



FREE REGISTRATION OF CRIME

JULY 2013

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PREFACE

After two months long research which involved literary work as well as ground work during field visits, here is the accumulation of the work in a form of this Final Report.

The task is to create a system where every person who has been a victim of a crime is able to freely file a complaint in the police station and is eventually given justice and also to prevent an innocent against whom a false complaint has been filed, from being harassed. My involvement in this project is because of my concern regarding “Free Registration of Crime”. Though I am a student of Engineering from Delhi Technological University (formerly Delhi College of Engineering) I am very keen in finding a solution to this problem. Through this research project I hope to get an opportunity to be able to find my own original solution to the problem of free registration of crime and preventing innocent people against whom a complaint is filed, from being harassed.

Rakshak Foundation gets undergraduates and postgraduates from different streams together on a single platform and encourages them to think critically on important social issues.

Rakshak Foundation has given this intern an opportunity to be mentored by very bright minded and open minded people from the society.

Acknowledgements

I would first and foremost like to thank my parents who are both IPS officers in guiding me throughout this project. I would like to thank my mentor Mr. Tripurari, an IPS officer of West Bengal cadre. Despite his busy schedule, he was able to take out time for me and answered all my queries and guided me through the project. I would like to thank Rakshak Foundation for giving me a platform where I was blessed with such good mentors. In the end I would like to thank all those people who took out time for me when I went for field visits and interviewed them. They were kind enough to take me to different places to explain to me the current situation and were very honest with me.

Table of Contents

List of figures	iv
List of Tables	iv
Executive Summary	v
1. Introduction of project	1
1.1. Background Information	1
1.2. Main Problems, their scope and impact on the society	2
1.3. Goal and Objectives of the project	4
2. Methodology	9
2.1. Literature Search	9
2.2. Field Visits	10
2.3. Surveys	12
2.4. Meetings and Interviews	16
3. Results and Discussions	22
4.1. Findings from Literature	22
4.2. Finding from the fields and impact on the theoretical focus of the project	22
4.3. Gap Analysis	30
4. Recommendations & Scope	31
5. Conclusion	32
6. References	34

List of Figures and Tables

Figures:

S.No	Figure	Description
1.	Fig.1	Incidence of cognizable crimes in India from 1953-2007.
2.	Fig.2	A vicious cycle (Gap Analysis) of current policing scenario.
3.	Fig.3	Flow chart of recommended policing model.

Tables:

S.No	Table	Description
1.	Table 1	The total number of police officers as per rank
2.	Table 2	The findings and experiences gained from field visits.
3.	Table 3	Final Reports filed in Mandi district from 2008 to 2012.
4.	Table 4	Expunged cases in Mandi district from 2008 to 2012.
5.	Table 5	Pendency of cases in Mandi district from 2008 to 2012.
6.	Table 6	Final Report filed in Kinnaur district from 2008 to 2012.
7.	Table 7	Expunged cases in Kinnaur district from 2008 to 2012.
8.	Table 8	Final Report for No Evidence in Kinnaur district from 2008 to 2012.
9.	Table 9	Final Reports for different districts in Uttar Pradesh between 2008-2012.
10.	Table 10	Expunged cases in different districts of Uttar Pradesh between 2008-2012.
11.	Table 11	Expunged cases in different districts of Uttar Pradesh that have still not been taken up for trial between 2008-2012.
12.	Table 12	Expunged cases in different districts of Uttar Pradesh that have been taken up for trial between 2008-2012.
13.	Table 13	Final Report for No Evidence in different districts of Uttar Pradesh between 2008-2012.
14.	Table 14	No Evidence cases not yet taken up for decision in different districts of Uttar Pradesh between 2008-2012.

Executive Summary

Free Registration of Crime is a very significant issue in India. With a population of over 1.2 billion, crime is inevitable in India. A person who's a victim of any crime has all rights to get justice. Crime rates have been increasing in India but there is still a major problem of crime not being registered by the police. The problem is not of full registration of crime. That can easily be done using current technology like emailing, through phone, etc... The topic of discussion is, whether the country is ready for full registration of crime. With the high pendency rate of cases in court and lack of police force and police resources, can the country deal with full registration of crime? Another problem is the harassment faced by an innocent against whom false case has been registered. In the existing society where media plays a huge role, when a false case is filed against an innocent, he/she unnecessarily comes into the limelight and society starts looking at them with wrong eyes. This causes trauma and harassment to the innocent. This problem is a very crucial problem.

The way crime has to be registered is laid down in chapter 12 of the Criminal Procedure Code (CrPC). Section 154 and section 155 of the CrPC tells the way cognizable and non cognizable crime is to be registered by the police. But not all police force follow the CrPC like the Bible. Each police force of different state generally has a policing model which suits best for them. This leads to false information on crime rates in India.

While ensuring registration of all crimes reported at a police station is a good idea to provide immediate relief to a victim of crime, and law also provides for the same immediately, it is felt that the harassment a person faces due to false cases is cited as a reason by senior police officers as a reason for checking the veracity of the complaint before registration of an FIR. However, the contrarian view point is that the law doesn't give any option to enquire before registration. Police has its role in the criminal justice system and shouldn't get carried away in trying to provide relief and justice to everyone.

The project is an attempt to develop a synergy between the two thoughts.

A lot of prior literary research and field visits were done before writing this project. Field visits were made to police stations of different states and offices of advocates.

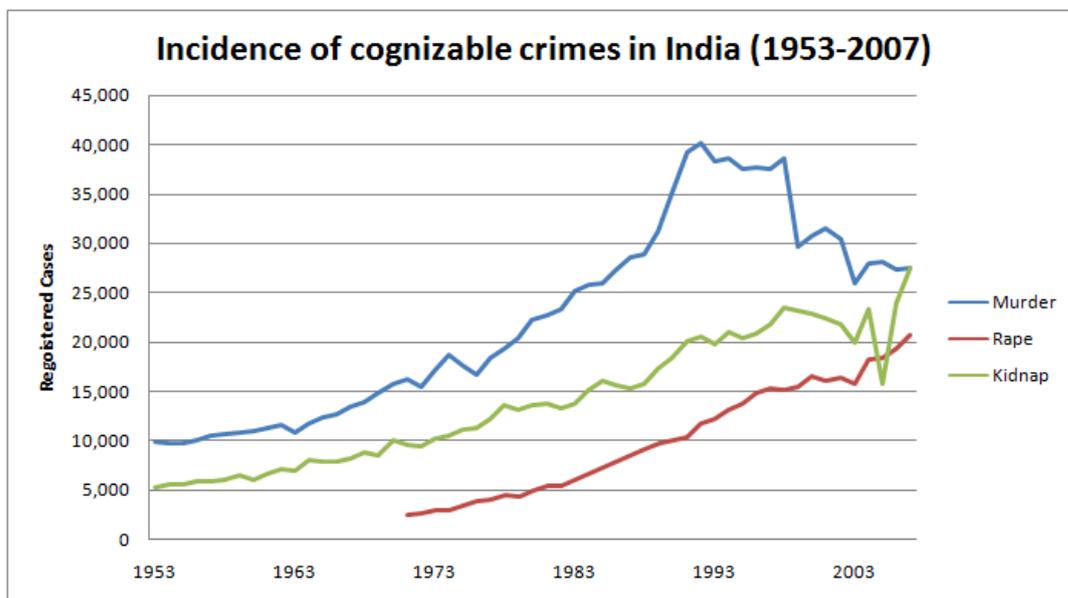
After all the research some recommendations in the policing models have been suggested. Some changes in the existing policies have also been recommended.

1. Introduction

1.1 Background Information

The issue we are here to talk about is 'Free Registration Of Crime'. In a country like India, having a population of 1.2 billion, crime is inevitable. Crime is committed across the country. It may be as small as stealing or threatening someone or as big as committing a murder or instigating a riot. Every person who is a victim of any crime has all right to get justice. The process of investigation to charge sheet to trial and eventually punishment start from basic process of filing a complaint, i.e giving information to the police in written or oral form which the police then takes down in written form and files a First Information Report or FIR (in case of cognizable offence). Free registration of FIR is a significant issue in India. Over a period of 53 years (1953-2006) following data is known to us:

- Burglary **declined** by 38% (from 147,379 cases in 1953 - 91,666 in 2006)
- Murder **increased** by 231% (from 9,803 cases in 1953 - 32,481 in 2006)
- Kidnapping **increased** by 356% (from 5,261 cases in 1953- 23,991 in 2006)
- Robbery **increased** by 120% (from 8,407 cases in 1953 - 18,456 in 2006)
- Riots **increased** by 176% (from 20,529 cases in 1953 - 56,641 in 2006)



(Fig.1)

(source : Wikipedia.com)

Incidence and Rate of Total Cognizable Crimes (IPC) during 2010:

- Incidence : **22,24,831**

- Rate of Crime (per one hundred thousand of population) : **187.6**

Incidence and Rate of Total Cognizable Crimes under Special and Local Laws (SLL) in 2010:

- Incidence : **45,25,917**
- Rate of Crime (per one hundred thousand of population) : **381.7**

We can say that, because of increase of population of our country over the years, crime figures would obviously change but it should also be noted, that all crime committed is not always recorded. The figures given above are just those crimes that have been registered.

The intent of this project is not to explore methods to achieve full and free registration of crime. This can be done easily through the help of technology.

- CCTV cameras in police stations
- Use of sms and information over net to register crime
- Registration kiosks, etc

As said earlier, the issue of Free Registration of Crime is a big issue in India. People aren't being able to file an FIR in several parts of India. Because of this not just justice is denied but also the true statistics of crime in India is a big question. Even though not filing a complaint is wrong, there are reasons behind the same. We will discuss these issues as we proceed.

The project will help us find out that despite restricted police force, resources and already pending cases "do we need free and full registration of all complaints in our country" and "how an innocent person against whom an FIR has been written cannot be humiliated."

1.2 Main Problems, their scope and impact on the society

In this issue of free registration of crime, we are looking at two issues. First being, should each and every complaint reported be registered and the second issue being, how can an innocent against whom a false FIR has been registered, not be harassed. We need to understand few things first. Things like,

- Are all complaints given to police true?
- Do we have enough police force to register and investigate each and every complaint?
- Do we have enough resources like police vehicles, stationary, etc in our country?
- Will court be able to handle all cases if every case is registered?
- Do we have enough jails to imprison the criminals?
- Is the society prepared for it?

Let us look at it one by one. Are all complaints given to the police true? We need to realise that all the process of investigation, court hearing, judgement and conviction starts from the basic step of filing an FIR or complaining/informing the police about a crime. What if a case is filed against an innocent person? Such a situation can't be ignored. There are many such cases where due to hatred between people, one can go file an FIR by giving a false statement to the police against another person. As per section 154 of CrPC (discussed later), police **has** to write down every information given to them in writing or orally. The sad problem these days is that the police harass the person against whom a FIR is written, investigates, may take him under custody, etc. This is torturous and embarrassing for an innocent person. Moreover he is harassed by police and the public.

We already have read and know, the population of India is **118.98 crores** (statistics of 2010), the second largest in the world. The total number of police officers in India is **20.64 lakhs** (statistics 2010). The increase in population of India over the past 10 years has been 16.57% where as the increase in police force over the past 10 years has been 42.39%. This may seem good but if we look at the police to population ration, the situation is a lot worse. In the year 2010, **576** people were required to be looked after by just **one constable**. The area of supervision for one constable on a national level is **1.53 sq. Kilometre** (statistics till 01.01.2011).

The total number of police officers as per rank are given below:

RANK	SANCTIONED STRENGTH
DGP	86
Addl. DGP	273
IGP	569
DIG	591
AIGP/SSP/SP	2,672
Addl. SP/Dy. commandant	1,616
ASP/Dy. SP	11,278
Inspector	28,947
Sub-Inspector(SI)	114,733
Assistant Sub-Inspector(ASI)	109,253
Head Constables	343,230
Constables	1,451,122

(Table 1)

(source : Bureau Of Police Research and Development "Data of Police Organisations in India as on January 1, 2011")

After looking at the police to population ratio, let us look at the resource constraint of the police force. As of 01.01.2011:

- 350 police stations didn't have telephones
- 107 police stations didn't have wireless sets
- 38 police stations don't have both.
- 398 mobile Forensic Science vans
- 43,993 computers in total at police stations.

The above data tells us that there are not enough resources for the police to counter crime. The pendency of cases to be investigated would increase.

Even if all crime is registered and investigation is carried out and charge sheets are filed, there are enough cases pending in the court already. More cases will just add to the burden. As per the data known for 2010:

Disposal of IPC Cases by Courts During 2010:

- Disposed off : **11,41,031**
- Pending : **72,52,934**
- Conviction Rate : **40.7%**

Disposal of SLL Cases by Courts During 2010:

- Disposed off : **44,47,281**
- Pending : **48,54,308**
- Conviction Rate : **91.7%**

1.3 Goals and Objectives

Objective:

This project aims to understand reasons for the current scenario of difficulty in free registration of crime in police stations and also develop a method to ensure registration of crime in a manner that it provides relief to the victim while no harassment due to false registration.

Tasks:

1. List down the various stakeholders in registration of crime
2. Determine reasons why crime is not being registered freely in police stations
3. To understand impact of registration of complaint of crime immediately in police stations on various stakeholders
4. Administer the same on victims of crime and alleged accused
5. Understand the process of investigation and submission of final report
6. Understand the process and time span in acceptance of final reports in courts

7. Understand legal issues and case laws with respect to free registration of crime
8. Suggest a model to understand registration of crime which gives relief and also prevents harassment

2. Methodology

2.1 Literature Search

Free Registration of Crime, basically means registering a complaint by the police from a complainant. The process of registering crime has a law of its own. The guidelines of registering a crime are laid down in the Criminal Procedure Code (CrPC). The CrPC has many chapters which don't just talk about how crime is to be registered by also how the courts act, the power of police and magistracy, which crime is cognizable and which is non cognizable, etc. The chapter which explains the way of registering crime is chapter 12. Section 154 and Section 155 explain how cognizable crime and non cognizable crime have to be registered.

Section 154 – Information in Cognizable Cases. (Source : Criminal Procedure Code)

1. Every information relating to the commission of a cognizable offence, if given orally to an officer in charge of a police station, shall be reduced to writing by him or under his direction, and be read over to the informant; and every such information, whether given in writing or reduced to writing as aforesaid, shall be signed by the person giving it, and the substance thereof shall be entered in a book to be kept by such officer in such form as the State Government may prescribe in this behalf.
2. A copy of the information as recorded under Sub-Section (1) shall be given forthwith, free of cost, to the informant.
3. Any person, aggrieved by a refusal on the part of an officer in charge of a police station to record the information referred to in Sub-Section (1) may send the substance of such information, in writing and by post, to the Superintendent of Police concerned who, if satisfied that such information discloses the commission of a cognizable offence, shall either investigate the case himself or direct an investigation to be made by any police officer subordinate to him, in the manner provided by this Code, and such officer shall have all the powers of an officer in charge of the police station in relation to that offence.

EXPLANATION:

- Any information that is cognisable in nature, if given to an officer in charge of a police station orally **must** be written down and be read over to the informant. If the information is given in writing, it **must** be signed by him. In both cases the

information **must** be written down in a book(General diary) first and then in another book, where all cognisable offences are written down (FIR).

- A copy of it is given to the informant **free of cost**.
- If the SHO of the police station refuses to write down the information, the person can send the information in writing or by post to the SP concerned. If the SP finds the information serious enough, he will order the SHO to write the information down and start the investigation himself or order an officer subordinate to him to start an investigation.

Section 155 - Information as to non- cognizable cases and investigation of such cases.
(Source : Criminal Procedure Code)

1. When information is given to an officer in charge of a police station of the commission within the limits of such station of a non-cognizable offence, he shall enter or cause to be entered the substance of the information in a book to be kept by such officer in such form as the State Government may prescribe in this behalf, and refer, the informant to the Magistrate.
2. No police officer shall investigate a non-cognizable case without the order of a Magistrate having power to try such case or commit the case for trial.
3. Any police officer receiving such order may exercise the same powers in respect of the investigation (except the power to arrest without warrant) as an officer in charge of a police station may exercise in a cognizable case.
4. Where a case relates to two or more offences of which at least one is cognizable, the case shall be deemed to be a cognizable case, notwithstanding that the other offences are non-cognizable.

EXPLANATION:

- If a person gives information to a police officer in charge of a police station which is non-cognisable, the officer **must** write the information down in a book (General diary).
- No police officer can start an investigation of such offence without the order of the Magistrate.
- If the Magistrate gives orders to carry forth an investigation, then an officer in charge can investigate as he can investigate a cognizable offence.
- If a case has more than 2 offences and at least one is cognizable, the case is deemed as cognizable.

2.2 Field Visits

Field visits were one of the most crucial and important objective to be achieved with proper guidance and efficiency.

Date	Name	Designation	Institution	Topic of Discussion
08/06/2013	Shri. Harish	Constable	Himachal Pradesh Police	<ol style="list-style-type: none"> 1. To discuss about the working in the police station (mostly the police station he was posted in). 2. To see how complaints are filed. To look at the software in computer where they enter complaint and give a print out of the FIR to complainant. Saw the General Diary.
08/06/2013	Shri. Sambhar Singh	Sub Inspector	Himachal Pradesh Police	<ol style="list-style-type: none"> 1. Discussed about the policing system in general. 2. Understand and see how cyber crime is handled in the state. 3. Understand how Police Helpline Number works and visit the Helpline cell.
15/06/2013	Shri. Gautam Sood	Senior Advocate	Himachal Pradesh High Court	<ol style="list-style-type: none"> 1. Understand the court proceedings in HP High Court. 2. Discuss about the problems which lead to high pendency in courts. 3. Discuss about few laws laid down in the CrPC.
23/06/2013	Shri. S Yadav	Sub Inspector	Uttar Pradesh Police	<ol style="list-style-type: none"> 1. To understand the policing system and the policing model inculcated in Uttar Pradesh. 2. To understand the problems faced by police both in terms of work load and registration of false information.

(Table 2)

The field visit gave a realistic approach to the project. The problems faced by the police were also genuine. The basic problems faced by police are the lack of resources, like patrolling vehicles, police strength, etc...

Apart from these problems, the other problems that were brought into the limelight were as follows:

Shimla (Himachal Pradesh):

- The helpline number used there is working very effectively. Police responds to every complaint registered through sms. The problem that arises is that police there are dealing with even small issues like 'no water in school tanks', etc... There is not enough police force to handle all matters. Work load of police has increased.
- Himachal Pradesh is a small state and the number of complaints registered isn't even many. In bigger states like Uttar Pradesh, implementation of such a system (discussed later) becomes a problem.

Lucknow (Uttar Pradesh):

- The police force is very inadequate and so are the resources given to police to investigate crime.
- People who come to give complaint about crime which isn't that big, they add false information to it almost all the time. This not just increases the work load of police force but also makes them look incompetent when they aren't able to find evidence against false complaint.

2.3 Surveys

A statistical survey was done to find the status of Final Reports in 9 districts from states of Himachal Pradesh and Uttar Pradesh. When crime is registered in a police station, the police officer in charge of the case investigates the case. Depending on his investigation and findings he can do one of the three things:

- If the police find the case is false in nature, they will close the case calling it Expunge along with the reason.
- If the police finds the complaint to be true, but does not find enough evidence against a suspect, it will file a Final Report against the suspect.
- If the police has enough evidence against a suspect, then it will file a charge sheet in the case.
- In all the three options, the FR or the CS is sent to the Magistrate.

In the first two cases, where there is lack of evidence or is a false case, a 'Final Report' is filed and sent to the magistrate. The maximum scope of innocent getting harassed is in these two cases.

The statistical survey of the final reports of these 9 districts is as follows:

Himachal Pradesh:

- Mandi district:

Final reports field in the district between 2008 to 2012.

Mandi	No of FR filed	No of FR – No Evidence	NO of FR- Expunge
2008	2374	-	204
2009	1901	-	177
2010	1744	-	167
2011	1592	-	196
2012	1600	-	210

(Table 3)

(Source : Govt. Of Himachal)

For Expunged cases:-

District	Number of 15xpung e Cases	Accepted by court	Not accept and on Trial	Not yet taken up for decision	Time elapsed since filling of FR & acceptance					
					< 1 month	1-3 month	3-6 month	6-12 month	12-15 month	>=15 month
Mandi										
2008	204	204	-	25	-	-	5	58	49	67
2009	177	177	-	14	-	-	-	30	43	90
2010	167	167	-	16	-	-	-	10	49	92
2011	196	196	-	30	-	-	1	46	62	57
2012	210	210	-	26	-	-	5	56	46	77

(Table 4)

(Source : Govt. Of Himachal)

District	No of cases which have not yet been taken up for decision	Time elapsed since filling of FR in the court					
		< 1 month	1-3 months	3-6 month	6-12 months	12-15 month	>=15 month
Mandi							
2008	25	-	-	-	-	25	
2009	14	-	-	-	-	14	
2010	16	-	-	-	-	16	
2011	30	-	-	-	4	26	
2012	26	-	-	-	3	11	

(Table 5)

(Source : Govt. Of Himachal)

- Kinnaur district:

Final reports filed in the districts between 2008 to 2012:

District	Year	No of FR filed	No of FR – No Evidence	No of FR – Expunge
Kinnaur	2008	220	22	06
	2009	280	30	16
	2010	260	38	21
	2011	235	33	31
	2012	236	42	18

(Table 6)

(Source : Govt. Of Himachal)

For Expunged cases:

Year	No of expunged cases	Accepted by Court	Not accepted and on Trial	Not yet taken up for decision	Time elapsed since filing of FR & acceptance					
					<1 months	1-3 months	3-6 months	6-12 months	12-15 months	>=15 months
2008	06	06	-	-	-	-	-	-	06	-
2009	16	16	-	-	-	-	-	04	11	01
2010	21	20	-	01	-	-	-	03	15	02
2011	31	31	-	-	-	-	-	05	26	-
2012	18	17	-	01	-	-	-	01	16	-

(Table 7)

(Source : Govt. Of Himachal)

FR – No Evidence:

Year	No of cases	Accepted by Court	Not accepted and on Trial	Not yet taken up for decision	Time elapsed since filing of FR & acceptance					
					<1 months	1-3 months	3-6 months	6-12 months	12-15 months	>=15 months
2008	22	22	-	-	-	-	-	-	20	02
2009	30	30	-	-	-	-	-	01	27	02
2010	38	38	-	-	-	-	-	03	25	10
2011	33	33	-	-	-	-	-	01	23	09
2012	42	42	-	-	-	-	-	05	33	04

(Table 8)

(Source : Govt. Of Himachal)

These are two districts of Himachal Pradesh. Himachal Pradesh is not a densely populated state and neither are these two districts. Despite the number of FR filed

being not that many, the pendency rate is quite a lot. Then think about bigger states, states like Uttar Pradesh, Maharashtra, etc... The pendency rates there would be much higher.

High pendency rates of cases where FR was filed, leads to unnecessary wastage of energy or both parties. If it's a false case against an innocent, it leads to additional burden and tension.

Uttar Pradesh:

Final Reports filed in the districts between 2008 to 2012:

District	No of FR filed	No of FR – No Evidence	NO of FR- Expunge
Kheri	1159	1091	68
Sitapur	2775	2775	-
Unnao	1760	816	944
Hardoi	2697	2697	-
Lucknow	20167	19888	279
Raebareli	3221	2747	474

(Table 9)
(Source : Govt. Of UP)

For Expunged cases:-

District	No of expunged Cases	Accepted by court	Not accept and on Trial	Not yet taken up for decision	Time elapsed since filling of FR & acceptance					
					< 1 month	1-3 month	3-6 month	6-12 month	12-15 month	>=15 month
Kheri	68	68	-	-	-	-	-	-	-	-
Sitapur	-	-	-	-	-	-	-	-	-	-
Unnao	944	617	23	304	-	-	4	248	193	172
Hardoi	-	-	-	-	-	-	-	-	-	-
Lucknow	279	-	279	-	-	-	-	-	-	-
Raebareli	474	158	75	141	-	-	-	-	-	111

(Table 10)
(Source : Govt. Of UP)

For Expunged cases:-

District	No of cases which have not yet been taken up for decision	Time elapsed since filing of FR in the court					
		< 1 month	1-3 months	3-6 months	6-12 months	12-15 months	>=15 months
Kheri	-	-	-	-	-	-	-
Sitapur	-	-	-	-	-	-	-
Unnao	304	-	-	43	77	93	91
Hardoi	-	-	-	-	-	-	-
Lucknow	-	-	-	-	-	-	-
Raebareli	141	-	-	-	-	-	141

(Table 11)

(Source : Govt. Of UP)

Expunged – but went on Trial:

District	Number of cases	Finally accused acquitted	Finally accused convicted	Duration of Trial				
				<6 months	6-12 months	1-2 years	2-4 years	>=4 years
Kheri	-	-	-	-	-	-	-	-
Sitapur	-	-	-	-	-	-	-	-
Unnao	23			-	-	4	18	1
Hardoi	-	-	-	-	-	-	-	-
Lucknow	279			-	-	17	156	106
Raebareli	175			-	12	32	44	87

(Table 12)

(Source : Govt. Of UP)

FR – No Evidence:

District	No of cases	Accepted by Court	Not accepted and on Trial	Not yet taken up for decision	Time elapsed since filing of FR & acceptance					
					<1 month	1-3 months	3-6 months	6-12 months	12-15 months	>=15 months
Kheri	1091	649	442	-	-	-	-	-	-	-
Sitapur	2775	356	88	2331	-	-	-	47	108	201
Unnao	816	592	41	183	-	-	9	269	274	40
Hardoi	2697	348	1924	425	35	46	67	58	42	100
Lucknow	19888	5389	12393	2106	-	-	-	-	122	1984
Raebarel	2747	915	-	1832	-	-	-	-	-	915

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(Table 13)

(Source : Govt. Of UP)

FR – No Evidence:

District	No of cases which have not yet been taken up for decision	Time elapsed since filing of FR in the court					
		< 1 month	1-3 months	3-6 month	6-12 months	12-15 month	>=15 month
Kheri	-	-	-	-	-	-	-
Sitapur	2331	-	-	-	453	747	1131
Unnao	183	-	-	-	61	88	34
Hardoi	425	300	90	35	-	-	-
Lucknow	2106	-	-	-	-	122	1984
Raebareli	1832	-	-	-	-	168	1664

(Table 14)

(Source : Govt. Of UP)

2.4 Meetings and Interviews

Name: Mr. Tripurari (IPS)

Date: 08/06/2013

Time: 10:00 AM.

Duration of Discussion: 1 hr.

Discussion:

Talked to Mr. Tripurari, IPS officer of West Bengal cadre. Discussed about his point of view on the issue of Free registration of Crime. Understood what he believes in and what he implemented.

Discussed the law written in the CrPC. Section 154 of CrPC says that any complaint that is reported to the police officer at police station must be written

down. In case of cognizable offence, investigation on the case should start after the complaint has been registered in a registered called First Information Report (FIR). As per section 155 of CrPC, all cognizable and non cognizable complaints need to be registered in a General Diary. According to Mr. Tripurari, police force all over the nation should follow the system as it has been laid down.

Police should be an investigating agency, not an arresting agency. The police should not unnecessarily take the person against whom complaint is registered into custody but do a thorough investigation. If the information given was true, then the criminal should be taken into custody. To take a person into custody, there should be proper evidence. If not, then the case should be closed as Expunge.

Police should not take law into its own hands. The police's job is not to make judgements or resolve crime. Its job is to register crime and investigate.

Name: Mr. Tripurari (IPS)

Date: 19/06/2013

Time: 08:30 PM.

Duration of Discussion: 90min.

Discussion:

Discussed about the system adopted by the Himachal Pradesh Police to handle crime. Apart from registering crime at police station, they even have an online

system for mailing the crime and an efficient Helpline number for quick complaining of crime.

The online system of filing a complaint is a new system in Himachal Pradesh, where people can log on to the website and mail a complaint to the police.

The phone helpline system is a system in which there is a number given to the public for help or to register complaints. In case of women harassment, women can sms on this helpline number the number they want to complain on. The police first confirms the complainant by calling the complainant and asks if he/she wants to get the matter resolved or want to file an FIR. The police calls up this number and tells them that they got a complaint on this number and if they receive any more complaints then they will file a case on him. After this the complainant is constantly checked on every 3rd, 7th, 15th and 30th day to ask if she has been troubled again. Thus there is a constant check and people feel secure. In the end, if the complainant still wants to file an FIR, he/she is intitled to do so. People also can file complaints on this number. Complaints like illegal smuggling of drugs, theft, etc... They just have to write the name of the police station what falls in that area along with it. The sms is then mailed to the appropriate police station and the sms is forwarded to the SP of that police station. The helpline station asks for a response from the police station within 24 hour.

Mr. Tripurari disapproved of this model saying that they weren't following the CrPC. The law says that police should right each complaint down and investigate. Over here police is resolving crime, a power not given to them.

Discussed on the issue of "Full Registration of Crime". The issue was discussed with keeping in mind the lack of police force and police resources and pendency

of cases in courts. Understood that if we show the actual crime figures by writing down each complaint and thus increasing the burden of police and courts, the policy makers will have no other option but to either change the policies or increase the resources and force. What we are doing now is making our own world we are comfortable in and not looking at the reality. As all complaints aren't registered, statistics show that India is a much safer environment to live in than UK.

If our system isn't good, then change should come because if the failure in the system. That will only happy if the system is followed properly and truthfully. Discussed about the problem of harassment of innocent due to registration of false cases. It was discussed taking an example. If a member of the family, just for fun messaged something to a girl in the family. If the girl felt harassed and filed a FIR, and later got to know that the person was from the family only who was playing a prank, then what? The police might close the case calling it an expunge but it still would have to go to court. The court would then summon the two parties which would lead to harassment. Mr. Tripurari said that, that's true. But systems will change only when such faults are seen. Maybe people would have to get harassed for a while. But in the long run, the change in the system will only help the people.

Name: Mrs. Tilotama Varma (IPS)

Date: 21/06/2013

Time: 02:00 PM.

Duration of Discussion: 30min

Discussion:

Discussed about Mrs. Tilotama Varma's point of view on the issue of "Free Registration Of Crime". She is an IPS officer of UP cadre.

Discussed on the issue of harassment of innocent when false crime is registered.

In a country like India, the social status falls if police comes and takes you to the police station. People start looking at you with wrong eyes. The reality is that innocent can feel very harassed if a false complaint is filed against him/her.

Even if the case is closed by police calling it false, it still goes to the court. The cases in court don't get disposed off quickly. This tortures the innocent unnecessarily.

Even though the CrPC says police should right down each complaint given to them, Mrs. Tilotama Varma believes that police should use common sense or use the information of activities in the locality to distinguish between false or true complaints. Heinous crimes should be written down, but non heinous crimes should be informally investigated first before finally writing them down as FIR. The lack of police force is another reason why each complaint should not be written down. Writing down each complaint in big cities or states would increase the work load of police and courts tremendously. This would lead to pendency of cases to be investigated by police or disposed off by courts. This would just cause unnecessary irritation to police, court and both the parties.

3. Results and Discussions

3.1 Findings from the literature

The basic reading material for the topic “Free Registration of Crime” is the CrPC. Chapter 12 of the CrPC tells us the way how crime is to be registered, what powers police have, the role of magistrate, etc... The finding from the literature that is the CrPC is section 154 and 155, which is relevant for this topic. These sections have been discussed earlier. A brief explanation of the two sections is as follows:

Section 154:

- Any information that is cognisable in nature, if given to an officer in charge of a police station orally **must** be written down and be read over to the informant. If the information is given in writing, it **must** be signed by him. In both cases the information **must** be written down in a book (General diary) first and then in another book, where all cognisable offences are written down (FIR).
- A copy of it is given to the informant **free of cost**.
- If the SHO of the police station refuses to write down the information, the person can send the information in writing or by post to the SP concerned. If the SP finds the information serious enough, he will order the SHO to write the information down and start the investigation himself or order an officer subordinate to him to start an investigation.

Section 155:

- If a person gives information to a police officer in charge of a police station which is non-cognisable, the officer **must** write the information down in a book (General diary).
- No police officer can start an investigation of such offence without the order of the Magistrate.
- If the Magistrate gives orders to carry forth an investigation, then an officer in charge can investigate as he can investigate a cognizable offence.
- If a case has more than 2 offences and at least one is cognizable, the case is deemed as cognizable.

3.2 Finding from the fields and impact on the theoretical focus of the project

When I visited Shimla, Lucknow and talked to my mentor in Calcutta, I was able to get three different working models of police in these three different places. The three different working models of the policing system are as follows:

Jalpaiguri Model (All complaints registered):

- When crime is committed against a person/if a person sees a crime being committed, he/she will **go to the police station to register the crime.**
- The **police personal in the police station will take the complaint** in written form with the sign of the complainant on it or will write down the complaint, if told orally by the complainant, and then take the sign of the complainant on it.
- All such complaints will keep getting registered in the **General Diary** but if the crime is of cognizable nature then it will also be written in another register, called the **First Information Report (FIR)** register.
- The copy of the FIR will be given to the complainant.
- The **police will start the investigation** and keep recording the progress in the Case Diary. The names of the witnesses will be taken down along with their statements. All evidences collected from the scene of crime and all forensic reports received on the samples sent to the Forensic Labs for examination form part of the Case Diary.
- Only after the police has collected all evidences and is convinced that there is enough evidence that the suspect named in the FIR has committed the crime, will they arrest him, but only for reasons that his arrest is necessary for collection of evidence from him, that he may threaten witnesses, that he may not produce himself before the court if so required.
- However, If the police believes that *prima facie* the suspect has committed the crime and he might erase evidences, then the police can arrest him.
- **IN THIS MODEL ARREST IS DONE ONLY AFTER CONFIRMATION OF CULPABILITY OF THE SUSPECT AND FOR REASONS STATED IN 41(1) CrPC.** (It is for this reason, it is believed that mere registration of an FIR will not cause undue harassment of the suspect, because if the complaint is false, then the police will not arrest the person)
- The crime can be bailable or non-bailable in nature. In case of bailable crime, it is the right of the culprit to get bail but in case of non-bailable offence, it's up to the court to grant the culprit bail or not.
- The SI will NEVER be evaluated on the pendency of investigation with him, but only on the disposal of number of investigations by him – it could be 1 heinous and 4 non-heinous cases per month.

- There will be a wait list for all non-heinous cases – this means that the case will be taken up only after investigation of prior reported cases have been concluded.
- After completion of collection of evidence, the police has three options:
 - If the police find the case is false in nature, they will close the case calling it **Expunge** along with the reason.
 - If the police finds the complaint to be true, but does not find enough evidence against a suspect, it will file a Final Report against the suspect.
 - If the police has enough evidence against a suspect, then it will file a **charge sheet** in the case.
 - In all the three options, **the FR or the CS is sent to the Magistrate.**
- The proceedings then start in the court.
- If the case was an Expunged case, the court still carries forth a proceeding where the complainant is also heard along with the officer in charge of the case. The Court can also call the complainant to hear his version too. **If the court feels that there was lack of investigation and the case should be again looked into, the court can order further reinvestigation.** If the court feels that the case was infact false, it drops the case.
- The same happens if case was closed by the police due to lack of evidence. However, if the court feels that there is a need to proceed with the trail, even with whatever evidence collected by the police, it can do so.
- If the police had filed a charge sheet, then the court decides if charges are to be framed and if so, then the trail begins

Advantages:

- Every genuine crime is getting registered.
- There are no false figures of crime.
- If the system isn't strong enough to handle so much crime, the existing conditions of police and courts will pressurise the policy makers to change the policies for the good.

Disadvantages:

- If false FIR is registered against innocent person, he will unnecessarily get harassed.
- Due to lack of police strength and resources there will be huge burden on police as a lot of cases would be registered each day. The police won't be able to investigate each and every case registered daily and thus pendency will increase.
- The courts at the current time can't handle the existing cases. If all cases get registered, the pressure on the courts will increase, again leading to pendency. Justice will be given after a long wait.
- The time span between filing an FIR and final judgement from court will increase tremendously.
- In this era of media, each and every incident, be it false, becomes news. Thus case on an innocent will be projected falsely by the media, unnecessarily harassing the innocent.
- If a person wants to just ask the police to just sort out a small issue between the two parties without writing a FIR, he/she can't do so. The police will only act once FIR has been registered.

Himachal Pradesh Model:

- If a person is victim of a crime/sees crime happen, he/she can go to the police station to file a complaint.
- The police station maintains a General Diary in which it enters all the actions taking place in the police station including all the complaints.
- If the complaint is of cognizable nature, then it is also registered in another register called the First Information Report or FIR. The complaint can be taken in written form with the signature of the complainant or can be written down if told orally and then signed by the complainant.
- The General Diary and the FIR is all in the computer. So the FIR is registered and a copy of the complaint is given to the complainant.
- The police will start the investigation and keep recording the progress in the Case Diary. The names of the witnesses will be taken down along with their statements. All evidences collected from the scene of crime and all forensic reports received on the samples sent to the Forensic Labs for examination form part of the Case Diary.
- However, If the police believes that *prima facie* the suspect has committed the crime and he might erase evidences, then the police can arrest him.

- After investigation the police can do one of the three things :
 - If the police find the case is false in nature, they will close the case calling it Expunge along with the reason.
 - If the police finds the complaint to be true, but does not find enough evidence against a suspect, it will file a Final Report against the suspect.
 - If the police has enough evidence against a suspect, then it will file a charge sheet in the case.
 - In all the three options, the FR or the CS is sent to the Magistrate.
- In this model, **the complainant can also send an sms to the police helpline number** (the state of Himachal Pradesh has a police helpline number and a separate women's harassment number), stating the name(optional), name of police station in which the area of crime lies under, complaint.
- **The helpline cell will call the complainant to confirm the complaint. The helpline cell will then send the complaint to the police station mentioned in the sms through computer and a copy of the sms to the SP of that police station. The helpline cell will demand response from the police station within 24 hours.**
- The police station will send police personal to the scene of crime. In case of a serious crime, the police personal will check whether the complaint is true and then report back to the police station which will then send the message to the helpline cell. The helpline cell will then order the police station to file a FIR. If the case is not of serious nature, the police personal will try to resolve the issue between the two parties. If the complainant still wishes to file a complaint then the police will do so. If not, then the case will be dropped. The progress will be reported to the helpline cell.
- **In case the case got dropped, the helpline cell will call the complainant and ask if he/she is satisfied.** If they agree, the case indeed gets dropped, if not, the helpline cell again asks the police station to go to the scene of crime, this time some other officer. If the complainant says that the officer in charge was being forceful, action would be taken on the officer.
- In case of women harassment complaint through sms, the helpline cell will forward the sms to the women's harassment cell.
- **The women harassment cell will call the complainant and verify the complaint.** The women helpline cell will then call the number which has been calling the complainant unnecessarily and tell him/her that they received a complaint against him/her. **The helpline cell officials will be**

polite in their talk (mostly girls). They will tell the culprit to not harass the complainant or else so and so charges will be framed against him/her. If the complainant still wishes to file a FIR, the police will do so.

- **The complainant will be called every 2nd, 5th, 15th, 30th day to ask if she received anymore calls from that number or not.** If she hasn't, the same would be reported to the police helpline cell who will then **call the complainant if she is satisfied or not.**

Advantages:

- There is quick response by the police in each crime.
- Police officer in charge of the case cannot be unjust and not follow his duty as he can be complained against by the complainant.
- There is a feedback mechanism where police asks the complainant if they are satisfied.
- Innocent is not unnecessarily harassed.
- People don't have to go to court in small cases that can be resolved without an issue. They just need to approach the police and the police will help them resolve the conflict without the trouble of filing a FIR, going to court, spending unnecessary money, etc...

Disadvantages:

- There is no true record of actual crime being committed.
- The police are no longer the investigating agency but have to resolve small conflicts by its own.
- It is not applicable in big states or states with large population as there is lack of police strength and resources.

Uttar Pradesh Model:

- If a person is a victim of crime or sees crime happen, he/she can go to the police station to file a complaint.
- In case of crimes like murder, stealing, etc... a FIR will be written. In other offences the **police will write a "parchi", a form of an acknowledgement**

slip. It is a very informal slip. This slip contains the name of the complainant, the name and number of the officer in charge and the complaint. The copy of the parchi is given to the complainant.

- The police will send a message through walky-talky to the patrolling parties and the one close to the scene of crime will go do an informal investigation. The patrolling party will report back to the police station within 24hours. There can be two cases :
 - The information can be false. The police will not file a FIR in this case. If the complainant isn't satisfied, he/she can again complain and some other police officer will carry out the investigation.
 - The information can be true. In such a case, the police will try to resolve the matter. If matter gets settled, the case is close. But if the complainant still wants to file a FIR, he/she can do so.
- If FIR is filed, a copy is given to the complainant.
- The police will start the investigation and keep recording the progress in the Case Diary. The names of the witnesses will be taken down along with their statements. All evidences collected from the scene of crime and all forensic reports received on the samples sent to the Forensic Labs for examination form part of the Case Diary.
- Only after the police has collected all evidences and is convinced that there is enough evidence that the suspect named in the FIR has committed the crime, will they arrest him, but only for reasons that his arrest is necessary for collection of evidence from him, that he may threaten witnesses, that he may not produce himself before the court if so required.
- However, If the police believes that *prima facie* the suspect has committed the crime and he might erase evidences, then the police can arrest him.
- IN THIS MODEL ARREST IS DONE ONLY AFTER CONFIRMATION OF CULPABILITY OF THE SUSPECT AND FOR REASONS STATED IN 41(1) CrPC. (It is for this reason, it is believed that mere registration of an FIR will not cause undue harassment of the suspect, because if the complaint is false, then the police will not arrest the person)
- The crime can beailable or non-bailable in nature. In case ofailable crime, it is the right of the culprit to get bail but in case of non-bailable offence, it's up to the court to grant the culprit bail or not.
- The SI will NEVER be evaluated on the pendency of investigation with him, but only on the disposal of number of investigations by him – it could be 1 heinous and 4 non-heinous cases per month.

- There will be a wait list for all non-heinous cases – this means that the case will be taken up only after investigation of prior reported cases have been concluded.
- After complete collection of evidence, the police can do one of the three things :
 - If the police find the case is false in nature, they will close the case calling it Expunge along with the reason.
 - If the police finds the complaint to be true, but does not find enough evidence against a suspect, it will file a Final Report against the suspect.
 - If the police has enough evidence against a suspect, then it will file a charge sheet in the case.
 - In all the three options, the FR or the CS is sent to the Magistrate.
- The proceedings then start in the court.
- If the case was an Expunged case, the court still carries forth a proceeding where the complainant is also heard along with the officer in charge of the case. The Court can also call the complainant to hear his version too. If the court feels that there was lack of investigation and the case should be again looked into, the court can order further reinvestigation. If the court feels that the case was infact false, it drops the case.
- The same happens if case was closed by the police due to lack of evidence. However, if the court feels that there is a need to proceed with the trail, even with whatever evidence collected by the police, it can do so.
- If the police had filed a charge sheet, then the court decides if charges are to be framed and if so, then the trail begins.

Advantages:

- The problem of police not filing a FIR is sort of eliminated. The police hands over a parcha which gives the public an assurance that some action will be taken.
- Innocent is not unnecessarily harassed as police tries to resolve the matter first.

Disadvantages:

- The police use the parchhi to escape from work as people can easily be fooled by giving them a parchhi. The people might think that they have been heard but its an escape route for police.
- There is no check over the police.
- FIR is still not registered always thus there is no check of crime

3.3 Gap analysis



(Fig.2)

- **Inadequate Police Force and Resources:**

The police force in India is very inadequate. We already have read and know, the population of India is **118.98 crores** (statistics of 2010), the second largest in the world. The total number of police officers in India is **20.64 lakhs** (statistics 2010). In the year 2010, **576** people were required to be looked after by just **one constable**. The area of supervision for one constable on a national level is **1.53 sq. Kilometre** (statistics till 01.01.2011). As of 01.01.2011:

- 350 police stations didn't have telephones
- 107 police stations didn't have wireless sets
- 38 police stations don't have both.
- 398 mobile Forensic Science vans

- 43,993 computers in total at police stations.

The above data tells us that there are not enough resources for the police to counter crime. The pendency of cases to be investigated would increase.

- **No Full Registration of Crime:**

Due to lack of police force and resources, there is lack of registration of crime. As there is inadequate police force and resources, the police can't counter each and every crime committed in the country. If they start registering each and every crime, their work load will increase tremendously and they pendency of cases will increase. Thus investigation and justice to each crime will take a lot of time. The time between registration of crime and final verdict of the court will increase to a great extent.

- **Low Crime Figures:**

As all crime is not registered, the crime figures of the country are very low. The crime statistics of the nation are found by the number of case registered in the country. As the number of cases registered is less than the actual number of crime committed, the crime statistics of our nation is false. Most of the criminal acts are left unnoticed or are not registered. The reason behind not registering such crimes can be to avoid social embarrassment or because police refuse to register crime.

- **Current Police Strength Seems Adequate to Policy Makers:**

Since not all criminal acts are registered, the crime figures of our nation are false and less than the actual number of criminal acts being committed. Since the policy makers only see the crime statistics, they feel that the existing police force is quite adequate for the existing crime figures. They feel no need to get changes in the existing policies.

- **No Change in Policies:**

As policy makers feel that existing police force is adequate to counter existing crime rates, there are no changes in existing policies. Thus the police force and resources remain same or marginally increase. The true crime figures are actually high and thus the existing police force and resources is again inadequate to counter them. This completes the vicious cycle.

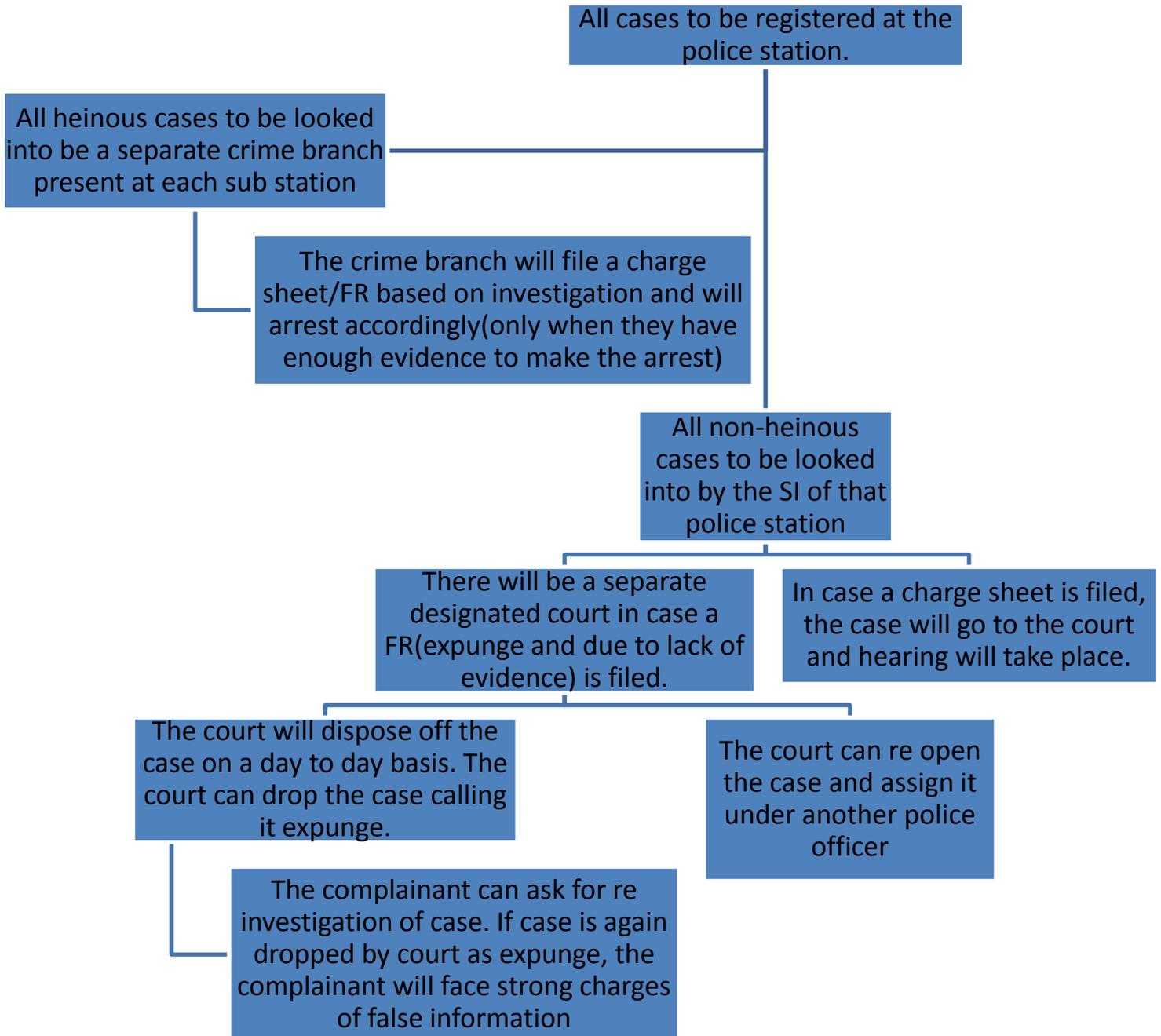
4. Recommendation & Scope

4.1 Recommendation & Scope

After looking at the existing models and the surveys done, the recommended model is as follows:

- **All cases reported at the police station will be registered.**
- There will be a **crime branch at each sub-division level** which will take up investigation of all heinous cases.
- **All non-heinous cases will be investigated by the police station SI.**
- The method stated in Jalpaiguri Model, about weighing all evidences and then proceeding to charge sheet and/or arrest a suspect will be followed. FR, with expunge or FR, but true would be filed respectively in all such cases found untrue or where evidence is lacking.
- **There will be a separate designated court that will take up all such cases wherein FR have been filed.** It will call both the parties and accept/reject the FR on a day to day basis. The parties need not be present in the court through their lawyers. If the complainant insists that the investigation is biased and the FR has been wrongly filed, the court can order re-investigation into the case by another SI. **If on re-investigation it is found that his allegations are untrue still, the complainant shall face charges of wrong information.**
- **The punishment for registration of a case on false information to the police station should be made very stringent.** The process, similarly, should be simplified and treated as a summary trial.
- Here again, the performance evaluation of an SI will be done on the disposal of cases, not on pendency.
- If complaints are reported to the control room, then the patrol vehicle will respond to the scene. If the complainant wants registration of crime, then he will be sent to the police station for the same. If he insists on settling the matter by negotiation or warning, an ATR (Action Taken Report) would be filed accordingly and control room will check with the complainant if he is satisfied with the ATR. If he is not, then he will be asked to go to the police station and get a case registered.
- The officer in charge of the case would be given incentive in the form of money if the criminal he caught is accused of his charges in court/an innocent whose case was expunged by the officer in charge is accepted by the court.

Flow Chart:



(Fig.3)

5. Conclusion

We began with two issues related to 'Free Registration of Crime'. First being, should there be full registration of crime and second being, how can innocent against whom false complaint is registered not be harassed.

Full registration of crime is needed as we still don't have true figures of crime in India. India is a safer country to live in than US and UK. Full registration of crime is needed so that true statistics of crime come into the limelight. This would pressurise the policy makers to change policies and increase police strength, police resources, judges, etc... To get a change, we need to be true to our system and not deviate from it.

To counter the problem of harassment caused to the innocent due to false registration of complaint, some changes need to be inculcated. The society we live in will change slowly. Thus quick measures to prevent harassment and unnecessary torture of innocent are needed. There should be a crime branch at each sub-division level which will take up investigation of all heinous cases. All non-heinous cases should be investigated by the police station SI. This will reduce the workload on the police officials in police stations and police would even be able to look into non heinous cases which get neglected most of the times. There should be a separate designated court that will take up all such cases wherein FR have been filed. It will call both the parties and accept/reject the FR on a day to day basis. This will lead to quick relief to innocent people who are falsely accused or to both the parties in cases when one party filed a complaint only out of frustration and personally resolved the matter with the other party later on. In these courts the parties need not be present on the day of hearing, just their lawyers need to be present. Video conferencing of members of both parties or witnesses with the court room can be promoted. Such conferencing is possible, if there is a government room with a computer and video camera present in each major city which is guarded by police, so that there is no influence of another person on the person conferencing. The judge or lawyer can anytime ask the person sitting in this conference room to rotate the camera to see if there is anyone else in the room. This can be a means of cross checking. If the complainant insists that the investigation is biased and the FR has been wrongly filed, the court can order re-investigation into the case by another SI. If on re-investigation it is found that his allegations are untrue still, the complainant shall face charges of wrong information. This is a very important step which needs to be implemented. Currently, a person who gives wrong information gets away with no punishment as no one is willing to file a complaint against the wrong information as they don't want to get involved into the process of court hearing unnecessarily. A charge of wrong information should be framed against the person giving wrong information there and then by the judge. The punishment for registration of a case on false

information to the police station should be made very stringent. The process, similarly, should be simplified and treated as a summary trial.

When a complaint is registered through phone or email, the patrolling party should visit the scene of crime. In case of non heinous cases the complainant should be asked if he/she wants to file a complaint. . If he/she insists on settling the matter by negotiation or warning, an ATR(Action Taken Report) would be filed accordingly and control room will check with the complainant if he is satisfied with the ATR. If he is not, then he will be asked to go to the police station and get a case registered. After the matter is resolved, the police headquarters will verify with the complainant if he/she is satisfied. The case will be dropped when the complainant is satisfied. A record of the ATR will also be kept along with the FIR's. Thus there will be a true record of all crime figures in the country.

Lastly, whatever becomes the system, the system should be followed like a Bible. A comparison can be made with the Batman. He is not evil. But neither does he follow the law to fight crime. The city he stays in, Gotham, is filled with crime. The city has police force but people are corrupted, the system is corrupted. To fight crime, Batman breaks the system himself. People love him, so do the cops. He (a system of his own) makes job for the cops simpler. But Harvey Dent, an incorrupt lawyer doesn't like the Batman because he believes that once the Batman is gone, the city will again be filled with darkness. The system would still be corrupt and not strong. The similarity that needs to be drawn here is that if the system isn't followed, the system weakens. The new system which doesn't follow the law may be good temporarily but in the long run, it breaks the system.

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“The highest measure of democracy is neither the
‘extent of freedom’ nor the ‘extent of equality’ but
rather the highest measure of participation.”

- A.D. Benoist

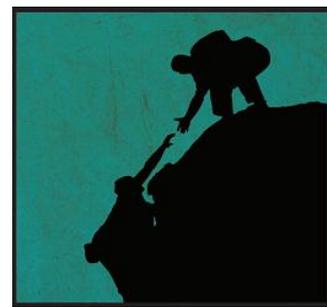
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