation and monitoring. There are certain funds that require local police participation at the planning level as mandatory, such as plan fund, social security schemes and sanitation programmes. Evidently, the effective decentralization to be effective, the local self-governing bodies needs to have police at its fold. An elected representative went on to argue that local self-governing bodies needs to have local police force at its disposal in order to effectively implement its schemes and projects, including the paying of the
salaries to such police personnel to be brought under the local bodies. Local panchayat bodies needs to the power to give confidential report on local officers to the state government which would empower the panchayats to improve monitoring power of the body on the police personnel involved in the business of the panchayats. Besides, some part of police modernization funds needs to be set apart for awareness programmes especially in terms of the projects and welfare schemes of the panchayat. For this, a committee at the local level with the representation of both panchayat members and local police officers need to be formulated with legal mandate. The representatives reported the need for one police station per panchayat to have a better working relationship and sharing of budget and other schemes between these two institutions at the local level.

The study evidently identified the areas where police and panchayat collectively function for better public service delivery. These are banning plastic bag, pan masalas, solving land and property issues, social security programmes, sanitation programmes and public meetings.

First, police and panchayat co-operation is needed in implementation of ban on addictive substance, issuing of health cards and maintenance of buildings, including government schools. When police gets involved in these activities as facilitators, the relationship of the police with the public is likely to improve in a positive manner. Second, panchayats ban plastic bags and pan masalas but to implement these, we need the support of our local police. At present, this ban is implemented through health department. Such situations demand the functional relationships not only with police but also with other institutions and departments at local levels. Moreover, there should be beat officers, who would be in duty to attend urgent cases on immediate basis. Third, there is a need for training programmes to police officers and panchayat members for effective public service delivery to the citizens in the rural area. Finally, Jagratha Samiti in panchayat is an example where greater cooperation between police and panchayat do occur. Even some of the cases related family and women have referred to Jagratha Samiti, from the police station. This could be an example for other panchayats to follow. However, there is no adequate and timely funding for this project.
An elected representative argued:

“…For decentralization to be effective, it [village panchayat] is required for all subjects to have policing. Even railway has police, health and PWD also have police, however Panchayat does not have police…”

Another elected representative said:

“…If the salary of police officers is given by the local Panchayat, then this issue would be clear…”

### 3.4.1 Responses from the local Police officers

Police involvement in panchayat is good for resolving disputes. It helps better understand and strengthen the relationship between the police and public. For ensuring better rural policing, there need to be certain policy decisions. These include time limit for duty hours (i.e., 8 hours per day), transfer system needs to be changed, police should be equipped with modern technology, involvement in traffic centers, beat system and peace meetings. Evidently, police personnel consider the Indian Police Act of 1861 is not enough to respond to the emerging situations, thus pinpointing the need for appropriate amendments in the said law, emphasizing the people’s participation in policing.

The policing in rural areas are about anti-theft work, controlling anti-social elements/work, accident care, sanitation and traffic control. In anti-theft work, an important function of police in rural area is to control theft. Once a theft occurs, the police register a case, attempts are made to apprehend the thief and retrieve stolen articles if possible. In rural areas, appear alluring to anti social elements as they sometimes feel that policing is more lax compared to metropolitan towns or cities. This often leads to illegal activities like bootlegging and cultivation of banned psychotropic substances in rural areas. Hence, it is import to assure safety to citizens and prevent criminal activities.
The rural infrastructure especially roads are not as developed as metropolitan areas. In many places, there may be pot-holes in the road causing accidents. The lack of street lighting in some places prove fatal. Therefore, police are called to attend accident situations. Police’s knowledge of basic first aid and minimal medical training may help save lives. In sanitation, there are instance where public places are used as garbage dumps. The police often play a major role both in prevention and in performing the sanitation work in such areas. This goes a long way in ensuring better health for the public.

3.4.3 Suggestions for better functional relationships

Traffic Control: Sharing policing responsibilities are beneficial in the context we experience the lack of adequate trained human resource for policing. NCC Cadets are trained to perform traffic control duties where close cooperation between the police and panchayat may be worked out.

Sanitation: A committee shall be formed involving member of the panchayat, the police and the Public Work Department(PWD) to monitor sanitation in the area and ensure that fines are levied on those violates the rules.

Accident care: An effective partnership between Police and the Panchayat can ensure that accident victims are able to receive sufficient care as soon as possible.

Disaster management: In terms of natural disasters like flood, landslide and forest fires, the Panchayat can serve a very important role in coordinating disaster response in association with police. Division of responsibilities may help to handle the situation in an efficient manner.

Strength of the police need to be increased: Panchayat and police can in very specific instances of civic unrest form a committee to submit a report on the matter and recommend to the government an increase in strength of the law and order personnel posted there.

Panchayat can play a role in recruiting people: Panchayat can assist the police in ensuring that the police broadly represent the demographics of that area. This ensures that the public are able to identify with the police.
3.4.4 Need for functional relationship
Evidently, most local police officers are of the opinion that majority of its functions excluding investigation and to some extend maintenance of law and order could be outsourced. Such functions are traffic regulation, passport verification, civic laws, investigation of petty crimes, patrolling and management of minor problems. In addition, law and order function of the police can be progressively transferred to elected local governments over a definite period of time but with adequate institutional checks and safeguards to prevent abuse of office (Public Order, 5th Report of Second Administrative Reforms Commission). Some officers mentioned the importance of conducting classes related to traffic law and order and other legal classes with the participation of both panchayat and police station. Evidently, the police officers reported that the functional relationships between the local police station and the panchayats provided proper check and balance in the interference of local politics in the day to day activities. The areas in police reforms that need urgent attention from the authorities are the amendment in Indian Penal Code and Criminal procedure Code so that more roles and responsibilities may be shared by the citizens and police whereas the police could focus on core functions like investigation and maintenance of law and order.

3.5 FINDINGS FROM THE CASE STUDY

1. Coordination with other organizations and people
Panchayat bans plastic bags and pan masalas under its jurisdiction. However, implement these bans, the panchayats need the support of local police while at present, health department implement such bans. In such situations, the functional relationships among police, panchayat and other institutions/departments at local level are important.

Panchayat can play a role in recruiting people
Panchayat can assist the police in ensuring that the police broadly represent the demographics of that area. This ensures that the public are able to identify with the police. Inorder to do so, there needs to b a policy decision at the state level. The assistance in case of panchayat, mean just to refer to the authorities, the list of all the
communities, that needs to be represented from that particular locality to that local police station. The other aspect of recruitment needs to be taken by the state government itself.

Coordination between the Panchayat and the police along with other organizational bodies is essential for a truly democratic functioning of the state machinery. For instance plastic bags, pan parag and hans are banned by the panchayat but to implement the ban, the support of the local police station is essential. However at the moment, this is being implemented though the health department. This is a good instance of how there needs to be a working relationship between not only the police and panchayat but also other institutions/departments at the local level.

Another instance of the benefits of cooperation is in the recruitment of personnel to the police. Panchayat can provide assistance in ensuring that the composition of the police force broadly represents the ethnic demographic of that area. This ensures that the public identify with the police, instead of viewing them as a foreign body in their midst.

2. New roles and responsibilities

Police needs to involve in the implementation process of the schemes and projects of Panchayat, wherever they are needed. At the planning stage of these projects and schemes, the local police officers should involve at the panchayat level. It is also desirable to ensure their participation mandatory at project designing phases such as plan fund, social security programmes and sanitation programmes.

Evidently, there is an underlying theme of democratic partnership between the police and the panchayat. Hence it is essential for the police to shift from some of the traditional focus to undertake new roles and responsibilities. The police may involve in the implementation process of the schemes and projects in whatever capacity required.

In many places, there may be pot holes in the road which can prove dangerous to travelers. There are a lack of street lighting in some places that may prove fatal. Therefore, at times police are called to attend in a situation where an accident has happened. In such scenarios knowledge of basic first aid and minimal medical training
can be the difference between life or death for the victim in the accident. People use certain public places for garbage dumps, where we need police involvement to contain such anti-social activities.

3. New activities
In addition to the new roles and responsibilities, there is a need for greater cooperation between panchayat and police. One such venue of activity could be in care of accident victims. Considering the added legal angles involved in accidents, the police could play a very important role. A central role played by the government and the police in particular is working towards the creation of social spaces where people can live in harmony. In this context, the police can play a very important role in ensuring creation and maintenance of sanitation in public space and prevention of any intentional or unintentional degradation of this space.

In addition to the new activities undertaken by the police, there could be a greater involvement of other civic actors in the process of governance. For example, the students who enroll in the National Cadet Corps are trained to perform traffic control duties, and this necessarily involves closer cooperation with the police.

4. Decentralizing power
A recurring theme in the study so far has been a greater devolution of power to the local structures of governance, i.e., a greater decentralizing power. For example, the requirement for salaries of police officers to be paid by the local panchayat would ensure a certainty of accountability of local police station officers to the Panchayat. Similarly, for certain subjects which have been devolved to the Panchayat, the salary is given by the State government. Here, the Panchayat must be involved in giving the salary, i.e., effective coordination of these subjects in the panchayat list must be dealt with. Also amendments are required in the Indian Penal Code and the Criminal Penal Code whereby more roles and responsibilities could be devolved to the citizens and the police would then be free to focus on core functions like investigation and maintenance of law and order.

5. Innovative strategies of action
From the study so far, we have seen that it is required to have new ways of looking at the old problem of policing civil society. We have seen that innovative strategies of action
are often required to tackle problems that could not be dealt with in existing procedures. Some of these include: setting apart some of police modernisation funds for awareness programs especially in terms of the projects/welfare schemes of the panchayat, for which a committee at the local level with adequate representation of panchayat members and local police officers is required to be formed. Also there should be one police station per panchayat in order to have a better working relationship and sharing of budget and other schemes between these two institutions at the local level. Other strategies that should be considered essential include conducting classes related to traffic, law and order and other legal issues, with the participation of both panchayat and police station.

6. Individual development within the new structure and functions of the Organization

In the scheme of things considered in the study so far, it is also critical to address the development needs of individuals within the organizational structure. We need training programs for both the police officers at the local level and panchayat members together for effective public service delivery to the citizens in the rural area. In any of the activities/programs initiated by one of these two institutions, the other must be taken into consideration from the time of decision making itself.
Chapter-4

SUMMARY, SUGGESTIONS AND CONCLUSION

4.1 Introduction

This study was designed in the background that PRIs have developed with powers from the state whereas the police have remained as a closed institution. The Gandhian concept of village autonomy and self-sufficiency and the political will and commitment during in the form of enactment during the post independent period have cumulatively helped to emerged PRIs as powerful, popular and participatory institutions at village level. Nevertheless, the police as an institution developed during the British colonial rule for the purpose of suppressing people and thereby ease the colonial administration, thus remained more or less same. This has been continuing its nature of oppression and suppression even today, thus resulting greater alienation of people from the institution of police. This alienation of people from the police, the fear and stereotypes that capture the collective memory of people induce fear, torture and inaccessibility. The worst suffers are those who belong to historically marginalized groups such as tribes, dalits, poor and illiterate peasants, women and children, since these institutional barriers considerably reduce the access to justice system (Cherayi, 2015). It was in this context the discourse on community policing, though emerged in the West, captured the mind of the elite groups in the Indian police, including researchers.

This has influenced new forms of research, deliberations and discourse on ensuring community participation in policing including the involvement of other socio-political institutions including PRIs for effective implementation of community policing approaches to the larger masses. Hence, the present study was conducted to examine the possibility of functional linkages between PRIs and police so that PRIs may be used as effective tool to outreach the rural mass effective as well as to ensure their participation. Hence, this study is a systematic effort to explore and examine the functional relationship
between Gram Panchayat and Local Police in rural policing, thereby explore the ways to strengthen the rural citizen’s access to justice.

The present study used qualitative research method. The units of study were two case studies of projects named Janamaithri Suraksha Project and Jagratha Samiti. Two village panchayats were selected from where 40 police personnel as well as 40 elected representatives/panchayat staff were randomly selected for semi-structured interviews. The methods of data collection were case studies, semi-structured interviews, focused group discussion, observation and finally document reviews. Thematic content analysis was used for data reduction and analysis.

**4.2 Discussions and Findings**

The document review revealed that existing police system is considerably alienated from the rural mass. It continues to produce fear and inaccessibility for in time of need. Commissioned studies suggested to ensure professionalism in police, public participation in policing, insulating the police from undue pressure and interference, pro-active policing and empowering the lower functionaries. Evidently, there exist an asymmetry in the decentralization pattern because the panchayat in India are more decentralized compared to police. The study found the need for creating a functional positive police-politician interface for public order maintenance by reworking police system by taking all possible relationship with the Panchayathi Raj institutions into account. This is in the background that India has a considerable amount of people at the social margins, who experience socio-economic marginalization and alienation from institutions like police. The police is insulated from new development in the market and technological spheres, failure of ad hoc administrative reform measures to motivate the lower level officers and lack of political will in implementing the suggestions from the national commissions.

The study highlight the need for innovative strategies for action are often required to tackle problems that could not be dealt with in existing procedures. Some of such suggestions include setting apart some of police modernisation funds for awareness programs, especially in terms of the projects/welfare schemes of the panchayat, for which
a committee at the local level with adequate representation of panchayat members and local police officers is required to be formed. There should be one police station per panchayat in order to have a better working relationship and sharing of budget and other schemes between these two institutions at the local level. Further, conducting classes related to traffic, law-and-order and legal issues with the participation of both panchayat and police station.

Moreover, considering the strength of the police, its jurisdiction over a wider area covering many panchayats and for better delivery of public service, it is necessary to increase the number of police personnel in local police station. The strength of local police station could be increased in Kerala, if the Armed Reserve and Local Police are merged and integrated. This brings about an increase in 20% more police at the cutting edge, dealing with people\(^2\). This increase in police personnel at local police stations could be utilized to divide the workload effectively and respond to Kerala Panchayat Raj Act and associated responsibilities.

Governance is concerned with a network of relationship between the state and civil society. It is the network or relationship between two institutions (i.e., panchayat and police station) and; thereby a network of relationship between the state and its citizen is established.

The roles, duties, powers and responsibility of the police need to be re-defined with refreshingly new and innovative strategies both at the individual and at the organizational level. Kerala Panchayat Raj Act in its section 252 defines the responsibilities of the local police officers. The police should convey the complaints of violation of any of the sections of the Act to the President and Secretary of the panchayat without any delay. The police officer is also responsible for giving proper legal aid, if the panchayat president or secretary or any panchayat officials/members requests for the same. If the police officer

\(^2\) Proposal for integration of Local Police and AR(Armed Reserve) police into civil police in Kerala, submitted by Dr. Alexander Jacob, IPS dated 22/10/2009 to the DGP of Kerala.
is not providing, then he will be considered as a violator of the law according to section 41 of the existing Kerala Police Act 1960.

The Draft Model Panchayat and Gram Swaraj Act in its Chapter 23, Section 362 defines the powers and responsibilities of the Police in respect of offences and assistance to the panchayats. *Every police officer shall give immediate information to the panchayat of an offence coming to his knowledge, which has been committed against this act or any rule or by-law made there under and shall assist all the members, officers and servants of the panchayat in the exercise of their lawful authority* (Draft Model Panchayat and Gram Swaraj Act, 2009)

### 4.3 Findings from primary data analysis:

The Janamithri Sureksha project has increased the utility, access and performance rate of police as per the perception of responses from the people. The results reveal that the more number of interaction between police and people, better the perception of people about police. The result substantiates the need for better functional relationships between the police and panchayat. About 80% of the people knew about the project due to direct contact with Janamaitri personnel whereas 10% of the awareness is through media. People perceive that JM personnel are courteous while the programme is rated as useful. Further, the result shows that people have adequate access to project related services. Most people rate the performance JM personnel at the high level, implying that where JM programme is implemented the performance of the police is rated as high.

The study examined whether JM programme influenced the care and courtesy of police towards people. Evidently, the project improved people’s access to the police and improved people’s perception to the performance of police, thus bringing police closer to people. The results shows that 73 percent of local panchayats involved in the programmes of policing while there is 27 percent did not participate in any activities of police. About 97 percent of the police officials feel the need for a change in their roles and responsibilities from the present situations.
4.4 Suggestions

- The accountability of the local police and panchayats needs to be redefined by having an effective mechanism between the two for proper check and balance.
- Policing is required to be oriented in terms of the demand from its citizens.
- Police is arguably dysfunctional because of over centralization. Hence, there is a need for decentralization and it should be through the effective participation of civil society.
- There is a need for outsourcing the functions of service of summons, escort and such general duties to appropriate agencies. There is also an urgent need for increased involvement of local government in the functioning of the police.
- The police functions such as traffic control and solving minor law and order problems should come under local self governments. It needs transfer of most of the police functions along with the personnel to the local self governments over a period of time.
- Enough steps should be taken to ensure the local population is represented adequately in the police.
- The possibility of having an amendment to the constitution for mandatory relationship between the local police station and the local panchayat, for effective delivery of public service to its citizens, should be further looked at.

Evidently, there are limitations in governance and policing. Evidence based practices are the gold standard to overcome these barriers. However, comprehensive review of literature and future research are further needed for robust understanding of the interactions of these institutions. We need strong political will and government initiatives to ensure effective implementation of the recommendations of the various committees and commissions, while taking into consideration the views of all the stakeholders to ensure a democratic functioning of our civic institutions.
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Annexures

Interview Schedule for Local Police Officers

1. Name (optional):
2. Age:
3. Gender:
4. Occupation:
5. Post (if any):
6. How many Panchayat does this police station cover?
7. In any of your programmes of policing, do you have the involvement/participation of your local Panchayat? Yes/no Specify.
8. Do you think the need of sharing some part of your budget from your local Panchayat for effective functioning of police station? Is there any such system existing?
9. What are the programmes organized/facilitated by this police station for effective police-public relationship?
10. In any of those programmes, do you have any networking with other local agencies?
11. Do you feel the need of having a functional relationship with the local Panchayat in effective delivery of service to citizens? Yes/No.
12. (a). If yes, on what all levels and areas?

12. (b). If no, why?
13. Do you feel the need for the change in your roles and responsibilities from the present situation? If yes/no, please specify.
14. Any suggestions on the organizational structure of police in terms of better rural policing?

15. What are the major roles and responsibilities of police in terms of rural policing?
16. What are the areas in which there could be a mutual sharing of responsibilities between the Panchayat and police station?
Interview Schedule
Panchayat Officials/Elected representatives of local Self Governance
IS-ER/PAO

1. Name (optional): 
2. Age: 
3. Gender: 
4. Occupation: 
5. Post (if any): 
6. Name of the Panchayat: 
7. Name of the Police station that has jurisdiction in this Panchayat? 
8. What are the various programmes implemented by this Panchayat for the last one year? 
9. Do you feel the need of any assistance from any other local agencies for implementing these programme? 
10. If yes, specify the name of local agencies, which you had sought the help for? 
11. How far is your local police station from your Panchayat office? 
12. Do you think the necessity of having a functional relationship between the local police station and Panchayat, for effective delivery of service to the citizens? 
13. (a). If yes, on what all levels and areas? 
   (b). If no, please specify the reason 
14. Do you have any specific programmes for the empowerment of weaker sections of the society? 
15. In the above mentioned programmes, what are the roles played by local police station? 
16. Do you feel that the involvement of the local police in the planning and implementation of any programmes, helps in effective delivery of service to the citizens? 
17. If yes, in what all programmes? 
17. (b). If no, why?