

Study on degree of
satisfaction/dissatisfaction in the
minds of public about their interactions
with police

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Preface

Rakshak Foundation was founded in 2006 by a group of concerned citizens from India's elite educational institutions working in USA. It was in the manner of giving back in a small way to United States and India, countries that had provided them so much in terms of opportunities. The Foundation seeks to create an informed society, aware of its rights and duties, and attempts to address barriers to an equitable and just society. Rakshak Foundation has been submitting well researched opinions on various bills being considered for presentation to the Indian Parliament. Rakshak Foundation has been invited by the Parliamentary Committees of the Rajya Sabha three times in the past two years to depose before them and present their views on proposed Bills which would affect the whole nation once they are enacted by the Parliament.

The Intern is a second year student pursuing B.tech in Chemical Engineering at IIT Kharagpur. The Intern has keen interest in taking up such topic and has interest in researching these topics and going into the intricacies of these social Issues.

The Intern has tried to bridge the gap between police and public by analysing the perspectives of police their constraints and limitations. The intern has also talked to the complainants and tried to understand the nature of problems faced by them, possible reasons for the problems and will suggest feasible solutions to redress the grievances of both police and public.

Acknowledgements

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Executive Summary

The topic of this project deals with understanding the degree of satisfaction/dissatisfaction in the minds of public about their interaction with police. The main objective of this project is to come up with implementable solution to bridge the gap between police and public. The specified objective is achieved by analysing the perspectives of police personnel on this issue as well as understanding their constraints/problems in working efficiently. The intern has also conducted a survey as a part of the project which helped in understanding the grievances of public against the police.

In a democratic and diverse country like India, the importance of police-public relations cannot be undermined. The police ensure the strict enforcement of law and order in the society and thereby providing us with a sense of security. In India, police is governed by Police act of 1861, a colonial legacy. The main motive behind instituting the arrangement of police was not to ensure security and peace in the society but it was meant to curb the voices of dissent and consolidating the colonial rule. Even in the post-independence era, no significant reforms are to be seen in the working of police. It is not uncommon to see pictures depicting harassment of public by police which are evident of the inherited colonial nature in policing. These pictures depicting atrocities against general public often force us to think if police is a service towards people. According to a survey conducted by Transparency International in the time period between November 2001 to May 2002, Police service is perceived to be the most corrupt public service out of seven public services (Health care, Education, Power, Land Administration, taxation, police and judiciary) in the five countries of South Asia including India. Recently, cases like Badaun gang rape case where the insensitivity shown by police resulted in the murder and rape of two young girls. This is one side of the story which shows the plight of general public due to inefficient police. With ever increasing crime rates due to increasing population and other factors the police department is overloaded with work. Besides enforcing law and order, Crime Investigation, traffic control, maintaining peace in riots in the current scenario, providing VIP security is added to the duties of police. There is acute shortage of manpower in police which in turn puts pressure on the existing police personnel and decreases their efficiency which has also led to the trust deficit between police and public. The major problems with the existing police is the lack of accountability of police towards public, lack of transparency, absence of functional autonomy, etc. which altogether results in ineffectiveness of police. Reforms in the condition of police personnel specially constabulary which constitutes 90% of the police force is a must in order to make the police efficient as well as sensitive to the needs of people.

Key Findings:

1. According to the Police Act of 1861, police has to work under the superintendence of the executive. Since the word “Superintendence” is not defined in the act, the police act is exploited by the ruling party to serve their purposes. The threats of transfer and promotion are used as tools to exploit police officers. Also, the police act of 1861 produces a police force which is militaristic in its mind-set and is full of distrust towards lower ranks of police personnel.
2. The police system follows a strict hierarchy in which the supervisory and decision making power rests with the higher ranks of police force. The constabulary is entrusted with duties which are menial in nature. This causes them to loose pride in their profession which makes them dissatisfied of their police service. The minimum educational qualification for recruitment at the level of constabulary is Intermediate level but during the field visit to police station, the intern found that now most of the police personnel working as constables hold a graduate degree.
3. The recruitment in police service is done at three levels which diminish the chances of promotions of a person recruited at the lowest level to the higher ranks in police force. The primary rank of police force i.e. the constabulary constitutes 88% of the police force with very little chances of promotion and very low salary.
4. During the field visit to police station, the intern got to know that on an average a policeman works for 16-18hrs which is the major problem faced by the police personnel. Long working hours takes toll of their health, makes them irritant and deprives them of spending quality time with their family.
5. The government of India has recognized the needs of necessity of police reforms and as a result a number of committees have been set up. Some of the prominent committees set up are Gore Committee, National Police Committee and Ribeiro Committee. These committees came up with a number of recommendations which has the potential to reform the police for good but none of these recommendations have been implemented till now which clearly shows the lack of will on the part of government.
6. General public considers police as an instrument of oppression and harassment. They accuse police of being corrupt, partial in nature and rude in their behaviour. During the survey, the intern found that people were unwilling to talk on the matters related to police as they were afraid of being hauled up by the police while some people said that they try to maintain as much distance as possible in order to prevent them from getting into troubles.
7. Several community policing experiments in India have actually proved to be a win-win situation for both police and public. On one hand, community

policing has helped in the reduction of crime rates while on the other hand it has helped in bridging the communication gap between police and public.

Recommendations

1. Introducing a mobile app that lets you know the name of police station one needs to go to register a complaint. The app may also contain guidelines as to what should be done if the police officer disagrees to register a complaint.
2. The current status of the complaints/FIR registered should be uploaded on the website of the state police.
3. A compulsory project related to the working of police can be included in the curriculum of school. The project can contain works like making posters for the guidelines issued by local police stations to ensure safety of the residents or distinction between cognizable and non-cognizable offences.
4. Summer/ winter camps can be organised in which the students can be trained in order to assist police in some of their duties like crime patrolling or maintaining traffic.
5. A reimbursement section should be formed in each police station where the police personnel may go for the same. A simple procedure like filling up a form and attaching receipts along with it should suffice for getting the reimbursements. Also, there should be some stipulated time in which the reimbursements have to be done.
6. Implementing National Police recommendation which says that there should be only two levels of entry into police one at the rank of constabulary and other through UPSC examination.
7. The seven directives issued by Supreme Court should be complied with immediately.
8. Adoption of Community Policing by replicating the successful experiments done in different places of India like “Friends of Police” by Tamil Nadu.
9. NGOs can sensitise general public about the necessity of police reforms by organising workshops/seminars or by using social networking sites such as facebook and twitter. Police reforms can only come when people who are suffering due to the current policing system raise their voices and pressurize political parties for bringing in reforms.
10. Mohalla Committees can be established which can look into matters of petty fights or disputes amongst the people residing in that community.
11. Reducing working hours of police officers by allowing them to work in shifts of 8-12hrs. There should be a mechanism of providing proper incentives if they are made to work for more than 12 hours.
12. District and state level seminars to be organised for the constabulary to bring in a culture of debating and dialogues and motivate them to come up

with innovative solutions for the problems they encounter while doing their duty.

Proposed Action Points

By the Government

1. There is an urgent need to comply with the seven directives issued by Supreme Court.
2. The recommendation of National Police Commission to limit the recruitment of police officers at two levels namely at the constabulary level and through UPSC can solve the problem of lack of opportunities of promotion for the lower rung of police department as well as reduce the concentration of police personnel at the constabulary level.
3. Simplifying the process of getting reimbursements for the costs incurred while performing police duty can prevent the police personnel from taking bribes from general public. This can be done by introducing reimbursement section in every police station where police personnel can go for the same. A simple form along with the receipts of the expenditure should suffice for getting the reimbursement. Also, there should be some stipulated time in which the reimbursement is made.
4. Adoption of Community Policing by replicating the successful experiments done in different places of India like “Friends of Police” by Tamil Nadu.

By Police and public

1. Sensitising public about working of police as ignorance towards this also leads to dissatisfaction amongst public. This can be done by including a project related to functioning of police for students studying in class 8 to class 10.
2. Establishing Mohalla Committees which can look into matters of petty fights or disputes amongst the people residing in that community.

By NGOs

1. Sensitising general public about the necessity of police reforms by organising workshops/seminars or by using social networking sites such as facebook and twitter.
2. By encouraging people to cooperate with police so that police can help them.
3. Organising training workshops for police to cope up with emergency/unexpected situations by including mock emergency situations and allowing them to come up with innovative solutions. Also, effective communication skills should be imparted to the constabulary to deal with victims, complainants and culprits.

1. Introduction

1.1 Background Information

In the aftermath of revolt of 1857, the British government felt the need of instituting an arrangement to curb the mass uprising. The Police Act of 1861 was legislated by the British in the year 1861 to perpetuate and consolidate their rule in India. Under the police act of 1861, police has to work under the “superintendence” of state government. The word “superintendence” is not defined specifically in the act and therefore is left for open interpretation which has led to the exploitation of act by the political executive. The principal duty of the police during colonial times was to curb any uprising by the people and to follow the order of the district superintendents blindly. The colonial inheritance resulted in the police being subservient to the state government and bearing anti-people sentiments as they were employed to crush the voices of dissent against the existing government. In the post-independence era, it was thought that image of police was distorted in the eyes of public because of the fact that they worked under the oppressive British rule but in the independent India, police has to work under the famous congress rule and so the image of police will change and they will earn good name by providing service to the people. Although during the 1960s, many states appointed police commission but there were no significant reforms as such.³ Some of the acts like Bombay Police act of 1951 even gave autocratic power to the police officials to book or arrest a person for indecent (the interpretation of what constitutes indecent is left to the interpretation of police) behaviour in the public.¹ This resulted in abuse of power by the police. ²The emergency of 1971 exposed the colonial nature of policing in India. Police were used as a tool by the ruling government to consolidate their rule. Censorship of press and arrest of prominent leaders of opposition by police made it evident that police is not politically neutral. Police were used to crush the arising dissent against ruling party which contributed greatly to the poor image of police in the eyes of public. Despite these incidents which clearly show the picture of politicization of police, none of the political parties has tried to check the

¹ Swati Deshpande, Bombay Police Act makes cops bullies, The Times of India, Jun 14 2012

² Dr. Doel Mukherjee, Commonwealth Human Rights Initiative Police, Prison and Human Rights (PPHR) Wednesday July 2, 2003)

unnecessary political intervention in the working of police and make necessary reforms. This clearly shows that there is a lack of political will as they have vested interests in the status quo of existing policing system in India.”³The police acted as spectators and facilitators during the Babri Masjid demolition as reportedly the CM of UP at that time had ordered them not to open fire on the Karsevaks without his permission. The police indifference towards the minority as well as political intervention can also be seen in the 2002 incident in Gujarat which was facilitated by police and reportedly the CM of Gujarat is alleged to have told the police to respect Hindu sentiments.” So, by the above instances we can see how the mixing of politics and policing as well as the inherited colonial nature of the police has resulted in widespread unrest.

The National Police Commission was instituted in 1977 in the wake of unrest caused by the police during emergency by the UPA government. The National Police Commission came up with eight reports on police reforms during 1979-81. In 1980, Congress came to power again and rejected all the reforms suggested by the NPC. Several committees have been set up till date to bring about Police reforms. In 2006, the Supreme Court issued judgement on the famous Prakash Singh Vs Union of India case. The Supreme Court has laid down seven directives to reform the police. These directives primarily focussed on insulating police force from political interference, fixing minimum tenure for the higher rank officials, separation of investigation from law and order and holding the police accountable by setting up of police complainant authority at district and state levels. Sadly, none of the states has implemented the seven directives issued by Supreme Court. The major cause of the absence of any significant reform in the police force is the lack of political will as they have vested interests in controlling the police force. The authority to transfer/promote any police officer is often used by the politicians to use police force as per their wishes.

1.2 Main Problems, their scope and impact on the society

- The major problem lies in the out-dated Police Act of 1861 which continues to govern most of the State police forces. The act lays states that police forces have to work under the superintendence of executive. Since there is no proper definition as to what constitutes “superintendence” the ruling

³ K S SUBRAMANIAN, Reforms for Indian Police, Economic and Political Weekly, March 25, 2006:1185

party often uses it to exploit police personnel. Transfers and promotions are used as tool to make the police work as per the wishes of ruling party.

- Long working hours, lack of infrastructural facilities, very less chances of promotion for lower rank officials, low salary of the constabulary, overwork multi-tasking and no time for family also contributes towards the dissatisfaction of the police.
- Criminalisation of politics is also a major challenge to the police department. During elections, political parties engage in illegal activities to influence the results of election.
- General public does not want to come in contact with police as they consider police to be patrons of politician and elites.
- Public go
- The public also accuses police of abusing their power and harassing general public.
- People approach police in the times of distress with the hope that police will address their grievances but quite often it is seen that police behaves indifferently with the victims in spite of consoling or helping them. The public accuses police of being rude and uncivilised in their behaviour. Sometimes, police refuse to register FIR saying that the venue where the crime took place does not fall under their jurisdiction. Police are also infamous for suppressing cases in order to keep crime statistics under control. Also, cases of bribery are not uncommon.
- Generally, mass media shapes opinion of the general public. In news channels or newspapers pictures of police beating general public is widely circulated and so most of us have a formed picture in mind as to what police is.

Police works in close association with the public. The police cannot work effectively until and unless the people cooperate with them. The various work areas of the police in which they interact with the public are patrolling, traffic control, maintaining law and order, investigation, police stations, etc. The public also seeks police help in times of distress like accidents, robbery, etc.

The image of police plays a great role when it seeks cooperation from the public. If the people feel that police is oppressive and insensitive to the problems faced by public, then people will not coordinate with the police in their working. So, proper image projection of the police is essential for the working of police in a democratic society. The satisfaction level of police also contributes to the efficiency of police. The police should have proper provision for medical insurance, proper housing facility, acknowledgement and incentives for the work they do in order to work efficiently. The government also plays an important role in building the image of the police as the funds for working of the police is issued by the government. The

police cannot work in the best way if there is a lack of support on the part of government. So, good relation between police and public along with the support of government is of utmost importance for proper functioning of the police.

1.3 Goals and Objectives

The primary goal of this project is to bridge the gap between police and public by analysing the working conditions, limitations and problems on part of the police as well as understanding the problems faced by complainant, its reasons and suggesting possible solutions for the same.

The objectives of this project are as follows:

1. To analyse the working conditions like salary, working hours of the police force.
4. To observe the work culture of police and make recommendations/suggestions if needed to make it friendly and accessible to the public.
5. To suggest ways to reach out to the public.
6. To analyse the strengths and weakness of police according to the police personnel.
7. To approach the complainants and enquire about their whole experience in the police station.
8. To study the cause of satisfaction/dissatisfaction of the public when they visit police station.
9. To analyse the major causes of the existing gap between police and public and making recommendations for the same.

2. Methodology

2.1 Literature Search

The intern did extensive literature research to study the evolution of policing in India. The literature search helped to understand the state of policing in India. The intern also read about various Acts and recommendations made by various committees to reform the police force. The literature search also helped in getting acquainted with the surveys undertaken by NGOs to study the perspectives of police as well as public. The intern also got to know about how the police work in different countries, working condition of police personnel, state of police-public relations and the strategies adopted in various countries to improve police-public relations.

2.2 Field Visits

The field visit has helped the intern to understand the working culture of police, problems faced by them in their functions and possible reasons for the same. I have been in contact with the mentor from the beginning of the project. He has helped me throughout the project by providing significant reading materials and providing me with contacts for the field visit. I have undertaken seven field visits which include visits to four police stations. The intern has also interviewed police personnel at different ranks and has tried to understand the problems faced by them as well as what are their views on the current state of police-public relation in the country. The intern has visited only Delhi police stations due to paucity of time. A detailed discussion about the interviews is given in Appendix A

The field visit in deed gave a lot of insight about the problems plaguing the police department. I also got to know about some of the initiatives like Yuva, Pehchaan Scheme and Parivartan Scheme undertaken by Delhi police. A detailed discussion about the interviews is given in Appendix A.

2.3 Surveys

A survey was conducted to understand the level of satisfaction of the public about the working of police. The survey was widely circulated online. The offline survey was conducted in Delhi at various places like Patiala House District Court and Metro stations.

2.4 Meetings and Interviews

Date	Name	Designation	Institution	Discussion Topic
17th June,2014	Shri R.A. Sanjeev	DCP Vigilance	Barakhambha Police Station	To understand the reasons behind poor image of police in eyes of public.
17th June,2014	Shri Swadesh Prakash	SHO	Barakhambha Police Station	To understand the working culture and salient features of police service.
23rd June,2014	Shri Nirbhay Sharma	Senior Sub-inspector	Hauz Khas Police Station	Discussed about the ways to improve current state of

				police-public relations.
23rd June,2014	Shri Mahendra Singh	Head Constable	Hauz Khas Police Station	To know about the working conditions and problems faced by police personnel.
23rd June,2014	Smt. Diksha Chowdhary	Constable(Woman Help Desk)	Hauz Khas Police Station	To understand the nature of work undertaken by woman help desk and analyse its effectiveness

3. Current NGO and Government Efforts

As per the Constitution of India, Police is a state subject. So, the law concerning police forces is made by the respective State Governments. In the post-independence era, “⁴many states enacted its own police acts but even these closely resembles and are modelled similar to police act of 1861”.

3.1 Efforts made by Government

1. National Human Rights Commission: It is a statutory body established by an act of parliament in the year 1993. ⁵The NHRC is the national human rights institution, responsible for the protection and promotion of human rights, defined by the Act as "rights relating to life, liberty, equality and dignity of the individual guaranteed by the Constitution or embodied in the International Covenants". Some of the major recommendation by NHRC to address the issue of human rights violation are as follows:
 - NHRC made it compulsory to report cases of custodial death/rapes within 24 hours to the commission and to the Police headquarters and a FIR must be registered in the Police stations for the same. It also laid down that in case of custodial deaths, money has to be paid as compensation to the family of the victim
 - The commission also made it mandatory to report extra judicial killing within 24 hours by following a fixed procedure.
2. Model Police Act : A committee was established in the year 2005 headed by Mr. Soli Sorabjee to draft a Model Police Act. The committee submitted new act to the government in 2006. Some of the salient features of the act are as follows:

⁴ Like the Bombay State Reserve Police Act, 1951 in Maharashtra and Gujarat; State Armed Police Forces Act, 1952 in Andhra Pradesh; Madhya Pradesh Special Armed Forces Act, 1958 in Madhya Pradesh; Sikkim Armed Police Forces Act, 1981 in Sikkim; Tripura State Rifles Act, 1983 in Tripura, Nagaland Police Act, 1985 in Nagaland etc.

⁵ http://en.wikipedia.org/wiki/National_Human_Rights_Commission_of_India

- The act aimed at protecting high ranking officials from illegitimate orders regarding postings, transfers by proposing the formation of establishment committee to look into these affairs. Also, the act proposed that a fixed tenure of two years to be provided to the higher rank officials.
 - Instituting a State Police Board which comprises of leader of opposition in the state assembly, Chief Secretary, Home Secretary, DGP and few NGO members. The main function of police board is to lay down policy guidelines for functioning of police and devising a mechanism to evaluate the efficiency of police.
 - The primary ranks in the civil police i.e. the constabulary to be replaced by Civil Police Officer, Grade II. Those recruited to this rank shall be trained as stipendiary cadets for three years and only after passing prescribed degree in Police studies can they be promoted to the rank of Civil Police Officer.
3. Efforts made by Supreme Court: The Supreme Court issued seven directives to bring reforms in policing. A summary of the seven directives are as follows
- Establishment of State Security Commission.
 - Selection of DGP on merit based transparent process and secure a minimum tenure of two years.
 - Ensuring that SHOs and SP are also provided a minimum tenure of two years.
 - Separating Investigation and law and order functions of the police.
 - Setting up of Police Establishment Board for deciding transfers, promotions, postings and other service relate matter for the police officers below the rank of Deputy Superintendent of Police and make recommendations for transfers and postings above the rank of DSP.
 - Setting up of Police complaint Authority at state level to inquire into public complaints against police officers of and above the rank of DSP in cases of serious misconduct and at district levels to inquire into complaints against police personnel below the rank of DSP.

- Set up a National Security Commission (NSC) at the union level to prepare a panel for selection and placement of Chiefs of the Central Police Organisations (CPO) with a minimum tenure of two years.

3.2 Efforts made by NGOs:

⁶Public Affairs Centre is a non-profit organisation established in 1994 and is committed towards improving quality of governance in India. A study conducted in 2010 by PAC with the help Karnataka State Police Department. The complainants' feedback survey was done to highlight the problem faced by complainants while the observation of the police stations and interviewing police personnel helped in analysing the difficulties and constraints in the working of police department. The study was made possible due to the interest of the DGP to assess the service provided to the citizens and willingness to bring reforms for making the police department accessible and citizen friendly. The findings of the study were later used to bring reforms in the police service to make it more transparent and accountable to the citizens. The problem faced by citizens comprised of fear of being harassed by police officials, non-registration of complaints and corruption. The problems on part of the police officials were long working hours, multitasking, lack of contingent funds and lack of training. ⁷Gaps and disagreements were observed between answers reported by police and public on the following issues:

- 93% of the police officers told that they read out complaints while only 75% of the complainants reported that complaints were read out to them.
- 99% of the police reported to have given the FIR copy while 91% of them told that they gave FIR copy voluntarily. 66% of the complainants reported that they received FIR copy while 34% received it after demanding.
- 89% of the police reported that they updated the complainant on investigation status. 55% people reported to be aware about the status of

⁶ www.pacindia.org

⁷ Meera Nair, A Mirror to the Police: Search for Transparency and Accountability in Karnataka, India, Paper for the 1st Global Conference on Transparency Research Rutgers University - Newark

the complaints while 64% of persons reported to have visited the police station to get the updates.

- According to the police personnel 32% of cases were closed including the false cases. The public reported that 35% of cases were solved and then closed while 13% of the cases were unsolved and were closed

4. Results and Discussions

4.1 Findings from the literature

The literature research helped the intern in getting acquainted with the existing framework. The intern also got to learn about models adopted within India to bring police reforms. These are the excerpts from learning that came through literature search.

Gore Committee: It was instituted by government of India in 1971. The main objective of this committee was to analyse the training aspects of police force and suggest changes as per the findings. The main recommendation of this committee was to enlarge the content of the police training from law and order and crime prevention to understanding human behaviour and public interaction.

National police Commission: The commission was appointed by the government of India in the year 1977. The commission came up with eight reports during the time period 1977-1979. Some of the important recommendations are as follows:

- Setting up of State Security Commission. The functions of State Security Commission are as follows:
 - To lay down broad policy guidelines for the working of police.
 - To identify the indicators to review the functioning of police. The review should be done annually and a report should be presented to the state legislature based on the review.
 - To serve as a forum for appeal for officers subjected to legal order or with regards to illegal promotion/transfers.
- The selection of DGP from panel prepared by UPSC.
- The DGP as well as other higher rank police officials should be provided a security of tenure of two years
- The complaints against police officers to be looked into and disposed off by supervisory ranks in police hierarchy. Also, a complaint authority at district and state level should be formed.

- Judicial inquiries to be done in cases of crimes like rape or murder in police custody.
- Recruitment to the police service should be done at two levels only i.e. at constabulary level or through Indian Police Service.

Ribeiro Committee report: This commission was appointed in 1998 after two former senior police officers filed Public Interest litigation in the Supreme Court to direct the government of India to implement NPC recommendations in order to bring reforms in police. The committee came up with two reports between 1998-1999. The committee was set up to review actions taken to implement recommendations made by NPC, NHRC, Vohra committee, to suggest ways to implement the pending recommendations and to make other recommendation which it deemed necessary.

Role of Advertisement: The World Book of encyclopedia defines advertisement as “a message designed to promote a product, service or an idea”. There are various modes of advertisement like print media, newspapers, cinema, social media, hoardings, banners, etc. It is an economic and persuasive way to reach out to a large public. It can serve as a major tool to bridge the gap between police and public.⁸The Delhi police are the first police organisation in the country that has employed the tool of advertisement to educate the people about law and order, seeking help of the public in fighting crime and maintaining the traffic. This can be achieved by putting the works done by police in public domain for review so that people can have an idea of what the police are doing. For instance,⁹Dakshata journal published by Maharashtra police is not only circulated in the police department but also sold to general public.

Importance of Police-Public relations:¹⁰Jawahar Lal Nehru, the first Prime Minister of India observed: “For two major reasons the police has to function in a

⁸ Tapan Chakraborty, To what extent advertisement can help in improving police image, Indian Police journal 93:66

⁹ Tapan Chakraborty, To what extent advertisement can help in improving police image, Indian Police journal 93:72

¹⁰ Joginder Singh, Improving Police-Public Relations, IPJ, Jan-March,2012:58

particular way if they are to succeed. Before Independence came to India, they had to function efficiently though there was no particular need for them to have the full cooperation of the people as now. Now, it is not only applied to the police Forces, but to all the various aspects of our administrative apparatus that nothing important can be done in India or in any democratic State without the closest cooperation of the administration with the people.”¹¹ Since constabulary constitutes more than 90% of the police work force and the most visible organ so in order to improve police-public relations the constabulary has to be motivated to work towards it. The following approaches were tried in seven districts under western and southern ranges of Karnataka in the years 1981 and 1982:

1. District level seminars were held under the supervision of SP and DGP for the constables and head constables of different police station to participate in a debate on the issues concerning the police department like police-public relations, corruption, improvement in investigation, improvement in discipline and morale. The constabulary entered into discussions and suggested solution to the existing problems which were recorded. This initiative helped in instilling pride in the minds of constable.
2. People-oriented measures were taken in police station to provide with a conducive atmosphere for exchange of ideas.
3. Student Contact programmes were organized. In this programme, constables were entrusted with the task of visiting schools and interacting with students on the topics such as the duties of citizens and police officers, maintenance of law and order, road safety, etc.
4. SHOs were asked to entrust simple petition enquiries which does not involve study of records, etc. to constables for enquiry.
5. Door to door visits by beat constables to address any grievances that the public may have.

Success Experiments in Tamil Nadu: The intern got to know about experiments conducted by Mr. K.Radhakrishnan in Tamil Nadu to improve police-public relations.

¹¹ A.P. Durai, The Constabulary-Key to better Police-Public relations, IPJ Apr-june 1983:11-13

1. ¹²Area committees were set up in the district of Coimbatore to tackle the issues of communal violence after bomb blasts of 1998. These committees were given the responsibility of collecting intelligence with regular interaction and cooperation of the local public. Searches for illegal weapons were collected with the help of these committees. Youngsters were motivated to work with regards to these issues. These youngsters accompanied police officers in patrolling in local areas. People actively cooperated with the police officers by providing them proper information. These experiments not only helped in countering the issues of communal violence but also in improving the rapport of police in eyes of public. One of the reasons behind success of this experiment was that the meetings of these communities were held in wards and streets so that people feel free to interact with police.

2. Mobile counseling centers were started. The Tamil Nadu government had provided 18 vans for the purpose of covering 30 districts. A group of police officers, doctors and counselors travel with this van and spend the entire day with people. The mobile counselors help in providing redressal to local problems.

3. Slum Adoption Scheme: The main objective of this scheme is to identify vulnerable section of societies and take measures to disengage/prevent these people in antisocial activities by proactive policing.

Community Policing: ¹³Community policing is a philosophy that promotes organizational strategies, which support the systematic use of partnerships and problem-solving techniques, to proactively address the immediate conditions that give rise to public safety issues such as crime, social disorder, and fear of crime. In other words, community policing is a holistic approach that stresses on proactive policing rather than reactive policing. Several experiments on Community policing has been adopted in different parts of India as well as in other foreign countries.

¹² Dr. Doel Mukherjee, Police Public Interface: Making it happen, Seminar at Mumbai, 2004, Ministry of Home Affairs & Council of Human Rights Initiative

¹³ http://en.wikipedia.org/wiki/Community_policing

One of the success stories of community policing in India is “Friends of Police” in Kerala. This is the real life example of good police and public partnership which has helped in preventing and decreasing crime in local areas. Some of the salient features of “Friends of Police” are :

- Beats and night patrol.
- Assistance by general public in maintaining traffic.
- Collection of information about respective areas from local people.
- Assistance provided by community in maintaining law and order.

This initiative by Kerala police is very much appreciated by public and helped in restoring faiths of public in police.

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

The intern has limited field visits to Delhi itself due to time constraint. The intern has undertaken field visits to 4 police stations and a district court as a part of the research project.

Learning from field visits to police station: The intern talked to the police personnel of different ranks especially to lower rank police officers who work in close association with general public like the constables, sub-inspector, etc. Talking to the police officer highlighted the perspectives of police officers on the issue of poor state of police-public relations as well as constraints on the part of police officers to work with full efficiency. These are summary of issues which the intern came across as a result of interaction with police officials.

- **Lack of manpower:** In India on an average there are 106 policemen against 1 lakh people against the global average of 222. However, in Delhi there are 441 policemen per lakh population. Since Delhi is the capital of India and is a home to many VIPs and also many foreign dignitaries keep visiting Delhi. So, in course of providing VIP security a major chunk of police force is diverted which leads to lack of manpower in police.
- **Long working hours:** The policemen are expected to be on duty round the clock. During the field visit the intern got to know that on an average a policeman works for 16-18 hours. This is the major cause for harsh and rude behaviour of police personnel towards the complainant as cited by most of the police officers. This also takes toll of their health due to lack of sleeping hours and deprives them of the opportunity to spend time with their family.
- **Poor living Conditions:** Low salary of constable combined with very low opportunities of promotion causes dissatisfaction amongst the lower ranks
- **Lack of transportation facility:** Generally, a policeman uses his own private vehicle or public transport to reach the crime scene or

go to a court. The reimbursement process to retrieve the expenses incurred for these transportations is a very cumbersome and time taking work.

- **Attitude of public:** The public holds the belief that it is the sole responsibility of a policeman to look into whatever grievances they are facing even if it is a petty quarrel in the neighbourhood or case of illegal parking outside a person's residence. These petty matters can be sorted with the help of people residing in and around the community. Also keeping in mind that already there is shortage of manpower in police the community should take the responsibility to sort out these affairs among themselves so that police officers can shift their focus towards cases of heinous crime.
- **Ignorance of public:** General public is largely unaware about the working of police and causes dissatisfaction amongst the general public. For instance, general public does not understand the distinction between cognizable and non-cognizable offence.
- **Media:** Since Police department is a very busy and overloaded department so little attention is paid towards projecting the image of the police force in eyes of public. So, the perception of police is formed by the images of police shown by media, newspaper, etc. which is largely negative and leads to formation of preconceived image of police in eyes of people who have never interacted with police.

Initiatives taken By Delhi Police

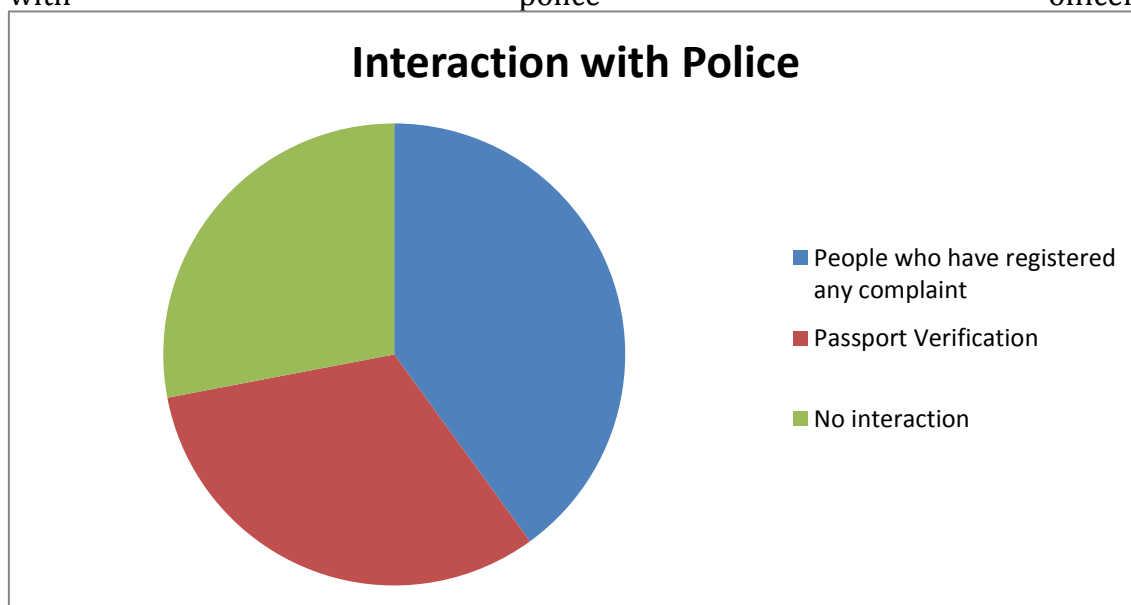
1. **Introduction Of Delhi Police Lost Report App:** Mobile app launched by Delhi Police to report cases of lost mobile, documents, etc. online. A digitally verified copy of lost report is furnished and send via mail to the complaints. This lost report can be used for legal purposes. Earlier, when the mobile app was not introduced people had to spend hours before they could register their lost report in police station which often added to their frustration. It is a win-win situation for both police and public where technology is used as a means to make life easier for both the parties.
2. **Parivartan Scheme:** This is a scheme launched by Delhi Police in the wake of alarming rates of crime against women. Under this scheme, women constables visit sensitive beat areas and interact with women on a daily basis. They encourage the women to report cases of sexual assault or any other grievances they might have. Self defence programmes are also organised for women as a part of the scheme. This scheme can indeed help in bridging the communication gap between police and public.
3. **Yuva scheme:** It is an initiative undertaken by southwest district police of Delhi. The main objective behind this scheme is to prevent youths belonging to unprivileged sections of society from taking up the path of crime. Under this scheme, youngsters are encouraged to participate in sports activities, imparted vocational training, etc. to guide the youngsters to be on the right path.
4. **Pehchaan Scheme:** It is a pilot project launched in Ranhola region. Under this scheme, children belonging from below poverty line (BPL) were photographed and soft copies of these photographs were given to their

families. Every year around 2000 children go missing in Delhi. The programme is initiated with the aim of creating photographic records of children(BPL) residing in vulnerable areas. This initiative was taken in the wake of rising number of cases of missing children from families belonging to BPL. When these people used to come to report the case of missing child they were unable to provide any recent picture of their child which made it very difficult to search for the children.

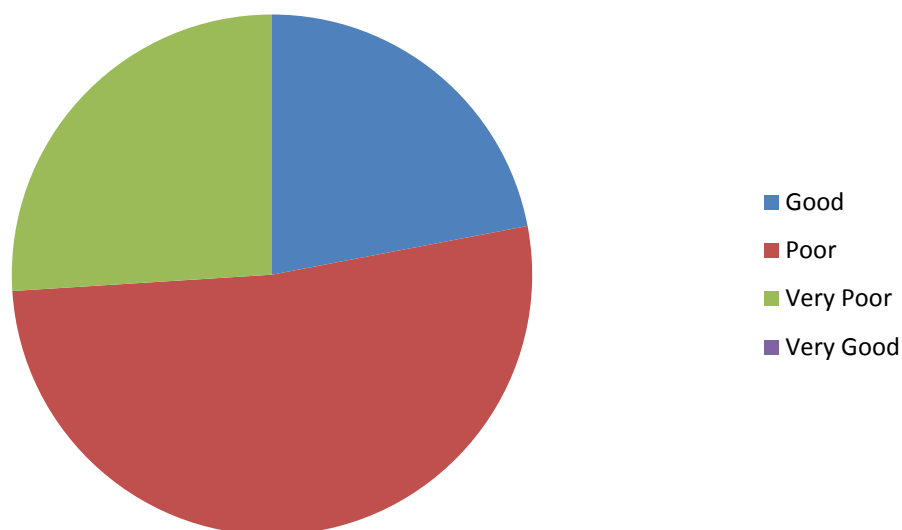
5. **Women and child Helpdesk:** Every police station in Delhi has a women and child helpdesk. A woman constable is deputed at this helpdesk round the clock and they are entrusted with the responsibility of looking into the grievances of women and children.

4.3 Findings from Survey

A survey was conducted to analyse the general perspective of public about the working of police. The intern could understand the sensitivity of the topic “Police Public Relations” while conducting survey amongst public. In general, people were unwilling to talk about the police fearing that they may be hauled up by the police if they speak against them while some people mentioned that they are not really considerate about the issues relating to police-public relations and for them maintaining as much distance as possible from the police officers seems like a good solution. So, the intern conducted a general survey which includes response from people across India as it is widely circulated online as well as talking to people residing in and around Delhi. The sample size of the survey was 250. Out of 250 respondents of the survey 100 people have registered a complaint by going to a police station and had first-hand experience of interacting with police officer while 80 people have interacted with police personnel during the process of police verification for getting a passport while 70 people have not had any interaction with police officer.



State of Police-Public realations



- All the respondents who went for police verification admitted paying bribe while only 2 out of 100 claimed to have paid bribe for registering their complaint in the police station.
- 66.8% people accused police personnel of behaving rudely with general public
- 82.8% people believed that police is not politically neutral.
- 63.6% people felt that improving the service conditions for police personnel like raising salary, providing enough resources like transportation facility, decreasing working hours, etc. can go a long way in improving the current state of police-public relations.
- 72.8% people knew about Community Policing and all the people who knew about it agreed that adopting community policing strategies can bridge the communication gap between police and public.

5. Recommendations

Sensitizing people about working of police

1. Mandating the putting up of posters or distributing leaflets in every locality regarding how to file a FIR, distinction between cognizable and non-cognizable offences. This can be achieved by contacting schools and asking them to include a project related to sensitizing people about working of police which has to be done by students. A workshop or a visit to police station can be organised by the local police station to help the students with their project. In the visit to police station, the police officer mentioned that public is ignorant towards the working of police station for instance, they are unaware of the fact that FIR is registered by police only for the cognizable offences.
2. Summer and winter training for students studying in Class 5 to Class 10 can be organised. The training should be of 15 days. This will make the students sensitive towards working of the police officers as they will be working with police officials and can understand the difficulties faced by them. Traffic training by constables can be employed to impart training related to traffic rules. The activities that can be undertaken in the summer/winter training will be finalized after discussion with the schools, public and police officers.
3. The police have to become transparent in its functioning if they want cooperation from the public. A person can be employed in the police force whose sole duty is to do the documentation of the work done by police. The report should include the number of FIRs registered, conviction rate, complaints' against police officer, number of pending cases, their achievements and failures during a particular year. This report should be made available in the public domain by uploading it on website as well as a copy of this report should be present in every police station so that the public can review it if needed.

Technical Innovation

The scope of these technical innovations may be limited to big cities where there is enough technical manpower expertise as well as general public is conversant with technological innovations.

1. A mobile app can be introduced which tells you the name of the police station which is entrusted with the incidents of crime in that area. You can either enter name of the place to know the name of the corresponding police station or you can use the GPS to feed your location. The app may include the steps on how to file a FIR or register complaint against the police personnel who refuses to register the complaint. In many cases, it has been found that people are unaware of the police station jurisdiction in which the person has to go and report the crime. The official website of the police should also contain the same facility.

2. Also, the status of complaints, FIR should be updated regularly on the website so that complainants do not have to visit police station again and again to retrieve the information. This will prove to be a win-win situation for both police and public. The public will save time and resources for making a visit to the police station while the police station will not get crowded with the public who come to police station just to get updates about their cases.

Community Policing

1. In this form of policing, police works in close association with the public be it through assisting the police in their work or providing information to the police regarding any immediate danger or mishaps.
2. It is a proactive form of policing which involves predicting or identifying the immediate problems in the neighbourhood and then coming up with a feasible solution to counter the problem by discussing the same with community members.
3. Several community policing experiments have already been adopted in different states of India. Some of them are Friends of Police in Tamil Nadu, Samarthta Yojana Community Policing experiment in Coimbatore city, etc. These Community Policing experiments in different places in India can be analysed and then these policing models can be replicated as per the needs of the corresponding community/societies.
4. Community policing can help in solving the two major problems faced by police in India. Firstly, it can help in solving the problem of lack of manpower which is paralysing the police. Also, it helps in the restoration of faith towards police in minds of public so people are willing to help police in their working which contributes to the efficiency of police.

Improving working conditions for Police personnel

1. On an average, a person working in a public firm works for eight hours while a police personnel works for 16-18hrs. These long working hours take toll of their health as well as due to sleep deprivation they become irritant and hostile in nature. We cannot expect a police personnel to work for these long hours and yet be polite and humble. This problem can be solved by allowing the police to work in shifts of 8-12 hours as well as providing them with proper incentives if they are required to work for more than 12 hours.
2. Lack of incentivization to the police personnel working at the rank of constabulary as there are very less chances of promotion to higher ranks. This problem can be solved by implementing National Police recommendation which says that there should be only two levels of entry into police one at the rank of constabulary and other through UPSC examination. This will enhance the chances of promotion of the constables to higher ranks and also decrease the concentration of police force to lower rungs of police department.
3. Since there is a lack of number of police vehicles, generally a police personnel uses public transport or private vehicle to commute to the scene of crime or court. Although there is a provision for getting reimbursement for the cost incurred while a policeman is on duty but it is rarely accessible to the policeman as the procedure followed for getting reimbursement is

very cumbersome and time taking. This often forces a policeman to resort to taking bribes from public. A reimbursement section should be formed in each police station where the police personnel may go for the same. A simple procedure like filling up a form and attaching receipts along with it should suffice for getting the reimbursements. Also, there should be some stipulated time in which the reimbursements have to be done.

6. Suggestions for future work

The topic provided to the intern is based on “Police Public relations” which is a very vast one so the intern could not cover all the aspects of the topic. These are the suggestions which the intern thinks can help in going forward with the project:

1. Analysing the content of training and its effect on the behaviour of police specially the lower ranks of police.
2. Talking to the concerned authority in the schools for the provision of including a project related to the working of police.
3. Visiting NGOs to understand their viewpoint on the topic of Police-Public relations and knowing about the initiatives taken by them in this regard.
4. Critically analysing the community policing experiments in India and how far it has helped in bridging the gap between police and public.

7. Conclusion

- The preconceived notion about the police that people have in their minds either by listening to other people experiences at the police station or the picture of police portrayed by the media contribute in the public being partial and are prone to believe whatever the media says without using their discretion or trying to see both sides of coin.
- The varied nature of work of a policeman which comprises of maintenance of law and order, investigating a crime as well as ensuring VIP security is also one of the reasons of inefficiency of police. For instance, Delhi is a place where a lot of VIPs reside so ensuring security to them becomes a tedious job as already there is a lack of police force in the police department.¹⁴The global average ratio of police population to citizens is 270 while in India the ratio is 120.
- One of the major problems is that there is no proper way to check the abuse of power by police. If a police officer abuses his power, then the complaint has to be made to the senior officials of that police station. The inefficiency of this mechanism is evident from the fact that “¹⁵In 2012, 205 cases of human rights violation by police were reported out of which only 19 cases were charge sheeted and none of the police officer have been convicted.
- People often have a habit to generalise things say a person has bad experience with one officer in a police station then by that experience he has a tendency to believe that the whole police department is like that.
- A policeman is on duty round the clock, do not have any time for their family which often makes them dissatisfied and also takes toll of their health.

¹⁴ <http://insightsonindia.com/2011/08/05/police-reforms-in-india-the-story-so-far/>

¹⁵ Crime Report, www.ncrb.nic.in

8. References

Places Visited

- Barakhambha Police Station
- Hauz Khas Police Station
- Nebsarai Police Station
- Hazrat Nizamuddin Police Station
- Sarojini Nagar Police Station
- Patiala District House

People met

- Shri R.A. Sanjeev, DCP Vigilance, Delhi
- Shri Swadesh Prakash, SHO (Barakhambha Police Station)
- Smt. Kavita, Constable (Barakhambha Police Station)
- Shri Nirbhay Sharma, Senior Sub-Inspector (Hauz Khas Police Station)
- Smt. Diksha Chowdhary, Constable (Hauz Khas Police Station)
- Shri Mahendra Singh, Head Constable (Hauz Khas Police Station)
- Shri Anand Kumar, Sub-Inspector (Nebsarai Police Station)

Websites Visited

- www.mha.nic.in
- www.bprd.nic.in
- www.ncrb.nic.in
- www.humanrightsinitiative.org
- www.delhipolice.nic.in

9. Appendix A

Date: June 17, 2014

Time: 11:30 AM

Person: Shri R A Sanjeev

Designation: DCP Vigilance, Delhi

Duration of Discussion: 45 minutes

Discussion:

1. Discussion on Ways of assessing the effectiveness of a Police station in Delhi. The parameters used in the assessment include measuring public satisfaction level by asking them to fill surveys, law and order situation in a particular jurisdiction, conviction rate of culprits also known as success rate and the complaints received against police official or police stations
2. Generally people are unaware of the process of working of police department. Also, mostly people see police through the eyes of what they see in daily news channels or by reading newspapers. The media is not interested in showing the truth rather it tries to manipulate news in order to increase the TRP of its show. The police department being a disciplined department allows only some of the designated officials to interact with the media.
3. A mobile app called “ Delhi Police Lost Report” was launched by Delhi police for registration of reports related to lost mobile phones/documents. The complainants get a digitally verified report which can be used as a legal document. Earlier, the complainants had to wait for hours in order to report about any lost documents/mobile phones.
4. The strength of women police in Delhi is approximately 12% against the governments mandate of 24%. They perform same functions as done by their male counterparts. In police control room, women constitute 80% of the work force.

Date: June 17, 2014

Time: 12:25 PM

Person: Shri Swadesh Prakash

Designation: SHO, Barakhambha Police Station

Duration of Discussion: 1 Hour

Discussion:

1. The SHO showed me a report regarding briefing done in the morning by the higher rank police officers to the beat constables and other police personnel to remind them of their duties like responding to distress call in a polite manner, seeking information from the eyes and ears of the police, D K Basu guidelines, Juvenile justice act, etc.
2. An “Aap ka update” is duly maintained by Delhi Police which shows status of the works done by police on the reported FIR. It is regularly checked by higher rank officials and they also suggest as to how to proceed further with the investigation.
3. The SHO also told me about various schemes/initiatives undertaken by Delhi police like Yuva initiative which strives to provides encouragement to economically backward and misguided children towards extracurricular activities. The Pehchaan Scheme started by Delhi police works to identify lower class people of the society who do not have any identity cards and helps them in getting identity card like Aadhar Cards.
4. He further discussed about the problems faced by police officers like they have to work round the clock which takes toll of their health and that they hardly get any time to spend with their family due to their busy schedule. Also, The SHO told me that they do multitasking all the time. I was sitting in his office and talking to him and there was a walkie-talkie in the office from which updates were coming regularly from different places and he was attending to the other doubts of police personnel in between.

Date: June 17, 2014

Time: 1:30 PM

Person: Kavita

Designation: Constable(Women Help Desk)

Duration of Discussion: 20 mins

Discussion:

Age : 26 years

Working Experience : 2years and 6 months

Working Hours : 8 hrs (Time not fixed sometimes day duty other times night duty also)

Educational Qualification : B.A

Salary : Rs. 23000 (after deducting some amount for pension)

Housing facility : Lives in Palam in a rented house.

Reason for joining : To earn a livelihood.

Mode of transport : Metro (metro card provided by government)

Date: June 23rd, 2014

Time: 3:30 PM

Person: Shri Nirbhay Sharma

Designation: Senior Sub-Inspector

Duration of Discussion: 1 hour

Discussion:

1. Lack of resources like transporting facility is a major deterrent towards the functioning of a police station. Also, getting reimbursements for the expenses incurred in carrying out investigations or other work related to policing is a tedious and cumbersome job.

Suggestion: A reimbursement section should be formed in each police station where the police personnel may go for the same. A simple procedure like filling up a form and attaching receipts along with it should suffice for getting the reimbursements. Also, there should be some stipulated time in which the reimbursements are made.

2. Regarding the winter/summer training of student, the students can be asked to create eye-catching posters to create awareness amongst the public about how to ensure safety in homes/work place/market, or what to

do when they see some unclaimed bag, etc. The police officers will help the students by providing proper information for the same.

3. Investigating a case requires special training and scientific expertise which is clearly lacking with the police officers as they do not have enough time to get special training because of wide range of responsibilities entrusted to them. Earmarking police staffs for the purpose of investigation is a prerequisite for the efficient functioning of police.

Date: June 23rd, 2014

Time: 4:30

Person: Shri Diksha Chowdhary

Designation: Constable(Women help desk)

Duration of Discussion: 15 minutes

Discussion:

Working Experience : 3 Years

Working Hours : 8 hrs -12 hrs

Educational Qualification : P.G in English

Salary : Rs. 23000 (after deducting some amount for pension and also includes 3000 for house rent)

Housing facility: Lives in Uttamnagar in own house.

Reason for joining: Poor Economic conditions.

Problems faced: Long working hours.

- Women constables are not kept working for more than 12 hours while for men constables working hours can sometimes extended upto 18-20 hrs.
- While discussing about the kinds/nature of complaints they receive from complainant, I the intern got to know that most of the rape cases are not genuine.
- The woman helpdesk is indeed helpful as women do not hesitate to discuss their problems with the woman constable.
- People in society often see the police as villains or oppressor as human beings have a tendency to generalize things. If a person has had any bad experience with a police official he has a tendency to blame the whole police department and these people serve as a major target for the media as they are prone to believe whatever bad image of police is kept before them.

Date: June 23rd, 2014

Time: 5:15 PM

Person: Shri Mahendra Singh

Designation: Head Constable

Duration of Discussion: 15 minutes

Discussion

- Public often accuse police of talking rudely/harshly, the main cause behind it is the long working hours which makes them irritated and causes them to

snap at the public. When a newly recruit constable comes in a police station he is polite in behaviour but in just four years he become rude and harsh in his behaviour as a result of the frustration arising from the long working hours.

- The police officers are not thought of as humans and no one understands that they do have a family to take care for which they can hardly do due to long working hours.
- Lack of transportation facility is also a major deterrent. Generally, they have to use private or public vehicles for going to the crime scene or courts and getting reimbursement for these expenses is a tedious and time taking work.

Date: June 25th, 2014

Time: 2:40 PM

Person: Shri Anand Kumar

Designation: Sub-Inspector

Duration of Discussion: 1 hour

Discussion:

- The police officer mentioned that in a time span of 30 days, he gets to sleep in his home only for 10 days and for the rest of days he has to sleep in the police station. The average working hours is 16-18 hours. Since, there is a lack of manpower in police station so getting leaves becomes a very difficult task.
- The work of a policeman is such that he cannot become good in eyes of all the people because amongst the public only there are people who commit crimes.
- Also, something needs to be done to check the long working hours of sleep as this makes them prey to various kinds of diseases due to lack of sleep. This also affects their behaviour with the public.
- I also got to know that most of the cases of rapes and dowry are not genuine. In the aftermath of Nirbahaya case, strict rules and regulations were put into effect to protect the woman. It has been found that some women are taking undue benefits of these strict rules meant to protect them by filing false cases like sexual harassment or even rapes. Something needs to be done to prevent its misuse.
- When a complainant comes to police station, he is in grief and expects the policeman to look into his matter at the earliest and take sufficient steps to help him out but he fails to understand that a police officer has to look into a number of cases which often results in the dissatisfaction of the person. The police officer also told that we sometimes offer tea or water to the complainant to put him at ease.
- The public also fails to understand that there is shortage of manpower in police department. At times, people call in PCR to say that there is a vehicle standing outside their house and ask the police to come and vacate the

space outside their house. These petty cases lead to diversion of manpower of police and because of these sensitive cases have to suffer. People need to understand the problem of shortage of manpower in police and try to solve petty problems by themselves. This will help the police in their effective functioning.

“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

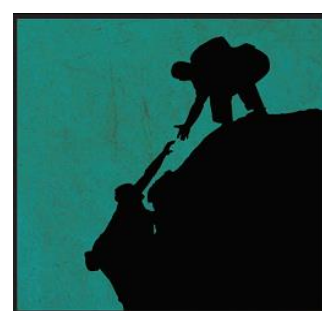
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