

GENDER SENSITISATION IN POLICE: THE NEED FOR HRD INTERVENTIONS

A PROJECT PROPOSAL

SUBMITTED TO BPR&D

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1.0 Introduction/Background

There is a palpable gender sensitivity deficit in the police functioning in India. In the context of India, this is like a double jeopardy for Indian women. They suffer because of the prevailing social factors which see them in a particular value framework. They also suffer as victims when they interface with the police because of the masculinity subculture in police itself where the acceptance of both the woman as victim and as a woman per se is counter intuitive to the subculture of gender insensitivity. It does not help that despite policy claims and even policy declarations seeking up to 33% reservation for women in police, the present strength of women in police is still pegged at less than 5%.

Because of the several social factors, women are more afraid of crimes than men and fear of crime extends well beyond the women who have themselves been victims. Further, because of several socio- economic factors, women victims are differently placed than their male counterparts. In view of the above, there is need for police to act in a gender sensitive manner in all cases relating to violence against women. The increase in violence against women calls for a prompt and proper response from the police on all such complaints. As gatekeepers of the criminal justice system, police enjoy wide discretion in enforcement of law. Differential law enforcement, indifferent police response and fear of police deny women the access to justice.

In order to make police officers behave and act in a gender sensitive manner in cases of violence against women and in the discharge of their duties in general, there is an urgent need to conduct gender sensitization training courses for police. At present, the concept of gender is grossly misunderstood by a large majority of police officers. There is also a lack of proper awareness of the prevailing gender inequalities among police officers. Even if there is awareness, the cult of

masculinity prevailing in the police organizations does not easily permit a change in the attitude and behaviour of male police personnel toward women. The stereotypes held by the police about sexual violence/harassment and domestic violence, as described above, clearly indicate the general attitude of police towards women.

Thus all pointers above cry for the urgent need to address gender sensitivity in police on priority by calibrated and well planned HRD interventions throughout the police career cycle.

2.0 OVERVIEW

2.1 This Project is titled as follows:

Gender Sensitisation in Police by Leveraging Appropriate Training and HRD- A Roadmap.

2.2 Vision: The Constitution of India provides for equality of status and opportunity to all citizens in the country. The following provisions in the Constitution relate to gender equality: -

Article 14: Equality before law and equal protection of laws.

Article 15: Prohibition of discrimination on grounds of race, sex, etc.

Article 16: Equality of opportunity in the matters of public employment.

The following Directive Principles in the Constitution also specifically relate to gender equality: -

1. Article 39(a): That the citizens, men and women equally have the right to an adequate means of livelihood.
2. Article 39(d): That there is equal pay for equal work for both men and women.

Gender equality is necessary not only because of the Constitutional provisions but also to unleash the energy and productive capabilities of women. The Human Development Report published by the UNDP indicates that those countries which rank low in “Gender Related Development Index” (GDI) also rank low in overall human development (as mentioned by Human Development Index) and the status of the country in several other parameters. Some of these countries also report worst human poverty as measured by “Human Poverty Index”.

Besides the realization that development of women is necessary for the overall development of the nation, the following factors have also been propelling countries towards attaining gender equality: -

1. Increasing awareness among people, particularly in advanced countries, that gender roles are social constructs and that women are capable of doing any type of job.
2. Increasing awareness among women about their rights and their subjugation and exploitation for centuries in male dominant and patriarchal societies.
3. Influence of feminist writings and efforts made by women's organizations to bring to light several discriminatory practices against women.
4. Improvement in educational level of women which made them aware of their relative status vis- a-vis men.
5. Women joining all types of jobs and performing equally well and sometimes better than their male counterparts.

Two truths regarding gender sensitivity of police in India stare us in the face. First is the increasing violence against women in the country year on year. All NCRB data point to the fact that the incidence of violence against women have not decreased even as women in India seek their rightful place in the sun by being upwardly mobile. Second is the grossly inadequate response of the police personnel, particularly at the cutting edge level, in dealing with crimes against women. While there is no doubt that more efforts than earlier are being made by police organizations both in the states and in the centre to sensitize the police personnel with regard to various gender issues, the ground situation needs to change much more in terms of the safety and assurance level in the perception of women and women victims while interfacing with the police.

2.3 Project Objective:

The overarching objective of the project is to leverage HRD and training interventions to ensure a gender sensitive police. The inbuilt objectives are to delineate the desirable steps/tasks that can go a long way in making police in India gender sensitive. The objective at the end of the project, thus subsumes certain steps at various levels:

1. TO TAKE POLICY LEVEL STEPS- steps that are fundamental and are taken at policy level so as to set up an ecosystem for gender sensitive policing
2. TO TAKE INTRA-ORGANISATIONAL STEPS focused on standardised gender oriented HRD interventions throughout a police person's career- from recruitment to retirement
3. TO TAKE SPECIAL STEPS wherein HRD interventions are focused on the peculiarities of the context in which the policeperson is serving- for example a police officer serving as Juvenile Welfare Officer may have to be trained and incentivized exclusively to train as a specialist. A second example can be the need to have specialized orientation training for male police officers serving as AHTU in Charges in a district where there is high trafficking of girls for domestic labour etc.

3.0 THE PROJECT: A BIRD'S EYE VIEW OF THE TASK AT HAND

3.1 The Purpose of the Project: It needs to be reiterated that in the context of policing in India, the police sub-culture and the police attitudes and processes that it impinges, gender sensitivity is generally conspicuous by its absence. The essential purpose of this project is a turnaround towards a gender sensitive and gender aware Indian Police is a desirable albeit challenging task. That is why HRD interventions which span the entire gamut of basic to specialized and in service HRD and training are to be initiated by the organisational leadership of police. Moreover, innovation as and value additions are also highly essential to fast track this sensitivity training and in this leveraging of appropriate technologies and value additions like MOOCs and online courses and ACADEMIA partnerships can be game changers.

Accordingly, to sum up the following tasks need to be taken up in right earnest and if already taken up must be improved upon:

■ **TASK 1**

BPRD can mandate the formation of a gender policy from each state police unit and each central police unit in the country

■ **TASK 2**

BPRD can mandate the formation of a GENDER TRAINING MANUAL (GTM) ideally through sourcing it out to a professional agency

■ **TASK 3:**

3 different states and 3 different CPOs can be mandated to prepare modules on gender sensitivity oriented towards

- GENERIC MODULE (COMMON TO ALL RANKS)
- CONSTABULARY MODULE
- SUBORDINATES MODULE (ASI TO INSPECTOR)
- OFFICERS MODULE (DySPs and above)

■ **TASK 4:**

Designing of gender sensitivity module for in service refresher training of Constables/HCs as well as ASI to Inspectors can also be entrusted to a few states and CPOs

(for **different bands** like those with 0-10 years of service/ those with 10-20 years of service / those with 20 years or more service)

■ **TASK 5:**

BPR&D can leverage it's connect with the Academia to design PILOTS for the following;

- 2-3 online courses targeting different ranks/roles
- 4-5 theme based courses can be designed with the help of NGOs working in different domains like Trafficking of girl child/ Sexual harassment at the workplace/domestic violence against women/sexual abuse/ girl-child labour etc.
- Professional Institutes or universities can be engaged to design certificate or diploma courses in gender studies

The above measures are not envisaged as cosmetic changes in the police sub-culture but as true paradigm changing steps. It must have the faith and

the organisational back up of the police leadership in order to make headway. Gender sensitivity in police is an *attitudinal and procedural deficit* that has to be addressed immediately and this document aims to provide an implementable roadmap for the same.

3.2. Sponsors: BPR&D will be the sponsor of the project and some states (in this case Jharkhand) can also contribute.

3.3. Financial Implications/Benefits:

One most critical requirement is to ensure a clear mandated BUDGET for gender sensitivity training within the overall training budget of the police. This has to be ensured at the policy level.

A scheme of granting one increment to police personnel who qualify a certain level of gender sensitivity certification can be introduced as an incentive.

4.0 SITUATIONAL ASSESSMENT AND PROBLEM STATEMENT

As more and more women in the country started asserting their rights, got educated and took up jobs, they increasingly became targets of attack. Crime against women in the country is on the increase. The following statistics published in 'Crime in India-2015' speak loudly about the alarming picture of crime against women in the country:

- While the year 2015 has witnessed a marginal reduction in crime against women as compared to 2014, especially a decrease in cases of rape, there has been an increase of 2.5%, however, in other forms of sexual offences against women clearly indicating the value clash between the aspirations of the modern mobile Indian woman and the sub-cultural urge to restrain her independence or construe it as lack of character.
- Under the category of "assault on women with intent to outrage her modesty", 2015 saw 84,222 cases being registered across the country as against 82,235 in 2014. The category includes offences such as sexual harassment, assault or use of criminal force to women with intent to disrobe, voyeurism, and stalking.
- In a telling statistical indicator, CRIME IN INDIA 2015 revealed that in more than 95% of rape cases the offender was known to the victim

and was probably a neighbour or a member of extended family giving credence to the theory that Indian women are unsafe even in their familial and familiar settings.

The above data is a clear indicator as to how important though difficult it is for police to act as an agent of change and engender gender sensitivity starting with own rank and file. This could be very difficult and an uphill task because of the fact that the stereotypes that govern the general social psyche also govern police.

In spite of the shocking and frightening picture, the police response to violence against women continues to be grossly inadequate and inappropriate. Besides the reasons for the generally poor response to instances of crime such as increasing workload, lack of resources, pressure of political bosses to maintain crime figures at a low level, mal-practices in the organization, there are certain specific reasons for the lack of appropriate response to offences against women. The cult of masculinity prevalent in the department makes the police officers hold some stereotypes about violence against women. The stereotypes lead to certain standard patterns of police response. For example, the following are some stereotypes held by the police about sexual violence/ harassment.

Some Stereotypes about sexual violence/harassment

- Rape is victim-precipitated. Women ask for rape/sexual violence by provocative mode of dress and behaviour or by going out after dark or going to shady and lonely places.
- Women subconsciously desire rape and 'cry rape' only when they are caught.
- Rape cannot occur if a woman resists.
- Women's place is at home. If they go out, they must take what comes their way.

- Sexual harassment at work place and eve-teasing are fun and women enjoy it.
- Male sexuality is an uncontrollable force. Women should not arouse it.

Standard police response

- Initial complaint is disbelieved and action is contemplated only after a value judgement as to whether the woman is deserving of appropriate police response.
- Victim is discouraged from pursuing complaint.
- Intensive bullying, callous interrogation and aggressive and sexist questioning.
- Medical examination is delayed and conducted in unpleasant and threatening surroundings.
- Victim is not supplied with basic information about her legitimate rights and support services available to her.

Stereotypes governing domestic violence

- Family is a private place where men have some legitimate rights.
- Husband has a marital right to discipline his wife.
- Women are irrational, nagging and provoke men.
- Only the poor/uneducated/alcoholic males are violent towards their wives.
- Women who deviate from feminine roles of mother and wife warrant discipline.

Standard Police Response

- Trivialisation
- De-criminalization and illegitimization of domestic violence.
- Non-intervention and advising the victims to seek remedies in a civil court

- Acting as peacemaker and mediator and letting off the male offender with mild, informal threats.

Such stereotypes point to the dire need of HRD interventions in police through training and Sensitisation on mission mode across the board in Indian police. With this overview the Project needs to be launched in all earnestness.

5.0 CRITICAL ASSUMPTIONS AND CONSTRAINTS

A: CRITICAL ASSUMPTIONS

- Policy level buy in will happen both at Central and state levels
-
- Police leadership at all critical levels will support
- Course curriculum will be more or less standardised across centre and states (BPR&D will have a nodal role)
- Gender sensitisation will be treated as an HRD issue
- Training institutions and resources will be suitably committed for gender sensitisation
- Digital networks will be ready to use
- MOOCs will be supported through PPP mode

B: CONSTRAINTS

- Present policy level indifference to gender sensitivity

- The sheer number of police personnel to be trained
- Sub cultural lack of importance given to gender sensitivity
- Inadequate training resources including master trainers
- Poor networking and digitisation status in many states

IMPLEMENTATION STRATEGY: WORKING OUT A STEP BY STEP ROADMAP

The implementation strategy and step by step roadmap as envisaged in the project is outlined below in detail:

6.1 IMPLEMENTATION STRATEGY

- The strategy should essentially be predicated on the formula of ground up training wherein the training to the cutting edge especially the constabulary is accorded primacy alongwith the functionaries upto Police Station level.
- Learning by doing and case studies methods should be used extensively
- Simultaneous and in situ training is envisaged
- The present CCTNS network which in many places reached upto PS level should be used in the first instance for online training delivery failing which district level training in all districts is a critical part of implementation strategy
- SPs will be the nodal officers for this training and sensitisation

6.2 DELIVERABLES

Tasks 1 to Task 5 already outlined at 3.1 above.

6.3 STAKEHOLDERS

- All ranks of police in the district
- All ranks above district upto DG level (PHQ)
- Civil Society bodies/NGOs
- Other government departments in particular departments concernin welfare and empowerment of women and children

6.4 RELATED PROJECTS

- ❖ All projects involving empowerment of women

6.5 WORK PLAN

The work plan for implementation will involve the step by step raodmap as outlined below:

❖ STEP 1: POLICY LEVEL STEPS

A: DECLARED/NOTIFIED STATE GENDER POLICE FOR POLICE

- Any state police or CPO must put in place a declared gender policy for policing.
- Any HRD policy for gender sensitisation of police should be a subset of the gender policy/strategy of the police department.

- Gender Sensitivity Training should find exclusive place in the state or organisational budget as part and parcel of the imperative of *Gender Budgeting*
- Given the proclivity of the police as an organisation to get stuck in traditional mindsets and given the fact that the representation of women in police has been low if not negligible and only recently is the issue of representation of women in police attracting serious policy level attention, it is imperative that the state and highest level of governance is a stakeholder in ensuring gender sensitisation across the police ranks.

TASKS TO BE DONE FOR THIS STEP TO SUCCEED

- BPRD can mandate the formation of a gender policy from each state police unit and each central police unit in the country. A model draft POLICE GENDER POLICY can be circulated as a template. To prepare the Model Policy Template a team of officers can be formed with a mix of state/CAPF etc.
- The Policy should highlight the criticality of gender sensitivity in core police work domains like investigation and prevention by awareness generation.
- The Desirable Parts/Chapters in the Policy can be as below:

WHAT (is Gender Sensitisation especially in Policing Context): Defining Gender, Gender Sensitivity, Gender Discrimination and Gender based HRD

WHY (is Gender Sensitisation of Police required): the relevance of the above in the Policing Context

HOW (can gender sensitisation be implemented): the processes to be gender (re) oriented

- *Stated recruitment quota (for e.g. Jharkhand has announced 33 %)*
- *Preparing gender sensitive police budget (e.g. adequate budgeting for Women Police Stations/ amenities for women constables and officers in each police unit)*
- *Incentivizing gender sensitive behaviour*
- *Entry to exit GENDER SENSITISATION RELATED HRD INTERVENTIONS for all ranks and all roles [THIS IS THE FOCUS FOR OUR EXERCISE]*

B: A GENDER TRAINING MANUAL FOR THE POLICE ORGANISATION (STATE OR CPO)

- A Gender Training Manual (GTM) must be prepared as a ready reference for all police personnel in the organisation
- It shall be broadly based on the policy and specifically arising out of the HRD strategy mentioned in the Policy Document
- It can contain identification and listing of Gender training modules for gender sensitive HRD across police ranks and police roles

The Gender Training Manual or GTM will specify (inter alia):

- The general expectations from police in terms of gender sensitive behaviour
 - (Non-discriminatory behaviour, positive discrimination where required, cognizance of special needs etc.)

- The specific do's and don'ts in each category of police-citizen interface
 - (Interface with accused/victim/witness etc.)
- KSA checklist as per police roles
- Indicative List of Gender Training modules (rank based, Role based, Theme based etc.)

TASKS TO BE DONE FOR THIS STEP

- BPRD can mandate the formation of a GENDER TRAINING MANUAL (GTM) ideally through sourcing it out to a professional agency
- Members of MM7 and other coopted members can facilitate/guide
- Such manuals have been prepared by various organisation like UNESCO and are also specifically available for police forces in various parts of the world

❖ STEP 2: INTRAORGANISATIONAL HRD INTERVENTIONS: AT RECRUITMENT AND INDUCTION LEVEL

Intra-organisational HRD and training interventions are critical to engendering and embedding real sensitivity. Gender oriented recruitment and training decisions need to be undertaken by the organisation proactively and firmly. Some indicative decisions at various levels will be as below:

■ AT RECRUITMENT LEVEL

- Quota for women – to address issues like encouraging women applicants/ providing incentives for joining/

defining certain roles and functions that may encourage women applicants

- Gender Sensitivity Aptitude (GSA) testing as part of screening for all applicants

■ **AT BASIC/INDUCTION TRAINING LEVEL**

- Modules on gender sensitivity as integral part of basic course
- Modules must focus on basic knowledge, skills and attitude that every inductee should have
- Mandate a threshold level performance in KSA failing which the trainee may not be inducted

TASKS TO BE DONE FOR THIS STEP

- 3 different states and 3 different CPOs can be mandated to prepare modules on gender sensitivity oriented towards

1. GENERIC MODULE (COMMON TO ALL RANKS)
2. CONSTABULARY MODULE
3. SUBORDINATES MODULE (ASI TO INSPECTOR)
4. OFFICERS MODULE (DySPs and above)

- Some states or CPOs may already have prepared and implemented such modules- may be collated and improved upon or adopted straightaway

❖ STEP 3: INTRAORGANISATIONAL HRD INTERVENTIONS: AT IN SERVICE LEVELS- ONGOING TRAINING

Unlike basic induction level training, in service training and HRD interventions that can be sustained and ongoing throughout a police persons serving career have a great role to play in sustaining the sensitivity of police to gender and gender related issues. Some of the measures that need to be taken at the in-service level in the domain of gender sensitisation are as below:

- Define the KSAs required for each rank for ensuring exposure to gender sensitivity training - 3 rank structure desirable
 - Constables/HCs
 - ASIs/SIs/Inspectors
 - DySPs/SPs and above upto DG
- Define the periodicity of refresher gender sensitivity training- desirable at least one module undergone every three years by each police person - could be a combination of on-site (in training institution environment) and off-site training (online)

TASKS TO BE DONE FOR THIS STEP

- Designing of gender sensitivity module for in service refresher training of Constables/HCs as well as ASI to Inspectors can also be entrusted to a few states and CPOs (for different bands like those with 0-10 years of service/ those with 10-20 years of service / those with 20 years or more service)

- Designing of such a training for DySPs and above can be entrusted to NPA again keeping the above bands in mind

❖ **STEP 4: INNOVATIVE VALUE ADDITION THROUGH SPECIAL HRD INTERVENTIONS**

Apart from the above steps that have outlined standard HRD intervention at various levels starting from induction through in service interventions upto the end of the career of a police person, often innovative and specialized interventions can be highly productive in not only accelerating or fast tracking gender sensitivity levels in an organisation but also in adding great value to the HRD process by introducing qualitative parameters that raise the threshold of sensitivity to minimum desirable levels and above. It goes without saying that in this day and age, the higher the levels of sensitivity and empathy to gender issues in the police, the closer will the police be to the citizens they serve.

In this direction some of innovative HRD interventions are as below:

- Design online training modules (MOOC style) for anytime anywhere training
- Introduce certification (including self-certification) for such modules
- Incentivize monetarily through increment (BPR&D through MHA can recommend increments to police personnel who successfully complete gender related courses including courses on generic aspects of gender sensitivity, or gender budgeting, or trafficking in women/girl child et al)
- Online certification courses in gender sensitivity can be made compulsory for further increment by mandating a course completion every **three** years (thus meeting the 3-year periodicity criteria mentioned earlier)

- Police –Academia partnerships can be established to run such courses for police personnel of all ranks
- Police-NGO-Civil Society bodies can also initiate partnerships to run such training programmes
- Theme or domain based gender issue programmes like Domestic Violence/ Sexual violence against women or girls/ Trafficking of the girl child can be subjects for thematic gender sensitivity
- Courses can be divided over two phases and the first phase may be run for at least the first two years across the organisation so as to engender a climate of gender sensitivity before more specialized courses are introduced.
- **Suggested Checklist of Courses in Phase I:**

- Basics of Gender Sensitisation for Police Personnel**
- Gender Sensitive Investigation: Dos and Don'ts for an IO**
- Capsule courses on such acts as Dowry Prohibition Act, Trafficking Act, Juvenile Justice Act, POCSO, Domestic Violence Act, Prohibition of Witchcraft Act etc.**
- Effective prosecution in cases where women are victims**
- Principal Legal Instruments for Protection of Women/Children**
- Counseling Skills for Police Officers**

□ **Interfacing with Civil Society Groups/NGOs for Social Policing**

TASKS TO BE DONE FOR THIS STEP

- BPR&D can leverage its connect with the Academia to design PILOTS for the following;
 - 2-3 online courses targeting different ranks/roles
 - 4-5 theme based courses can be designed with the help of NGOs working in different domains like Trafficking of girl child/ Sexual harassment at the workplace/domestic violence against women/sexual abuse/ girl-child labour etc.
 - Professional Institutes or universities can be engaged to design certificate – diploma courses in gender studies

-end of project proposal-

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