Community Participation in Law Enforcement Systems
A Study on the Opportunities and Mechanisms
Content

1.0. Executive Summary

2.0. Background

3.0. Purpose of the Study

4.0. Methodology

5.0. Finding of the Study

5.1. Perceptions

5.1.1. People’s Perceptions of the Police

5.1.2. Police Perceptions of the People

5.1.3. Perception of Police about themselves

5.2. Common Concerns

5.3. Expectations of Community from Police and Vice Versa

5.4. Present Experiences of Community – Police Interface

5.4.1. Community initiative

5.4.2. Police Initiative

6.0. Suggested Mechanisms to Improve Relationship between Community and Police

6.1.1. Interventions within the Police Department

6.1.2. Revitalising Existing Community-Police Forums

6.1.3. Formation of Community Liaison Group (CLG)

6.1.4. Education and Awareness Programs at Various Levels

6.1.5. Other Mechanisms for Mediating and Integrating the Community-Police Interface

6.1.5.A. Community-Police Officer

6.1.5.B. Third Party Mediation

7.0. Recommendations

7.1. Formation of Community Liaison Group (CLG)

7.1.15. Steps and Processes for Formation of CLG

7.2. Other Mechanisms
7.2.1. Intervention within Police Department

7.2.2. Intervention at the Societal Level

Appendix 1 List of Individuals, Organisations and Associations Contacted

Appendix 2 Schedule of Visits
2.0 Background

2.1. The purpose of police as a part of a democratic state is to assure public safety of citizens. This expands to include safety of individuals in public places, protection of property and rights of all citizens. As a law enforcement agency, the institution of police works with the local community in several ways and depends on local cooperation in order to accomplish its tasks.

2.2. In the contemporary Indian context, 50 years after independence, the institutions of police, as well as other institutions of the state, are facing enormous stress. On the one hand, serious questions about their efficiency and effectiveness are being raised. There has been a tremendous decline in public safety in all parts of the country and crime rates of all types have increased. On the other hand, the socio-economic and political context in which the police operate has also undergone tremendous change. The rapid growth of population, increased migration, greater competition for limited resources and political awareness among weaker sections have also contributed towards a dramatic change in the social fabric of the country. The police are forced to operate within this context and are expected to play a significant role in assuring the safety of its citizens.

Many of the tensions and constraints experiencing by the police (as also by other agencies of the state) are rooted in the history and the evolution of the Indian state.

2.3. After the Sepoy Rebellion, the British authorities instituted a Police Commission in 1860, passed the Police Act in 1861 and brought the Indian Police force into existence. The British wanted to use the police as an instrument to control Indians. The single task of the police was to regulate a mass of people who were fighting for their rights. The pattern adopted was based on the Constabulary of Ireland, another colony British like India. This led to the system of policing in India with large uniformity in laws, procedures and practices.

2.4. After 1947 when India attained independence the police remained governed by the colonial Act of 1861. Independent India formed a new republic but did not amend the Police Act to make it more suitable to the new democracy. It is this Police Act, now nearly 140 years old, which still governs the organisation, structure, philosophy and working of our policy force. Ironically the British have amended the police laws in their country a number of times and the present British Police is governed by an Act of 1964. The Indian government did realise the need to review the police laws and system and therefore the National Police Commission was constituted in 1977. The committee made recommendations for police reforms which are yet to see the light of day.

2.5. It is no longer possible for government and its agencies to ignore the growing criticism of their performance and rapid decline in their legitimacy. Urgent efforts are needed to bring about systematic reform in public agencies to make them more responsive to the citizens. Therefore, the police also are in the process of such a renewal. While many of the recommendations of the above mentioned commission are still valid and need to be acted upon, the context in the last two decades has further changed to make it more complex. The process of renewing the police is a gigantic and challenging task and may require multiple strategies.
2.6. One of the key areas of improvement needed to bring about effective functioning of the police is the **interface between the community and the police**. Community’s responsiveness to the police system has dramatically declined in last two decades. There is suspicion, mistrust, apathy and anger in the community against police. The police itself is aware of the depth of such hostility in the country. In many ways the police department has already taken various initiatives in different parts of the country in bringing an improvement in its interface with community. Further work in this need to be undertaken systematically and with greater determination.

2.7. The Bureau of Police Research and Development (BPR&D) has taken an initiative to change the present strained relationship between the community and police to a more positive and mutually benefiting relationship. Toward this end BPR&D has undertaken a United Nations Development Programme (UNDP) sponsored project on Capacity Building of Law Enforcement Systems. One of the components of this project is how to strengthen the relationship between police and public. The importance of strong and amicable relationships between the two is seen as necessary in maintaining peace and harmony in the society. This particular project is being seen as an opportunity to find out causes of the prevailing gaps between the community and police and identify mechanisms to bridge the gaps.

3.0 **Purpose of the Study**

3.1. The broad objectives of present project Capacity Building of Law Enforcement System is twofold: first, to increase participation of community in the law enforcement systems: and second to build the capacity of police to understand the needs of the community to maintain law and order, provide social and legal security to the citizen and bring peace and harmony in the society.

3.2. The specific objective of the present study is to identify mechanisms to ensure community participation in Law Enforcement System. BPR&D has envisaged that the effective establishment and functioning of Community Liaison Group along with other innovative mechanism to be suggested by the community members will bring the desired change in improving the relationship between community and police.

3.3. The primary purpose of the study is to help identify mechanism to improve community – police interface to ensure enhanced public safety. In particular it is expected to propose guidelines for the establishment and functioning of Community Liaison Group (CLG) for each category of Police Station whose purpose will be to improve community - police communication, interaction and understanding. The guideline will determine the size, composition, selection criteria, selection procedures, tenure of membership, roles and responsibilities of members, level of formation of CLGs and composition of selection panel.

3.4. The study intends to propose additional ideas about assuring the transparency and accountability of police to the community.

3.5. The study also envisaged that the formation of CLG may not be the only mechanisms to improve relationship between community and police. Therefore the study expected to bring out other innovative mechanisms.

3.6. Based on the recommendations of this study a number of policies, rules and standing orders are to be formulated in improving relationship between police
and community. The study would identify key elements in relation to such a policy.

4.0. Methodology

4.1. The principles and approaches of participatory research have been extensively followed. Individual interviews, focus group discussions, observations, secondary literature review and participatory workshops have been used to collect information. Over a period of four to five days, representatives of different people’s organisations and associations were met, ensuring inclusion of more sections of society. In some areas, special meetings were organised to ensure that women also participated in the process.

4.2. The following categories of individuals, organisations and associations were consulted:

- Educational institutions, Journalists and News Correspondents, People’s Representatives, Representatives of Political Parties and Student Unions,
- Members of Women Organisations, Chambers of Commerce, Non-Governmental Organisations, Industrialists and Factory Owners, Members of Bar Association and Judges, Transport Associations, Religious Institutions,
- Legal Aid Women’s Cells, Medical Professionals, Human Rights Commission,
- Taxi and Auto Driver’s Association & Police Officials. (Refer Appendix for list and schedule of visits)

4.3. During these meetings the research team, besides focusing on the task at hand, also attempted to determine who influences attitude and behaviour within the community, the source of their influence, who is influenced by these individuals, the effect they have on the life of the community and how this influence could be used in improving the relationship between community and police. The effort was to ensure maximum participation from the community. People were encouraged to express elaborate and frank opinions and suggestions. As an assurance of confidentiality, most often no police person was present during discussions with the public.

4.4. The three questions around which the discussions were centred were:

- What is the community’s perceptions about the police and vice versa
- What are the constraints within which the police function
- Given this situation, what can be done to improve community - police relations and interaction.

4.5. During the visits the researchers also interviewed senior police personnel as well as the change agents and considered their experiences, ideas and views. (Change agents are those police personnel who have undergone training on human behaviour and attitude, and have observed police systems abroad to understand how police may function nowadays. They have been assigned the task of bringing about change in the behaviour of their colleagues in the Police Stations).

4.6. At the end of these four - five days, the research team called for a day or half - day long Workshop, during which views and suggestions of all groups and individuals (including police personnel) were consolidated and shared. An
attempt was then made to arrive at some recommendations that were acceptable to all present in the discussions.

4.7. For continuity in the process individuals from local NGOs like North East Network in Assam and Magra Mewar Vikas Sanstha, Beawar in Rajasthan were involved. In Tamil Nadu an independent consultant with experience in and understanding of the local environment assisted in the study.

4.8 The Areas Under Study

The study was centred around the nine “model” or “ideal” police stations that BPR&D is developing in different parts of the country. These stations are in the states of Assam, Rajasthan and Tamil Nadu.

4.8.1 Assam

The word ‘Assam’ is interpreted by some scholars as a formation of Sanskrit derivation ‘Asoma’ meaning peerless or unparalleled. But, the opinion more widely accepted in academic circles today is that the term has come from the original name of the Ahoms, who had presided over the destiny of the land for a long and unbroken stretch of over six hundred years prior to its annexation by the British. Assam, the sentinel of north-east is most strategically situated, close to India’s international borders with as many as four countries, i.e., China, Burma, Bhutan and Bangladesh. Assam is an agricultural state. Agriculture that accounts for the livelihood of about four-fifths of the state’s population still holds the key to the state’s economic growth. Of agriculture based industries, tea occupies an important place. Assam contributes about 15% of the world’s entire tea production. Assam has a unique demographic pattern with people of numerous communities, both tribal and non-tribal living side by side. The principal language is Assamese, though the people speak a large number of dialects including tribal dialects. Assam has a total population of more than 22 million with a sex ratio of about 925 females per 1000 males. The schedules tribes and scheduled caste constitute more than 12% and 7% of the total population respectively. The law and order situation in Assam is a prime concern for the state. The crime rate is increasing in the cities due to migration of people from other states, unemployment, poor living standards and not enough development opportunities. Besides the increasing crime rate of thefts, murders, violence etc., the state suffers the most from insurgency. Infested by insurgent activities, the police is primarily involved in arresting insurgents and protecting the VIP’s. Majority of the police force is deputed to protect the VIP’s and control insurgents. Traffic is another rising problem of the cities and it comes under the police.

4.8.1a. Pan bazar. The Pan Bazaar Police Station is in the heart of the Guwahati city. The general population of is comprised of academicians, journalists, government officials, transporters, petty traders, industrialists and others. Like any other urban police stations the law and order problems range from petty theft to heinous crimes. However, the problem of insurgent activities is the major concern of the peace loving citizens and the police personnel.
4.8.1.b. **Jorhat.** Jorhat police station is located under the district of Jorhat. It is about 300 kms away from the state capital Guwahati. Jorhat is known to be the centre of cultural excellence. Traditionally Jorhat has been inhabited by a host of intellectuals. The area is mostly inhabited by the middle class people with occupations like service, business etc. People here feel proud that even in the height of insurgency throughout the state, Jorhat district remains the land of peace. People are mostly engaged in service and business. However, the town is surrounded by a vast rural area where agriculture is the mainstay of economy. The river Brahmaputra is a menace to the population inhabiting in the villages which are situated at the bank of it. Loss of human and animal lives and property is an annual phenomenon. There are a large number of tea gardens located in this district. As a result there is a constant flux of population from other states who come to seek jobs in these tea gardens. Majuli the largest the largest riverine delta of Asia comes under this district. Majuli is said to be one of the strongest base of militants. Jorhat Police Station being situated at the heart of Jorhat township the area has become hub of militant activity.

4.8.1c. **Titabar.** Titabar is located in Jorhat district and about 18 kms. away from Jorhat District town. Titabar township is surrounded by a number of villages. Titabar police station is composed of 116 revenue villages. Agriculture and daily wage labour in the tea gardens ae the mainstay of economy of the people. Due to the presence of a large number of tea gardens a huge number of people from other states especially from Bihar and Andhra Pradesh are employed in the tea gardens as labourers. The area is politically very sensitive because of the presence of a large number of trade unions. Therefore, the law and order problem is mainly centred around the tea garden labour unions.

4.8.2. **Rajasthan**

At the time of independence, Rajasthan was formed out of 22 princely states and principalities, which varied considerably in size, population, resources and administrative practices. Though Hindu dominated, the state also has a large population of scheduled tribes and castes, besides other religious minorities. Peculiar among them are the Sansi, Meena and the Kanjar, who are alleged to be criminal tribes. Tensions between Hindu and Muslim population are frequent occurrences especially during the festivals like Holi, Hanuman Jayanti, Id, Muharram, Shuttle Saptami. The kanor crimes are related to land disputes. A number of feudalistic social customes like ‘naata pratha’, ‘sati’, child marriage etc. are prevalent even today.

4.8.2.a. **Guman Pura.** Guman Pura Police station falls within the Kota Municipal Corporation. The population is more than one lakh. Large number of the community comprises of industrial workers and artisans, traders and businessmen while a few people are engaged in agriculture. The Police station has in its jurisdiction, a big grain “Mandi” attracting heavy truck traffic. There are a number of congested shopping areas and some new shopping centres have come up. Most of the Banks are situated in the vicinity of the PS. Therefore, management of traffic and occurrence of dacoity, theft, etc. are the major law and order problems.
4.8.2b. **Pratap Nagar.** Pratap Nagar area of Bhilwara city, the district headquarters came to prominence in the early eighties with its development as an industrial area, primarily concentrating on textile activities, with more than 300 textile units. An outcome of this development was the creation of a new residential colony. About a quarter of the population in this area is migratory, working on a daily wage basis in the textile units. The whole area falls under the Urban Improvement Trust and the Bhilwara Nagar Parishad. The occurrences of burglary, theft, dacoity are the major law and order problems.

4.8.2.c. **Mandalgarh.** Mandalgarh situated on the Bhilwara - Kota Road, approximately 55 Kms, east of Bhilwara, is an important sub division of Bhilwara district. A Nagarpalika area with a population of about 15 thousand, which includes a township and a few peripheral villages. Agriculture, cattle rearing and other agro - based occupation are the chief source of livelihood. Farmer, marginal farmers, village artisans, agricultural form about 70% of the total earning groups. Mining is also an important part of commercial activities. Being a rural area the law and order problems are most related to the land disputes.

4.8.3 **Tamil Nadu**

Tamil Nadu was one of the first of the British settlements in India. The state is the successor to the old Madras Presidency which in 1901 covered the bulk of the southern peninsula. The composite Madras state was later reorganised and the present state of Tamil Nadu was formed.

The economy depends largely on agricultural sector as more than 70% of the population is engaged in agriculture. The major industries are cotton textiles, chemical fertilisers, paper and its products, printing and allied industries, cement, iron steel, sugar, railway wagons and coaches. Tamil Nadu accounts for nearly one fourth of the spinning capacity in India; one fifth of cement, caustic soda and fertilisers. The state is an important exporter of tanned skin and hides, leather goods, cotton pieces and tea besides other items. Property disputes and crimes against the prohibition law are the most common law and order problems. Besides traffic movements and crowd control also take up a major portion of time of police.

4.8.3.a. **Hastempatti.** The Hastempatti Police Station falls within the Salem Municipal area. Salem is the fifth largest city in the state of Tamil Nadu. Situated in the north - eastern part of the state, it is an industrial hub dominated by the Salem Steel Plant, textile mills and export - oriented garment units. Traders, businessmen, industrial workers and labourers make up a majority of the population here.

There are different associations and Sangams e.g. – the Truck Owners Association, Auto Sangams, Trade Associations etc. are active in the area. Salem has its own state - owned road transport service, formerly called Anna Transport Corporation.

The Commissionerate of Police. The District Courts besides several District level Government and other offices lie within the jurisdiction of this police station.
4.8.3.b. Villupuram West. In Villupuram District, the ‘model’ or ‘ideal’ police stations identified are the Villupuram West and Ulunderpet. The Villupuram West Police station is located within Villupuram town, the district headquarters, with a population of about more than one lakh. With one of the access roads to Pondicherry running through the town, quite a proportion of the public relies on this transit traffic for their livelihood. Besides, seasonal farming and the small sugar mills employ a significant number. There are also quite a proportion engaged in more tertiary activity such as Banking, Insurance, Teaching etc. Dominating the small town is the Bus terminus, which accommodates more than 2000 buses daily. The major problem in the area is related to the management of traffic. Along the Madras highway approximately 10,000 vehicles passing everyday via Villupuram. The minor problems in the area are thefts, burglary, pick-pocketing etc., police faces a tough time in controlling the traffic.

4.8.3.c. Ulunderpet. Ulunderpet is a selection grade panchayat, about 35 kms from the district headquarters. Agriculture dominates with majority of the population engaged in farming activity, while others working as labourers, quarry workers, artisans etc. and a small number of population engaged in trade, business and other such activities.

There is one police station located on National Highway 45, at the junction of the roads for Chennai to Trichy; Cuddalore to Salem; and Ulunderpet to Vrindhachalam. Traffic movement on these roads is very dense, with heavy vehicles such as trucks, buses and tractors dominating. The incidence of traffic accidents is high. Highway robbery is also common; highway prostitution is emerging as a serious concern, with implications on the growing spread of AIDS. Due to the high proportion of dalits in the population, caste tensions also prevail.

5.0. Findings of the Study

5.1. Perceptions

During the course of our research, people voiced their perceptions of the police department – their functioning, behaviour, attitude etc. Similarly, the police personnel shared their perceptions about the public they deal with – their attitude, co-operation, trust etc. Both perceptions have been detailed out below.

5.1.1. People’s Perceptions of the Police

The wide range of people we met during the course of the research openly voiced their mistrust and misgivings about the police. They felt that instead of being a supportive force, the police is detrimental to the society and encourages crimes of varied nature.

- **Arrogant and superior attitude** towards the people. The general impression was that the higher ranking police officials are cordial while those in the lower ranks are rude, particularly towards the marginalised sections of the society.

- The police is famous for **taking bribes, being corrupt and harassing innocent** people. This has instilled a **fear psychosis** in the people
which prevents them from seeking police help. There is a sense of insecurity because of the police – miscreant nexus. The caste – class divide continues to control the way the police behave, with those in the inferior caste facing more harassment and less protection from the police.

- Added to this, is the **complicated formalities** that come into play while requiring police assistance.
- The role of the police is perceived to be **curative rather than preventive**. Their involvement begins once a crime is committed.
- The police **lack commitment and professional approach** to their work. Invariably, they begin with the assumption that everybody is a criminal and the onus of proving oneself innocent is on the individual.

### 5.1.2 Police Perceptions of the People

The police also have their own set of mistrust and discomfort while dealing with the public.

- The general public **does not trust the police** even when the latter’s intentions are good. The police is blamed for everything that goes wrong in the community.
- The public in **non-co-operative**. They don’t come forth with information or give evidence against criminals.
- There is a **lack of awareness** among the people about the laws and legal processes as well as the rights and duties of citizens. The public does not have an understanding of the constraints under which the police department functions.
- Those who form an affinity with the police and help them in detection and reporting of crime, many times become **power brokers and seek favours from the police thus putting them** in difficult and embarrassing position.
- **Political interference** is yet another problem that the police face while fulfilling their duties. People seek Politicians to intervene on their behalf, thus undermining the police authority.

### 5.1.3. Perception of police about themselves

Similarly the police force also expressed their opinion as to why the public thinks the way they are. They think the following points contribute primarily to their image.

- Structural and legal constraints
• Lack of facilities and trainings
• Weak public relations
• Attitude and behaviour of police personnel

5.2. Common Concerns

While it is evident that there are misgivings on the part of both the police and the public, there are some common concerns that were raised by both of them. There was an understanding of the problems faced by the police and the constraints under which they function. Some of the issues raised are:

• **The police is alienated from its neighbours.** The police are apprehensive, particularly in a new place, of interacting with their neighbours in case they are involved in anti-social activities.

• The Indian Police Act was formulated in 1861 by the British Administration and is still governed by that. The **structural constraints** of the police system restricts police movement and has resulted in a closed system of functioning. The hierarchy within the system is very strong and it is difficult for the police to come out of that mode.

• The police follow a **target system** which increases every year. Thus, the focus is on punishing the criminals rather than preventing the crimes.

• **The police training is inappropriate** since it is directed more towards physical training. There are few or no inputs towards an understanding of human behaviour, public relations, etc.

• **The police is grossly overworked and understaffed.** The geographical coverage of a police station and the number of police personnel allocated is disproportionate. Apart from their routine duties, the police are also responsible for VIP security and ‘bandobast’ duties. As a result, the police are not able to devote enough attention and time to solve a case.

• **An implication of the range of duties is the** lack of time with their families. The public was empathetic towards the police and said that they may have to work almost twenty - four hours a day and there is no support systems for their families. They are not given a weekly off and may not even get time for an annual vacation with their family. The **compensation package is low** in comparison to other departments while the work load is very high. The low salary makes them susceptible to taking bribes. The housing facilities provided are dismal and there is a sense of insecurity even among the police personnel for the safety of their families once an insurgent or criminal comes out of the jail on bail. This happens often since the **legal system is ineffective.** If a criminal or an insurgent is caught, s/he may be released because of the legal system. The police feel humiliated since the crime continues and they get blamed for it eventually.
• The infrastructure for the police is inadequate, be it in terms of arms and ammunitions, or facilities like computer, internet, etc. The police stations are within dirty and unhygienic conditions and at times do not have even the basic facilities of toilet, enough furniture, etc. There are instances where the police station does not even have funds to buy registers and carbon papers for maintaining records.

• Media has a major role to play in portraying a realistic image of police. While it is true that the police is not functioning well, there are many instances of police officers who have performed their duties well but this does not get reported.

5.3. Expectations of Community from Police and Vice Versa

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<tr>
<th>Expectations of Community from Police</th>
<th>Expectation of Police from Community</th>
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<tbody>
<tr>
<td>Accessible, free and friendly with polite behaviour</td>
<td>Trust, good relations and considering police as friends not as enemies</td>
</tr>
<tr>
<td>Transparent and accountable to cause of people</td>
<td>Co-operation to provide crime related information</td>
</tr>
<tr>
<td>Disciplined force and equipped with modern facilities</td>
<td>Disciplined force being accountable and loyal to laws of the country</td>
</tr>
<tr>
<td>Look at citizens as innocents and not as offenders</td>
<td>Understanding the limitations of police</td>
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The table shows that there is a remarkable similarity in the expectations of people and police. Both of them have expressed the importance of accountability, transparency and discipline.

5.4. Present Experiences of Community – Police Interface

In the present context, there are different examples of the community’s involvement with the police. The Police have also made many efforts to educate the community - teaching them how to protect themselves from criminals of any kind. In some places these bodies continue to play some role, but most often they are defunct. Also, they have been very rarely seen as bodies that are “owned” by the people, except maybe the instance of the Meira Paibi.

Such initiatives can be categorised as follows:

2. Police Initiative.
5.4.1 Community Initiative

A. Joint Patrolling Committee

Residents of a new residential colony Chandra Shekhar Azad Nagar in the Bhilwara District, (Rajasthan) have come forward to help the police in jointly patrolling the area and have almost eliminated the cases of theft from there. Patrolling is done in a structured manner and a regular roster is maintained.

Learning: The close relationship developed between police and community helps to understand each other’s problems and needs appropriately. In this process both partners can support fruitfully each other and can be benefited.

B. Meira Paibi (Torch Bearers)

Similarly the women of Manipuri Basti, Guwahati (Assam) have taken upon themselves the responsibility of improving the law and order situations and other social problems in their Basti.

Seeing the youth of the Basti slowly being dragged by the menace of drugs, the women have come together to prevent the youth from going out of the Basti after sunset. They light their torches and go around the Basti guarding the entry and exit points, monitoring arrivals and departures and questioning those they suspect. Approximately 300 women from three voluntary groups have come together for this initiative. The Police had a major role to play in this initiative and they have always positively and quickly responded, whenever their help has been sought by the women. These women have been able to gain respect for the Basti which is now feared and respected for its monitoring system.

Learning: If the community initiatives are supported by the police it brings desired results.

5.4.2 Police Initiative

A. Various efforts have been taken by the police in some areas, where the police have been educating the community and industrialists to prevent employment of miscreants. In some areas like in Pratap Nagar (Rajasthan) form ‘B’ was introduced to procure information of each resident of a given locality. The Community was encouraged to fill up this form as a preventive measure of thefts. Similar kind of forms were used for the new tenants in some area. The rickshaw pullers were given license and appropriate identity cards.

Learning: This exercise has helped police to differentiate between local static population and floating population. Once the differentiation is recorded, this helps to keep a check on criminals.

B. In many Police station areas some committees are already existing (for example, Peace Committees). These committees were usually formed with initiatives of police department and were composed of some eminent citizens of the locality. In most cases department call these committees only during some communal tensions. Therefore, functioning of such committees is not regular thus limiting the role of committees. The police department is not at all accountable to such committees. The suggestions of these committees are
rarely implemented or feedback given. The members, out of frustration, stop participating in the meetings. In some cases the selection of committee members were not appropriate. The inability to involve right kind of people has been a major cause of failure of such committees. Open grievance redress forums like the one which existed in Kota and initiated by the ex - SP have proved beneficial.

**Learning: Selection of membership and empowering the members is essential for functioning of such committees.**

C. In Assam there is the idea of Village Defence Party (VDP) which is formed by the villagers. Each household is a member of the VDP. They are involved in night patrolling within the village. The youth and other male (in some cases women are also members) members from each household are engaged for 4 - 5 days in a month in night patrolling. They maintain a roster explaining who will be involved in what dates. A secretary is usually selected by the villagers who is responsible to keep regular contact with the police station. There is none Circle Organiser of Village Defence Organisations (COVDO) who is responsible for the co - ordination of all the VDPs within one police station. In various places of Assam the VDPs were involved by the police forces to protect the oil pipe lines especially during the height of insurgency activities.

**Learning: when villagers are given responsibility with appropriate support they can improve their own law and order situation.**

D. In Assam in each village there is usually one “Gaon Burah” who is traditionally selected by the village community. The government had employed these Gaon Burah to collect village revenues. During the height of insurgency police department tried to utilise them to get information regarding the militancy activities in the village.

**Learning: The traditional mechanisms to maintain peace and harmony in the society should go side by side with the formal legal systems.**

F. **Friends of Police** in almost all the places are also an example of this who act as informers and help in prevention and detection of crime. For example, in Salem the youth are involved in monitoring traffic, ensuring that the people follow traffic rules, etc. However, these have not proved to be effective since the youth became negative and fell in the trap of taking bribes.

6.0. **Suggested Mechanisms to Improve Relationship Between Community and Police.**

Having come to an understanding about each other’s situations – the strengths and limitations, members of the public agreed that something worthwhile has to be done to improve this relationship.

People came up with five broad strategies to improve relationships between community and the police. Each strategy in turn has both long and short term perspectives.

6.1. **Suggested Mechanisms**

1. **Interventions within the Police Department**
2. Revitalising Existing Community Police Forums
3. Formation of Community Liaison Group (CLG)
4. Education and Awareness Programs at Various Levels
5. Other Mechanisms for Mediating and integrating the interface
   A. Community - Police Officer
   B. Third Party Mediation

6.1.1. Interventions within the Police Department

Public very strongly expressed the view that unless there are some changes made within the Police Department, any overtures towards a better relationship from either side is bound to fail.

The changes within the department may be classified under the following:

6.1.1.a. **Infrastructural**

- The police station and police personnel be provided with appropriate equipment and support so that they may conduct their business effectively and efficiently. This could be in the form of vehicles, investigation kits, equipment within the station – such as registers, computers etc.

- The police needs to be supported with some degree of social security - in terms of housing, educational institutions, protection for family during hardship postings etc.

6.1.1b. **Functioning & Administration**

- It is essential that the Police force be seen to function, and actually function as an **autonomous body** not open to any influence or pressure.

- There should be **transparency in the transactions**. Information on how the police conducts its business should be accessible to the public. Police procedure is a maze that most persons find difficult to follow, especially the villagers. This also implies that there should be **greater accessibility of the police to the public**.

- **The linkages with other departments** – the Judiciary, the Forensic Fraternity – should be improved. It might be helpful for the police to understand that everybody is working towards the same goal - a peaceful society.

- The Police function along a system of targets greatly undermines the morale of the police. While crime apprehension and detection is important, what is of greater value is the **promotion of crime prevention**. The focus needs to shift towards exhorting people to follow the law and keep the peace.

- At present the policy regarding reward and punishment is not being implemented properly. Some people have suggested that public
should also get an opportunity to reward police personnel for their exceptionally good work.

- At the same time people have also suggested the need for a more effective vigilance cell to prevent corruption and resolve public grievances arising out of corruption within the police department.

- The setting up of a Reception in the Police station, where the complainant is received cordially and his problem seen to be redressed within the appropriate time frame. An environment needs to be created within the Police Station which inspires confidences in the police.

- Street Policing. Members of the public suggested that one or two particular police personnel be assigned to police some specific streets for a certain length of time. The policemen will then be able to establish a rapport with the citizens living in these streets, have a good understanding of what is happening in the community, build confidence with the public and work with them at preventing crime.

- Counselling Centres. Since the public usually fears going into a Police Station, it was suggested that the Police/Government think of setting up Counselling Centres which are staffed, in equal proportion, by some police and some professionally qualified Counsellors. These Centres could be a drop in point for members of the public, where they may come to talk about and sort family disputes, neighbourhood problems etc.

- The police department should keep a Suggestions – and - Complaint box in different common places within the jurisdiction of police station. This will allow people to come forward and provide crime related information. The idea of establishing reception centre and installation of suggestion and complain boxes in model police station have been appreciated by most of the people. Therefore, people have suggested to replicate these ideas in other police stations.

6.1.1.c. Human Resource Development

- People have suggested that periodic updated, holistic and comprehensive training should be given to police personnel. The training should not only be focused on physical ability but also on providing updated knowledge on socio-cultural and political processes of society, interpersonal relationships, and attitudinal change. The police force as the custodian of people’s security should also be motivated through training to serve the people.

- The system of recruitment, especially for police in the lower ranks needs to be looked into. There is need for including those with the right attitude and necessary ability to deal with people in trouble. More women also need to be recruited, since public believe that they are able to give a more human face to the force.
6.1.1.d. Public Relations

- The police should hold periodic/regular meetings, workshops and seminars with different associations, organisations and other public bodies to talk to different group in the public about legal procedures and the roles and responsibilities of both the police and the citizen.

- The police and public could jointly organise some sports and cultural events, creating more social events when they can meet as citizens who share the same concerns.

- In situations of disaster and natural calamities, the police could play a co-ordinating role between different Civil Society Organisations in providing relief and other humanitarian aid.

- The creation of a Public Relations Office within the department that will facilitate linkages not only with the public at large but also with other Government and Private bodies. This office will also be responsible for outlining a “media strategy” for the department. This is with special reference to the negative or comic portrayal of the police in popular cinema and television serials. This office will take care of documenting and publicising the good work of the Police through various media.

- Those engaged in making TV serials and films will be encouraged by the PRO to be more realistic and positive about the police. Police could use the cable network for advertising its achievements as well as educating the public about its work and their role in it.

- This wing will try to build rapport and interact regularly with the community by meeting them, listening to their problems etc. It will also listen to grievances of people when they come to the Police Station. Help people when they come to the police station by helping them file FIR, give information etc.

- Provide a forum whereby the police can also voice out their grievances and this can be brought into the notice of concerned authorities.

6.1.2. Revitalising Existing Community-Police Forums

People have suggested the need to revitalise the existing committees and forums which will facilitate to upkeep the law and order situation of a given locality as well as to improve and maintain good relationship between police department and community. Community from rural and urban background had different suggestions depending upon their perspective, spread and density of population.

6.1.2.a. Revitalising Village Defence Party (VDP)

There was a suggestion that the Village Defence Parties (VDPs) should be strengthened and institutionalised to keep peace and harmony in the villages. To
strengthen the VDPs some people suggested that there should be some wages to be paid to the members. A number of people have mentioned that due to the remoteness of villages the villagers cannot inform police on time. As a result police personnel become delayed in reaching the villages in case of any untoward incidence. Therefore, the communication system should be developed between police station and the VDPs. People suggested that the officer – in - charge should attend the VDP meetings regularly. People also suggested that various grievances which are discussed in the monthly meeting should be resolved with immediate effect and the members should get feedback. Some people have suggested that the members of the VDPs should be given identity card and the VDP should be linked with the Panchayat. The quality and quantity of the amenities should be enhanced for the members of the VDPs.

6.1.2.b. Empowering the “Gaon Burahs”

Some people have suggested that these “Gaon Burahs” can be entrusted with responsibility to play the role of an interface between the villagers and the police department.

6.1.2.c. Revitalising Police Station Level Committees

A number of people have suggested that the existing Police Station level committees should be rejuvenated and empowered.

6.1.3. Formation of Community Liaison Group (CLG)

Formation of Community Liaison Group was suggested to everybody we met but some supported it while the others did not. However, a number of people came up with their own ideas to form committee with specific purpose to improve relationship between public and police and thereby to foster peace and harmony in the society. They emphasised that the mandate and objectives of the committee should be made explicitly clear to the people and to the police department. This was also emphasised that improved communication, interaction and understanding between each other are pre - requisite to improve relationship between community people and police.

In some place the police administration have taken initiative to form some kind of Community Liaison Group at the state or district or police station levels. However, these committees are not very structured and have not been able to function properly for various reasons. Many people expressed their apprehension about the establishment and purpose of structured CLG. They in fact appreciated the system of organising open grievance redress (as set - up by the SP of Kota).

Here is a range of options and suggestions which came from the community and police.

6.1.3.a. Roles and Responsibilities

The roles and responsibilities of such CLG should be both long term and short term.

• The committee should maintain continuous relationship with the community and police, bridge the gap between both the parties and try to improve the law and order situation. It should listen to the
grievances and problems faced by the community and try to solve these, pro-actively provide crime related information to police and help to prevent and detect crimes.

- The committee should spread awareness among community regarding legal affairs, procedures of police department and rights and obligations of the citizen. The committee should help police to engage in social and cultural activities.

- The committee should help common people to approach police by ensuring that FIRs are lodged properly.

- The committee should help common people to approach police by ensuring that FIRs are lodged properly.

- The committee should keep information of each household. This will be a kind of data bank of each individual in a given locality.

- The committee should be able to mobilise and manage resources towards its long term sustainability.

- The committee should act as watch group and monitor the performance of the police force including the alleged atrocities. At the same time it should also monitor the activities taking place in the community.

- The committee should take up local social and development issues and mobilise people to take responsibility for solving the problems.

- The committee should actively follow up each case.

- The confidentiality of the sources of information should be maintained.

6.1.3.b. Composition and Selection Criteria

In response to the composition of the committee, people emphatically suggested to include representatives from different cross sections of people of given locality and should have representation of members from various castes, classes, religious and linguistic groups. The committee should include both individuals on their own capacity as well as representatives of different organisations and associations.

The committee should be represented with women, elected representatives of people (for example, ward representatives at the municipal ward of panchayat level, MLAs at the police station level, and MPs at the district level) Industrialists, businessmen, intellectuals, educationists, senior citizens, advocates, medical professionals, students, trade unions, NGOs, media persons, government officers, marginalised groups, political leaders, social workers, journalists, representation of associations like automobile, traders association etc. The police personnel should also be included from different ranks in the various levels of committees. However this suggestion was met by
opposite reactions as some felt the need for police to be in the committee while the others were totally against it.

However, people have categorically said that the “citizen with a vision” and committed to the cause and interest of people should be included in the committees. The members should be respectable, responsible and unbiased. Some opined that members should not have political background or connections while some felt that today it is difficult to segregate politics from day to day life. Therefore people having political background can be taken in the committee but it has to be ensured that should have unbiased attitude and work for common good. There was debate whether the Councillors and political should or should not be included in GLG. The group felt that had these representatives worked properly there would not have been any need for CLGs. Lack of interest of elected people’s representatives has forced to make this kind of committees and groups.

Some people have emphasised on the “egalitarian” nature of the committee. People have shared the view that in most cause the sophisticated and elite sections of the society are invited to such committees ignoring the marginalised section which actually forms the major portion of the society. The police officials are more comfortable in dealing and communicating with the elites and do not appreciate the participation of marginalised groups. As a result a major portion of the society remain unrepresented or underrepresented in the decision making. Emphasis has also been given to include women members in the committees.

Some opined that committees should have representation from government officials. The representation of government officials at each level of committee should be according to rank and profile of the officials. For example at district level Additional Judicial magistrate or Sub Divisional Magistrate, at the block level Block Development officer or at the panchayat level “Gaon Burah” (The “Gaon Burah” is a person from the village appointed by the government, responsible for collection of village revenue and help the administration to keep peace in the village,) can be the members of committee.

However, people recommended that CLGs would be formed based on geographical area. The members should be selected based on their professional competencies. They feel educated people should be represented at CLG level. They suggested to include at least one lawyer should be the member. Since people are not aware of intricacies of laws and do not understand that police sometimes feel helpless in front of lengthy court procedures.

Since the Indian society is stratified on the basis of castes, classes, religion, language etc., representation of each category will always be a difficult task. However, there are castes or tribes (like Meena, Kanjar, Bhil and Sansi in Rajasthan) who have traditionally accepted theft and burglary as a profession. Hence representation of these castes in CLG were found important.

Since the religious institutions play an important role in formation of social condition and influence the individual behaviour to a great extent their representation in CLGs is of vital importance.

It was suggested that the areas which are commercially and industrially important representatives of businessmen and industrialists should be involved. The representation from the labour unions should be included in GLG.
There was a debate on which age group should be included in CLG. A number of people have suggested that the individuals with voting rights should be included. People have suggested to include the retired senior citizens from different professions (like medical practitioner, police personnel etc.) who and have time to do this kind of voluntary activities should be involved. However, there should be right mixture of old and young to balance the team.

The women representation should be there at all levels. There was a debate on whether there should be any reservation system or not. Some suggested that women who are willing to come forward must be included. They also emphasised that there is no need to have any reservation for women just for the sake of representation as per present government guidelines. However, this has always been the case where in the absence of any guarding mechanism the women do not find an enabling environment to participate in collective decision making processes. Therefore, both qualitative and quantitative representation of women are to be ensured through guidelines.

6.1.3.c. Size

The suggestions on the possible number of members of CLG varied according to the level of formation of committees as well as from place to place. It was very difficult to logically prove the appropriateness of any number. However, the ideal number varied from 5 – 15. The range suggested for higher level committees (such as police station and district levels) was 5 – 8 and 8 – 20 for panchayat and municipal ward level committees.

6.1.3.d. Tenure

The suggestions regarding the tenure of committees varied from 1 - 4 years. A group of people have suggested that the committees should be changed in each year and new people should get chance to be represented in decision making. Some people have suggested a longer duration of committees. However, both the groups have emphatically pointed out the chances of growing vested interests if the representatives in committee remain same for a long duration. People have cautioned that in such cases the committee may become the ‘centre of power’ or ‘power groups’ which may draw personal favour for the core members and may not be accountable to people. Thus may become exploitative in nature. This opinion came strongly from police who felt that a CLG should be on rotation and same people should not be called for more than two meetings as they start asking for undue favours from the police. They have experienced this and thus were concerned about it. Some people suggested a longer duration of the tenure so that the CLG has more time to understand and implement systems. However, looking into pros and cons long and short duration it could be suggest that the maximum tenure of the committee should not be more than 2 years.

6.1.3.e. Selection Procedure

Selection by Community. A number of people have suggested that the common people should select the members through consensus. This could be done either by election, nomination or selection from the community on their own. The municipal commissioner of a concerned ward or elected ward representative of a panchayat should be involved to initiate the process and to organise general meetings. Similarly, the MLAs should be involved in case of police station level. Other people have suggested that an impartial NGO or local level social organisation should take
initiative as a catalyser to organise general meeting of community people. However, the selection will be done by people themselves.

**Selection by Government, Police Officials and Community Representatives.** A Group of other people have suggested that the District Commissioner (DC), Superintendent of Police (SP) and some selected eminent citizens at the district level should form selection panel. The eminent citizens should be selected by the DC and SP. People have suggested that this committee should also act as a monitoring cell to monitor the performance of the ward and/or police station level committees.

**Selection by Police Officer.** The other suggestion was that the Officer – in- Charge (Station House Officer) of a police station would select the members of committee and there by take the responsibility of inviting them from time to time. This individual will be recognised by all inhabitants of the area, as well as is most likely to know individuals who can play an effective role in the community. The Inspector will get in touch with the different peoples’ associations in a given place, who will, from their membership nominate individuals to the committee. While nominating the association it should be clear that these individuals should not be politically motivated and willing to serve the community selflessly. The group also recognises that this procedure could have some problems – the most basic being that a lot rests on the interest and motivation of the Station House Officer.

The other suggestion was that the District Collector shall initiate the process with the help of the Assistant Commissioner of Police, who will then inform the different associations and membership bodies. These associations will, through their own processes, nominate representatives to the Committee.

However, a group of people felt it important that the involvement of police officials in the initial stages should be minimal, so that the public does not feel that the committee is under the control of the police.

People felt that selection procedure should not be too complicated and formal. People have suggested that formation of committees and selection of members should be done in a public meeting through consensus. An informal election can be done if the consensus is not achieved in the meeting. However, some people have suggested that the people should be made aware of initiation of such committees through public announcement. Some other people have suggested that selection should be done by invitation and nomination by a legitimate authority as discussed above.

**6.1.3.f. Monitoring Cell**

Some people have suggested that the monitoring cell could be comprised of Superintendent of Police alone. Another view was to involve District Collector, either SP or DSP, Chief Judiciary of District and one eminent citizen of the district (to be selected by either District Collector or Superintendent of Police) should form the monitoring cell at the district level.

**6.1.3.g. Level**

A variety of options have come up from the people regarding the level of formation of committees. After compilation of all the ideas it could be found that people have mentioned all possible administrative levels to form committees. The levels ranged from municipal and panchayat ward (roughly a village), police out post (cluster of several wards), police station (roughly a block), municipal town or city, district, state
and national level. A number of people have suggested that the CLGs should be formed at municipal ward or panchayat level. These people are of opinion that in order to have frequent interaction within community people this level is the best option. Other people have suggested that these committees should be formed at police station level in view of readily available administrative support at this level. Still others have suggested to form committee at the municipal town or city level (in case of urban areas). A number of people have also suggested that committees should be formed at district level considering the importance of involvement of district level officials. Others have suggested that these committees should also be formed at the state and national levels. However, people have also suggested a multiple levels of the committees.

It was suggested that selection of option should be easy and feasible. This should not be complicated and in accordance with the existing police structure. This will help in formation of CLGs fast and effective rather than try to bring some changes in already existing system.

**Levels of CLG**

<table>
<thead>
<tr>
<th>Level</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>First Level</td>
<td>Municipal or Panchayats Ward</td>
</tr>
<tr>
<td>Second Level</td>
<td>Gram Panchayat</td>
</tr>
<tr>
<td>Third Level</td>
<td>Police Out Post</td>
</tr>
<tr>
<td>Fourth Level</td>
<td>Police Station</td>
</tr>
<tr>
<td>Fifth Level</td>
<td>Municipal Town or City</td>
</tr>
<tr>
<td>Sixth Level</td>
<td>Sub Division</td>
</tr>
<tr>
<td>Seventh Level</td>
<td>District</td>
</tr>
<tr>
<td>Eighth Level</td>
<td>State</td>
</tr>
<tr>
<td>Ninth Level</td>
<td>National</td>
</tr>
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</table>

6.1.3.h. Structure

Most of the people have suggested that the committees should not be too formal. Some suggested that each committees should have a head while others should just be the members; village level committee should be headed by the Sarpanch. Others felt that since the Sarpanch has lots of other responsibilities, the committee should be led by the youth, otherwise putting burden on him/her with another may adversely affect the functioning of committee as well as other panchayat responsibilities that he/she has to play. The other opinion was that there will be no hierarchy within the committee. One convenor will be appointed for each meeting.

A number of people have suggested that there should be a Chairperson to be selected from the community and a Member Secretary from the police department. In addition, there should be one treasurer who will keep the regular expenditures incurred by the committee. The others will be members. All members will be elected, selected, or nominated in same way. However, these CLG members will select or
elect or nominate the chairman. Secretary will be ex-officio member of police department.

6.1.3.i. Cessation of Membership

Any member failing to attend more than three consecutive meetings shall be automatically terminated from membership.

6.1.3.j. Frequency of Meeting

There have been a number of suggestions on the frequency of CLG meeting. The suggestion ranged from monthly to once in two months to quarterly. However, people have suggested that more frequent meetings will depend on the need expressed by members or the community people.

6.1.3.k. Financial Support

To begin with the police department should have a separate fund for the maintenance of the committee. The fund can be utilised for publicity of CLGs, awareness raising among the community members for functioning of CLGs. The information processing, conducting the meetings, preparation of minutes and dissemination of minutes etc., shall be borne by the police department, but a corpus fund should be generated from the community within a year and half to sustain the above mentioned activities. However, another suggestion was that the CLG can function without any monetary support from the police, thereby maintaining their autonomy.

6.1.3.l. Indicators of Success

The indicators which were suggested by the community and police are based on transparency, interaction, responsiveness and accountability.

Indicators of Success for the Functioning of CLG

<table>
<thead>
<tr>
<th>Transparency</th>
<th>Interaction</th>
<th>Accountability</th>
<th>Responsiveness</th>
</tr>
</thead>
<tbody>
<tr>
<td>- People will share authentic information with police department</td>
<td>- Number of public hearing organised by the CLG will increase</td>
<td>- The issues will be taken forcefully by the CLG</td>
<td>- How quickly the issues are taken up by the CLG</td>
</tr>
<tr>
<td>- CLG will provide feedback to the community of the action taken on the grievances of community people</td>
<td>- Number of people participated in the public hearing will increase</td>
<td>- The issues will be taken and discussed sincerely in CLG</td>
<td>- How fast actions are implemented</td>
</tr>
<tr>
<td>- Number of people coming forward to help the police department will increase</td>
<td>- Quality of participation in public hearing will enhance</td>
<td>- Number of issues thrashed out in CLG will increase</td>
<td>- Level of satisfaction of community people</td>
</tr>
<tr>
<td>- Quality and quantity</td>
<td>- Number of women and marginalised participating in the public hearing will increase</td>
<td>- Police will perform its roles and responsibilities effectively</td>
<td>- How quick action is taken by the police department</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>- How many cases are resolved at</td>
</tr>
</tbody>
</table>
6.1.4 Education and Awareness Programs at Various Levels
This strategy met with overwhelming support right across the country, in all the nine places. As per this suggestion the attitude and behaviour of both the parties can be changed if the pre - conceived notice are changed. This can be done through sensitisation, information and education of the public and police.

- The public needs to be educated about legal processes, the penal code and their own roles and responsibilities as citizens. In order to facilitate this educational process, existing associations and organisations could be utilised as conduits to spread awareness and education.

- There was a suggestion that the educational curricula of schools should incorporate a course on rights and responsibilities of citizens. This could include visits to the police station, classes by the local inspector etc. This will help to build well informed future citizens in the country.

- A number of people have suggested to earmark – a particular day in the year as “Police Day” to felicitate the police and thank them for the services they render to society.

This is a long term solution, the results of this intervention will be felt only with the next generation of citizens. At the same time, it needs to be supported with some changes within the department to fulfil the objective of creating a better relationship between the public and the police.

6.1.5. Other Mechanisms for Mediating and Integrating the Community-Police Interface

6.1.5.A. Community - Police Officer

A new and innovative idea, this puts the responsibility on the community to elect, select or nominate a person from themselves who would act as a Public - Police Officer. This person will not be a part of the police force but would act as catalyst between the police and the community. She/he would perform the following duties:

- Listening to the grievance of the people
- Take forward the peoples grievances to the police
- Mediate between the police and the people
- Reporting to the police from time to time about the illegal activities going on in the community
- Help the people in approaching the police for reporting, filing FIR etc.
- Giving feedback to the community
- Build a stronger bond between both the groups.

**Who will be the community - police officer.** The person would be a known and respected person in the community. The types of people who could fit this position could be senior citizens, eminent personalities like artists, journalists, government servants, ex-police officers etc.

**Who will select the person.** The community will either select or nominate as per the size and composition of the community, Municipal or Panchayat ward councillor could also be approached to help in the selection criteria. It will be a rotating post and the tenure of this post will not be too long.

### Strengths and Weaknesses of the Community - Police officer

<table>
<thead>
<tr>
<th>Strengths</th>
<th>Weaknesses</th>
</tr>
</thead>
<tbody>
<tr>
<td>Community can approach the public police officer if they do not feel comfortable to approach the people</td>
<td>Putting the responsibility on one person only will not be feasible as this kind of job requires a full time involvement and that person would also have other commitments to fulfil</td>
</tr>
<tr>
<td>Stronger relations between police and public</td>
<td>There are very high chances of this officer becoming a ‘power’ person himself/herself and could exploit both the police and public for vested interests</td>
</tr>
<tr>
<td>She/he would allow more transparency in the police system</td>
<td>She/he could become corrupt and therefore increase the distance between the police and the citizens</td>
</tr>
<tr>
<td>Will help in detection of crime and giving inside news which many a times the police find it difficult to access</td>
<td>This officer will always be in constant danger from the illegal elements in the society.</td>
</tr>
</tbody>
</table>

### 6.1.5.B. Third Party Mediation

A number of people were of the opinion that a third party, not of the police or any other department – Government or Private, organised for the service and welfare of the public should take the responsibility of improving the relationship between police and public. This body could also play the role of watchdogs and monitor the functioning of department as well as of public.

Now Governmental Organisations from the local area were seen to be able to play this role effectively.

An interesting option, there are some reservations about the capacities of NGOs to play this role –
Recommendations

After five decades of practising “democracy” millions of Indians are still struggling to participate in “good” governance. Political development and governance systems are increasingly becoming inseparable from socio-economic development. Reforms in bureaucratic systems, promotion of local self-governance, enhanced transparency and accountability, eradication of corruption, protection of human rights, and rule of law are some of the key elements of a “good” governance system. On one hand, society is increasingly becoming stratified on the basis of caste, religion, gender, ethnicity, age, language etc. on the other hand citizens are becoming mistrustful and apathetic to governance systems. Exercising one’s franchise once in a five year time has proved inadequate to uphold participation in democracy. Growing intolerance of plurality and diversity has become the run of the mill as opposed to appreciating diversity of action and approaches which is the fundamental of democratic attitude. In this backdrop, organising civil society, social capital and responsible citizenship are becoming more and more important. In our understanding formation of CLGs can be an opportunity to organise civil society.

The exercise that we took over a short time helped us in getting a better insight to the existing structures and how different stakeholders perceive the same situation from different angles. Though various suggestions came forward, it is difficult to decide the best of all as each of them has its strengths and weaknesses. However we should take a holistic approach and try to work both at bringing changes within the existing systems as well as changing the systems. There are probably no two conflicting opinions that the Police Act is very old and outdated. While we find mechanisms within the systems to bring structural changes to improve relationships with the law enforcement agencies, we should not rule out the policy level interventions, whereby constructive changes can be made in the existing systems. From the researchers point of view there are a few recommendations that have been derived from the interaction with people and police officials.

People’s participation at all levels is an essential component. Intervention should be made from all stakeholders. The options mentioned in earlier section are all important however each one in its own will not be useful. While CLG is important, there is a need to initiate sensitisation and information dissemination system through educational institutions, panchayats, civic bodies etc. A combination of this would be useful where everyone makes a conscious effort to improve the existing situation. The decision of selection should not be left with a few deciding authorities but should come from the masses.

The overall approach for recommendations is based on considerations that any mechanism we suggest should:

<table>
<thead>
<tr>
<th>Strengths</th>
<th>Weaknesses</th>
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<tbody>
<tr>
<td>• The agency can play an effective mediating role without any vested interests.</td>
<td>• The agency may carry an overloaded agenda of their own.</td>
</tr>
<tr>
<td>• The agency can also bring changes in attitude and behaviour of both community and police.</td>
<td>• NGOs play roles of social change agents, they may not be seen as neutral bodies by all members of the community.</td>
</tr>
</tbody>
</table>
Participatory Research In Asia

- Be credible and trustworthy.
- Start from the lowest possible level.
- Be owned by the citizen and should not be seen as only public relation efforts by the police department.
- Enable police to do its job well.
- Promote community responsibilities in public safety.
- Be feasible within the available capacities and resources.
- Be based on existing local initiatives.
- Be designed in such a manner that it should involve different stakeholders.
- Be able to utilise the good will and resources of existing local organisations.
- Be linked with the local self-governance systems.

7.1. Formation of Community Liaison Group (CLG)

7.1.1 Level

After reviewing various options we suggest that to begin with, the CLGs should be formed at two levels. The first one should be at the municipal ward level in urban areas and at the Gram Panchayat level in the rural areas. However, where the jurisdiction of a municipal ward or Gram Panchayat is geographically quite spread, more than one committee can be formed. This discretion should be left with the SHO of a police station. The second level of committee should be formed at the police station level which will be represented by the representatives from each municipal ward or Gram Panchayat level committee within the jurisdiction of a police station.

7.1.2 Roles and Responsibilities

- The committee should maintain continuous relationship with the community and police department to bridge the gap between both the parties.

- The committee should try to improve the law and order situation in the locality.

- It should listen to the grievances and problems faced by the community people and endeavour should be made for feasible redressal.

- It should help the police to prevent and detect crimes in the locality.

- The committee should take the responsibility of spreading awareness among the community regarding legal affairs, procedures of police department and rights and obligations of the citizen. This can be done by educating people through pamphlets, hoarding, organising cultural programmes, seminars, debates and related events etc.
• Considering the fear psychosis among people to approach police, the committee should help common people to approach police by ensuring that FIRs are lodged properly.

• The committee should be able to mobilise and manage resources toward its long term sustainability. The committee should not expect or depend on grants or any other financial assistance from the government. This will help to generate a sense of belongingness among the community members.

• The committee should monitor the performance of the police including the alleged atrocities. At the same time it should also monitor the activities taking place in the community. It should act as pressure group to motivate the police to do their work in proper manner and within legal framework. It should help to upkeep the social order through preventing communal riots and building harmonious relationship in the community.

• The committee should actively follow up each grievances of people. If law and order issues are not solved at the lower level committee, the member should take up the issues at police station level committee.

• Members should be willingly associated with this process and with the spirit of voluntarism. It is expected that the people will serve selflessly and should devote time to this kind of work. Members should be socially aware and would like to be involved in social activities.

• The confidentiality of the sources of information should be maintained.

We envisage that the primary roles and responsibilities of municipal ward of Gram Panchayat level and police station level committees will be same. However, the police level committee will have some additional responsibilities like:

• The police station level committee should act as an interface between community and officials from police station and district.

• It should try to resolve the unresolved issues at the municipal ward or Gram Panchayat level committees.

7.1.3. Composition and Selection Criterion

The member must be resident of the area. A “citizen with a vision” and committed to the cause and interest of people should be included in the committees. The members should behave as responsible citizens. However, if should be clear that any individual with any criminal record or who is actively involved in politics cannot be a member.

We strongly feel that to ensure the participation of women and marginalised groups there is a need to reserve some memberships. (Since the government policy suggest that 33% reservation for women and 15% reservation for schedule caste, schedule tribe and other backward castes, these can be followed as a guide rule). However, depending on the specific characteristics of an area the members can be nominated.
The following categories of individuals and representatives of associations and organisations could form the CLG:

1. House wife
2. Local schools, colleges and academic institution (preferably the principal)
3. Religious associations like Temple, Mosque, Church committees
4. Industrialist or factory owner
5. Local media person
6. Trade Union (any office bearer of the unions other than its President or General Secretary)
7. Vehicle driver’s association
8. Transport owner’s association
9. Social organisation or Club or NGO
10. Student union (any office bearer of the unions other than its President or General Secretary)
11. Medical profession
12. Lawyer
13. Slum dweller
14. Senior citizen like ex-service man or retired government employees
15. Market/trade association
16. Police personnel

We understand that this list is not comprehensive or all inclusive to cover each and every section of the society. The composition will vary from place to place depending on the characteristics of the area. However, this list will help to understand and guide the mapping of a given society. We therefore suggest that some amount of discretion should be given to the SHO to ensure the appropriate composition of the municipal ward or Gram Panchayat level committee. We also understand the composition will be different in urban and rural contexts.

The representation of police personnel should be at both levels of committees. Preferably the SHO will act as Coordinator of the CLG at the police station level and a Sub Inspector or Assistant Sub Inspector will act as a Co-ordinator at the municipal ward of Gram Panchayat level CLG.

### 7.1.4 Monitoring Panel and Selection Procedure

The monitoring panel will comprise of the Superintendent of Police and District Collector along with five other citizen representatives from women, bar association, Indian Medical Association, Lions or Rotary Club and principal of academic institute. However, the criteria and categories mentioned for the composition of CLG can also be used to select citizen’s representatives. The SP will finally select the citizen representative in consultation with District Collector. The monitoring panel will work for three years. After three years the new representatives from the citizen should be brought into the monitoring panel. The monitoring panel will be responsible to imitable the formation of CLGs at the municipal ward or Gram Panchayat levels with the help of prospective representative of the police department (who will represent the police department at the municipal ward or Gram Panchayat level committee).

The monitoring panel will monitor the following things:
- Regularity of meetings of CLG
- Proper writing of minutes
- The appropriate composition of CLG as per characteristics of a given area
- Attendance in CLG meeting
- Public interaction of CLG
- Frequency of public interaction
- Follow up of public grievances

The people will nominate and select their representatives through consensus (through majority where consensus is not possible). We are convinced that this is not possible through formal election. The people will meet in a general meeting at the municipal ward of Gram Panchayat level and select the representatives following the guidelines on composition. One representative from each municipal Ward of Gram Panchayat will form the Police station level committee.

The first meeting will be convened and arranged by the representative from the police department in consultation with the key community members. The department should arrange for public announcement and ensure that community members in a concerned area are informed about the formation of CLG.

7.1.5. Tenure

The tenure of the committee will be 2 years. The convenor (selected from the community) of municipal ward of Gram Panchayat level CLG should continue in the next tenure as an ordinary member to keep continuity. As a rule, half of the selected members should retire at the end of one year and new representative should replace them. In first instance, the members who will retire from the committee should be chosen by lottery.

7.1.6. Size

Normally the municipal ward or Gram Panchayat level committees should comprise of 15 members. The size of police station level committee will depend on the number of representatives from the municipal ward or Gram Panchayat level committees. However, if the SHO feels that the number is not enough to include representatives of each selection of a given locality, the number can be increased. The number should be flexible to suit the needs of a given area. However, minimum and maximum number of membership should be 12 and 18, respectively.

7.1.7. Structure

The committees should not be too formal in structure. There should be one Convenor and one Coordinator for each committee. The convenor should be selected from the community and the coordinator from the police department. The others will be members. All members will be elected or nominated by the community except the police officer. The selected or nominated CLG members will select or elect the convenor. The representative members will elect or select the Convenor at the police station level committee. The SHO of a police station will act as a Coordinator in the police station level committee.

7.1.8. Roles and Responsibilities of Convenor and Co-ordinator
7.1.8.a. **Convenor.** It is the responsibility of the Convenor to inform the members regarding date, time and venue of meeting, prepare the agenda, circulate or display the agenda in prominent place at least seven days prior to the CLG meeting. The Convenor will chair the meeting and ensure the minutes of the meetings are recorded. S/he will also ensure that the notice of AGM reaches to the community well in time. The Convenor should ensure that time minutes of the meeting is accessible to the community. This can be done through display of minutes in prominent places of the locality.

7.1.8.b. **Coordinator.** All administrative arrangements required to conduct CLG meetings shall be provided by the Coordinator. During meeting s/he should despatch the copy of minutes to higher level committee, for example, the municipal ward or Gram Panchayat level committee to police station level committees.

7.1.8.c. **Members.** Before attending the meetings members should meet other community people, interact and identify the problems. This will help them to bring the community perspective in right sprit.

7.1.9. **Cessation of Membership**

- Any member who fails to attend more than three consecutive meetings shall be automatically terminated from membership.

- Any member whose activities adversely affect the functioning of CLG and contrary to the overall mandates of CLG will be ceased to continue his/her membership.

- The decision on cessation of any membership should be recommended by at least one third members of CLG.

7.1.10. **Frequency of Meeting**

The committee should meet once in a month. The dates should be arranged in such a manner that the municipal ward or Gram Panchayat level meeting precedes police station level meeting. The assumption is the issues discussed at the lower level meeting will also get a place at the higher level meetings.

The CLG should also organise annual general meeting where the committee will give feedback to the community regarding their activities.

7.1.11. **Ownership of CLG**

It is needless to say that the ownership of CLGs will jointly lie with the community and the police. This feeling of ownership will help community and police to be accountable to each other and will help in proper functioning of the CLGs.
7.1.12. Indicators of Success

7.1.12.a Transparency and Interaction. The functioning of GLGs should be transparent. It is expected that the shared responsibility between police and community and representation of both will help in achieving transparency. This will result into better functioning and increased reliability of CLGs. Sharing of problems and issues with each other by both the community and the police should be regular. It is expected that more the interactions between these two, more the effectiveness in functioning.

7.1.12b. Responsiveness. When the perceptions, problems or suggestions of the police and community are forwarded to CLG members, quick response from the CLGs will enhance the responsiveness. Higher the rate of responsiveness, greater will be the credibility of CLGs.

7.1.12.c. Accountability. CLGs should be accountable to both police and community. There was a fear that in the process of playing a balancing role it is likely that CLGs may seem to be tilting to one side. For this both community and police need to act as watch dog.

Indicators of Success of CLG

<table>
<thead>
<tr>
<th>Transparency and Interaction</th>
<th>Accountability</th>
<th>Responsiveness</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Mechanisms of CLG's functioning are known to people</td>
<td>• Feed backs are given to public</td>
<td>• How quickly the issues are being taken up by CLG and are followed up with police</td>
</tr>
<tr>
<td>• Minutes of meeting and accounts are shared with public</td>
<td>• Responsibility of CLG to fulfil its roles are followed</td>
<td></td>
</tr>
<tr>
<td>• Frequency of public hearing will increase</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Number of persons attending public hearing (participation of women and marginalise) are increased</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Quality of participation</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Number of people visiting police station are increased</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

It is expected that as a result of well functioning of CLG the rate of crime will be decreased. Therefore the rate of crime in a given locality is also a crucial indicator.

7.1.13. Steps and Processes for Formation of CLG

7.1.13.1. Step One

Preparing the Change Agents. As a first step to prepare the change agents the Superintendent of Police (s) (where the CLG will be tried) should be oriented on various aspects of formation, functioning and
processes of CLGs. The SPs should also be oriented on the concept and processes of people’s participation in Law Enforcement Systems. These SPS will then select the citizens in consultation with the District Collector to form the monitoring panel. After formation of monitoring panel the community members of monitoring panel will also be oriented on CLG and their respective responsibilities. This selection panel will then form the spear head team to initiate the process at the lower level. The SHOs of each police station will also be oriented and sensitised regarding the establishment and functioning of CLGs by the SP. The SHO will in turn orient the Sub Inspectors and Assistant Sub Inspectors.

7.1.13.2. Step Two

Establishing Linkages with NGOs and Other Organisations. The Sub Inspectors and the Assistant Sub Inspectors will hold meetings with the existing NGOs, clubs, other social organisations, different associations, panchayat or municipalities to orient them regarding the CLG. These organisations and associations will take the message further down to the community level.

7.1.13.3. Step Three

Preparing the Community. Since the idea of CLG is new one, formation of new committees should be in a more systematic manner. The committees should be organically formed and be process intensive. For example, six months time should be used to generate some debate in a given locality where people will come forward to take initiative on their own to form committees. The people should realise the needs of formation of such committees rather than take it as an outsider led process or an imposed idea. During this gestation period the people should be prepared to take up these new challenges. The members should be sensitised to appreciate interests of representatives. Initially small group meetings should be organised in each mahalla, para or village. After sufficient discussions and debates the municipal ward or Gram Panchayat level CLGs should be formed in a general public meeting.

7.1.13.4. Step Four

Formation Committees. Once the police administration is sensitised and become clear enough about the proposed mechanisms and functioning of CLGs, community members are ready to undertake the responsibility, and the other local organisations are roped into the process, the municipal ward or Gram Panchayat level committees and police station level committees can be formed as suggested.

7.1.15.5. Step Five

Capacity Building of CLG. The composition of CLG as we have suggested is heterogeneous in nature. This will provide an opportunity to all stakeholders to participate in dialogue. However, our experience has shown that functioning of a forum where membership is drawn from different sections of society (based on class, caste, gender, age, tribe, religion etc.) is extremely difficult unless the capacities of individuals are
built. We therefore suggest that holistic capacity building, sensitisation and orientation programmes are important. This will enable the members to appreciate each others interests and achieving the overall objectives of the CLG. However, this capacity building initiative has to be a continuous and ongoing process.

7.1.15.6. Step Six

**Monitoring and Documentation.** To begin with the CLGs should be tried in some selected places in different contexts and situations. The experiences of the processes should be documented, disseminated and debated. The monitoring of the process should be done side by side. The monitoring responsibility can be given to some independent voluntary organisations. However, this should not be seen as a separate project. The voluntary organisations who are interested in the issue and ready to serve will be given responsibility. Other mechanism could be involving student volunteers of a college or academic institute. The monitoring indicators will include simple question like:

1. After the formation of CLG public safety in your place has improved/ deteriorated/remained same.
2. After the formation of CLG behaviour of police personnel has improved/ deteriorated/remained same.
3. After the formation of CLG the performance of police has improved/deteriorated /remained same.

7.1.15.7. Step Seven

**Evaluation of Guidelines and scaling up.** Considering the complicated nature of the problems we cannot suggest a ready made solution. The formation of CLG should not be seen or considered as panacea. Rather we would suggest to take an action research model where the suggested mechanisms can be applied in selected places at different contexts and situations. The learnings learned from these models will help to improve upon the present suggestions as well as to develop new suggestions. After the implementation of the suggestions evaluation should be done after one or two years to evaluate the pros and cons of such activities and further modification should be made. Based on the learnings from the monitoring, evaluation and consolidating of learnings the mechanisms should be scaled up and replicated in other places.

7.2. Other Mechanisms

7.2.1. Intervention within Police Department

There is a need to change the attitude and behaviour of the police personnel from all levels. This should start from the induction training that will help to bring and develop a new culture within the department. The existing staff should get exposure to such kinds of trainings. The existing police training institute should be well equipped with experts from behavioural science background. These experts must have an understanding of contemporary human behaviour theories and practices so that they can provide quality training to the staff. Besides depending
on the existing police training institutes, the department should also use experts from relevant fields like academic institutes, NGOs etc. However, training alone may not be effective in bringing the required attitudinal and behavioural changes. These should be supplemented with exposure trips, providing information on the successful case studies on the benefits accrued from people’s participation, etc. This should be done for all rungs of the police hierarchy. There is no reason to assume that it is only the lower rungs of the force that requires a change in their attitude and behaviour – it is necessary for all levels to appreciate the concept people’s participation.

Formulation of a new police act whereby the recommendations of Dharamvir committee (1977) should be included and updated information should also be added to make it an enabling rather than restricting law. We are not going to suggest in details on the infrastructural improvements required for the police force. We understand that the other studies which have already been undertaken by other agencies will come up with more information and possible suggestions. However, we believe that the police officials need to have more amenities and work related facilities like compulsory weekly off, better wages and perks, housing facilities, decent working hours, and more manpower so that they are not continuously overburdened. They should also be provided with clean and hygienic work area, proper infrastructure, modern amenities and facilities. We strongly believe that with the given systemic nature of the problem no amount of efforts dealing with one component of the systems will help to bring overall improvements of even desired outcome of a single intervention.

Police should not be over burdened by VIP security, traffic, etc., and there should be separate force to look after these issues. There is a need to induct more “qualified” staff in the department including women staff. The serious shortage of staff should be dealt with efficiently and urgently. Considering the growing domestic violence in the society, especially with the women, there is a need to involve more and more women staff. The assumption is that the women will be able to discuss their problems more freely with the women staff.

There should be explicit, well articulated and well defined reward and punishment mechanisms. The reward and punishment should not be made in such a way that the officials exploit more people. For example, ‘more the number of registered cases, more the efficiency” is bound to motivate an official to register more cases, no matter whether they are false or true. Instead, for performance measures the department should use the feedback of people (of a given locality) regarding one’s performance along with the number of cases resolved within a given period.

There is need to create a liaison group within the police department. This group should take all possible measures to build relations with people. This may include organising meetings and discussions with different civil society bodies to listen to various suggestions and complaints of the citizen groups, organising workshops and seminars on various socio-political issues, educating the students and other sections of citizens through educational institutions and other associations and organisations.
The liaison group should have the capacities to regularly organised training and sessions for the police where regular assessment of their needs is looked after and a dialogue is possible so that the police do not feel frustrated and neglected.

Media plays a very important role to spread information in the society. It is essential that they should be sensitised to highlight the positive side of police. Apart from highlighting its lacunae, it should also highlight the good work done by the police. This would serve the dual purpose of building people’s confidence and encouraging police to take more initiatives. The liaison group within the department should be strategically used to build relationships with the media personnel.

7.2.2 Intervention at the Societal Level

There is need to make an effort in bringing changes in the attitude and behaviour of the people toward police. The attitudinal and behavioural changes can be brought through education, providing regular information on the legal processes, penal codes and rights and responsibilities of citizens and involving people in various activities of the department. For this purpose the educational institutes (like schools, colleges and universities), NSS, NCC, other social organisations, municipalities and panchayat bodies should be used. While sensitising the students, panchayats and other people in the society about the police, regular visits to police stations, and meetings with police officials should be made mandatory.
Appendix 1

List of Individuals, Organisations and Associations Contacted
General Categories

Educational Institutions, Journalists and News Correspondents, People’s Representatives, Representatives of Political Parties and Student Unions, Members of Women Organisations, Chambers of Commerce, Non Governmental Organisations, Industrialists and Factory Owners, Members of Bar Association and Judges, Transport Associations, Religious Institutions, Legal Aid Women’s Cells, medical Professionals, Human Rights Commission, Taxi and Auto Driver’s Association & Police Officials

Assam
- Chambers of Commerce, Titabar, Jorhat, Assam
- Stationary Business Association, Guwahati, Assam
- Textile Merchant Association, Guwahati, Assam
- Gospel Christian Association, Tigabar, Jorhat, Assam
- Titabar Masjid Committee, Assam
- Kamalabari Satra, Titabar, Assam
- Bosco Reach Out in Guwahati, Assam
- Spastic Society of Jorhat, Assam
- Destitute Children’s Home, Jorhat, Assam
- President Bar council, Guwahati, Assam
- Legal Aid Women’s cell, Guwahati, Assam
- Chairman, Assam Human Rights Commission, Assam
- Medical Officer, Titabar Public Health Centre, Assam
- Joint Directorate Health Services, Guwahati, Assam
- Deputy Superintendent of Jorhat Hospital, Assam
- Journalists and Correspondents of Dainik Janma Bhoomi, Dainik Assam, Pratidin, Amar Assam, Eastern Clarion, Assam
- Assam Sahitya Sabha, Jorhat, Assam
- North East Daily, Guwahati and Jorhat, Assam
- Eastern Clarion, Jorhat, Assam
- Members of Mahila Samiti, Titabar, Assam
- Village Level Women Weavers Associations, Titabar, Assam
- Manipuri Basti Meira Paibi Women’s Association, Guwahati, Assam
- All Women Manipuri Women’s Welfare Association in Guwahati, Assam
- Manipuri Basti Kalyan Samiti, Guwahati, Assam
- Marwari Seva Samiti, Guwahati, Assam
- Ex-Member of Parliament, Jorhat, Assam
- Ex-State Minister, Lorhat, Assam
• Representatives of Political Parties, Jorhat, Assam
• Assam Tea Labourer Union (Assam Chamarzdoor Sangh), Jorhat, Assam
• Managers of Tea Gardens, Jorhat, Assam
• GGUMTA, Assam
• Guwahati Transport Association, Assam
• Tibabar Parjatak Paribahan Sanstha, Assam
• President, Indian Tea Association, Assam Committee, Jorhat, Assam
• Representatives of Tea Garden Labour Unions, Jorhat, Assam
• Harijan Employees Union, Jorhat, Assam
• Head Master, Titabar Higher Secondary School and Jhalukbari Higher Secondary School, Assam
• Regional Agricultural Research Station, Assam Agricultural University, Titabar, Assam
• Teachers of Handique School, Guwahati, Assam
• ASSU, Guwahati, Assam
• Principal, Prince of Wales Poly Technical College, Jorhat, Assam
• DCB Girls College, Jorhat, Assam
• Vice Chancellor, Assam Agricultural University, Jorhat, Assam
• Madrass, Jorhat
• Principal, Don Bosco Primary School, Jorhat, Assam
• All Assam Student Union, Jorhat, Assam
• Assam Jatiya Yuba Chatra Parishad, Jorhat, Assam
• Police officials of Titabar Police Station, Assam
• Police officials of Guwahati Police Station (SP, SP of Economic Offence, OC Pan Bazaar All Women Police Station, Constable, ACP), Assam
• Police Officials of Jorhat Police Station (SP, IG, Officer-in-Charge, Sub-Inspectors, Assistant Sub-Inspectors and Constables), Assam

Rajasthan

• Business Community, Kota, Rajasthan
• Industrialists of Rajasthan Spinning Mill, Pratapnagar, Rajasthan
• Chairperson Jogia Mata Trust, Mandalgarh, Rajasthan
• Priest of Ganesh Temple, Pratapnagar, Rajasthan
• Maulwi of Mosque, Pratapnagar, Rajasthan
• Priest of Rajasthan Pentecostal Church, Pratapnagar, Rajasthan
• Priest of Rev Pastor Bethuel Gaekwad, Pratapnagar, Rajasthan
• Local NGO, Kota, Rajasthan
• Gau Suraksha Samiti, CBO, Pratapnagar, Rajasthan
• Additional Judicial Magistrate, Mandalgarh, Rajasthan
• Session Judge, Pratapnagar, Rajasthan
• Advocate, Pratapnagar, Rajasthan
• Doctor, Kota, Rajasthan
• Medical Professionals, Pratapnagar, Rajasthan
• District Collector, Kota, Rajasthan
- Municipal Corporator, Kota, Rajasthan
- SDM, Mandalgarh, Rajasthan
- BDO, Mandalgarh, Rajasthan
- Chairperson of Panchayat Education Committee, Mandalgarh, Rajasthan
- Elected Members of Ward and Parishads, Pratapnagar, Rajasthan
- Representative of General Administration, DM, Pratapnagar, Rajasthan
- Press Correspondent, Mandalgarh
- Editor and correspondents of Nev Jyoti, Dainil Bhaskar, Rajasthan patrika, Pratapnagar, Rajasthan
- MLA Kota, Rajasthan
- Women School teachers of Girl's secondary school, Mandalgarh, Rajasthan
- School Peon, Principal of Govt High School, Pratapnagar, Rajasthan
- Police officials of Mandalgarh (DSP, CI, Constables, Head Constables), Rajasthan
- Police personnel of different levels Additional SP, DSP, Circle Officers and other ranks, Pratapnagar, Rajasthan
- Cinema Manager, Kota, Rajasthan
- Retired Police Officials, Kota, Rajasthan
- Freedom Fighters, Kota, Rajasthan
- Freedom Fighters, Kota, Rajasthan
- Police Families, Kota, Rajasthan
- Community members, Kota, Rajasthan
- Community members of Ladpura, Mandalgarh, Rajasthan
- Women group of Ladpura, Mandalgarh, Rajasthan
- Upasarpanch of Ladpura, Mandalgarh, Rajasthan
- Community of Shyampura, Mandalgarh, Rajasthan
- Sarpanch of Shyampura, Mandalgarh, Rajasthan
- Existing joint patrolling committee president and other members, Pratapnagar, Rajasthan

**Tamil Nadu**

- Criminal-bar Association in Villupuram, Tamilnadu
- Advocate, Ulunderpet, Tamilnadu
- Bar Association Members, Salem, Tamilnadu
- Press Correspondents from Dina Malar, Dina Thanthi, Daily Thanthi, Villupuram, Tamilnadu
- Press reporter, Ulunderpet, Tamilnadu
- Photographer, Ulunderpet, Tamilnadu
- Members of the press- The Hindu, Dina Malar and Dina Thanthi, Salem, Tamilnadu
- Auto rickshaw owners and drivers Association, Villupuram, Tamilnadu
- Private Taxi owners and drivers association, Villupuram, Tamilnadu
- Auto rickshaw drivers Ulunderpet, Tamilnadu
- Private Taxi owners, Ulunderpet, Tamilnadu
- Mill owners, Villupuram, Tamilnadu
- Grocers, Villupuram, Tamilnadu
- Grocers, Villupuram, Tamilnadu
- Pawn brokers, Villupuram, Tamilnadu
- Rice mill owners, Ulunderpet, Tamilnadu
- Small vendors and shop owners, Ulunderpet Tamilnadu
- Traders Association (Jewellers, Ill Owners, Grocers etc.), Salem, Tamilnadu
- Lorry owners Association, Salem, Tamilnadu
- Auto Rickshaw Drivers Association, Salem, Tamilnadu
- State Transport Corporation (CM, Drivers and Conductors, ITI Principal, Engineers, Supervisors) Salem, Tamilnadu
- Principals, Teachers and Students from Ramkrishna School, Villupuram, Tamilnadu
- Besky School Teacher, Ulunderpet, Tamilnadu
- Principal, staff and tachers of Holy Angels School, Salem, Tamilnadu
- Lecturers, Official staff of Government Arts, College, Salem, Tamilnadu
- Police officials of Villupuram, Tamilnadu
- Police Officials of Ulunderpet, Tamilnadu
- Police Officials of Salem (Commissioner of Police, DCP), Tamilnadu
- Police officials and other Police ranks Kota, Rajasthan
- Lions club, Villupuram, Tamilnadu
- Lionsess club, Villupuram, Tamilnadu
- Rotary Club, Villupuram, Tamilnadu
- LIC Agents, Villupuram, Tamilnadu
### Appendix 2

#### Schedule of Visits

**Date and Duration of Visit**

<table>
<thead>
<tr>
<th>Name of Police Station</th>
<th>Date of Visit</th>
<th>Duration of Visit</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Rajasthan</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Pratap Nagar, Bhilwara</td>
<td>23 - 28 March, 1999</td>
<td>6 Days</td>
</tr>
<tr>
<td>Mandalgarh, Bhilwara</td>
<td>6 - 9 April, 1999</td>
<td>4 Days</td>
</tr>
<tr>
<td>Gumanpura, Kota</td>
<td>3 - 8 May, 1999</td>
<td>6 Days</td>
</tr>
<tr>
<td><strong>Tamil Nadu</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Villupuram West and Ulunderpet, Villupuram,</td>
<td>31 May – 4 June, 1999</td>
<td>5 Days</td>
</tr>
<tr>
<td>Hastempatti, Salem</td>
<td>23 – 28 May, 1999</td>
<td>6 Days</td>
</tr>
<tr>
<td><strong>Assam</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Guwahati</td>
<td>3 – 7 May, 1999</td>
<td>4 Days</td>
</tr>
<tr>
<td>Jorhat</td>
<td>8 – 11 May, 1999</td>
<td>4 Days</td>
</tr>
<tr>
<td>Titabar</td>
<td>12 – 17 May, 1999</td>
<td>4 Days</td>
</tr>
</tbody>
</table>
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Participatory Research in Asia
42, Tughlakabad Institutional Area, New Delhi-110062
Ph:+91-011-29960931/32/33
Web: www.pria.org