



भारतीय लोक प्रशासन संस्थान
INDIAN INSTITUTE OF PUBLIC ADMINISTRATION
Building Capacity for Good Governance

ಭಾರತೀಯ ಸಾರ್ವಜನಿಕ ಆಡಳಿತ ಸಂಸ್ಥೆ

Karnataka Regional Branch

ಕರ್ನಾಟಕ ಪ್ರಾದೇಶಿಕ ಶಾಖೆ

Virtual Newsletter

ವಾಸ್ತವ ಸುದ್ದಿಪತ್ರ

Vol. 2 No. 2, February 2021

(For Private Circulation Only)

Special Issue on Police Reforms



Contents

1. A Note from the Editor
2. Lead Article: *Rethinking Police Reforms in India*
3. Report of Branch Activities
4. Document: *Policing in Bengaluru during the Pandemic*
5. Gender Matters: *UN Police Gender Toolkit*
6. Miscellany: From *The Hindu* Archives 100 Years Ago

A Note from the Editor



Shri. S. Ramanathan, IAS (Retd.)
Chairman,
Indian Institute of Public Administration
Karnataka Regional Branch

Before getting into matters pertaining to the contents of this newsletter, I would like to place on record, my warm appreciation of the Editorial Board in felicitating me on the occasion of my entering into my 93rd year, and reproducing an updated citation that captures the milestones in my career in the Civil Service, and after, in the last issue of the Newsletter. I am immensely grateful to all those who wished me on the occasion. I am deeply touched by the enormous goodwill and affection that my friends, former colleagues and well-wishers continue to bestow on me.

As far as this issue of the Newsletter is concerned, an apology is due for the delay in its release. In future, we will strive to ensure that the monthly newsletters are released by the middle of the month.

This issue is a **Special Issue** on **Police Reforms**. The **Lead Article** is by **Dr. A. Ravindra** on “*Rethinking Police Reforms in India*”. We also carry a report of the webinar organized by this Branch on the same subject. In the section on **Documents**, we reproduce the Executive Summary of a report, “*Policing in Bengaluru during the COVID-19 Pandemic*”, published by **Janaagraha Centre for Citizenship and Democracy** and Hanns Seidel Stiftung. In the section on **Gender Matters**, we share with readers the **UN Police Gender Toolkit** which contains Standardized Best Practices on Gender Mainstreaming in Peacekeeping. The contents of the document can be accessed by clicking on the link. In the **Miscellany** section, we carry a report from *The Hindu* Archives 100 years ago, on important modifications of the language subjects for the final Indian Civil Service examination.

We are happy to inform readers that the Branch has signed a Memorandum of Understanding with the **Ramaiah Public Policy Centre**, Bengaluru, to collaboratively organize programmes. We are in the process of signing similar documents with other leading educational and research institutions in Bengaluru.

.....

Lead Article

Rethinking Police Reforms in India

A. Ravindra, IAS (Retd.)

Former Chief Secretary, Government of Karnataka

We have recently been witness to a curious but sad spectacle of a public spat between two senior police officers of Karnataka. Though the state government has transferred both of them, the episode reflects a deeper malaise within the police force.

The Indian Police Service which replaced the earlier Indian Imperial Police in 1948 has the responsibility to provide leadership to the police forces in the states and the union. The first Police Commission set up as far back as 1865 defined the 'Police' as a government department "to maintain order, enforce the law and detect crime". With the expansion of government activities and increasing security issues, the scope of functions was broadened to include matters like collection of intelligence, VIP security, economic offences, social legislations and disaster management.

The number of cognisable offences under IPC during the last decade in India increased by 63% and offences under special and local laws by 73%. No doubt, the police work under certain limitations, such as lack of adequate personnel and modern equipment. What however matters most in terms of performance in services like the Armed Forces and the Police are discipline and leadership. And it goes without saying that in the absence of proper leadership, it is not possible to enforce discipline. Unfortunately, this seems to be the case in respect of the IPS, as evident from the glaring exposure of differences among senior police officers across the country.

Two years ago, we witnessed an ugly battle between the two senior-most officers of the CBI and even the mighty central government found it difficult to control the situation. In states including Karnataka, bickering within the higher echelons of the Police are not uncommon. Occasionally, they surface and become the subject matter for the media and juicy gossip.

In my understanding, the reasons for the present state of affairs are:

1. As officers move up the hierarchy, senior positions with substantive work are not available in proportion to the number getting promoted. After working as Superintendent of Police where you are in direct command of the entire police force of the district, you get promoted as DIG, then as IG and later as ADGP which are more of supervisory positions devoid of direct powers. Only a few officers get the opportunity to work as Deputy Commissioners of Police in large cities and fewer still as Police Commissioner and the top position of DGP. A number of posts equivalent to DGP and Additional DGP do not carry the same prestige and power. Those denied 'key' positions feel bypassed, leading to frustration and disappointment.
2. Politicisation of the police force has created divisions and dissensions within the department. Political leaders asking for certain officers to be posted to particular positions and some officers jockeying for their favourite positions make for a perfect nexus between the two classes, pushing public interest to the background. It is therefore no surprise that investigation agencies are often misused, resulting in denial of justice to the uninfluential.
3. Inspiring leadership within the police forces is becoming rare. Not because there are no officers who can provide such leadership; there are individuals with outstanding

ability and uprightness, but because the system seems to have demotivated them. Unless they are free to take independent decisions and are supported by higher authorities, they choose the path of least resistance.

The need for police reforms in India has engaged successive governments from the time the National Police Commission was set up in 1979. Unfortunately, the recommendations made by the various commissions and committees received little attention, leading to a PIL in the apex court by two retired DGPs, following which the Supreme Court issued a set of directives. According to a study by the Commonwealth Human Rights Initiative, no state has fully complied with the court directives - such as constitution of Police Establishment Board to decide on transfers and promotions, State Security Commission to ensure that states do not exercise unwarranted influence or pressure on the police, and Police Complaints Authority to deal with complaints from the public. More importantly, most states have failed in providing officers a minimum tenure of two years in a post.

Governments seem to view reforms more from a management perspective and tend to focus on matters like providing more funds, increasing technological capacity and upgrading infrastructure, while the real challenge lies in behavioural change. Issues like assertion of police power, lack of courtesy while dealing the public, custodial deaths, fawning over VIPs, unprofessional investigation, etc. have nothing to do with shortage of resources or manpower, they are behavioural in nature. What is therefore required is a rethink on the nature of police reforms. Let me mention a few:

1. The fundamental issue relates to recruitment. The time has come to delink recruitment to the IPS from the combined examination process of All-India Services that include the IAS and the IFS, and Central Services. The policing profession belongs to the specialist and not generalist category. Hence the method of selecting officers for a job that requires specialised skills ought to be different, as in the case of the Indian Forest Service to which recruitment is made separately, without clubbing with the other services. It would be worth examining if entrance tests to the police service could be designed on lines similar to those of the armed forces, with appropriate changes.
2. Cadre management of the IPS must be streamlined to ensure that intake each year is proportionate to the actual functional requirement at higher levels, to avoid the predicament of persons landing up in sinecure positions. The unhealthy practice of posting IPS officers to non-IPS posts must be given up (like the recent posting to Karnataka Handicrafts Development Corporation).
3. It is not easy to fully avoid political interference in some form or the other, unless the police is given functional autonomy. This is not likely, as such a decision has to be taken by the political executive which relies on the police to achieve some of its own ends. The best way of dealing with and minimising political pressure is to build effective leadership within the police force, which consists primarily in developing a strong work ethic that includes integrity, professionalism, impartiality, sensitivity in dealing with others and concern for people's safety and welfare.

Bringing about this behavioural change will be crucial in moving towards an effective and humane police service.

.....

Report of IIPA-KRB Activities

The **Karnataka Regional Branch** of the **Indian Institute of Public Administration**, in collaboration with the **Centre for Sustainable Development**, Bengaluru, organized a webinar on the theme, “*Rethinking Police Reforms in India*” on 30th January 2021, in virtual mode. It was chaired by **Dr. A. Ravindra**, IAS (Retd.), former Chief Secretary of the Government of Karnataka. The Panellists were the following:

1. **Dr. Ajai Kumar Singh**, IPS (Retd.), former Director-General and Inspector-General of Police, Karnataka;
2. **Mr. R. Srikumar**, IPS (Retd.), former Member of the Central Vigilance Commission, New Delhi and former Director-General and Head of Police Force, Karnataka;
3. **Mr. K.H. Gopalakrishne Gowda**, IAS (Retd.), Member, Police Complaints Authority, Karnataka; and
4. **Mr. Praveen Sood**, IPS, current Director-General and Inspector-General of Police, Karnataka.

Dr. D. Jeevan Kumar, Secretary of the Karnataka Regional Branch of the IIPA welcomed the panellists and the participants. In his Introductory Remarks, **Mr. S. Ramanathan**, IAS (Retd.), Chairman of the Regional Branch underscored the fact that Police Reforms is a subject of tremendous contemporary relevance, and needs to be understood from the perspective of contemporary challenges, like the political scenario, growth in population and the prevailing ground reality.

Introducing the theme of the webinar, **Dr. A. Ravindra** said that Police Reforms were not new, as several committees and commissions have made several pertinent recommendations, and there are directives from the Supreme Court, too, to this effect, but with little reform being shown on the ground. The three major issues of concern are (1) An exponential increase in the number of cognizable offences and crimes in the last two decades; (2) The perceptions in the public that the policeman is not a friend, and is to be feared; the absence of common courtesy extended to member of the public, when s/he visits a Police Station, with whatever problem; and the stigma of corruption that surrounds the police force; and (3) The question of failure of leadership of the top brass in the police. What is therefore required is a rethink on the nature of police reforms. Dr. Ravindra referred to three areas of reform, which would serve to address the areas of concern described above:

4. There is need for a change in the recruitment policy, as the policing profession belongs to the Specialist and not Generalist category.
5. Cadre management of the IPS must be streamlined to ensure that intake each year is proportionate to the actual functional requirement at higher levels.
6. It is not easy to avoid political interference in some form or the other, unless the police is given functional autonomy. The best way of dealing with and minimising political pressure is to build effective leadership within the police force, which consists primarily in developing a strong work ethic that includes integrity, professionalism, impartiality, sensitivity in dealing with others and concern for people’s safety and welfare.

According to Dr. Ravindra, bringing about a behavioural change from within, will be crucial in moving towards an effective and humane police service.

Dr. Ajai Kumar Singh, (former Director-General and Inspector-General of Police, Karnataka) divided Police Reforms into two categories: There are the *Big Ticket* reforms which involve amendments to existing laws and codes, but there are the smaller reforms which could be brought about fairly easily by the State Government and by the Police Department itself. The latter set of reforms should be an on-going process, he said, referring to initiatives like the introduction of ‘*Hoysala*’ vehicles for patrolling the city and the Public Interface Programme, which have been generally well received by the public, but which could be improved further. Another area of internal reform is to make it easier for a complainant to register FIRs with the police, despite the apprehension on the part of the police that this will lead to an exponential increase in the number of cases being filed, which would reflect rather poorly on the Police Department’s crime-handling ability. But this should not matter, opined Dr. Singh. He desired the department to keep complainants in the loop as regards progress in investigation, and to take prompt steps to return stolen property to the rightful owners, which are some sore points with the public. Something may also have to be done as regards frequent court appearances on the part of the Police. Referring to the suggestion of changing the recruitment policy with regard to the Police Service, Dr. Singh stated that he was against the idea. The Police Service cannot be compared to the Army. The work done by the Police Department is in the nature of a service, and, as such, there should be no regimentation in the police force. The need of the hour is for professional training to be given to the police, with an emphasis on integrity and courage of conviction. There is an urgent need for inculcation of a professional internal work culture. The motto of the police force should be, “*Nondavarige Neravu*” (succour for those in distress).

Mr. R. Sri Kumar, (former Member of the Central Vigilance Commission, New Delhi and retired Director-General and Head of Police Force, Karnataka), began by recalling a similar seminar conducted by IIPA ten years back. Indifference to Police Reforms pretending inadequate resources, has persisted despite directions of the Apex court, and this amounted to contempt of court, according to him. He referred to a recent statement of the current DGP, Mr. Sood to show that adequate resources were indeed being made available now for crime investigations and police welfare etc. Therefore, police reforms should be pursued in right earnest, beginning from within the police force. He wanted policing to become citizen-centric, as the citizen is the ultimate sovereign in a democracy. Punishments should visit the rogue elements in the Police department quickly and the Criminal Justice system should get revamped, to ensure speedy trial for all those accused of any crimes. He strongly advocated leveraging available Information, Communication & Technology (ICT) to bring about marked changes in policing. Quoting the example of *Project Vigeye*, a mobile application that was launched while he was a member in CVC in 2010, he said that the app facilitated whistle blowers to precisely report bribery and corruption cases, without fear of reprisals, etc. He said that free registration and elimination of burking is possible by using such mobile apps. Citizens could share vital intelligence with evidence directly into a Central Digital Depository. Right from reporting a crime, all material facts could be collected, collated and analysed in the Central Repository, without fear of any manipulation by vested interests seeking to escape punishment for their crimes. Stakeholders could be given access rights to the pool of information, at the right time, thereby ensuring total transparency in police investigations. Such a repository could also help in building a Knowledge Management

System, to bring about continual improvement. Metrics could be introduced to monitor the progress being made.

Mr. Sri Kumar said that there was a need for standardising the Rules of Engagement in policing. While Rule of law invariably got underlined in crime investigations, the Rule of Engagement was more in practice in Law and Order situations. Strictness in police actions should get escalated, depending upon the conduct of those challenging the State authority. In his view, both these Rules had to have their place in dealing with maintenance of order as well as solving a crime. Humaneness in police enforcement could help in winning the hearts of the public at large. Sri Kumar emphasised the need for building the required skill-set among all categories of police personnel and said that Catechism mentioned in the Police Manual needed to be widely practised, especially using ICT tools available today. Let us get together to professionalise the policing in Karnataka using digital transformation, he exhorted.

Mr. K.H. Gopalakrishne Gowda, (Member, Police Complaints Authority, Karnataka), gave an introduction to the establishment of the Police Complaints Authority, following a verdict by the Supreme Court, and explained its objectives and composition. While the need to have representatives from civil society deserve appreciation, it is proving difficult to fill up these vacancies with those with the right credentials and background. He felt that the law could be reformed here, to ensure that all vacancies are filled up. Mr. Gowda listed the nature of complaints that generally come up before the Police Complaints Authority: Non-registration of FIRs; not following the '*First Come, First Served*' principle in registering complaints; discrimination being followed in dealing with complainants; inordinate delay in investigating cases; and bias and favouritism on the part of police personnel. Dealing with the above required a sea-change in the mental attitude of police personnel, concluded Mr. Gowda.

Mr. Praveen Sood, the current Director-General and Inspector-General of Police, Karnataka, clarified at the outset, that he was speaking not as the DG & IG of Police but as an ordinary policeman and as a common man. He stated that it is time to rethink '*Police Reforms*', in the present context, as several changes have taken place in the eco-system within which the police operate. If reforms are to happen, people with power should be willing to concede. Increase in crime is actually a reflection of society. At the same time, crime statistics do not reflect ground reality. While the data generated by the National Crime Records Bureau serves as fertile ground for the media, there is no mention of '*Response Statistics*' to give an idea of the work being put in by the Police Department. All these call for a paradigm shift in Police Reforms, beginning with internal reform. The policeman's basic needs require to be taken care of, first, which include a decent work environment, comfortable accommodation, periodic training, and technological upgradation of work and workplace. Mr. Sood concluded by stating that three sets of reforms, coupled with civil society support, would go a long way in improving the existing scenario: (1) Every offence should be supported with evidence; (2) There should be Zero Tolerance of every offence; and (3) Leverage technology for better impact of police work.

Responding to issues raised during discussion, Mr. Sood said that he too was not in favour of changing the system of recruitment for the Indian Police Service. In his view, there was a need to bring all services together, so that they appreciate each other's problems and work in unison. There was a particular need for the Indian Administrative Service to understand the problems of Police Administration. In response to other questions, Mr. Sood said police

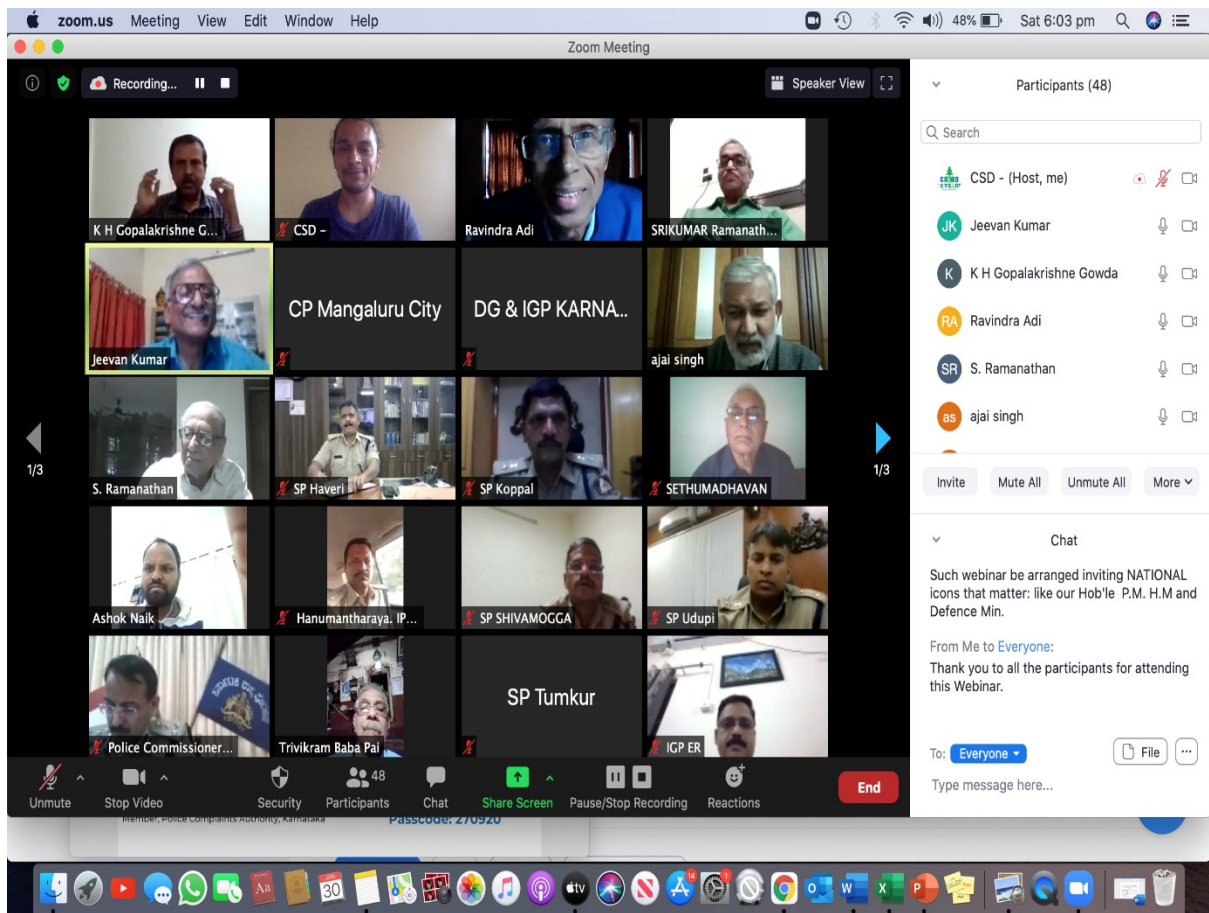
officials should not use the media to settle scores; he was in favour of disciplinary action to be taken against those who choose to do so. The media should only be utilized regarding professional matters. Mr. Sood also expressed himself against the segregation of crime and police investigation from law and order matters, and cognizable offences from non-cognizable offences, as there was a need to look at such issues in totality. In response to a question, “*Do Police personnel have Human Rights?*”, Mr. Sood stated that what was needed was a commission to look after the interests of the police.

The webinar evoked active participation from the floor. With reference to police officers utilizing the media to settle scores, **Mr. Gopal Hosur** said that the problem was more with the media. There is need for a Media Doctrine, with a list of do’s and don’ts for the Fourth Estate. **Mr. Pratap Reddy** expressed the view that there is too much of a post-mortem of the role of the police in investigating crime and other matters. Considering the fact that there are several backward and forward links involved in most crimes, which call for a thorough investigation into each of them, it is unfair to single out only the police in conducting a post-mortem. **Mr. Trivikram Pai** called for an attitudinal change in the police force – policing with kindness - which could be imparted during training. He was in favour of introducing Diploma Courses in Policing, where such humane elements could be emphasized.

In his concluding remarks, **Dr. A. Ravindra** said that there was a need to look at Police Reform in totality, by relating it to reform in other sectors of the eco-system. One should also understand the enormous pressures among the police force in responding to the call of duty. “*Rethinking Police Reforms in India*” requires an understanding of the problems facing the police, as well as the public, in totality, he concluded.

Below

A screenshot of the Panellists and some participants at the webinar



Documents

Public Perceptions of Police and Policing during the Pandemic

Policing in Bengaluru during the COVID-19 Pandemic
Janaagraha Centre for Citizenship and Democracy
and
Hanns Seidel Stiftung
December 2020

Executive Summary

The COVID-19 pandemic has brought to the fore the huge gaps in the capacity of Indian cities' administration to address the challenges that such a crisis brings. The Police Department in Bengaluru, as in many other cities across India, has stepped in to help with many COVID-19 related response tasks. Through much of this work, they have worked with the Community Policing model and engaged with citizen volunteers at scale. In all of this, the police are essentially working in areas for which they have received no prior training or capacity building, given that what we are dealing with is a large-scale health issue and not a law and order problem per se.

India's cities have borne witness to both negative and positive media portrayals of the police during this time, while anecdotally in Bengaluru, for example, the feedback from citizens on the police in this time has been positive. The aim of this work was to systematically research and create an evidence-based picture of policing during the time of COVID-19 from the perspective of citizens, police and Civil Society Organisations (CSOs) in Bengaluru. In particular, the research aimed to understand what worked well and what could be improved with regards to communication and partnerships to work together, by these different stakeholders, on key issues during the pandemic. This was done with a view to further such partnerships and capitalise on learnings with regards to behaviour, resilience, engagement and commitment from the police, which could become the focus of training points as we move forward, whether in crisis or not.

Methodology Surveys were undertaken with the three stakeholder groups:

- 525 citizens of Bengaluru/citizens in Bengaluru during the pandemic were surveyed through an online survey. Citizens were of a range of ages, genders and socio-economic backgrounds.
- Qualitative interviews were done, face-to-face, with 24 police personnel of a range of ranks, from 24 police stations across the city.
- 14 citizens, affiliated with CSOs in Bengaluru or citizen volunteers, completed an online survey.

Findings

The overwhelming sentiment arising out of this research is a fundamental positive shift in how the police and policing in Bengaluru are perceived, since the pandemic has hit. This is particularly so from citizens - as reported by they themselves and by police in their reflections on how citizens see them. Citizens feel there are more police on the streets, they feel safer and overall, they feel the police are doing a good job during the pandemic. All while citizens are very aware of the additional roles and responsibilities the police have had during the pandemic and the challenges this has led to.

It appears that increased and effective engagement between the police, citizens and communities has been central to the shift, aided at times by technology. *The engagements include positive and helpful police and a greater understanding between both stakeholders.* Citizen volunteers and NGOs, working in partnership with the police, have also been instrumental in this, embodying the Community Policing philosophy and practise which has been growing in the Bengaluru police since 2013. Indeed, citizens who approached the police or who engaged as a volunteer during the pandemic, were overwhelmingly more likely to feel the police are doing a good job than those who had not interacted in this way.

The police themselves noted more engagements with citizens, particularly communities such as women, migrant labourers and the elderly, along with the benefits of extensive use of citizen volunteers, as well as NGOs, to support their work. All while navigating the challenges of manpower, longer hours, judging citizen sincerity, navigating rules, regulations and exceptions as well as ensuring their own mental and physical wellbeing. *Police noted, however, that citizens gained a great understanding of the police challenges during the pandemic which they felt has helped shift the perception.* Maintaining this level of community engagement appears critical to sustaining these improved relations. Indeed, this is

also how CSOs perceive longer-term partnerships working with the police, with they themselves facilitating these engagements.

Next Steps

The police can consider re-energising the Community Policing program and the Area Suraksha Mitra (citizen volunteer) decentralized police station support, and with a more diverse range of community representation within the volunteer base. In doing so, the police can capitalise on the positive behaviours and engagements of both the police and citizens, as well as on social media and other communication tools and apps which have seen increased use during the pandemic. This would help to ensure:

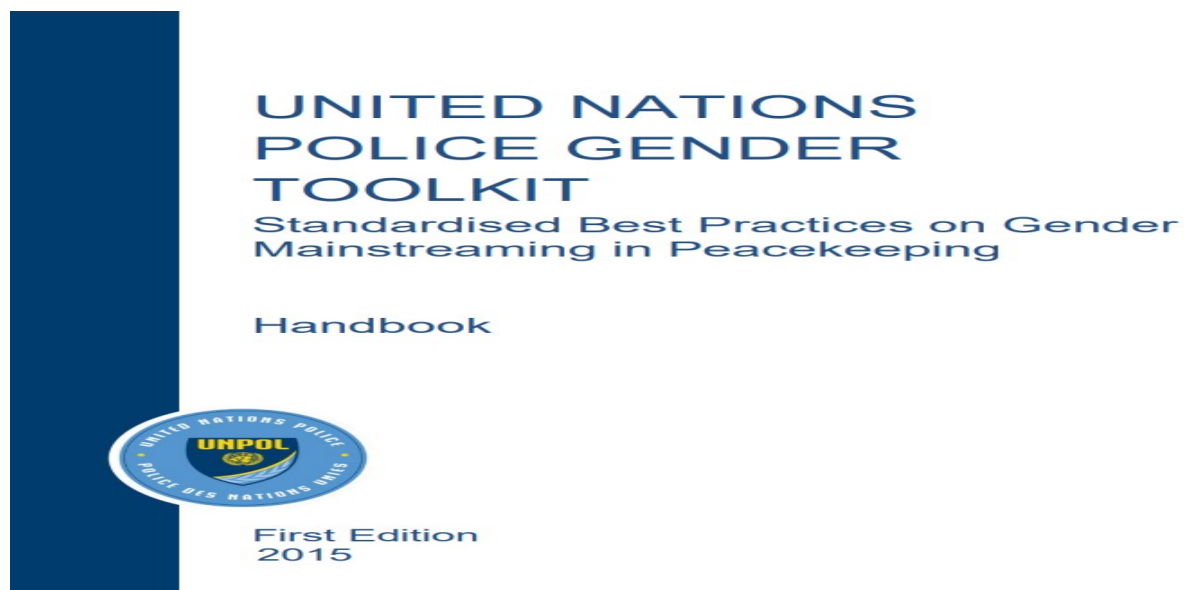
- A continued and sustained police presence on the ground.
- Sustained, deeper and positive engagements with all citizens in hyper-local contexts, both directly and through citizen volunteers/CSOs.
- Targeted and effective engagements with specific communities like women, the elderly, the urban poor, migrant labourers etc.

All of which would help manpower (and indeed, promote better recognition of citizen volunteers in the community), help to document and identify communities, understand their changing needs and concerns, share up-to-date information (both ways), ensure police presence and availability, build trust, build awareness of crimes and thereby improve responses and engagements across all policing matters, whether in times of crisis or not.

In addition to training and emphasis on community policing, additional focus on preparedness for crises can include preparation of guidelines/SOPs and documents on specific, vulnerable communities, essential items, exceptional circumstances and response approaches. All while continuing to maintain focus on the physical and mental wellbeing of the police personnel.

.....

Gender Matters



The **United Nations Police Gender Toolkit** is a training package of best practices for mainstreaming gender into police activities in peacekeeping operations. The package consists of three modules. Module one is on capacity building of UNPOL officers on gender mainstreaming. Module two is on capacity building of the host State police on promoting gender equality. Module three is on capacity building of the host State police on preventing and investigating sexual and gender-based violence. The Gender Toolkit package is available as a comprehensive handbook and an accompanying Compendium of Project Tools; an instructor's manual for in-person training-of-trainers courses; and an online e-learning course.

Please click link given below for details

[UN. Department of Peace Operations - Strategic Policy and Development Section \(SPDS\), Police Division, OROLSI](#)

Miscellany

The Indian Civil Service

From *The Hindu Archives* 100 Years Ago

London, 12th January 1921

The '*Gazette*' announces important modifications of the language subjects for the final Indian Civil Service examination. New regulations which will come into operation immediately prescribe Hindi as a vernacular language which must be taken as a subject by candidates going to Central Provinces. This is the only change in Compulsory Subjects; but considerable changes are announced in Optional Subjects. Candidates may now offer one of the following: Hindi and Mohamedan Law; Sanskrit (for candidates assigned to Madras, Bengal, Central Provinces and Assam); Arabic or Persian or Sanskrit (for candidates assigned to United Provinces or Bihar and Orissa); Persian (for candidates assigned to Bombay or Panjab); Pali (for candidates assigned to Burma).

IIPA-KRB Virtual Newsletter

ವಾಸ್ತವ ಸುದ್ದಿಪತ್ರ

Editorial Board

Chief Editor

Shri S. Ramanathan, IAS (Retd.)

Members

Shri S.V. Ranganath, IAS (Retd.)

Dr. A. Ravindra, IAS (Retd.)

Shri. T. Sethumadhavan, IA&AS (Retd.)

Dr. Priyanca Mathur Velath

Editor

Dr. D. Jeevan Kumar

Feedback/Contributions/Ideas/Book Reviews may kindly be mailed to:

iipakrb.bangalore@gmail.com with a copy to jeeves0607@yahoo.com