

# Academy Journal

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# **BETWEEN THE FIRE AND THE FIRE ENGINE**

**Mahmood bin Muhammad**

**W**hen asked by a member of Parliament to take a neutral stand on an issue, Prime Minister Winston Churchill is said to have replied “How can I be neutral between the fire and the fire engine?”

When Ahmedabad was on fire for three days following the Godhra incident, the local law-enforcement agency remained neutral in a different sense. It was not just a case of passive neutrality or even ineptitude and pusillanimity. Nor was it a case of being victim, of deception and calumny. It was clearly a case of the fence eating into the field and the arm of the law breaking the law.

In terms of sheer nobility, the police, I think, is second only to the medical profession. Just imagine a patient

suffering a heart attack and a victim under a physical attack and their reaction to the sudden appearance before them of a doctor/policeman. In such a situation, the doctor and the cop, both symbols of hope, would appear to be no less than God-sent angels! What Jesus Christ once told the disciples is wholly applicable to the Police: “Ye are the salt of the earth: but if the salt have lost its savour, wherewith shall it be salted. It is then good for nothing but to be thrown out and trampled under foot.- (New Testament, Mathew V 13).

The gruesome happenings in Gujarat illustrate, in a nutshell, the changing face of civil services in the country. The police is the most visible symbol of state authority. For one seeking relief, they are the first in the legal system.

The police agency is the first to hear the anguished cry of a victim in the form of an FIR. "Why is it that we hold a policeman in awe?" asked Rajaji once and himself answered: "It is because we know that the entire authority of the state is behind him." That authority has to be used to relieve and not to cause or ignore human suffering as happened in Gujarat.

There are clear and specific instructions laid down in Police Manuals and Regulations to prevent or pre-empt and control communal trouble. Existing laws are strong enough to tackle any situation. There are resolutions passed by the National Integration Council calling for exemplary punishments to be meted out to errant officials. Communal trouble will stop only when the trouble-makers are convinced that their arrest will be swift, prosecution prompt and sentence substantial. The police should not hesitate to shoot whoever foments communal violence and deal with the situation ruthlessly. Even an overwhelming show of force or demonstrative use of force by firing in the air often ensures that almost no force is used. Quite often, the police themselves to blame; blame it on the bogey of so-called political interference. Hence, the good intentions have no effect and the instructions remain on paper.

I have heard of a Governor of Bihar in British India who issued an administrative fiat to the effect that SHOs in charge of stations where communal riots were endemic should, if one occurred again, assume that they had been suspended from service and abstain from duty. There was no trouble after that. A desperate disease calls for a drastic remedy. It is important that the officials are convinced that if all goes well, they will be rewarded but, if not, heads will roll! Political will and a motivated force are the only answers to communal riots.

What, then, is the problem and how do we set about finding a lasting solution?

Praful Bidwai, an eminent columnist, shared with the readers of the Times of India dated July 28, 1994, certain startling facts revealed during his visit to the Lal Bahadur Shastri National Academy of Administration, Mussoorie, where those selected for the all-India and central services undergo a common foundational course. Here are some of the findings:

"On the night of December 6, 1992 the probationers of the 58th batch held a party to celebrate the demolition of the Babri Mosque. The revelries were attended by a majority of probationers. Among those who "took the lead were some of the top scorers of the all-India competitive examinations."

"The academy's house journal's latest issue carries a piece by Mr. Barun Kumar Sahu, "North-East: Between Islam and Christianity." Around partition, it says, Muslims crossed over to the north-east. In secular India, they only enjoyed special protections ... as such several regions of the north-east are Muslim-dominated, about one-third of the Bengalis living in the north-east are Bangladeshi nationals a large number of such Bangladeshi nationals live in eastern West Bengal, north-eastern Bihar, Delhi and Bombay, etc. Their number may be in crores. Crores of foreign encroachers in India! God save India."

"Mr. Sahu, from a north-east IAS cadre, does not cite a single fact but comments that the region is "getting drowned in the flood of advancing Islam and Christianity" and asks: "In a secular state, will there be some room for the native religions?"

When asked about this, the Director admitted that "there is a significant amount of communal opinion among the IAS probationers ... it is a worrisome phenomenon. We have not been able to tackle this yet, although we are trying." But a former Director, B.N.

Yugandhar hit the nail on the head: "We test people for the wrong things and then are unable to get rid of the chaff."

A few years ago, Vibhut Narain Rai, a senior I.P.S. officer of the U.P. cadre, had come out with certain bitter home truths. In a study conducted under a fellowship at the S.V.P. National Police Academy, Hyderabad, he proved by statistics that "deep anti-Muslim prejudices exist in our police force, that (in communal riots) loss of well over 75 per cent of the life and property was always suffered by the Muslims (in some places 90 per cent) and yet many more Muslims were arrested (and their homes searched) than Hindus."

These conclusions are supported by several judicial enquiry commission reports, viz., Justice Jaganmohan Reddy's report on Ahmedabad (1969), Justice NR Madon's report on Bhiwandi and Jalgaon (1970), Justice Mathew's report on incidents in Kerala (1971), Justice Sir Sinha's report on Jamshedpur (1979), Justice Saksena's report (unpublished) on Moradabad (1980), and the most recent Justice BN Srikrishna Commission report on incidents in Mumbai, following the Babri Masjid demolition in 1992. These reports have highlighted the partisan attitude of the police and also the inaccuracy of the perception that Muslims always start a communal riot. And yet, all such reports remained unimplemented and no offender was punished nor victims compensated. No errant official was also awarded exemplary punishment.

The Gore Committee on Police Training (1971) observed with emphasis: "There is a need for a secular outlook and a sympathetic attitude in dealing with the victims of communal violence and religious bigotry. All the modern equipment and training available in the police force can achieve nothing if their minds are not free from the prejudice of caste, religion and parochialism. The acquisition of a secular outlook is

essential, since the goals of social development can never be achieved if large sections of the people are denied a feeling of involvement on the ground of caste, religion or language. Guidelines have been prescribed by the Government for prompt and determined action on the part of the police and administrative agencies in dealing with problems relating to the minorities. It is necessary to inculcate a habit of prompt, vigorous and firm response on the part of law-enforcement officers whenever the secular concept is under threat.”

BN Mullik (a former IB Director) said: “The mind of every police officer - whatever religion he may profess - must be clear on the point that he has taken a pledge to protect the people and it is his sacred duty to protect the weak against the strong and the minority against the majority.”

The police in modern India face challenges without precedent. The rule of law may be argued in parliament and the courts but it is upheld and practiced in the streets by the police service. Never in our history has the policeman’s job been more difficult. A new brand of police service, insulated from political pressures and accountable only to the courts and the people, with a brand new image of competence, commitment and compassion, is what the country needs. The Mussoorie experience of 1992, quoted above, should have set the alarm bells ringing in North Block as it clearly brings out the need for a wise recruitment policy. Recruitment is the corner stone of the whole public personnel structure. Recruitment means attracting the “right man” to the service, not merely choosing

the best among the applicants as we do now. It is not right to assume that intelligence and integrity, brilliance and character always go together. Training can groom, polish and stimulate but it cannot create. It can awaken the giant, if any, asleep in us but it cannot create one. In any case, it cannot go to the extent of “rectifying the original error.” In many cases, (the age limit being so high) nine-tenth of the damage is already done to the personality of the individual before he enters the police force; only one tenth is left for training. The Gore Committee had recommended development of aptitude and psychological tests which can help to bring out the best and the worst in a candidate at the time of entry. But the recommendation, like many other good ones, is in deep freeze. The mills of government, as always, grind slowly. In the case of the police, they grind far more slowly.

A policeman of today is expected to be far more than a mere watchman. By the very nature of his tasks, he must be a social scientist in action. He must belong to the category of those who can break up a dogfight. He must possess qualities of a contradictory nature, qualities like intellect and commonsense, firmness and tactfulness, the persuasiveness of a lawyer and the impartiality of a judge, the diagnostic skill of a doctor and the endurance of a patient and to top it all, the skin of a rhinoceros and the smile of a film star! Add to these qualities of good leadership initiative, courage, decision-making, besides a sense of humour. He must be impartial, humane and compassionate, which is what secularism is about. He must carry the people with him and, at the same time, be prepared to

obstruct them when communal passions rob them of their innate good sense and judgment. In ordinary matters, he must swim with the current but in matter of principle, he must stand like a rock. The worst thing that can happen to a straightforward officer is a transfer.

Years ago, when a Minister told an SP that he was not popular, the latter had the guts and gumption to reply. “I am not elected, Sir. I was appointed.”

February, 28 was a black day in Ahmedabad for the police when PC Pande, Commissioner, reportedly told Girish Patel, a lawyer and civil rights activist, over the phone: “I am helpless. Even my men are going on the rampage.”

If the Gujarat outrage has one important lesson for the top management, it is this: “We test the people for the wrong things and then are unable to get rid of the chaff.” For the police in India, the crying need is for the “right” men,

“Men whose consciences are as steady as the needle to the pole,

Men who will stand for the right though the heavens totter and the earth reels,

Men who can tell the truth and look the world right in the eye,

Men who are not ashamed to say **No** with emphasis.”

\* \* \*

*Every success is usually  
an admission ticket to a new set of decisions*

# DEATH PENALTY FOR THE RAPISTS IS NOT THE ANSWER

**Sankar Sen**

**R**ape of a girl student of Maulana Azad Medical College in broad daylight on November 15, has very justifiably caused deep concern among the citizens of Delhi. School and college going girl students as well as working women have reasons to feel shaken and frightened. Incensed at the increasing incidence of rape and crime against women in the capital, Members of the Parliament have also demanded that law should be amended to provide death sentence for the rapists. The Union Home Minister LK Advani also has favoured death penalty for the rapists and promised to enact a law for this purpose. However, righteous indignation is no substitute for a pragmatic response, which is needed effectively to deal with the growing incidence of this horrendous crime. Mere provision of death penalty in the statute book will not act as a deterrent. Law enforcement officers as well as the criminologists know that the real deterrent against crimes is the certainty and not the severity of punishment. Experience shows that passing of stringent anti rape laws has not reduced the crime. The Criminal Law Amendment Act, 1983, was passed as a response to the growing public opinion demanding stringent anti-rape laws. It amended section 376 of the Indian Penal Code and enhanced punishment of rape by providing that it shall not be less than seven years, and if the punishment imposed in less than 7 years, the court will have to record in its judgment, adequate and special reasons for this.

It also provided for the same offense, enhanced punishment of minimum 10 years of imprisonment for Police Officers or the staff of jail or remand homes and other places of custody established by law. Unfortunately, passing of this stringent law has not reduced the incidence of this crime which is increasing in different parts of the country. Figures furnished in 'Crime in India' by the National Crime Records Bureau of 15031 cases of rape in 1998 reveal only the tip of the iceberg. A large number of cases go unreported and unregistered. Due to the shame and stigma attached to the victim, rape remains one of the most misunderstood and unreported crimes. The situation in this respect is not peculiar to India. The National Crime Victim Survey in Australia found that only 32 percent of the victims of rape reported the assault.

It is wishful to think that mere provision of death penalty will deter the perpetrators of the crime. On the other hand, there is every likelihood that because of enhanced punishment the court will analyze the evidence more closely and refrain from imposing the maximum penalty because of the fear of miscarriage of justice. All India conviction rate in rape cases is just about 28 percent. Some of the reasons for poor conviction are shoddy investigation, negative medical opinion, inordinate delay in the disposal of the cases, thus allowing time to the accused persons to gain over the witnesses, etc. There is very often unfortunate delay in the disposal of cases in courts of law. From a sample study done by a study group of the Bureau of Police and Research and Development it was found that the trial of rape cases prolongs for years, though section 309 Cr P C provides for trial on a day-to-day basis. It is common knowledge that cases take between 3 to 12 years to be decided because even after decision of the trial courts, appeals can be made to the High Court and Supreme Court. It has also been stated by the Supreme Court that the defense lawyers often try

to prolong the case in order to influence the witnesses in the hope that the lapse of time will affect their recall.

Prolonging the trial only heightens trauma of the victims. There should be all-out-efforts by the court to reduce the time frame in the disposal of the cases in view of the agony of the victim and their family members during trial stage. Bangladesh has now passed an Act (Act no 18 of 1995) for prevention of atrocities against women and children, which provides that investigation and trial of rape cases should be completed within 90 days. Further, the reports of the medical and forensic experts will be accepted as evidence by the court without asking them to appear in the court for tendering evidence.

Agony of the rape victims during trial is compounded by the fact that section 155 (4) of the Indian Evidence Act, 1872, permits the cross examiner to ask the rape victim questions about her past character. These questions about the character and antecedents of the victim can be very embarrassing. It is necessary to amend the section of this law as recommended by the Law Commission, as it is patently unfair and discriminatory to the rape victim. Embarrassing cross-examinations should not also be permitted by the courts. "A socially sensitive judge" in the memorable words of the Supreme Court "is a better statutory answer against gender outrage than the long clauses of complex sections with all the protection writ into it".

The Court also imposes lenient punishment. There is the well-known case where a court exonerated two young men of the crime, because it felt that the accused suffered enough as undertrial. In many cases maximum punishment is not imposed on Police Officers for custodial rape by adducing some extenuating factors. In Suman Rani's case the doctor who had conducted the medical examination

testified that the girl was used to sexual intercourse, and the court went to reduce the sentence of the three policemen to 5 years instead of the statutory minimum of 10 years. Many courts, view rape as a sex crime that occurs because of the "uncontrollable natural lust" of men and therefore tend towards leniency in sentencing. The fact, however is that rape is very often an act of violence that uses sex as a weapon. Recent research in the field has established that rape is motivated by aggression and the rapist is not succumbing into uncontrollable lust but proving his masculinity by degrading the victim.

The Commissioner of Police, Delhi, though berated by the media, is right in pointing out that increasing the number of policemen will not reduce the incidence of rape and molestation. The fact has to be borne in mind that many of the rapes are committed by known persons. Menachem Amir's study of the rape cases from the Police records of Philadelphia shows that rape cases were not sudden occurrences and had been carefully planned. In the US nation wide victim survey it was found that only 22 per cent of the victims were raped by the strangers. An analysis of the rape cases in Delhi also shows that only 13 per cent of the cases in 2001 and 11.8 per cent cases in 2002 the crimes were committed by unknown persons and the rest were committed by relatives and persons known to the victims.

Triennial statistics also show that crimes of rape and molestation of women have gone down in Delhi. It is not fair to debunk the Commissioner of Police for quoting the declining crime figures. Statistics can be misleading, but this is the yardstick by which the police performance is evaluated in Parliament and State Legislature and also by the media. The answer is free registration of cases and victimisation survey as is done in many western countries to get a correct picture of the crime situation.

For this, the Police Chief must be given a free hand and not pilloried, because there will be a sharp escalation of crime figures if free registration of cases is done.

To effectively combat this horrendous crime, a series of counter measures are called for.

First, there should be thorough painstaking investigation of the rape cases by professional and experienced investigators, who are sympathetic and supportive of the victims. Often investigation is done on a casual and lackadaisical manner. The victims should be encouraged to provide as much details as possible. DNA testing now can provide conclusive evidence in rape cases. At present, DNA testing facilities are inadequate. There is also lack of interest among the investigating officers to use this technique to fix the identification of the rapist.

Second, there should be quick disposal of the cases in courts of law and deterrent punishment of the offenders. Researches in USA have shown that lengthy prison sentences have some behaviour-altering deterrent value. Conviction rate of 47.4 per cent in

rape cases in Delhi is better than the national average of 28.7 per cent. However, it is not known if the punishment imposed is deterrent or lenient.

Third, quality of prosecution and calibre of the prosecuting staff must improve. Overburdened public prosecutors of average ability are often outmatched and out-manoeuvred by more experienced advocates engaged by the accused persons.

Fourth, the victim should be encouraged to lodge complaints immediately as failure to lodge complaints is an indirect encouragement to the rapists. Fortunately, many women are now coming forward to report. Women should be advised to keep a clear head and observe the perpetrator carefully for identification in future and remember his behaviour and verbal activity during the assault.

Fifth, rape crisis centers should be set up as in countries like UK and USA to advise the victims. Delhi Police has set up some Crisis Investigation Centers comprising of doctors, lawyers, prosecutors and psychologists to help and advise the victims and their family

members. The Commissioner should convince himself through contact with the victims that the latter are satisfied with the functioning of these Centers.

Sixth, instead of merely blaming the Police, the members of the public have to step forward for the defence of the harassed women in the capital. The present indifference of Delhi residents to the plight of women is downright shocking.

Seventh, there should be provisions for the payment of compensation by the State to the victims of crime like rape. At present u/s 357 of the Criminal Procedure Code, the fine levelled against the accused can be ordered by the court to be given to the victims as compensation. In the Delhi Domestic Working Women's Forum case, the Supreme Court gave a direction to the government to set up a Criminal Injuries Direction Board. It further directed that compensation to the victims should be awarded by the Board not only on conviction of the offender, but also whether or not conviction has taken place.

\* \* \*

***The ultimate measure of a man  
is not  
where he stands in moments of  
comfort and convenience,  
but where he stands  
at times of  
challenge and controversy***

# SEARCH FOR THAT EXTRA

TGL Iyer

**A**ny young batsman starting out magnificently is compared to Donald Bradman. Being dubbed the 'New Don' is the ultimate accolade for the young blade. Any businessman prospering in his enterprise is compared to Dhirubhai Ambani who is the icon whom many admire and worship. Any freedom-fighter trying to free his people from the yoke of slavery and suppression is compared to Mahatma Gandhi. Why do they compare to icons and models when a person is growing into a new mould? To compare is quite easy; to glorify is still easier but to make up and come up to their level is an ordeal. In the process some make it and others don't. The promising hopefuls tend to vanish like mirages in superheated and super-competitive sands of time. Some carry on; some burn out; some come to a dead end. Very few grow into a Leader and Hero!

Leaders grow into the job. The IPS officer is a leader. The growth-stimulants are many and some are listed below.

First, the temperament should be a balanced one, neither fixed nor vacillating. Right or wrong, he has to be a decision-maker.

He can consult others, debate with himself, refer to past performances or rely on experience and instinct. For sound decision-making, the temperament has to be as placid and serene as still waters

Even in still waters, the surface may be covered with moss. If the moss is separated or removed, he can see the clear water below till the bottom. Temperament should be without that moss!



Second, the officer should have a positive attitude. Like the run-chase in cricket, saving match-points in tennis and badminton; playing in the opponent's goal area as in football and hockey, the officer has to take his game to the opponent's court, play his best, show his excellence and leave the results to show. The approach should be 'once in a life-time attitude' or 'there is no second chance to score in a crisis' and so on. For this, an icy-candy approach is essential.

Third, the officer should develop success-consciousness, despite limited ability, limited resources and no advice from any quarters. As Ernest Hemingway said: "Man can be destroyed but never vanquished". The spirit of the leader should not die. He should have the mentality of rising from the ashes as Japan and Germany did after the second World War. Even in failure, there is success. Ultimately, when a decision is judged, the judges see whether all the wits, skills and talents have been used although the outcome might be adverse.

Fourth, the officer should have sound judgment which comes through experience, maturity and willingness to face challenges and crisis-situations. A sound judgment may not be perfect; but it will be near-perfect. We must know that there is nothing called absolute or perfect in this world. A sound judgment and its execution will have acceptance from the majority. There will always be an odd critic in any milieu; but so long as the officer knows that he is right, he will have no regrets and, surprisingly, it will have general acceptance.

Fifth, firmness in execution of decisions without hesitation or vacillation. For example, if a violent crowd is to be dispersed, the quantum of force to be used is always debatable. But if minimum force is used to achieve maximum results, it will always have public acceptance.

Sometimes, we find that officers run into panic, run away from crisis or use excessive force or delay action which results in more casualties. A right decision is one which is timed properly, executed firmly and pursued till the intended results are achieved .

Sixth, seizing advantage at the opportune moment turns the tables to reach the goal and objective. For example, in the second World War, the Battle of Stanlingrad proved that stopping the German troops to perish in the winter was turning a disadvantage into an opportunity, a probable defeat into a victory. During dark hours of World War II, Winston Churchill replied to the question of a journalist, "You ask what is our policy? I will say, it is to wage war with all our might and with all the strength that God can give us. You ask what is our aim? It is victory, for without victory there is no survival." The point is that somewhere beyond the darkness there would be a brighter and gentler light.

Seventh, there is no scoreboard in decision making. There is no win-win situation in dealing with the public by the police. It is a lose-win situation always. It should appear as 'win' to the Government and the people and 'loss' to the Police. How can such a contradiction and paradox be achieved? It is yielding to some demands of the people or crowd to achieve an objective. For example, we see that in long distance running, the winner may not be in the lead. He conserves his energy for the last burst. He yields place to the person who ultimately runs out of steam. The end-result is vital and important than any other.

Eighth, the police have always a responsibility to discharge than mere tackling the people. This responsibility has to be performed without any complaint or grievance. It is their duty to protect the weak from

the predators and raiders who bend and break the law. It is a sacred duty which cannot be avoided, shifted or postponed. As Napoleon Bonaparte wrote to General Lauriston in 1804, "Death is nothing; but to live defeated and inglorious is to die daily."

There is a story in Mahabharata of King Sanjaya who returns back from the battlefield defeated and dejected. His mother Vidula standing at the palace gate admonished him saying: "*muhurtam jwalitaam shreyo na tu dhumaayitam chiram*" meaning: "It is better to flash forth once in your lifetime than smoke away for ages." With renewed vigour and enthusiasm, the son returned to the battlefield and won a memorable victory. So is it with the Police Officer. It is not only the professional responsibility but an individual commitment to the people that the Police Officer shall always be at the service in all conditions and circumstances.

Ninth, remember that *swadharma* is always better than *paradharm*. It is better to fail in one's own profession, occupation and duty than succeed in another's domain and duty. A Police Officer has to excel in his own profession of maintaining law and order, preventing crime, than doing other duties like guarding banks, escorting treasure and protecting places of worship and so on. Long Fellow wrote, "Each morning, sees some task begin, each evening sees it close. Something attempted, something done, has earned a night's repose."

Tenth, the good officer in the Police should know how to do 'gold mining'. He should not only be equipped himself with considerable mental and moral resources, but should also be able to tap these valuable ores in others as well, in the same way as the skilled prospector taps gold.

He should be the imaginative captain of the most cohesive team. Most of the successful officers in any domain, especially in the police, have been and are supreme connoisseurs of talent. Elbert Hubbard wrote, "One machine can do the work of fifty ordinary men. No machine can do the work of an extraordinary man". The

Police Officer is really extraordinary because he is supposed to have that Extra!

Lastly, a good Police Officer cannot deviate from principles and practices like the classical singer who always adheres and sticks to the background shruti (taanpura) while he

may deviate from tala (beats) and raga (tune). The Police Officer may deviate and experiment with situations but shall not leave his principles and ideals which ultimately makes his profession successful and meaningful to the community from which he is born and grown to his present role!

\* \* \*

## ***So what if you don't feel perfect?***

*by Bruce D Schneider*

***Some of the most difficult questions I have ever been asked are: If we are the one with God, then why wouldn't God have created us with that thought to begin with? What is the purpose of not knowing? Why don't we feel perfect?***

***I meditated upon these questions for two decades before I was ready to see the answer. Before we are born, we choose to exist and decide how best to help ourselves in the process of discovery. This is because each individual soul develops as it wishes, while assisting all other souls in their journey. All of us experience and gain more of an understanding of the nature of love. We choose who we will be and to whom we will be born, to best serve that purpose.***

***We also choose to experience 'transformational amnesia', to temporarily forget our spiritual consciousness in order to adjust to the physical world and allow 'real' physical experiences. If we knew we were invulnerable spiritual beings, the effects of these physical experiences would have little or no significance for us. We would know they were not real.***

***Imagine that you are a passenger on a flight during a severe storm. The plane is shaking and you see lightning all around you. The 'fasten seat belt' sign is illuminated and you start to get frightened. There's a large blast of thunder nearby, and the lights go out inside the cabin. People scream while the aircraft is bouncing up and down like a toy, feeling as if it could break apart at any second. Babies are crying and as you look around, you can barely make out some people praying in the dark. Your heart beats faster, you start to sweat, your breath shortens, and panic becomes a possibility. You are terrified, and understandably so. No one is telling you anything, and you wonder if the pilots are in control.***

***Suddenly, the plane calms down and the cabin lights come back on as you hear an announcement: 'Ladies and gentlemen, we are out of the storm now and it should be smooth for the duration of the flight.' Some passengers applaud, and you're relieved.***

***What if you were watching a movie of yourself in this situation and knew the ending? Would you have been as scared? What if you knew during this predicament that everything would be OK? Would you have had the same emotional experience? Of course not. You needed to live through it without knowing, so you could gain a very 'real' experience. If you knew what would happen before it happened, it wouldn't feel real.***

***This is the same with you physical existence. Before we are born, we choose to forget who we are so we can get the most out of what is available for us to experience. We are in this world to experience all of life's situations as 'reality', so we can eventually know ourselves wholly, body, mind, and spirit, as Love. If you realize you are here as a spiritual being, this suggests you have had enough physical experiences to being to awaken. You start to remember who you are and why you came here. You lose the feeling of isolation and 'remember' yourself as part of the One Spirit.***

***Because we must first forget, most of us get caught up in the 'reality' of what we think we see and have a difficult time remembering who we really are. Until we being to awaken, we remain blind to the perfect process. Since you are reading this, odds are you're awake and are becoming aware that the Higher Intelligenece is within and all around you, regardless of what you think you see.***

from the collections of pullela murali mohan

# INDIA'S NATIONAL SECURITY & POLICE RESPONSE : PAST, PRESENT AND FUTURE

Dr S Krishnamurthy

## INTRODUCTION

We are placed in a climactic era, which is markedly enigmatic as well as complex. Further, the world is on the threshold of a new millennium, experiencing a great on-going revolution in terms of the dramatically exploding 'information age', which is in tandem with the phenomenal strides in various facets of physical sciences and applied technologies. All the creative potentials of man are being continuously stimulated by the innate democratic and humane urges to strongly influence the concept of organized living. The world seems to be shrinking due to various factors, including a slow emergence of consensus on so many matters affecting human life, coupled with

issues concerning survival and progression of the nations and its members inclusive of the flora and fauna.

## WHAT IS SECURITY?

In that setting, the dynamic dimensions of the concept of 'Security', especially in the context of a modern democracy, have to be comprehended. A traditional view of 'Security of a Nation' is comparable to the dual faces of a coin - with the perennial pressures on the demands of external security (particularly the facet of its territorial integrity) on the one side and the burden of conflict resolution of seemingly never ending internal conflicts of interests of innumerable kind on the other .

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*First prize winning essay in the Prime Minister's Silver Cup Essay Competition - 2002*

Historical roots, as a rule, have a great impact on all social institutions and that fact should enable us to appreciate the panorama of the past and weld that background with the awareness of the present era so that we can build or improve the systems to meet the confronts of the future.

Chronicles narrating the times gone by of this land are mute witnesses to the well-established fact that till the middle of the 18th century, the Indian sub-continent was indeed an agglomeration of various emperors, kings and native chiefs.

### THE PAST

In fact, it was the post-1857 developments, heralded emphatically by the Proclamation of Queen Victoria, that set the pace for the future of India, as a nation, till the independence of India in that glorious year of 1947 and beyond.

The plain hypothesis of security, as comprehended all over the world, till very recently, believed that '*well-being*' of any nation was predominantly related to the external pressures and upheavals affecting the territorial facets of all such political formations. However, closely following that pre-requisite, the facet of law enforcement on all internal aspects of the community too was in the picture. Such a concept was stark in its visage, in so far as India was concerned, till the dawn of the freedom of India. The alien masters planned and pursued a design that the interests of the empire were of utmost concern and internal aspects of societal conflicts within the nation was a secondary obligation of their total role of governance. However, it needs to be appreciated that the concerns of law and order as well as crime fighting tasks within the land were not ignored outright.

At the dawn of independence, various facets of 'Security' were surely considered by the leading lights of the

nation, especially during the debates of the Constituent Assembly, which led to the evolution of that great document known as the Constitution of India. Though there was a clear discernment about the demands on the nation's security, the primary focus was on rapid development of the country. It seemed that the majority view of the opinion makers and leading lights of that era was that, if the State progressed rapidly, then, the problems of poverty, health, education and crime, as well as other conflicts that unsettle the life of the land, would slowly wane or at least remain under control. As a result of that seemingly genuine enterprise, the nation had perforce consigned the core issues of external as well as internal security low down in the charter of priorities, as against the total commitment to speedy development. In a hindsight, it is no wonder that the combined might of the Indian Armed Forces and the nation were in for a rude shock consequent to the unexpected waves of the Chinese aggression that swamped the northern borders of the land in the year 1961. That bitter experience post haste forced the alteration in the 'due emphasis' that was assigned to all features of external security, from then on, in the visions and plans of the Government of the day. Keeping the powder continuously dry and sustaining the optimal levels of the military potential to enable the nation to speak of peace from a position of strength became a professed and pursued policy of the State.

Unfortunately, the concerns of internal security in contrast, till almost the later half of the twentieth century were not really able to foresee the surging and emerging threats to the interests of the nation in terms of terrorism, extremism, international crimes, organized crimes and so many other divisive and debilitating perils, besides the traditional problems of crime and public order that affected and imperiled the peace and tranquility of the realm. Another reason for that lackadaisical approach was the fact that the nation or

forces of order had not experienced most of such problems in a realistic way. However, after a series of major upheavals in various northern states and in the northeastern periphery of the country and following some tragic events of early 80's that shook the country violently, a slow realization came about in the minds of the political leadership that the issues of internal security are not mere or simple 'Crime and Police' domain. Conversely, it became increasingly clear that security demands cover a wider ambit in which various aspects of societal life have to be relentlessly accounted for. A slow change of the national mindset was the obvious outcome and that transition was evident in the steady growth and development of the police systems from those decisive moments as can be seen in the increasing and enlarging financial and other resource allocations for the police forces of the country. That welcome change could be perceived more explicitly during the last decade of the twentieth century and further than.

### THE PRESENT

In retrospect, we can recount the legacy of the bygone days that have shaped the current times for the Indian Police and also identify some of the inherited shortcomings (as for example the colonial way of thinking affecting both the police and the people at large, or many of its faulty structural designs or its basic philosophy to serve the political masters irrespective of all other issues and so on), that have hamstrung its systematic and healthy growth since the climactic origins seen in the year 1861. Keeping in focus the mind-boggling fact that India with its ever expanding human population is virtually converting every problem of the society as a clash of the overpowering numbers, we can recall various Herculean efforts by many worthies who have tried to bring some sort of order and logic in the evolution of the system. The first two Police Commissions instituted by the

colonial powers had, no doubt, left an indelible mark on the progress of the police systems in the British ruled provinces and princely states of India. However, it was the third Police Commission, headed by Dharm Vira (1980), which has been an authentic sheet anchor in terms of intellectually enabling the policemen at all levels to comprehend in real terms their own place in the reconstruction of the biggest democracy of the world. Perhaps it may be even relevant to cite the unqualified appreciation of *Professor David Bayley* eulogizing the immense contribution that the Indian Police as a whole has been making towards protection and sustenance of the democracy in India.

We have completed 50 years as an independent republic. Though many of the dreams of the pioneers of the freedom era may have evaporated as mere fantasies of hope, it must be said that tremendous changes have come about in our midst, beset with many positive transitions, notwithstanding some very unpleasant and negative developments too! That mixed bag must surely help us in conditioning our mind.

Two prominent documents that can enable us to think on a professional platform are the Report of the III National Police Commission and the Report of the Committee on Police Training. Admittedly, both these great credentials are in a sense outdated, as they are clearly over two decades old. Even in that short span of time many new changes have been relentlessly emerging and all such steep and vibrant variations are continuously altering some of the basic assumptions and presumptions that had woven the basic approaches of both the vital records. Problems like terrorism, extremism, international crimes involving contraband, drugs, arms and even the human trafficking, transnational crimes of various kinds, crimes of the computer era, cyber crimes and so on have suddenly transformed the world of the not-so-distant past as a kindergarten in relation to the

burgeoning numbers as well as staggering types of crimes of the current days. Not to forget, the traditional crimes of the folklore type have not yet left us and all such conventional crimes still bug the urban as well as rural countryside. Another remarkable facet of modern India is the dramatic change in the economic policy of the country which was given a catalytic spur around the beginning of the decades of the nineties and that has dramatically altered the crime and order scenario in a very big way.

The Indian police of today are no doubt in a state of flux in terms of grasping their own identity and comprehending the relative significance of their potential in the context of a young free country, that is India. Though the debate about the police role and goal charters have been engaging the experts since long, it seems that for some time to come, the agreement on the assignment of crime prevention and detection responsibilities together with the task of maintenance of law and order are sure to continue. Similarly, the obligation of myriad social services and other regulatory dimensions are also likely to remain with them.

But, when we look at the Police Act, we are sure to find to our chagrin, an incompatible fact that the hierarchical display of the jobs/tasks have got altered dramatically in the day-to-day police practices. A mismatched as well as anachronous setting where the charter of 'Order' management seems to sideline all other police activities in a very significant manner, at times distorting to some extent the police image in the minds of the people at large, should surely force us to reckon the complexities of the challenge.

This dichotomous situation is all the more awkward when we find that various types of crimes have been steadily showing an upward trend *vis-a-vis* the falling standards in terms of detection and conviction. Prevention of crime seems to have become cursory obsequies of the police stations with

limited or inadequate or grossly insufficient resolution or dedication to contain and fight the menace. The net result has been that these failures have been rather unnoticeably relegating the basic utility value of the police to the stability and peace within the community. True that the police have to depend on the people for very many crime preventive and other order related activities and yet due to the poor image that the police have acquired over the decades (and seem to have failed in shrugging it off, though that particular constraint seems to be clear to the leadership and even the Governments) the foundations for building a strong community-police partnership is reduced to a mere theoretical exercise, ventured half-heartedly here and there. The public perception about the police holds an unenviable view that the latter are neck deep in security concerns dominantly focused on all physical and related aspects of protection of VIPs and generally worrying and working about the law and order in the urban centers, especially the political capitals of various states. Naturally, all other aspects of crime (prevention and detection included) and every other services are dependent of the time that is left after their major worries narrated above.

Of course, at times they do seem to suddenly come alive and show some evidently a desultory activity whenever there is public furor over alarming rise in crimes or sudden chaos due to failure of regulatory activities and thus, the police work is more of a 'reactive' genre and the innovative and people oriented *pro-active* styles are yet to become the established practices of the police systems in the country.

Responding to the palpably increasing public demand to usher in the needed reforms in the police systems of the country, particularly after the report of the III National Police Commission, several areas of the police administration and some aspects of the Penal Justice Administration have been in focus for

various reforms or improvements. But, the tragedy is the fact that most of such changes have remained a little more than cosmetic and a large number of them are on peripheral aspects of the problem. An unsubstantiated but inherent fear entertained by the political and other power groups seem to hold an erroneous view that enabling the police to become accountable to law alone and not to a party to an elected office (as is the prevailing arrangement) would relegate its political clout to its own self-inflicted nemesis. Admittedly, the apex court of India has intervened in the matter, along with the National Human Rights Commission on specific aspects such as enacting a new Police Act, setting up of State Security Commissions and separating the investigative wings of the police from the law and order wings as well as for considering a tenure appointment for the head of the state police forces. Somehow, the urgency on these matters seems to recede, rather inexplicably and thereby the most sourly needed improvements and reforms in the police systems appear to have become a mirage in the deserts of national procrastination.

## THE FUTURE

Notwithstanding all the constraints and impediments, some of the following steps are worthy of consideration:-

### I. Infuse 'True Professionalism'

a) The police must become really professional in their work. Building truthful work styles and developing right occupational ethos is a first step. Accomplishing the professional goals in a correct, legitimate and lawful manner and to mirror in real effect the ideals of 'rule of law' should form the genuine foundation in that quest. The organization has to sustain comprehensive efforts to build professional knowledge and skill base on the entire range of police activities.

Unless relevant advances in applied sciences and other fields are steadily and systematically internalized into the system, there will be no qualitative as well as quantitative improvements in the functioning of the police.

b) Police manpower has been steadily mushrooming over the years and unfortunately that facet is clearly getting enmeshed in the law of diminishing returns. As a result, the community is slowly getting disillusioned to find its resources not being productively employed. The leadership and the governments will have to drastically alter their strategies in ensuring a viable the cost-benefit ratio on the investment made by making certain that worthwhile productivity surface from the entire system. Admittedly, many of the sovereign functions fulfilled by the police cannot be really measured in terms of productivity or returns. Yet, it is possible to validate that the cumulative work of the police weighs favorably in relation to the huge resource investment that the society is making.

c) The Police will have to treat their work as a true profession on a graded basis. At the basic level, an average policeman, i.e., the lawmen who becomes the first contact point between the people and the organization will have to develop and demonstrate a good/positive response style coupled with helpful attitude, so that he is able to size up quickly the needs of each case or situation and then refer the matter to experts for appropriate as well as complete handling by a slightly higher level of professional experts. Registration of offences, investigation of cases, conflict resolution, petition enquiry, myriad routine administrative checks (for example various verifications for passports, employment and so on) as well as an assortment of secondary level regulatory functions and a litany of other activities are the unceasing examples to give glimpse of the range of police work. The initial contact point

between 'people' and 'police' can be compared to the first response in a hospital where the preliminary examination helps in quickly assessing the type of medical attention that would apply to that specific case - ranging from an outpatient attention or an extended medication or even an emergency operation to save the person! In other words, the police system must really have both the generalists and specialists well bonded in a hierarchical system, which promptly and quickly attends to the public calls.

d. In pursuance of that effort, the police must nourish and draw on high quality expert studies on all aspects of police work so that the seemingly innumerable police activities are simplified and standardized. All routine police activities must be rendered quick and receptive. Somehow, the police systems are still continuing very many outdated and absurd methods much to the unhappiness and even disgust of the public on the proverbial delays as well as ineffectiveness to their cries for help. Examples are a legion. Failure to update the complainant of the status of his case or conveying to him of so many vital data or information that will help him in many ways are very common instances. Even on the regulatory aspects of daily life, police communication on use of roads, changes in important aspects of public information are some of the examples, which are crying for a total change in the work culture and practices.

### II. Emphasize and ensure full play of Human Rights

There can be no doubt that dignified policing is indeed an inevitable facet that nurtures the correct and ideal work ethos for a democratic living. The need to improve the quality and effectiveness of police work can be to a great extent accomplished by good and systematic supervision by the leaders by a methodical overseeing of the law enforcement work of all hues done by

the police station levels and upwards. The very establishment of the Indian Police Service was intended to provide a high quality leadership to ensure that the police working is steadily and continuously monitored, controlled and corrected. But, that type of expectation hinged on the presumption that all such leaders including the middle and junior level leaders are professionally knowledgeable and also is inspired by the right values in the entire gamut of police work. This hope apparently has not been fulfilled or to put it more kindly, not really pursued adequately. As a wide array of police tasks and actions affect the freedom and liberty of people, scrutiny and control of the police powers are a must. Though the courts are by law expected to fulfill that part of the exertion, the role of the leaders to continuously provide the balancing and correcting measures cannot be understated.

a. Human Rights in police work is perhaps the most vital charter on the police system as a whole. Those noble ideals really convey that 'means' of all police work are as important as the 'end' that is sought to be achieved by the police - individually as well as a team. It exemplifies in other words that the police must realize that they are meant to serve the people clearly in accordance with the law of the land. Conversely it crystallizes the golden path that they (the police) are not reflecting the interests of the political power alone or the people who are politically or otherwise strong. Said differently, the proposition merely epitomizes that the police are indeed the agents of law.

b. It is proper to focus here on the issue of the stereotype of police behaviour. Undisputedly, a pervasive facet of poor quality of police conduct is the bane of the police of today. That gross shortcoming has to be corrected if the police aspire to win the public goodwill. Developing and building the right 'police attitudes' would perhaps be the biggest welcome change in the total effort to improve the police. In that compelling

context, the key to develop the needed egalitarian police ethos can be found only when the police moves collectively as well as individually in terms of bringing about a change in the integrated results of knowledge, skill and regimentation in their work actions. Though changing the police attitudes may appear to be very difficult on a spur of the moment or even over a short period of time, it should be possible for the leadership to enforce minimum standards in relation to the conduct patterns of the average rank and file.

c. In order to strengthen a long-term approach on this elemental need, it may be desirable to evolve a more comprehensive recruitment policy. The job dimensions of the police are such that the tasks have to be accomplished by persons having an ideal blend of head and heart. Somehow the current induction doctrines into the police ranks seem to reflect that the total range of the police jobs oscillates between menial type of works and occasional semi-skilled activities. As a result of this dichotomy, the productivity of an average constable is getting reduced systematically and that perhaps is the single biggest shortcoming of the system. We have to clearly focus in getting better and more qualified persons into the system and slowly make them more and more capable by training and supervision.

### **III. Innovate to improve human and other resources**

a. It is seen that the armed category of personnel account for around 30 to 35% of the total police strength of the states and their functional utility is limited to order management, barring rare exceptions. Further, out of the remaining force, the lowest two rungs constitute nearly 93% of system. Indeed, they are the cutting edge of the organization as they provide the main as well as the primary contact points with the lay public. Unfortunately, however, the first impression in all such situations and circumstances are generally lost for the

police for very obvious reasons discussed above. More importantly, the work aspect also is suffering seriously as that basic level does very little original work. Further, even when done, all such actions are warranting higher level checks and scrutiny. As a result, the functional utility of the vast majority is greatly reduced and overall productivity of the system is suffering enormously.

b. Some years ago, the Home Ministry had started an exercise to examine the feasibility of making the civil police an *Officer Oriented Agency* by a series of steps and measures (on Police Reforms at the instance of the then Union Home Minister - during the month of April, 1997) and that idea seemed an innovative approach. But, all such efforts have to be well thought out and very systematically implemented. It is said that deadly problems require hard remedies and police systems which are virtually getting crippled by all sorts of crisis would surely call for a drastic effort to put the system on the road to success.

### **IV. Use 'Training' as the main tool to improve the most needed professionalism amongst the personnel**

a. Key to elevate the police professionalism is surely the 'Training', which somehow has become a stepchild in the entire organizational policy and planning. As a large number of activities are really skilled type of works, the need to make the police ranks more competent is the only way out. If, on the one hand, the combined status and expectations from the courts, media and the people in all walks of life, regarding the police are at a very high level, the organizational commitment and the response of the powers that - be to elevate the average policeman to that plane is conspicuous by its dearth. That hiatus is too glaring! Some of the brilliant examples of many advanced and really successful police systems in Japan or in some of the countries in Europe and in some specific pockets of the United States of America

disclose that a better qualified police officer would grasp a really well-evolved professional training to become a better and more effective policeman. Further, it is seen that there is tremendous support in those lands for all ranks to improve their own knowledge and skill-base on a continuous basis by several supportive arrangements. A sad commentary on the status of prevailing police training approaches in the country was evident in an official survey made during the preparation of the Gore Report. Strange as it may seem, most of the State Police Systems have not even evolved a really viable 'Training Policy' that can enable their ranks to cope with the increasing challenges that are relentlessly confronting them. On the contrary, many of them (leadership particularly at the middle and cutting edge level) are not even aware of the emerging threats to various aspects of police work that is sure to engulf and swamp them sooner or later.

b. In that specific framework, it may be useful to evolve a strategy to continuously integrate the training plans with the field realities. A successor to the Gore Committee should be a Permanent Standing Committee that can help the States (and the Union Territories as well as Center) to avail the intense research and planning that must be catalyzed at the level of institutions like the BPR&D and ICFS or the NPA, etc.

d. As stated earlier, the main focus of the police is virtually clinging to the 'Order Orientation' and that has resulted in loss of focus on real police tasks of crime fighting. As a result, the inevitable imbalance has led to distortions in policing styles and police ethos. As the political executive is virtually dominating the police functions by its behind the scene influence, the police systems are slowly becoming an extended armed unit of the political party in power and the wearing of uniform to represent the law of the land seems to be slowly getting diffused. The public perception also throws immense doubt about the

impartiality and integrity of the police in this regard. As a corollary, security demands and VIP protection and the likes are becoming more and more explicit and the real protection that the police can give by an unobtrusive umbrella is misplaced.

#### **V. Build a strong Community - Police Partnership - the only insurance for the future of the police in a democracy**

Involving the community is the key to police success and this aspect has been not fully utilized by the leadership both at the executive and at the political levels. Ensuring a systematic public education and eliciting their support is a non-stop effort, which the concerned have to plan and pursue. There are several dimensions to this elemental facet of getting the people's support. Alas! there is really no steady policy in most of the States as indicated by the obtrusive fact that there is no law or strategy, which invokes the measures that are concomitant with various styles of community policing. Though the Police Act and many administrative guidebooks speak of public support, the required legal base and a formal prescription of methods of practice to elicit that underlying buttress is glaring by its deficiency.

#### **VI. Seek media help with a sound Police - Media policy for an egalitarian way of life**

The need for developing and sustaining a sound Media Policy to advance police effectiveness and also ensure the community goodwill warrants no emphasis. A strategy, which generates continuous awareness levels of the people on all essential facets of law enforcement, is vital for the growth and nourishment of democracy. An enlightened and civic-minded society is the best insurance for an egalitarian milieu. Such an environment would surely call for a vigilant media and to advance that cause, a Media-Police

relationship built on the concept of a 'healthy and constructive tension' would help the police to effectively ensure an internal vigil. As a corollary the system would also stand scrutiny of a continuous social audit, which is indeed the lifeline for a Jeffersonian way of life.

#### **VII. Reforms in other wings of the Criminal Justice System**

The political, administrative, social and professional leaders would do well to seek improvements in all facets of the Criminal Justice System so that the benefits of improvements in the penal processes would be meaningful enough to fight the slowly pervading cynicism about the real value of the democratic way of life and the concept of rule of law. There is a justifiable apprehension that the people's confidence in the system is waning rapidly. Unless such pessimistic and helpless notions are not reversed, all our efforts to realize the eminently desirable goals and ideals of our Constitution will be shattered.

To sum up, the prescience of National Security in all its internal dimensions could be answered competently only when they (the police) become responsible, responsive and effective in a democratic ambience. If they are able to accomplish that at least to a great extent, then they can hope to stay relevant. In that quest, a catalytic spur of life can be given to the Indian Police by systematically addressing *suo-moto* some of the vital issues. That innate urge and a burning desire to fulfill that must become apparent from within. Yet, they really need not wait for others like the political executive, courts or the media to take the initiative, as the leadership coupled with a motivated ensemble of the rank and file, can really come up with practical working plans to do all that the organization can *pro-actively* venture towards those eminently desirable goals.

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# **TRAINING IN CYBER CRIME : KNOWLEDGE MANAGEMENT CELL**

**Dr SC Agarwal**

**C**yper Crimes have become a reality in India too. Indian Airlines was defrauded by several lakhs of rupees with the tampering of its computerized booking records. In the arms drop case of Purulia, the main players used Internet for their communications, planning and logistics. Computer hackers have also got into the Bhaba Atomic Research Centre (BARC) computer and pulled out important data. Some computer professionals who prepared the software for MBBS examination altered the data and gave an upward revision to some students in return for a hefty payment.

A sample of few other cases being investigated in India include the following: A loss of Rs 1.39 crores to a nationalised bank where the computer records were manipulated to create false debits and credits; a loss of Rs 2.5 lakhs due to

computerised creation of false bank accounts in another nationalised bank. In another case, an MTNL official manipulated computer terminals by reversing the electronic telephone meter systems, thereby allowing some companies to make overseas calls without charges.

Technology empowers. And does so universally. The benefits of such empowerment reaches criminals too. Cyberia (or) Cyberspace can be defined as a system made up of millions of people who communicate with one another through computers. It is just not the people who make up the Cyberspace but it includes the information stored on millions of Computers world wide accessible to others through telephone lines and other communication channels.

The Cyberspace or the Internet is a complexity in itself and the most identifiable part is the World Wide Web (WWW). This consists of web pages which can be used with a web browser. E-mail is another component which is a user-friendly communication device. **Internet Relay Chatroom (IRC)** is another component, which allows real time chatting between/among thousands of people. The Internet also comprises the **Gophel** which is similar to the WWW, but it is more for academic purposes. The **File Transfer Protocol (FTP)** allows the transfer of files from one computer to another. According to the available statistics, the number of **Personal Computers (PCs)** per thousand persons in India is about 2.8. In the year 2002, it is estimated to be about 10 per thousand.

#### MAGNITUDE OF CYBER CRIMES

Alexander (1995) conducted a survey among businessmen and found that 93.6% of the respondents were victims of Computer Crimes and 43% claimed to be victims at least 25 times. According to Stephen (1995), widespread availability of user friendly computers had assisted the criminals to learn computers and use them for criminal purposes, which resulted in a loss of billions of dollars. A study conducted by Flohr (1995) found that in two months about 300 million dollars had disappeared, electronically, from the various banks of the United States. This study concludes that the bank robbers are trading their guns for computers. Studies have not only found that there is an enormous loss due to Cyber Crimes, but there is an increase in Internet Crimes. According to a survey of 1,000 companies, conducted by Fortune, theft of **Intellectual Property Rights (IPR)**, which is one of the areas of operations for the Cyberspace burglars, is on a steep increase. There is a loss of an estimated 300 million dollars, annually, due to theft of **IPR**, on the Internet.

Table given below gives details of the various types of crimes concerning computers and Internet, that occurred globally, in 1998.

**TABLE**

Type	Percentage
Virus Contamination	27.0
Notebook Theft	24.0
Insider Abuse of Net Access	12.8
Telecom Fraud	6.9
Unauthorised Access by insider	6.7
Theft of Proprietary Information	5.8
Financial Fraud	5.3
Sabotage	4.5
System Penetration by outsider	3.5
Spoofing	1.0
Active Wire Tapping	1.4
Telecom Eaves-dropping	1.15

#### CRACKING

Among themselves, world-class hackers and crackers, were able to

- use the Internet for the purpose of financial frauds (banks, insurance companies, etc.)
- decrypt encrypted messages and use for fraudulent purposes
- steal and sell Cell Phone numbers
- sabotage data and computer networks of important defence organisations, acting on behalf of foreign intelligence operators

Such Cyber attacks are very common and increasing. Crackers also have their own Web Sites where they exchange programmes and information, for money. Security experts of US have found that about 20 nations have already penetrated US Information Systems.

Since India has the best software professionals, computer experts feel that, India may also have the best hackers. In due course of time it is probable that frustrated programmers who realise that they cannot earn good money in writing programmes will slowly shift into hacking.

#### COMPUTER GAMES & VIOLENCE

The present day powerful computers and the Internet have once and for all changed the way in which Computer Games are played. There are thousands of games - related sites in the World Wide Web. Multi-national software companies have also hosted special game sites for people interested in this area. In the name of high-tech games the players are exposed to extreme violence and sex. There are many pornographic games on the net and they have many players from throughout the world. There are theoretical arguments that people who do not feel successful in the real world use these games in the cyber world for a new degree of recognition, power and a super human identity. They are exposed to unmeasurable quantum of avoidable emotions like fear, death and nightmares, thereby changing their personality and outlook of life.

Cyber pornography with increased graphic capability and animation, Pornographic Computer Games and Interactive Pornographic Movies are common in the net. The proliferation of pornography in the Internet is so wide that typing words like 'porn' or 'sex' in a particular search engine, brings about 57 lakhs options for the person to choose for viewing.

#### DEVELOPING TOOL - BASED AND PROCEDURE -SPECIFIC SECURITY

Professionals in the IT industry suggest various methods to deal with security threats to the Computer and these methods are:

- **Firewalls:** Programmes which enforce security restrictions and restrict inappropriate access.
- **Authentication:** Authentication is the verification of a user's claimed identity, when logging into a system by passwords, personal challenge, response calculations, etc.
- **Biometrics:** Biometric techniques involve verification of an individual based on Physical Biometrics (face, eye or retina scans, finger print, thermal images, etc) and Behavioural Biometrics (voice prints, hand written signatures, etc).
- **Authorisation :** This includes a process of determining how an authenticated user is permitted to use specific resources by granting or denying access to read, modify or create data records and by controlling the creation or deletion of data.
- **Administration:** It is the process of defining, maintaining and deleting users and resource material or the authorised privilege relationship between the user and the material.

### MODIFICATION OF EXISTING HARDWARE FOR SECURITY

One of the best methods to ensure the identity of the web user is by appropriately modifying the existing hardware, including the chip and the mother board. Chip manufacturers would soon incorporate four-level security features on their chips which are important from the security perspective.

- A unique processor identification number
- A randomly generated number for encryption
- A special Internet security protocol

- A feature which will ensure integrity when booting or starting a computer

With these security measures in the computer, a user will be in a position to do business securely on the Internet. But the 'Privacy Lobby' in the US has already reacted to this and they have said that they will boycott these chips, unless, these features are removed from the hardware.

### COMPUTER CRIMES : CRIMES IN CYBERSPACE

Computer use has grown dramatically in the past decade and so has the opportunity for computers to be linked to crime. Magnetic media are rapidly replacing ink on paper as the most common form of readable information. Of course, with this expanding technology, comes an ever-increasing opportunity for illegal activity. The more significant types of computer crimes include :

- stealing tangible/intangible assets
- destroying or altering data
- embezzling funds
- destroying or altering software
- defrauding consumers, investors or users
- stealing computer software.
- producing/distributing pornography online

### THE INTERNET AND ITS USE

The Police Chief of a well known law enforcement agency in US claims that two years from now- if you were Sheriff/Chief, Commander, Administrator, or support staff in law enforcement agency, and come to work without the Internet, it will be like a patrolman coming to work without his patrol car. The Internet will be that critical in accomplishing our mission by virtue of it being more efficient and its timely access to information.

In USA, for years now, computer crime specialists have used the Internet to exchange techniques and technical information. Forensic lab experts are plumbing Internet's depths to exchange data with their counterparts. Lately, the Internet has become the intellectual stomping grounds of crime prevention specialists, and a whole lot of specialists and services useful to law enforcement.

The Western law enforcement agencies are using the Internet in the following ways :

- Exchanging information on police procedures and technical matters- firearms, uniforms, vehicles, neighbourhood watch programmes, investigative techniques, administrative procedures, electronic fingerprints, etc. If information is classified, it can be sent encrypted
- Exchanging information with the public - getting the public opinion as to how we could serve them better
- Sharing criminals and safety information with the public - missing person reports, crime alerts (frauds, robbers, rapists), requests to public to help solve crimes
- Communicating with the experts who are knowledgeable in a subject you need help with
- Keeping in touch with officers met at conferences, training courses and investigations
- Exchanging intelligence across the jurisdictional lines

Use of computers in India is a study in contrast. We can introspect and realise that all the Personal Computers kept at the tables of the officers are mainly being used as sophisticated typewriters. Police officers should know about **POLICE-L** and **COPENET** and **File Transfer Protocol (FTP)**, and "**Gopher**" their way to zillions of categories of information on any subject.

## *Need for General Awareness and Training*

### **CYBER - SENSITIVE POLICE**

The focal point of any crime investigation, including Cyber Crime, rests with the law enforcers. The strategy to combat these crimes lies in creating a Cyber Police Force for which adequate empowerment in terms of training, infrastructure, motivation and other logistics is required. A beginning should be made in Police Training Colleges, throughout India, where Computer Training should be included as a part of the curriculum. This Computer Training should, apart from teaching Data Entry and Computerising of Police Records, should also teach investigation of crimes in the Cyberspace.

### **AWARENESS EDUCATION**

Financial institutions are given into the threat of sophisticated “**Cyber Terrorists**” who penetrate their Computer Systems and leave messages threatening to destroy them unless they receive huge sums of money. Banks around the world have been victimised by paying millions of dollars as extortion money to keep their system intact. Hackers can sneak into database that house everything from criminal histories and medical records to confidential information in private companies, and either sell it to the highest bidder or change it to suit their purposes. Several studies suggest that the faster-growing computer crime is theft of information, such as product plans, research, marketing plans or prospective customer lists.

The Internet is a totally new and unique form of communication and is of full anonymity. There are no signature or photo IDs on the Internet. Therefore, it is very difficult to identify the Cyber-Criminals. Hence, it is always better to

create an awareness and educate specific target groups like parents, teachers and Internet users on the darker side of the Internet so that it is easy to monitor the users.

We are witnessing exponential social, demographic, and technological changes and new criminal types are emerging. The modern day technological criminals and hackers steal Cell Phone identifiers with cheap scanners, sniff e-mail on the Internet, and stalk people in Cyberspace. Computer Crime, consumer fraud, and white-collar crime are going to become reality. Cyber-Terrorist will run amuck attacking the integrity of computers that control our financial destiny.

Our police officers spend a large percentage of their time doing paperwork. In fact, they feel that the inordinate amount of time spent on writing arrest reports, seizure panchamas and writing case diary leaves little time to accomplish any “real” police work.

In Western countries, laptop computers and notebook, coupled with the availability of various software packages are changing dramatically the way the police officers use their time and obtain information. Using forms-based software, their laptops are simplifying paperwork by printing reports on pre-printed forms. Using cellular technology, which allows e-mail and file transfer capabilities, these officers are sending their reports electronically to the head quarters. Thus these laptops are also acting as time saving devices for the administrative personnel, who no longer have to type information into their processing systems from written reports.

These officers in the field are also using laptop computers to access the information they need to complete their paperwork. For example, criminal codes and other legal data are available on

electronic diskettes, which include a search and retrieve software. Officers can retrieve any statute contained in the database simply by typing in a key word, such as “assault”, “firearms” or “rape”. These laptop computers are also being used to access the wide range of information available from online law enforcement libraries on the Internet. In addition, specific Law Enforcement News Groups sponsor electronic conferences where individuals can participate in written discussions from their computers.

There are those who predict that computer crime and crime perpetrated across the Internet will be law enforcement’s biggest problem in the future. And they say that this future is not far off. Indeed, a look at the statistics on home computers and Internet users suggests that the potential for criminal behaviour is staggering. According to the World Futurist Society, theft by computer will outstrip drugs as the biggest problem in the USA within next 4 years.

### **NEED FOR A KNOWLEDGE MANAGEMENT CELL**

The exponentially increasing number of PC and Internet users, coupled with an army of computer literate unemployed/underemployed youth would inevitably give rise to computer crime in a couple of years in our own cities. Police Station in our country should be equipped sufficiently to properly investigate such cases. We should propose laws on Cyber Terrorism and Cyber Pornography to be passed by the legislature.

While the biggest source of knowledge for this agency would be the knowledge residing in the minds of employees of the organisational database (including all the reports, documents, registers, etc.), the agency would have other sources of information as well, like primary data collection from

the field and secondary data collection from the books/magazines, libraries, publications, training reports and the Internet.

The knowledge would range from that required for policy making (e.g., suggesting a new Cyber Code for prevention and investigation of Computer Crimes) to simple operational matters of day-to-day importance (e.g., how to hold effective meetings in Community Policing programmes).

**The agency mostly would work proactively. It would also cater to specific issues referred to it.**

**This agency would neither be a policy formulating and performance evaluatory body, nor would it be an implementing body. It would only be a knowledge support system for both of the above named functions.**

### **NEED FOR A COMPUTER INVESTIGATION SUPPORT GROUP IN STATE POLICE (HQ) AND IN METROPOLITAN AND OTHER BIG DISTRICTS**

A Police Officer conducting a computer search in pursuance of investigation of cyber crime should have high-level technical skills for success. A well-meaning investigator with amateur skills could inadvertently, but irretrievably, damage the data. When in doubt, rely only on experts. It may be a useful advice to associate and get the cooperation of the computer experts from the victim organisation or target computer system group even if they belong to the suspects or accused because they will be more conversant with the systems they use than even the experts. Such cooperation could also save valuable time of the experts.

The growing number of cases in CBI and State Police, where computers ranging from digital diaries and notebooks to computer networks are encountered, would perhaps underline

the need for setting up in the Central Bureau of Investigation (CBI) and in State Police HQRS and CID and Detective Department, a **COMPUTER INVESTIGATION SUPPORT GROUP**, consisting of police officers who are trained and experienced in computer hardware, software technology, electronics and telecommunications. Such a unit could also be a Computer Crime or Technological Crime Investigation Unit, on the lines of similar units existing elsewhere in the world, such as in the RCMP, Canada or the FBI, USA. The Group should be equipped with the required Computer Forensic analysis tools including hardware and software. While CBI has already made a beginning, the State Police are yet to gear up their resources on this issue. It may be surprising that Computer Forensics, which is a growing and specialised area in Forensic Science and Technology, the world over, is yet to catch the attention of Forensic experts in India.

### **TRAINING**

**T**here are not enough law enforcement officers who are trained to combat computer crime. There is also the problem of acute shortage of Component Investigating Officers and almost no prosecutors are capable enough in prosecuting computer criminals. So what are law enforcement agencies supposed to do? A former FBI Computer specialist suggests: "You either have to take a cop and make him a computer expert or take a computer specialist and make him a cop".

And I fully agree with this view and we must start harnessing our available talents in this regard.

In 1992 the FBI established its National Computer Crime Squad at Washington. This Squad reports to Financial Crimes Section at FBI Headquarters. The FBI shares jurisdiction over computer Crime

investigations with Electronic Crime Branch of the Secret Service. Besides, there is the hi-tech crime network comprising of computer expert police officers who are trained to solve computer crimes.

Following is the proposed 3-4 week training syllabus for Investigation of Cyber Crime for Officers and Members of the Computer Industry and Banking/ Financial Institutions

- [1] Interaction with the Participants.
- [2] Overview of the course mentioning the objective it seeks to achieve.
- [3] Difference between Cyber Crime and Conventional Crime.
- [4] Overview of Computers Hardware and Peripherals, CPU, HDD, Mother Board, Printers, CD Writers, scanners, Hub & Routers, Modems, Ethernet Cables.
- [5] Operating Systems and its Security. Understanding and changing BIOS and CMOS set-up. DOS, UNIX, LINUX, Netware, Novell, Windows.
- [6] Booting Process. Basic System Commands, Opening, Saving & Closing a Text files, Data Storage, formatting of Storage Media.
- [7] Understand and use of Norton Software. NTI File List, File cnvt, Gettime, Disksig, Various FAT File Systems. File Attribute, File Storage. Compression of Files. Hiding Data, Data Retrieval. Use of Software to Retrieve Data. Creation and deletion of Directories & Files Attribute. Recovering Deleted Files.

- [8] History of Internet. How Internet works and various facilities provided by Internet
- [9] Overview of ISP & OSP. Types of Internet Accounts and service provided by the ISP & OSP.
- [10] World Wide Web, Domain Name, URL & IP address.
- [11] E-mail, various Protocols used for e-mails. E-mail Account
- [12] Bulletin Board Service.
- [13] Functions of News Group and Chatrooms and server.
- [14] Protecting Data. Use of Passwords. Encryption, Digital Signature, Private Keys and Public Keys, Cracking Password.
- [15] Networking Getways, Bridges, Network Security, Firewalls, Proxy Servers, De-Militirized Zones.
- [16] TCP/IP Basics and Routing Protocols. IP Sniffing and Spoofing and Proofing. Mac Address. Packet Spoofing. Network Utilities. Telnet, Ping, Net Stat, Whois, Ports.
- [17] Recording Directories and Folders. Temporary Folders. Temporary Internet Files. Cache Bookmarks, History, Cookies, etc.
- [18] Visit to ISP, Working of ISP. Interacting with the staff of the ISP and practical session.
- [19] E-mail Crime. Detecting origin of e-mail from its headers and messages IDs. Anonymisers. Anonymous Mailers. Forged e-mail Addresses.
- [20] Investigation of e-mail Crime. Hacking, Cyber Attacks, Tracking. Denial of service.
- [21] Trojan Horse, Intrusion, Detection, Port Numbers used 21,23..... 65,000 and Counter measures.
- [22] Misuse of Internet Hiding identity. Copyright Violation. Gambling, Fraud, Money Laundering, Espionage. Alteration of Data.
- [23] Case studies on various crime facilitated by Internet Hands on experience to detect Hacking, Breaking Passwords.
- [24] General principles to be followed for investigation. Risk awareness. Knowledge of relevant Laws. Line of action. Speed of reaction.
- [25] Co-operation of ISP's, Telecom. International Police and Judicial Co-operation.
- [26] Securing Digital Evidence. Registration of FIRs and its ingredients. Interception and tracing. Preparing for searches. Precautions to be taken while conducting searches. Recovery and sealing of seized material. Seized Memo. Preservance of soft evidence.
- [27] E-Banking. Inter Banking System. Electronics Payments. Card Technology. E-cash, Credit Cards, Debit Cards, Smart Cards.
- [28] IT ACT, 2000 and rules framed there under, IPC and other Laws related to Cyber Crime. Arbitrators. Powers of Courts, etc.
- [29] Computer Forensics. Computer Forensic Expert's Report.
- [30] Hardware, Software for Investigation and Forensic Analysis.
- [31] Information Warfare. Cyber War, Netwar, Activism, Hactivism and Cyber Terrorism.
- [32] Different kinds of information Warfare. Counter measures and references.

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***Passion,  
not pedigree,  
will win in the end***

# **WOMEN LEADERS IN POLICE : INTERNATIONAL LAW ENFORCEMENT ISSUES**

**Jija Madhavan H Singh**

**A**ny major issue today demonstrates how inter-linked we all are, no matter where we live on Planet Earth. Globalization and the technological revolution have shrunk the world to a virtual village. Communication, transportation, trade, money flows and ideologies have rendered national frontiers increasingly irrelevant.

Releasing the International Crime Threat Assessment in December 2000, the President of the United States accurately warned of the growing global reach and sophistication of Organized Crime groups, and its links with insurgent and extremist groups. He said, "International crime is a direct and immediate threat to the United States." September, 11 sadly proved how prophetic this insight was.

That assessment implied the role of organized crime in corrupting government machinery and forging a political-criminal nexus that is a threat not just to the US and developed nations, but even societies in the developing world. No country can remain immune to what is happening in any other part of the world.

At the operational level, more and more often does an investigator from (say) Orange County, Florida or New York City, Toronto, London, Sydney or New Delhi have to reach beyond not just county and state, but even national frontiers to link up investigative leads, examine witnesses, track money flows and apprehend fugitives.

*Title of the paper presented at 'Federal Law Enforcement and the*

*International Community' at Women in Federal Law Enforcement (WIFLE 2002) Third Annual Training Conference at Grand Hyatt Hotel, Washington, DC from August 12-16, 2002.*

More than any other country, the United States has global linkages that reach to every corner, because of its transnational economic linkages and the flow of immigrants from all over the world. The richest and the most open economy in history is also a natural target for criminals including offensive Islamic fundamentalists. Trafficking in humans is another crime that is impacting the US, Australia, Europe and now surfacing in India. It recalls the slave trade, except that in some instances today's human cargo pay huge sums to international gangs that offer an opportunity to escape the poverty or repression of their home countries to reach some fantasy 'promised land' of freedom and abundance.

This complex environment raises many issues: What are the current models of global law-enforcement? How can any model work, when there is still no universally accepted code for international crime? What about national sovereignty? What has been the experience of law-enforcement from different cultures working together? These are questions that law-enforcement thinkers have been grappling with, ever since technology brought about a revolution in international travel and communications over a century ago. Far-sighted police leaders in continents ranging from South America to Europe had convened several international conferences at the turn of the 19th century to discuss the challenge of international crime. Several models have been developed to respond to the needs of existing international law-enforcement.

Interpol is the formal forum for exchange of information and for law-enforcement agencies from almost all

countries to meet. International Association of Chiefs of Police (IACP) is the largest individual network of law-enforcement officers worldwide. The UN has a permanent Commission on Crime, though CIVPOL is now its better-known involvement in international policing and its agencies are increasingly involved in supporting social services projects (including law enforcement) in many countries, to achieve acceptable quality-of-life standards. Global institutions like the US-based World Bank have found a need for an international law-enforcement perspective, since fraud is common in the diverse cultures that it operates in.

The challenge that faces us is how to 'think global and act local.' In this context, the subject of today's session is very significant and exciting. That this session is discussing such a universal theme lifts the Conference itself to another plane. It shows that today Women in Police have matured and attained the stature and poise to step out of the usual discussions of gender issues in the work place, to issues of larger professional concern. What is exciting is also that it is establishing the fact that there is a Woman's Perspective on critical issues and this PERSPECTIVE demands attention.

In my presentation, I attempt to look at four major facets of the topic. It touches briefly on the obvious issues of *Crime and Law and Order* and goes on to the main contributory factor, the *Leadership Crisis*. Focusing on the other half of the topic is the geometry of *Gender and Law Enforcement* from an Indian perspective and lastly but perhaps the more significant part of the presentation, the potential Role Women in Leadership positions in Police can play.

Talking of international law enforcement issues, I am reminded of how Mr Nye, Dean of Kennedy School of Government, Harvard, succinctly puts the current scenario in his recent letter to the Alumni. I quote: "The

contemporary information revolution and its attendant brand of globalization are transforming and shrinking the world on the chessboard... in the transnational relations includes actors as diverse as bankers electronically transferring huge sums at the more benign end of the spectrum, and terrorists transferring weapons or hackers disrupting Internet operations at the other. September 11 illustrated these deeper changes. Technology has been diffusing power away from governments, and empowering individuals and groups to play roles in world politics - including wreaking massive destruction - that were once reserved to governments. Privatization has been increasing, and terrorism is the privatization of war. Moreover, the process of globalization are shrinking distance, and events in poor weak countries half way round the world - like Afghanistan - are able to have enormous impacts on American lives. The world has changed from the Cold War to the Global Information Age, but our dominant paradigms have not kept pace."

In a nutshell, he says that it is not that such crimes were non-existent but our awareness of them as well as of the affairs of countries in the developing world like Afghanistan, and the destructive potential of criminals were brought into sharp focus for Americans by the events of September, 11.

## CRIMES

What is the main international law enforcement issue with respect to the Indian crimescape? Terrorism would top the list claiming over 40000 lives in the past decade. We have what we perceive as trans-border sponsored terrorism in Kashmir and spilling out to the rest of India. "September 11" in the US was followed for us by a "December 13", when there was an attack on the Indian Parliament by a similar extremist group. There have been bomb blasts and shootouts in the vicinity of US embassy



in Calcutta. I am not going to talk about this in detail as this Conference had a full session devoted to the topic, except to point out that the dimensions of such a problem increase manifold when the terrorists have a state sponsoring their activities under the guise of being 'freedom fighters' and giving the whole thing a religious overtone as in Kashmir.

Then, we have the LTTE 'Liberation Tigers of Tamil Ealam' and affiliates striking terror in Tamil Nadu in the south of India. An LTTE human bomb blew her up killing Rajiv Gandhi, our charismatic former Prime Minister.

There is another ribbon like spread of Maoist/Naxalite terrorism from the Nepal-China border in the mid-north of India running down to the southern tip near the state of Kerala. In the northeastern states, which wing out on the map, east of Bangladesh, there are insurgency and separatist movements by four different groups.

Several of our neighbours are helping to keep the terrorist pot boiling and there is always the threat of bio-terrorism and nuclear blackmail. Indeed it takes up a lot of our energy and resources to ensure adequate security for the citizens and for law enforcement.

When we come to the next category, the Organized Crimes, the main ones we constantly battling against are:

- Drug trafficking
- Illegal manufacture and smuggling of arms
- Money laundering
- Automobile thefts and smuggling out into mainly Nepal
- Trafficking in women and children into and out of India
- Crimes against women and children
- Mafia activities

India's geographical location is between the Golden Crescent

(Afghanistan, Iraq & Pakistan) and the Golden Triangle (Laos, Myanmar & Thailand), the two major opium producing regions. In 1999, Afghanistan accounted for 75% of world's opium production and Myanmar 20%. It is difficult to estimate the quantity or value of the undetected drugs, which have been smuggled into the country, which is much more than that has been seized. The seizure figure as per the Annual Report of the Narcotic Crimes Bureau for 2000-2001 was 12460.

Trafficking in arms hit international headlines when a consignment of 300 Kalashnikov rifles, 25 pistols, 25000 loads of ammunition, 10 rocket launchers and other items were air dropped in Purulia in West Bengal from a plane which was transiting through Indian airspace from Pakistan. British and Latvian citizens were arrested. Illegal manufacture and smuggling is a prevalent crime within the country. Money laundering or what is called 'Hawala', the illegal international transfer of money is a major issue. It is related to all other organized crimes. Automobile thefts have gone up manifold in recent times as in the east European countries, with increased smuggling through Nepal.

Trafficking in women and children from poorer regions to the metropolises for various illegal practices have been prevalent. But, recently many cases have come up where children were found smuggled out of the country not only for illegal adoption in the west but also for such cruel pastimes like camel races in the Gulf countries. Instances of rackets of trafficking in women from Bangladesh, Maldives and Nepal have also been reported.

Crimes against women and children are mostly localized crimes, and generally suppressed in a conspiracy of silence, except that instances are coming up where foreign nationals visiting India organizing illegal activities. There was this sensational case which surfaced in

Goa of procuring children for making porn films for paedophiles.

Mafia activities have long been recorded in India in the coal mining belts of Bihar, Madhya Pradesh and Orissa. Mafia has been surfacing in Mumbai in various blackmails, kidnapping and murders. The Mafia dons now organize offences in India from their safe havens in the neighbouring countries. Their acts of terrorism and intimidation have been reported even in the international media, the most prominent being the serial bomb blasts in Mumbai on 12th March, 1993, killing 257 and injuring 713.

These crimes do not need any further elaboration to the experts in the field of law enforcement. The statistics of these crimes appear frightening, but they are kept in check by a law and order machinery of about two million strength. Women in the senior levels do get a chance to work in these areas, though they are generally discouraged. However in strife-torn Kashmir, women at all levels have started taking part in operations against terrorists.

## LEADERSHIP CRISIS

In discussing international law enforcement issues it is not enough to just identify them without a glimpse into the causes. Perhaps the buck stops at the issue of a Leadership Crisis pervading in many parts of the world. Woman, if adequately sensitized to the issues, with her down to earth wisdom and agility of mind can address the general decay around. Instead of side stepping it or blindly following the male perception of her understanding of world matters, can she play a constructive role?

The profound changes of globalization that I have spoken about earlier have thrown-up an entirely new set of challenges. These require thinking through from the ground up rather than

just a tinkering that tries to make do with the minimum changes.

In many parts of the world, societal and democratic mechanisms have given importance to projecting leadership qualities, and consequently leaders, who have cut their teeth on debates that flourished half a century ago. They find themselves strangely out of depth while grappling with current issues. The solutions offered are often irrelevant and inadequate. This inadequacy shows off in the inability of the leaders, and by extension the institutions they govern, to meet the genuine aspirations of the people. This gives rise to frustration and acts of disobedience and rebelliousness towards established authority. In turn, such antipathy erodes the rule of law and the legitimacy of established institutions. Ineffectiveness and apathy of the instruments of the state encourages groups - ethnic or regional - to takeover the legitimate functions of the state and organize themselves for security and tax collection. As non-state actors there are no binding covenants or treaties to ensure "civilized" behavior. The independent groups develop their own agendas - illegal mining, drug trafficking, and the like, that require interaction and close collaboration with similarly placed groups elsewhere.

Soon the state is under threat and its finances under pressure. Economic growth slows down, and in some cases, even reverses so that issues of unemployment, poverty, and decline of administrative standards become a reality. People's perceptions undergo a change and the vicious cycle begins again. It is in such an environment that disenchanting youth congregate and expose themselves to fundamentalist influences. A combination of porous borders, breakdown in rule of law, decline of state instruments especially the police and judiciary, make radicals like Osama Bin Laden believable and facilitate breeding grounds for terrorists. Criminals operate and thrive in regions

where weak structures, weak rule of law, weak media and weak NGOs exist. An able woman at times emerges and takes charge to be ousted soon after by vested interests.

We are reminded of Sir Bernard Shaw's quotation and the futility of it all, *"Those who can reform the system do not want to attempt it and those who really wish to reform just have no power or capability to do it"*.

## **LAW ENFORCEMENT AND GENDER**

This is a complex and difficult issue in India as elsewhere. The Constitution of India guarantees gender justice - freedom of choice and equality of opportunity for education, occupation, wages and the like. But, this "de jure" freedom or equality does not often get translated on the ground. We have about 500 million women, a big number if we think of it as a cohesive whole. But, in ones and twos across the country in family, at the work place, in the fields and on the road women often continue to be victims of discrimination, harassment and crime. Illiteracy and poverty coupled with suppressive customs and traditional mindset in the patriarchal Asian milieu have placed women in a dark corner.

Juxtaposed alongside we have a fair percentage of educated and empowered women spread across all walks of life. In a way, Women's Movement in India has come of age. Women occupied high positions in India's freedom struggle. Today, the next generation seem ready "to pause, reflect and explore our identity as women beyond gender stereotypes, colonized mindsets, western psychological theories and constructs, male centric leaderships and racial hierarchy. We know that deep within us, women's bodies, we carry immense wisdom, authority and strength that may not be easily comprehended and verbalized".

We have the concept of "Shakti" on Divine Woman Power in legends. India had produced many heroic women role models down the centuries. Even today, there are many who stand head and shoulders above the rest of the leaders in politics and professions including police. It is a matter of honor for the Indian police that the International Magsasay Award was given to Kiran Bedi, a police officer for innovative practices enriching the quality of life of prisoners of the Central Prison of Delhi. She is the only government official to get this award.

India has about 20,000 women of all ranks in police in the 2,000,000 (2 million) strong police force. They are at a stage when they are confronting the negative attitudes and values of the society and are struggling to find their feet. Ironically, many a time they themselves get bogged down by their own patriarchal upbringing, and bring in the societal biases, prejudices, predilections, dogmas, myths, stereotypes, etc., when dealing with women victims. A lot of gender-related work is being done. Still, a lot remains to be done.

In addition to drawing up a "National Policy for Empowerment of Woman", there have been two significant initiatives. One was a National Workshop with 600 participants on Gender and Law Enforcement. This was the result of several regional workshops organized by National Commission for Women in collaboration with NGOs. The other was the "Springboard" programme to empower women in the police. This initiative is an attempt at forging a new future for women in police. Modeled on the "Gender Agenda" launched in the UK, it seeks to awaken the police to issues which must be tackled if it is to develop women's potential as a deliverer of quality services to the public in the 21st century. "Springboard" was with similar regional training endeavors, culminating in a National Conference

where 550 Women in Police from Constables to Inspectors General of Police took part in deliberations, sharing experience and displaying their strengths and projecting their aspirations.

A definition of gender sensitization and gender stereotypes emerged out of these massive endeavors. "Gender sensitization should be seen as a higher responsiveness to the inequity and unequal power equation of gender relations, heightened receptivity to a gender-value framework that challenges the patriarchal stereotypes in order to ensure gender justice. It denotes a process of resocialisation - a process of unlearning the gender bias, both societal and organizational" (*Report of the National Workshop on Gender and Law Enforcement by National Commission for Women*).

**Gender Stereotype/ Springboard**

<b>Men's Perception</b>	<b>Women's Perception</b>
Woman suited for feminine functions	Can perform all functions
Take same pay but do less work	Do more work
Not enthusiastic or career minded	Committed
Difficult to cope with police	No problem
Cannot work in operations	Can handle everything
Too gentle and soft	Can be tough when needed

**Gender Discrimination and inequality**

Women are not discriminated	There is discrimination
Given the same responsibilities	Not given
Given the same incentives	Not given

No need to integrate	Want to be in mainstream
Men are more capable	Women are capable
Superiors view equally	Discriminate
Need more training	All need training

Mahatma Gandhi, father of the nation, as early as 1930 observed: "It is wrong to treat woman as weak. This is gross injustice to womanhood. If the definition of strength is physical strength, women may be considered weak. But if strength is defined in terms of moral character, women are stronger than men are, women have more insight, are more devoted than men, and have more self-control". Striving towards this vision, National Policy for Empowerment of Women was aimed at all round political and economic participation of women and mainstreaming of gender.

There is one very strong argument in favor of inducting more women in police. The context of a paradigm shift from colonial policing to a democratic one. In India we still follow the Penal Code and Criminal Procedure Code set out by Lord Macaulay in a bygone era. The police force was the coercive arm of the traders turned colonial rulers to suppress the Indian subjects. In the half a century since independence, the police forces in India had to gradually and grudgingly move from a 'Force concept' to a 'Service concept'.

What are the pre-requisites to such a change from being a Force to a Service? The shift has to be from being a Controller and Enforcer to a Facilitator and an Expert to help in need. It calls for different qualities: greater sensitivity and sensitiveness in responding to situations and people for a start. When such a transformation is being demanded of the police in the present democratic set-up, the relevance of woman with her innate strengths of patience, sensitivity and sensitiveness fits the bill as the

agent for bringing about and sustaining the change. There is a change in the ethos with many reform initiatives and more and more women coming into the police at all levels.

In addition to the induction of women, another important change mechanism has been gender sensitization programme that has been introduced at various levels. In the predominantly patriarchal, conservative Indian society, survival of the women in the male bastion of the police without acquiring some characteristics of the 'force' concept and 'male' behaviour often became difficult. Many gave in, and become part of the milieu or even quit the job when they could not handle the psychological and physical dualities. Happily, there are some signs of changing attitudes and women being accepted as they are. The next step ideally would be to see women as an asset with special, positive strengths, which can be gainfully utilized to revamp and rejuvenate the Police Service. That perhaps is a far away dream!

**WOMEN LEADERS IN POLICE**

Where do we go from here? What Women Police Leaders can instigate? More women are joining the law enforcement services today. There are now a significant number of women at all level including senior levels. Statistics show that annual recruitment to senior executive levels in 1972 was 1 woman in IPS. There had been a regular intake thereafter, one each year till 1975 out of annual intake of about 65. There was a steady increase and had reached double-digits in the past 5 years.

Several issues are still relevant which need to be resolved. A core central issue is the concern for equal opportunity. The system has to ensure a level playing field if women are to have satisfaction and just advancement. Women leaders have to assert their role in ensuring this for the others.

The need of the hour also is to motivate women in police towards

- Continuous training and development
- Professionalism
- Aim for excellence
- Stress on team playing

## CONCLUSION

**T**he time has come for a critical evaluation of women's contribution and new opportunities for leaders to encourage greater contribution and impact. In today's knowledge-intensive world, it is imperative to develop strategic management approach to help women in their personal and professional development in the context of their gender. Identifying barriers to progress and strategize to overcome these barriers by putting in place formal procedures for gender auditing is essential. Professional, well-trained women leaders in police can play the role of motivators and agents of change.

Women police should also focus on non-traditional areas like ethics, community policing, emerging crime areas including IT, environment, minority rights, and leadership where they can make a critical impact. It could be the role of women leaders to show the way to maximize the potential of the special qualities of woman. While she can do all the jobs well, she can excel in some and she should have the freedom of the knowledge.

Simultaneously, increasing political sensitivity is also necessary to influence policy for positive outcome for women, especially in providing the right quality of working environment. Women's awareness of issues and active involvement can instigate betterment all around. Even better governance can be insisted upon by pressure groups/NGOs with women playing a catalytic role.

Women "hold up half the sky" and the service and society will only gain if the full potential of its women can be tapped. In this direction, any initiative attempting to forge linkages globally

would be relevant and of great value to professional functioning, societal development and individual aspirations. A common knowledge network platform to facilitate sharing and learning can form the basis for personal and professional development all around. Informal organizations of women can strengthen and support existing formal structures like Interpol and IACP contributing fresh insights, a new perspective and hopefully, viable solutions. Finally, we could go along with the exhortation of Ron Noble, Secretary-General, Interpol who inaugurated this Conference, I quote, "police professionals...must build bridges to the rest of the international community...increasingly work with international organizations...as well as with regional police organizations... where possible we must avoid unnecessary duplication." This is equally true of forging relationships and networking for empowerment by Women leaders in police, to work to their full potential, and more significantly benefit society.

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*Every Job  
is a self-portrait of the person  
who did it*

*Autograph  
your work  
with excellence*

# CRYING CHALLENGE BEFORE WOMEN IN INDIA - A PERSPECTIVE

Tejdeep Kaur Menon

**I**t is by now commonplace to talk about the fair sex getting a fair deal. Be it the enactment of new social laws, the creation of new institutions for target groups and even the lip service about providing reservations for them in all elected bodies. Yet, we are still far from it. There is no better evidence of how and why the empowerment of women in India is poor than in the revealing statistics of the Crime Against Women (CAW), the handling of these grave offences, the profile of the victims, the accused and the ultimate disposal of the cases.

Crime against women has traditionally been classified to include cases of rape, kidnapping and abduction, dowry death, torture, molestation, sexual harassment, importation of girls, cases under the

Immoral Traffic (Prevention) Act, Sati Prevention Act, Dowry Prohibition Act, Indecent Representation of Women (Prevention) Act. In the year 2000 a total of 1, 41, 373 cases were reported.

A study of the CAW data shows that there was an increase of 4.1 per cent and 3.3 per cent in 2000 over the previous years 1999 and 1998. In absolute numbers, an increase of 5, 502 cases was reported at the national level in 2000 over 1999. This increase should be viewed against the 0.4 per cent decrease in the Indian Penal Code (IPC) crimes and 7.9 per cent decrease in Special and Local Laws (SLL) crimes in 2000 when compared to that in the earlier year 1999. It is noteworthy that Lakshwadweep did not report a single incident of CAW in 2000.

The proportion of CAW to the total crime reported in the country (IPC) is 7.2 per cent. The all India crime rate that is number of crimes per lakh population for CAW, reported to the police worked out to be 14.1 during 2000. This state of crime that may not appear alarming at first sight is to be viewed with caution as a sizeable number of crime against women go unreported due to various reasons. Clearly, this is a pathetic situation.

Consider the larger picture. The 23 big cities accounted for 12 per cent of the total CAW cases in the country. Of these, Chennai accounted for 24 percent of these cases, followed by Delhi at 12.6 per cent. However, the rate of CAW presents a different picture. Significantly, it shows a higher rate of 59.8 per cent for Chennai, followed by Kanpur and Jaipur at 39 and 36. Among the six metros, Calcutta is the safest for women. It has recorded half of what was reported in Bangalore.

As much as 31.8 per cent of dowry death cases reported at the national level were from Uttar Pradesh (UP) alone, followed by Bihar with 15.5 per cent. It is logical to conclude that the harassment on account of the pernicious practice of dowry is very high in both the states. However, it should be noted that the incidence of torture cases (under section 498 A IPC) in UP accounted for 13.2 per cent and Bihar only for 3 per cent of cases reported under this head. This leads us to believe that these states take account of the practice of harassing women for dowry only when they are confronted with the bodies of the helpless women.

In cases of rape, 40 per cent of the victims were in the age group of 19 to 30 years and 20.8 per cent in the age group of 16 to 18 years. Also in cases of rape, victims knew the offenders in 87.4 of every 100 cases. This is the picture that emerges from an analysis of the 16,496 rape offences that were reported in 2000. Neighbours were accused of rape in three out of every ten cases.

Madhya Pradesh alone accounted for 23 per cent of rape cases in the country and about 26 per cent of the total molestation cases.

Incest accounted for 2.2 per cent cases. In the majority of the cases of incest, the victims were below eighteen years of age. Forty seven per cent of all rape victims were less than eighteen years old. This shatters the myth about women shouting rape while caught in a willing act. In fact, one of every five women raped is an innocent and helpless child.

The cases of torture for dowry are the highest among CAW cases accounting for 32.4 per cent of the cases. The incidence of increase is 4.4 per cent over the previous year. There is intense criticism against the misuse of Section 498 A IPC by women to harass the gullible spouses. The fact is that civil law is lagging way behind the changes and nuances in family and gender relations in the ongoing churning process and rapidly transforming Indian society.

The Guardians and Wards Act, 1890, the Special Marriage Act, 1954, Hindu Marriage Act, 1955, the Hindu Succession Act, 1956 and the Hindu Minority and Guardianship Act, 1956 do not in any way reflect the aspirations of a woman trapped in a murderous marriage and seeking early relief from its bondage. Irretrievable breakdown of marriage is not maintainable as a ground for divorce in India - a common ground for grant of divorce by courts in the USA.

Coupled with this is the problem of archaic methodology employed by courts in settling disputes relating to custody of children, computation and division of the marital property, return of streedhan, fixation and securing of maintenance, often weighed heavily against the interests of the woman seeking relief.

The absence of adequate civil courts, especially family courts, and the failure of family courts to function as per the spirit of the Family Courts Act, 1994, have made many a woman seek police help outside a police station and exploit Section 498 A IPC to secure divorce or settlement involving her life, the children, maintenance and property.

This is not an attempt to demolish the nobility of an enactment like the 498 A IPC, but to enlighten the lawmakers and the stakeholders in the criminal justice system towards bringing about long desired changes in the civil law and the legal procedures governing rights of women seeking divorce or relief from marital harassment.

The conviction of an errant husband under Section 498 A IPC does not entitle a woman to an automatic divorce. She would have to approach a civil court and battle with her husband for divorce and also pursue the criminal case filed in a police station to seek justice. In fact, if she is economically dependent on him and he has to undergo imprisonment, the question of maintenance may not arise. Therefore, women use Section 498 A IPC more often to redress all marital grievances for a quicker and advantageous settlement. This is reflected in various parameters. The very high percentage of cases under Section 498 A of IPC, that is 8.9 per cent, in which the police found the charge to be false, mistake of fact or law, or other grounds for referring the case is in contrast to only 4.1 per cent of cases of dowry death in which the police did so.

Also there is a very high percentage of acquittal/discharge in cases of cruelty by husbands and relatives at 78 per cent of cases tried by courts. The crime rate (rate of report) of cases of cruelty by husband or relatives is as high as 4.6, while the crime rate for dowry death is 0.7 and sexual harassment is 1.1 in every 1 lakh population.

Similarly, the arrest rate for cases of cruelty by husband or relatives is 10.5 and is the highest in the CAW category. This comes fourth following arrests in cases of rioting, hurt and thefts.

All these are pointers of the yawning gap between civil and criminal law that needs to be bridged. The absence of a single window where a woman can obtain different kinds of relief on an emergency basis beginning from basic protection to stop the violence, being turned out from the husband's home, restraining the husband from disposing of property, emptying bank lockers and accounts and depriving her the right to be with and custody of her children.

In this bleak scenario, it is easy for a man to throw his wife out of home and wait for her to trudge the long winding route through the courts for whatever little relief she can get in the end. Consequently, in the anxiety and eagerness for a settlement, the harried woman is forced to agree to what is far less than her due. In the bargain, perhaps to get custody of her children, the woman may succumb to obnoxious visiting rights that have, in fact, long-term adverse impact on the growth of the children.

Most harassed women seeking justice can file a criminal case under Section 498 A IPC on the charge of mental and physical cruelty and a divorce on the same grounds. However, deterred by the painful span of three to five years that it takes to secure the first order from a court and the proverbial Damocles sword hanging over her head, with the series of appeals the husband can file to set aside the first court order, forces her to seek closure of the criminal case under Section 498 A IPC and settle for a divorce on grounds of mutual consent. In effect, the man has the cake and eats it too.

The Domestic Violence (Prevention) Bill, 2000 tabled in parliament on March 8, 2002, is a significant step forward in recognizing the problems of women, children and their other family members living in a household where domestic violence is practiced. When it is finally enacted as law, it will provide protection to the woman against domestic violence by obtaining protection orders, residence orders and monetary relief orders. It will obtain for her right to reside in a shared household, the right to be informed of the access to such orders and the service of accredited service providers.

The bill bureaucratizes the process of justice by introducing another avoidable tier – protection officer - between the complainant and the court. There is enough experience with other legislations like the Dowry Prohibition Act and the Immoral Traffic (Prevention) Act to suggest the inefficacy of this tier.

Further, the bill does not cater to the longstanding demand of women for a appropriate linkages between civil and criminal law to make Section 498 A effective. At most, the portent of the proposed legislation is like providing first aid to a critical patient in an emergency.

However, this temporary relief should be followed up with setting up of more family courts to deal with divorce, maintenance, child custody and division of property and reverting to the spirit that led to the formation of the family courts providing early, easy solutions to domestic problems.

The need to revise the rates of maintenance is long overdue. Also, the protracted procedure to get a paltry maintenance defeats the very purpose of the existence of the maintenance laws.

Now, consider this. One in every five or 21.3 per cent of the total number of murders in 2000 was of women. This added up to 8,430 murders of women that year. Of these, 46 per cent were in the prime of their life – the 19 – 30 age group. Karnataka (1293), Maharashtra (1132), Uttar Pradesh (1082) and Bihar (918) accounted for 56.5 per cent of the cases. Personal enmity, property disputes, love intrigues, dowry and gain are the major reasons for murdering women.

Another alarming fact is that as many 36, 310 bodies of unidentified men and women were recovered in 2000. That means, as many as 99 bodies were found on an average, every day that year. The metropolitan cities of Hyderabad (2672), and Delhi (3571) reported very high incidence that year. This leaves one with the eerie feeling that it is still possible to murder and screen the identity of the victim. Worse still, law is unable to inspire enough confidence in the next of kin of the dead to help identify their dear ones.

Women victims far outnumber men in the category of kidnapping and abduction crime. They account for 67 per cent of the 22,938 cases reported in this category. Of the kidnapped or abducted women, 59 per cent were for marriage and 14 per cent for rape. A significant feature is that 37 per cent of all women victims were less than 18 years old.

The failure of the investigating agency can be seen from the fact that 25 per cent of the cases remained under investigation without finalisation of the case till the end of the year. These are cases in which the victims remained untraced or the investigation was underway to establish the charge.

The police closed as many as 3,847 cases of kidnapping and abduction of women and girls or 16 per cent of the cases were found to be false, mistake of fact or law.

This signifies the shifting stand taken by the victim or her guardian towards the crime and the criminal, in view of the existing social environment. They are perhaps handicapped and forced to get the victim married to the accused or someone else by putting a lid on the case. What is interesting to note is that in 20.4 per cent of the cases, the children were kidnapped from Delhi itself.

The number of sexual harassment cases, referred to as eve teasing in the past, rose by 24.5 per cent over that in 1999. More than 25 per cent of these cases were reported from Uttar Pradesh, followed by Andhra Pradesh and Tamil Nadu.

It is natural to expect a significant co-relation in the pattern of rape, molestation and sexual harassment cases reported from a state. Sadly, this pattern is not reflected in the statistics. Madhya Pradesh recorded the largest number of rape (3737) and molestation cases (8516) but ranks much lower in the reporting of sexual harassment cases (840). The reason for Uttar Pradesh recording far lesser number of rapes (1865) and molestation cases (2604) than most states and then recording the highest number of sexual harassment cases (3160) is an issue for serious study. This is suggestive of the failure of the criminal justice system to inspire confidence in a victim of rape or molestation and the inability of the victim to speak out on the atrocity due to the prevailing socio-economic conditions in the state. It also raises serious doubts of the correct recording of cases as they occur and the shocking apathy to gender issues.

The significantly large number of sexual harassment cases reported from Tamil Nadu and Andhra Pradesh are perhaps a pointer to the drive taken up by these states against gender crimes.

An interesting trend is seen in the reporting of the Immoral Traffic (Prevention) Act, and Indecent

Representation of Women (Prevention) Act. Under the first act, 73 per cent of the cases were from Tamil Nadu alone and in the case of the second law, 57 per cent of cases were from Andhra Pradesh. Many states like Karnataka, Haryana, Orissa, Madhya Pradesh, Punjab and West Bengal did not report a single case of indecent representation of women during the year. This is yet another stark pointer to the callousness of the police and society in being insensitive to the issues relating to women that can possibly help in nipping in the bud potential cases of gender crime.

A study of the figures of cases reported under the Immoral Traffic (Prevention) Act gives an impression that prostitution in India thrives in Tamil Nadu, Andhra Pradesh and Karnataka, as 93 per cent of the cases have been reported from these states only. Tamil Nadu alone accounted for 73 per cent of these cases. Does this mean there is no prostitution in the cities? Or, are cases not reported from the cities of Nagpur, Patna, Bhopal, Pune, Lucknow, Ahmedabad, Indore, Kanpur, Vadodara, Varanasi ?

Both, the Immoral Traffic (Prevention) Act and the Indecent Representation of Women Act, are comprehensive laws. But, these laws were made without repealing provision in the existing laws in the state and that of the Indian Penal Code. Consequently, investigating officers take advantage of the more lenient provisions of the old laws to book cases and, inadvertently, make a mockery of thriving crime. It is possible to herd a dozen women accused of prostitution and get them fined Rs.25 each under an existing law such as a City Police Act or Town Nuisance Act. This is a cakewalk in comparison to the elaborate investigation required under the Immoral Traffic (Prevention) Act to book financiers, brokers, building owners and the clients of prostitutes.

Though the sex ratio in the country was 946 females for 1,000 males in 1951, it has worsened to 927 females for 1,000 males in 2000. What then has happened to our pre-natal, post-natal, nutritional support, health care, girl child education programmes throughout the country? The deep seated bias in India against the girl child with the availability of the most modern scientific techniques to determine the sex of the foetus has resulted in large scale detection and snuffing out of the birth of a girl.

This grave injustice is not reflected in the crime records of the country. Shockingly, just 104 cases of infanticide and 91 cases of foeticide were reported from the entire country in 2000. Infanticide and foeticide are a way of life in both urban and rural India and, therefore, the provisions of a progressive law like the Pre-natal Diagnostic Techniques (Registration and Prevention of Misuse) Act, 1994 remains a worthless scrap of paper.

Who is a girl child? If one goes by the Juvenile Justice Act, 1986 a girl child is one below 18 years of age. The Child Marriage Restraint Act, 1928 also specifies 18 years as the cut off mark for preventing child marriage. However, for the purpose of defining rape, under Section 375 IPC, the age of consent for sexual intercourse is 16. This very provision provides for sexual intercourse by a man with his wife even if she is below 16 and above 15. Further, in the next section 376 of IPC, exception is made for a husband for lesser punishment if he rapes his wife who is above 12 years of age. It is time that we clearly rid ourselves of such blatant anachronism, define who is a girl child and shelve once and for all antiquated social laws.

Crime against women has been classified traditionally as marital and sexual crime. However, an important section of violent crime victimizes women even more. This is robbery and



dacoity on homes. Women are prime targets for the jewels, usually the ornaments they wear and keep at home. A total of 7, 624 cases were reported under the head dacoity and robbery at residential premises and property worth Rs.3249.70 lakhs was looted from the inmates and homes by dacoits.

Other property crime that erodes the safety and confidence of women is burglaries and thefts. The only consolation is that it is not violent in nature.

Another area of focus for those analysing issues of gender justice is the commission of suicide. Housewives accounted for 52 per cent of the total female suicide cases. Married women account for as high as 66.6 per cent of all suicide victims. The complex way in which bad marriages operate in driving women to suicide is still to be fully understood. Further, 46.8 per cent of the victims had less than middle school education. Women preferred to drown, hang or immolate themselves.

Significantly, the majority of the women are between 15 and 29 years of age, while male victims who commit suicide are between 30 and 44. For every 59 male suicides there were 41 of women. It is seen that social and economic causes led most males to commit suicide while emotional and personal factors drove females to end their lives. This is evident from the dominant factors for female suicides. Suspected/illicit relationship, 56 per cent, non-settlement or cancellation of marriage 66 per cent, not having children 73 per cent, dowry dispute 98 per cent, divorce 65 per cent, physical abuse 68 per cent and illegitimate pregnancy 98 per cent.

All this casts a heavier responsibility on women police already saddled with important tasks to perform under the Criminal Procedure Code in issues relating to search, arrest, and custody of women witnesses, arrestees and juvenile delinquents. The female criminality in the total crime amounted to 5.4 per cent. In all 3,22,631 women were arrested during 2000. The number of girls arrested

for juvenile offences were 4,128 or 23 per cent of the juvenile offenders picked up that year.

But there is just one policewoman for every 52 policemen representing a woefully inadequate 2.09 per cent in the entire police force. The total strength is 21,633. As many 18 states have a strength of less than 1,000 each. Tamil Nadu is in the lead with 4, 415 policewomen. The share of women in armed police is 0.45 per cent. They exist only in a handful of states – Madhya Pradesh, Himachal Pradesh, Jammu and Kashmir, Assam, Goa and Delhi. All this means, there are not enough policewomen to investigate the cases of female criminality.

In such a dismal situation there is therefore no question of policewomen being available to tackle cases where the woman is the victim rather than the offender. It is time we put on the thinking caps to get our act together.

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***Sometimes,  
setting a good example  
for your children  
does nothing  
but increase  
their embarrassment***

## EVER FIGHTING MEN

AP Maheshwari

**O**ur overstretched democracy, heavily loaded with enumerable pulls and pressures of various shades, has now come to a point where peace is a rare occasion. We buy peace in installments. We buy temporary peace at a huge cost. Suffering the vagaries of caste and communal divide, struggling against the distortions of poverty and the economic divide, decrying the outcome of low values and corrupt practices, fighting against system failures marred by pressures of population and repulsively bearing the influence of bad managers. The list of fights and divides is adding further on day by day. In order to attain some sort of synthesis, though superficial, we have generated a tall battery of fighter forces as a containment exercise. The containment exercise has, however, been rolling on for days. This ever fighting scenario has now made it

difficult to contain the very fighter force which was in itself meant to contain the disintegrating elements. Guided by common impressions, we refuse to peep into the reality. Alleged as necessary evil, apparently disliked and labeled as corrupt and high headed, this social segment of peace-keepers in uniform has its own pathological woes when the job requirements oscillate from crime to public disorder, from insurgency to terrorism, from sabotage to subversions, from communal policing to urban warfare, its tasks are ever increasing. Normal system balances having failed, it faces the brunt of all the bad spillover. Not one day, two days or two years, for years the fire fighting is going on. They were never linked as an integral subsystem of a development planning; they came into being as a 'patch work.' Hence, they are still reactive and not

truly proactive. The attempt here is not to generate any illusions but draw the attention on the intrinsic aspects of the job of these ever fighting men.

Every society is prone to crime and violence. Socially Augmented Crime Prevention Drives (SACPD) and the deterrence infused by the Criminal Justice Administration (CJA) are the two known methodologies to create peace and order. Both are in a way supplementary to each other. Amidst so many divides in our society, the later has to face the brunt, more often than not. How effectively do they perform needs no elaboration. The job of the peace-keepers has become wide-ranging. Rural segments need a different set of policing skills in comparison to high-rise metropolitan towns where art of policing is often put to test. The high-tech urban Mafiosi and white collared criminals pose a challenge. Neo-elite need faithful watchdogs. Political manipulators need a repressive tool. The brutal segments whose sentiments are fuelled by fundamentalists entail use of equal force to contain the tide. Over and above all, the subversive elements, whose actions are master minded by unfriendly neighbours, become ruthless and make indiscriminate use of weapons, explosives and advanced technologies to cause loss of life and property, whether of citizens or the security forces. The constant threat of the unknown devil of death forces one to take all possible counter measures. SACPD is nearly absent. Community indulgence in adducing evidences is also at a low mark. CJA is also not producing results. Under such an environment, the psycho-behavioural domains, emerging within the internal configuration of the human being working as a peace-keeper, tend to become rigidly complicated. They are fractured from basic humane touch to the brutal instinct, they encompass anything from love to hate, constant fight against terrorism or insurgency make them moron, insensitive and full of negatively heightened emotionality. If you do not act as a death devil for the terrorist, he

would celebrate your death and take away the weapons too, in order to have more feasts. In many situations, there are no clear-cut solutions. Over-doing is often regarded better than underplaying. Thus the jobs of peace-keepers swindle from normal to the abnormal. One can have no two options that a normal situation should be met by normal and decent human norms. But a highly abnormal situation calls for contingency management which may even entail a surgery. This is true about medical field as well as business enterprises so also for any organisation fighting against advanced crises. Adding to it is the fact that these tasks are done by people who live against the norms of a healthy life style. Away from families for ten months out of twelve, irregular working hours, unhygienic living conditions, overloaded with negative floats of life. With the breaking down of joint family systems, the nuclear families, where male member remains away for ten months in a year, find it difficult to cope with the problems of life. This also eclipses the mental peace which he could afford otherwise.

Everyone needs some privacy and space in relationships, in order to survive. This is an inherent human requirement. The peace-keepers thrive on imposed relationships with no mutual space and privacy as they have to any way roll on in a make shift arrangements, so called barracks. With human sensitivities increasing day by day the old patterns may require drastic changes. But cost is a limiting factor. Hence, there is a big trade off between normative and real conditions. The problem of emotional stress is mostly prevailing at lower cadres. The higher cadres may not feel the brunt so much as do the peace-keepers at lower rungs. Though a couple of deviant tendencies acquired by them cannot be let go scot-free, certain types of deviant behaviours are normal, i.e., likely to be adopted by any person doing those jobs. Thus the job context and job content factors cannot be ignored. Still glaring are the tactics which have been

adopted since time immemorial by all civilisations to handle the bad components, like a bad sore or a boil on the body. Consequently, the peace-keepers tend to build a sub-culture full of inherent contradictions vis-a-vis the superficially perceived reality of the society.

The job of peace-keepers has, due to the above complexities, gone down on priority of the society's youth. The discarded young aspirants join them as a last fight against hunger. In order to need more people to fight and die, we keep buying their helplessness against hunger. Yet they join and imbibe the lessons of patriotism and loyalty under the tuning for discipline. The vertical and horizontal divides of the society baffle a cop till he draws a perpendicular and hangs on to it as his anchor. It could be anything under the sky which his environment can give. He had been the part of the same society and takes what it gives and does it so, at times, with no sensitivity. Thus, the contradictions in personal and organizational goals, perceptual difference of roles and responses vis-à-vis the social expectations are bound to occur.

Another area hampering his functioning is the flow of information from the community which is often blocked due to lack of trust and the prevalence of a negative image. Once the timely information becomes a casualty, the operational requirements force him to adopt other means. The time tested methods in this category are either monetary allurements or looking for a break-away group of the same gang or locate the enemy's enemy or play one against the other. At times, when nothing flows, general brooming is done. The result is the violation of the rights of many. But what has been prevented is intangible and a peace-keeper cannot take credit for it, yet he has to explain what has tangibly occurred. One effective way to win community support and win favour is to add the charter of providing material services to the community in

contrast to the singular role of checking the people against their deviant behaviours. These type of job profiles have been adopted in insurgency prone areas but selectively. Community development programmes, health camps, education initiatives, etc., are being undertaken by security forces so as to gain community support and improve the image from that of a monitor to the image of a helper. Police agencies abroad have these roles in normal course too, e.g., providing services of vehicles in case of accidents. The situation of trust as a friend prompts real time voluntary information from people. Peace-keepers do not have such roles in India yet as a normal charter, on the contrary the short tenures of postings keeps people more apprehensive what will happen if he goes. Developing rapport does take time.

It is this environment a peace-keeper works in. What was thought as an exception became a routine and that also on a multifarious scale. There are situations where no clear cut solutions are available nor does the time permit to think for long. There is a constant race against time. Compromise in quality may occur. But we cannot afford the cost of error or delay in extreme cases of violence which is irreversibly colossal. It has to be either in terms of dead bodies or damaged property. Further, the low social contribution and indulgence towards policing, high expectations and constant criticism under such a situation makes them either inactive or prompts them to match the gap through short cuts. Either situation is bad. All the cases of malafide acts on part of the peace-keepers are purported to be dealt strictly under law but acts done in good faith need to be tolerated. At times, the premature social audit or media trial damages the enthusiasm. 'Play safe' psychology sets in. We cannot ignore this fact also that for crisis management, the higher risk is to be taken. It is here that the low risk bearing psyche comes in contradiction. Even the best of the existing systems, the human body, which has no parallel, cannot thrive on the doctor's

prescriptions for its health forever. The system has to follow certain norms for maintaining its health. Thus, the importance of inbuilt social mechanism to prevent the occurrence of crime or to control the deviant behaviour cannot be ignored. Whether one is being raped or tortured or any accidental crime takes place in public, rarely do people come to the rescue of the victim or help resist the criminal on the spot. The grotesquely apathetic behaviour of people sends a wave of repugnance. Public apathy in itself encourages crime. In India, we have lost control of social defence mechanism and adopted legalistic approach for enforcing any value or behaviour. This deterrent approach has its own fallouts if the former is substantially non-existent. This is a crucial fact not to be missed. This is another big contradiction in reality arising out of the overindulgence of society in coercive methods via legal approach to problem solving and under-indulgence in socially and culturally induced self-sustaining approach.

A liberal social perception of human rights should find its way in all the facets of life. But when a cop perceives human rights, at least in areas of high-risk zones where gun totting militants kill peace-keepers or innocent public, he comes in contradiction with liberal social perceptions. Many societies have, therefore, narrowed down on this issue and tend to ignore the human rights of an oppressor to the extent he has himself gone against the norms of human rights or damaged the public life and property.

Psycho-behavioural aspects and inherent contradictions are one side of the total issue. The extrinsic aspects are equally important which provide the logistic support system for efficient functioning. The foremost logistic support comes from the working environment. The systems which control the police functioning have been found basically defective but no efforts have been made either to change the old

Police Act of 1861 made by British for colonial control nor the recommendations of National Police Commission have been implemented for decades. Rather top-heavy structures along with various autonomous bodies have been formed for multiple controls. We control the symptoms but not the basic ailment. Amidst all this, the social concern shown in some cases, including media trial, any superficial effort would miss the mark and any comment or study in a non-holistic scenario may be eventually impact-less. A superficial post mortem and the passing of judgement against crisis managers are not going to fetch any desired benefits. A few analysts feel that the society may have to repent for the dampening demonstration effect down the hierarchy, if the heroes of crisis environment are deplored and their tactics are put to an audit as per the parameters of the 'normal situations'. Handling of Punjab can be taken as a case study to decide the authenticity of this hypothesis. 'The opportunity lost' factor cannot be ignored. It is difficult to say, "had it not been the situation, then what." At times, the best medicine is no medicine. In the same coin, at times, the best medicine is the only medicine which works. Every patient has his own system and capacity to respond. On the same logic, Punjab cannot be compared with J & K and J & K with North-East. But what we need to perform are seen in two important aspects - the commitment towards a given task and the efficiency level required to perform the task. The commitment level has to be controlled through proper psycho-behavioural inputs, right social support systems and appropriate demonstration effect, proper internalisation of the force, right leadership upto political level (the controlling visionaries) and judicial support system. Coming over to the efficiency aspect, a few glaring changes in logistics need to be considered to cope with changing circumstances where rebels or the so called militant groups now frequently resort to the use

of improvised explosive devices (IEDs) and also adopt the tactics like hijacking or arm-twisting through a hostage situation. Here we ought to focus more on functional requirements at the operational levels of the security forces.

Though efforts have been made to modernise the security forces to face the crisis, which has deepened over a period of time, much remains to be done in a resource constraint situation. Secondly, modernisation is a constant chase as criminals and perpetrators are at a faster pace. Certain professional studies have suggested the following advanced logistic support systems for the security forces in order to cope with the impending violence in all terrains including urban topography.

- Devising semi-autonomous robotic systems to work as a detective as well as 'pilot-defence' against use of IEDs or attack by terrorists in a hostage situation. These robots could be made capable of accessing digitalised or voice activated fires. The lethal fire assault weapon could be made more precise.
- Advanced mobility systems, not only to cover horizontal distances but also to leap vertically in a high rise topography including urban multi-storey scenario.
- Various scanners, cameras, satellite controlled mapping systems, etc., could be provided to exactly locate what is where inside a building or a covered place. Developing such systems is not difficult. Cost would indeed be a limiting factor. But it is high time human life should also be valued more.
- Advanced communication systems, which can also provide navigation facility across unmanned vehicles or through robots including piercing through the walls.

- Uniforms may be made up of the material ensuring survivability, should be facilitating any type of camouflage and harnessed to carry all types of tools and kits, besides arms and ammunition, such that hands and other limbs are unconstrained for any movement or action.
- Men be provided with food or energy inputs in concentrated form as a capsule which is lighter to carry in good quantity and not occupying much space. Water purifier kits can be provided in a handy way. These things would make him survive at least for a week without any hindrance for want of basic body intakes. Such sort of sustainability is not difficult to plan.

Though the various types of advanced equipments are gradually being made available, the rapidity of technological changes keep the obsolescence factor high. With the upgradation of technology, the corresponding problems of modified learning are not being attended to in an appropriate manner. Hence, the gaps in capability tend to persist compromising the efficiency factor.

The constant and wide area deployment has also raised the problems of quick movement, temporary camping and availability of basic amenities. Physical environment has got its own covert impact on the psyche of a person. One's capacity to develop positive thoughts and his capacity to tolerate functional irritants is another area of concern. Certain forces are still working on bureaucratic patterns instead of 'viable team' concept. Though QRTs (Quick Response Teams) are constituted, they may not be so effective. Absence of the system of retrenchment or retirement at various levels has carried the police forces in a state that majority of people at cutting-edge level or key-

operational level are having higher age profile not compatible with the situational requirement. Generally, twenty to thirty five is the viable age bracket to work as line functionary at a high efficiency level. These jobs are full of stress (overt and covert). They are critical as the opportunity cost of error is high. The systems of periodic leave, healthy entertainment and indulgence in positive flows of life become indispensable conditions for stress release. Peace-keepers have to deal with human beings with respect to their deviant behaviour. Unfortunately, they are least adept in human relations or behavioural aspects. A right focus is needed.

The idea of presenting such an analysis is neither to defend the peace-keepers for their wrongs nor depict any helplessness. We must be clear where to go and how to go. One must have an exact road map for that. If we do not proceed systematically and provide effective designs, the result would be subjective and based on individual preferences. If the general ratio of good to bad is twenty to eighty, so would be the natural outcome in individualized designs. Hence, in order to make the social concerns for the existing malaise meaningful, it is not enough to criticize or put someone to social/media trail. One must not also undermine the importance of inbuilt social defence mechanism of crime prevention and crime control. Action by security forces can only be supplementary and workable for temporary containment. It cannot be the final answer. Despite this fact, we are rolling much on the shoulders of indoctrinated peace-keepers who are themselves not at peace. We must take care of the required psycho-behavioural conditions and the logistic support systems, technical as well as social.

\* \* \*

# PERFORMANCE INDICATORS FOR POLICE

M Nageswara Rao

**S**tatistical model is used extensively often to the exclusion of other methods in judging the performance of police. As can be expected, the police, like any other entity, has for long been able to circumvent any surgical analysis and assessment of its performance by cooking up statistics resulting in many distortions in the system of policing. IPS officers often call themselves to be leaders of the police. In order to be true to such claim, they need to go deep into the distortions and diagnose the problem for finding solutions to judge the police performance as objectively and realistically as may be possible on a continuing basis. This requires prescription of certain performance indicators for the police. In my view, the following few, among others, are worth consideration.

## **PERFORMANCE INDICATOR-I : SENSE OF SECURITY**

More than statistics, it is the sense of security that a common man feels should be the indicator for judging the police performance. But quantifying 'sense of security' is a very difficult task and it may be subjective too. However, the extent of satisfaction of police performance felt by the local people expressed through their elected local self-government bodies can be a criterion for judging the sense of security. Since the elected representatives of the local self-government bodies are answerable to, by being very proximate and part of the local people, the sense of security as a performance indicator, can be judged very well through the fora of democratically elected local bodies. For this to happen, the elected local self-

government bodies have to be given a say in the functioning of police. To put it in simple terms, the police should be democratized to provide the much needed sense of security to the people.

The world over, in most democratic countries and historically in India, till the advent of British rule, policing was a municipal function and police worked under the control of local self-government bodies. But in India, we have a monolithic leviathan of colonial construct called the Indian police, which is not answerable or accountable in any manner to the local people whose lives and properties it is supposed to protect. The control of police by the State level democratic bodies, i.e., the Legislative Assemblies, is at best minimal and at worst nebulous. Democracy has no real meaning unless the people are able to manage their own immediate affairs including security of their lives and properties, which is the most basic and immediate concern of every human being. After the 73rd and 74th amendments to the Constitution of India, the Urban Local Bodies and Panchayat Raj Institutions became permanent constitutional bodies. Hence, these democratic bodies can and need to be given certain responsibilities of policing of their areas for ushering in a democratic police responsive and responsible to the needs of, and at the same time accountable to, the local people through their democratically elected local self-government bodies.

Such a change can easily be brought about by the State Governments declaring the Zilla Parishad Chairmen as District Magistrates; the Zilla Parishad Vice-Chairmen and the Mayors of Municipal Corporations as Additional District Magistrates; the Deputy Mayors of Municipal Corporations, the Chairmen of Panchayat Samitis and Municipalities as Sub-Divisional Magistrates; and the Vice-Chairmen of Panchayat Samitis and Municipalities as Executive Magistrates in their respective

areas under section 20 of the CrPC, 1973. The other elected representatives of the Urban Local Bodies and Panchayat Raj Institutions may be declared as Special Executive Magistrates in their respective areas under section 21 of the CrPC, 1973. This will at once make the police answerable to the local self-government bodies and the elected representatives of these bodies get involved on a regular basis in prevention and detection of crime and maintenance of law and order in their areas. Since the Police Manuals and executive instructions of the Governments stipulate a well defined role for the Executive Magistracy vis-a-vis the police, it will be a very smooth transition of police getting democratized and becoming answerable to the local people through the constitutionally elected local self-government bodies. This is akin to the democratically elected Indian leaders replacing the British rulers after independence, on the existing bureaucratic substratum and, therefore, does not require any change in the laws, rules and procedures. A simple notification by the State Governments under sections 20 and 21 CrPC, 1973 will suffice.

This idea may be considered very unorthodox and for some it may even be blasphemous. Vehement opposition to an idea is one of the indicators of the strength of the idea itself. That apart, such objections will be as specious and similar in nature as to those of the British to the demand for Indian independence that Indians are incapable of managing their own affairs and, therefore, unfit to be independent. It is high time that we repose more trust in our own people and elected representatives and stop demonizing the political class, lest it may degenerate into questioning the very legitimacy of democracy.

Indians have a tendency to resign every privation to their karma or fate. And consequently, they continue to endure unabatedly for more than 140 years the rapacity of the colonial police set-up, whose character is mercenary and

exploitative. It is high time for a change to a democratic system with some local control over police. Heavens will not fall if it is given a try.

## **PERFORMANCE INDICATOR-II : FREE REGISTRATION OF CRIME**

A moderate increase of crime is one of the indices of dynamism of a society. The quantum and nature of crime in a given society is a function of the size of its population including changes in demographic composition, the extent of urbanization, industrialization, mobility, unemployment, awareness of rights, new legislations creating new types of offences, technological advancements, etc. In the context of present day society, all these factors have been increasing which should, therefore, naturally lead to commensurate rise in crime. But a look at the crime figures registered by the police indicates that crime has remained more or less stable giving an impression that our society is static. This cannot be true. It is an open secret that there is rampant burking of crime. Hence, the only inference that could be drawn from the crime statistics is that they do not project complete picture of crime and criminality in the society. Such incomplete picturization leads to complacency on the part of law enforcement, governmental and non-governmental agencies leading to increased levels of tolerance of crime which will have disastrous long term effects on the whole society itself. It is, therefore, necessary to reverse the trend of non or selective registration and minimization of crime by the police.

The first and foremost requirement to achieve this objective is that senior police officers should not feel shy of accepting the reality and stating that rise of crime is natural when the factors contributing thereto are increasing. Secondly, the periodical crime reviews must not routinely comment adversely on increase of crime. On the other hand, the focus

should, inter-alia, be more on why crime in a given area has remained static or is decreasing. Thirdly, free registration of all cognizable offences brings small time or casual criminals within the police scrutiny, which may prevent their transformation into big operators. This is like a stitch in time saving nine. Lastly, registration of crime cannot be captive to the whims, fancies and sweet will of police officers suiting their needs. The law unequivocally stipulates that every cognizable offence must be registered and police have no discretion. But this mandate is followed more in breach than in practice leading to disaffection of a large segment of population who are victims of crime. As it is, non or selective registration and minimization of crime is the single biggest grievance of the people against police. If this trend is allowed unabated, sooner than later, people will start questioning the very *raison d'être* of police when it is not able to even register the crime, let alone bring the offenders to justice. The specious argument that police lack adequate manpower to freely register and investigate crimes does not cut much ice as the victims of crime want justice, not justification. Hence, the paramount need to make free registration of crime, an important performance indicator of police.

**PERFORMANCE INDICATOR-III :  
CONVICTION AND NOT  
DETECTION**

**A** look at the crime statistics indicates that the percentage of crimes claimed to have been detected by the police is increasing to unrealistic levels. On the other hand, large-scale acquittals and abysmal rates of conviction are distressing. Over emphasis on detection

is leading to distortion in the system and police officers, not in the least the senior police officers, cook up fake detections to project a magnified picture of their efficiency. As the old adage goes, "*the test of a pudding lies in eating.*" A crime can really be claimed to have been detected only when it ends in conviction and not otherwise. It is accepted that police is not the only sub-system of criminal justice system responsible for very poor rates of conviction. But it must be admitted that police is the most important sub-system of criminal justice system on the basis of whose records the criminal law is normally set into motion. Notwithstanding the claims of detection, if a crime is not properly investigated it can never end in conviction even if best legal brains are engaged as prosecutors and even when the judge is favorably inclined. Moreover, by artificially increasing the detections to unrealistic levels the criminal courts are over-burdened with huge pendency as every charge-sheeted case has to be tried consuming valuable time of courts, prosecutors and police officers. Consequently, trials of genuinely detected crimes are getting inordinately delayed as courts are burdened with disposing of spurious detection cases. It is, therefore, imperative to rely only on conviction and not on detection figures as a performance indicator of police.

**PERFORMANCE INDICATOR - IV:  
CONVICTION OF CRIMES  
SUPERVISED BY SENIOR  
OFFICERS**

**A**s per section 158 CrPC, senior police officers of the rank of Inspectors and above supervise investigation of crime. There are yardsticks for the number of cases to be supervised by

various ranks of senior officers. But over a period of time, supervision by senior officers has become a ritual and there have been any number of instances where the senior officers did not even bother to visit scenes of crimes, let alone participating in investigation. There are many instances of senior officers simply appending their signatures on the supervision notes prepared by the investigating officers. As a result, supervision by senior police officers is becoming a farce without any substantial impact on the quality of investigation and detection. In order to assess the performance of senior police officers in supervision of cases, which is one of their most important duties, it is necessary to analyze and take the conviction rates of cases supervised by them as one of their performance indicators. For the same reasons as mentioned above, conviction rather than detection figures should be the basis for this. It is very essential to make the senior officers directly accountable for proper detection and conviction in at least the cases supervised by them. This has many advantages that senior police officers will start taking more active interest in the functioning of police at the basic level, i.e., police station, which will result in overall improvement of police performance including discipline.

\* \* \*

*Enthusiasm is a sign of spritual health*



# COMMUNITY POLICING IN ANDHRA PRADESH

**Dr C Ramachandra Naidu**

**C**ommunity Policing was introduced in Andhra Pradesh in the year 2000 under the name 'Maithri.' The Chief Minister of Andhra Pradesh inaugurated the programme at Gundla Pochampalli Village in Ranga Reddy District on 5.4.2000.

It is a police-public partnership programme. This programme orients the way the police should think and act. It broadens the police mandate beyond the narrow focus of fighting crime to include efforts to fight fear of crime and disorder as well.

This philosophy provides an organizational strategy that motivates police officers to solve community problems in new and innovative ways. It envisages that the police must closely work with the people in the community

by allowing average citizens a say in the police process, in exchange of their support and participation.

Maithri rests on the belief that contemporary community problems require a decentralized and personalized police approach which involves citizens in the process of policing themselves.

It creates a positive shift in the role of the police from 'working against the bad people' to 'working with the good people' in the society. As a result, police no longer remain as law enforcers but take the role of facilitators and mentors to the society .

## **OBJECTIVES:**

**T**he objectives of Maithri are mainly:

1. To meet the felt and expressed needs of small and varied groups of people in the community by actively involving them in the process.
2. To organize proactive measures to prevent and detect crime, and
3. To provide personalized quality service to the people at the decentralized level.

- |                             |     |
|-----------------------------|-----|
| 3) Youth                    | 40% |
| 3) Members of SC/ST         | 15% |
| 4) Minorities               | 05% |
| 5) Professionals and others | 20% |

Such a composition is aimed at giving due representation to all the sections of the society so that their special problems and views are taken into account in formulating the local Maithri programmes.

Traffic Maithri committees consist of various stake holders like local shop keepers, hoteliers, cinema hall owners, school and college principals, auto or taxi drivers, members of other departments like R&B, Electricity, Water Works, Municipal administration, etc., who are affected by the traffic problems in that area.

#### QUALIFICATIONS FOR MAITHRI MEMBERS

Maithri members are chosen with great care, after verifying their antecedents and their usefulness. It is normally ensured that every member of Maithri is:

- 1) A respectable member of the local community not involved in any criminal activity directly or indirectly.
- 2) A person not involved in any political or social controversy, and
- 3) A person willing to voluntarily take up the cause of the community.

#### Maithri Meetings:

Maithri Meetings are held in the villages in the rural areas and localities or colonies in urban areas, where Maithri Committees have been set up so that the members can attend the meetings without much inconvenience. Efforts are made to ensure that every Maithri Committee meets at least once a month.

More meetings are held when there are several issues to be solved. A convenient date and time is fixed well in advance, after consulting Maithri Committee, so that most of the members are enabled to attend the meeting. Apart from Maithri members, local people who have a stake in any issue are also allowed to attend the meeting.

#### ROLE OF VARIOUS POLICE OFFICERS

**Unit Officers** of the local police are responsible for organising and monitoring Maithri in their jurisdiction. **Station House Officers** are responsible for setting up the Maithri committees at the local level, after verifying the suitability of the members. They organise various activities in collaboration with the Maithri Committees and other local agencies - both public and private.

An **Assistant Sub-Inspector (ASI) or a Head Constable or a Constable** acts as facilitator for each Maithri Committee. He keeps in constant touch with the Maithri members, attend to day-to-day matters relating to Maithri, organise Maithri meetings and work in the field to implement the decisions of the Maithri.

All the supervisory officers like Inspectors, Sub-divisional Police Officers, Addl. Superintendents of Police, Dy.Commissioners of Police, etc., constantly guide and empower the SHOs and co-ordinate with other governmental and non-governmental agencies for making Maithri Committees work successfully.

Maithri has become a great success in the State. Within 2 ½ years of launching the programme as many as 7206 Maithri Committees with 281580 members were formed all over the State, covering about 28% of habitations. District-wise Maithri Committees and the socio-economic composition of Maithri members as on 30/9/2002 is as follows:

#### MAITHRI COMMITTEES

Police-public partnership under Maithri is operationalised by organising local citizens into committees called 'Maithri Committees'.

The role of the Maithri Committees lies in identifying the local problems or issues, finding innovative solutions and helping the police in implementing the solutions.

All the Law and Order police stations and Traffic police stations form Maithri Committees. Maithri Committees are formed covering small and homogeneous local areas, the residents of which generally face the same issues so that the committee members can have a common agenda to discuss and to collaborate. In urban areas, the Maithri committees are formed locality-wise or colony-wise and in rural areas they are formed village-wise. Traffic Maithri Committees are also formed area wise.

#### SIZE AND COMPOSITION

Maithri Committees normally consist of about 50 members of the local community. The members are carefully selected by the SHOs of the police stations. The strength varies marginally depending upon the size of the area covered. The composition of each Maithri committee will be generally as follows:

- |                    |     |
|--------------------|-----|
| 1) Senior Citizens | 05% |
| 2) Women           | 15% |

S.NO	Unit	No of PS	No. of Maithri Committees	Youth	Professionals	Women	SC/ST	Senior Citizens Freedom Fighters	Minorities	Miscellaneous such as Trade Unions	Total
1	Srikakulam	42	224	3197	700	1653	745	786	207	1499	8787
2	Vizianagaram	42	190	2955	681	1344	1003	1209	278	760	8230
3	Visakhapatnam	46	126	1245	356	448	474	303	172	411	3409
4	E.Godavari	73	381	3633	1293	1625	1894	1071	392	976	10884
5	W.Godavari ~,	57	337	4572	1758	1497	1699	1343	556	1349	12774
6	Krishna	47	265	5014	1700	1792	1277	1102	596	1090	12571
7	Guntur	77	462	4523	1031	2510	2567	2199	1589	3471	17890
8	Prakasam	62	372	3380	1188	1520	1590	1760	560	1140	11138
9	Nellore	63	280	4561	1376	1745	1780	1700	935	1600	13705
10	Chittoor	77	562	5940	1476	4362	2641	3188	2407	2800	22814
11	Cuddapah	60	273	4167	1141	1557	1633	1646	1197	2296	13637
12	Anantapur	76	280	4800	1555	2259	1549	1726	835	1135	13859
13	Kurnool	77	414	3131	1189	1945	1639	1468	1343	1729	12444
14	Mahabubnagar	71	436	4535	998	962	1257	1190	1105	717	10764
15	Nalgonda	66	468	6352	2116	3395	2078	1635	1073	1911	18560
16	Ranaa Reddv	51	214	1514	487	1476	734	428	751	5144.	10534
17	Medak	54	494	7206	945	2054	2958	2081	1140	1760	18144
18	Nizamabad	42	239	3629	352	1077	1236	1484	970	3677	12425
19	Adilabad	69	150	1352	177	622	1127	630	316	436	4660
20	Karimnagar	65	270	3872	1618	2207	1764	1078	459	1207	12205
21	Warangal	59	214	3396	936	1940	1283	1050	521	1547	10673
22	Khammam	60	268	3734	971	2432	2058	1288	579	1048	12110
23	Visakhapatnam	12	41	389	188	162	144	81	33	230	1227
24	Vijayawada	1	58	603	200	305	249	302	174	700	2533
25	Hyderabad	79	188	1374	383	469	458	473	1056	1354	5567
<b>Total</b>		<b>1445</b>	<b>7206</b>	<b>89074</b>	<b>24815</b>	<b>41358</b>	<b>35837</b>	<b>31229</b>	<b>419244</b>	<b>39987</b>	<b>28154</b>

Several crimes have been prevented and lot of crimes have been detected on account of this programme in the State. Many community outreach programmes relating to eradication of superstitions, traffic awareness, women protection, street children, marital disputes, AIDS awareness, faction crime, etc., have been organised with the help of Maithri Committees. Maithri members

have played an important role in managing crowds during major festivals and maintaining communal harmony in several parts of the State. There is perceptible change in the attitude of the police towards the people and their problems and towards human rights, after launching the programme. Public perception of the police is also undergoing change for the better.

There is increasing public demand for Maithri and the entire state is likely to be covered under this programme in the next few years.

\* \* \*

*Your imperfections are what make you beautiful*

# NON-LETHAL WEAPONS IN MOB CONTROL

SN Pradhan

All over the world, the police have had to reckon with an ominous trend in riot control operations. It is found that more and more crowds are gathering for more and more reasons with a greater frequency than ever before. Along with increased numbers and frequency, the police also have to contend today with a greater level of violence from the crowds. The violence manifests increasingly in the use of weapons of offence including firearms along with the traditional 'weaponry' - acid bottles and Molotov cocktails. In many situations, anti-social elements from the crowds have been known to throw bombs at the police. Today it is a truism to say that every time the police gear up for a riot control operation the possibility of violence and casualties looms large. In the face of this disturbing trend, the police are also burdened with

an increasing social and political non-acceptability of any destruction or damage to life and property. Indeed, the governments of the day are increasingly sensitive to any public order situations where there is grievous damage to human life or any public property. Naturally this becomes a very difficult situation for the police. The bottom line seems to be *control the riot but also ensure minimal or no damage to life and property.*

This seems to be an apparently dichotomous trend wherein the police is arguably faced with a lose-lose situation. In other words, the police is sometimes confronted with situations where, to paraphrase from a R.K.Laxman cartoon punch line "if (the police) do not use force, they are accused of inaction... if they use force there are complaints of high-handedness."

The use of non-lethal weapons in riot control has often been touted as the way out of such situations as described above. However, the know-how and general understanding of the range and the utility of the non-lethal weapons in riot control still remains at a less than satisfactory level. Even senior professionals in the police forces are not aware of the varied uses of non-lethal weaponry and their relevance to modern policing needs. Indeed most police forces around the world, including the modernized countries, are not actually using the whole range of non-lethal weaponry. In fact, most of the advances in non-lethal weaponry are confined to research experiments and a few demonstrations. Beyond this, not much regular use can be found. However, in India, while the non-lethal weapon armoury is not wanting in matching some of the advances in this technology around the world, the truth remains that wide scale use of non-lethal weaponry like rubber bullets, tear gas, water cannon etc., (which are entry level non-lethal weapons) in riot control is still not a regular feature. Moreover, there is hardly any serious research and development (R&D) backup, except in the area of tear gas munitions. If the armed forces of the country are doing any research in this area, it is not very well known in police circles as to whether there is any significant technology transfer being effected. The upshot of all this is that the police forces of the country face serious riot situations almost on a daily basis but not much serious thought has gone into developing a non-lethal weapon backup down to the unitary level of police administration, i.e., the districts, the sub-divisions and the thanas. It can be hoped that, with greater emphasis being laid on modernization of the police force in recent years, this will get due emphasis sooner than later.

## UNDERSTANDING NON-LETHAL WEAPONS TECHNOLOGY

Major General Dr. Yitzhak Ben-Israel, who heads the Authority for Weapon Research and Development (AWRD) of the IDF of Israel, has given one of the best definitions of non-lethal weapons. He defined non-lethal weapons in the following terms, “Weapons intended to impair the movement of individuals without killing them and without causing them irreparable, long-term damage. The purpose of such weapons... is to temporarily disable, to confuse, to halt any further movement, to neutralize, to disperse crowds, to prevent the entry of unauthorized individuals and vehicles and to deter.” Some scholars have opined that ‘**non-lethal**’ is actually a misnomer. A more definitive and exact term would be ‘**less-than-lethal**.’ The rationale often provided for this is that every non-lethal weapon has the potential of becoming lethal under certain conditions. For example, even a rubber bullet, if fired from within a certain range and at a certain spot on the human body, may cause fatal injury. Therefore the term less-than-lethal may be more apt to describe such weaponry. Jon B. Becker and Charles “Sid” Heal have clarified this lucidly by underlining that non-lethal technologies may have “many different names (e.g., non-lethal, limited effects, less-than-lethal, soft-kill, pre-lethal, etc.) For clarity and simplicity, the term less-lethal is the more accurate term as many of the other terms imply either that the weapons are not capable of killing (which is not true in some cases) or that the weapons are intended to kill in a more ‘humane’ fashion.”

The need to develop non-lethal weapons technology arises directly from the imperative political and social need to defuse mob situations with little or no damage to the lives of the citizens and

the valuable public property. In a riot situation, the police confronts a situation, per se, and not the enemy. In all such scenarios the confrontation has to be ‘managed’ in such a way that the situation does not get out of control. In the backdrop of democracy and the right to assemble and even agitate, there is but a thin line between a peaceful situation and a violent situation (read a peaceful crowd and a violent mob). The police is strapped with the responsibility of:-

- (a) De-escalating the situation through early intervention. (*‘De-escalate early’*)
- (b) Making individual members of the mob accountable, before it becomes too late to even identify and isolate such individuals. (*‘Make it personal’*).
- (c) Neutralising actions of any over-zealous or violent agitator. (*‘Put out the match in addition to the fire’*)
- (d) Responding to the mob in proportion with the threat being presented (*‘Don’t drive tacks with a sledgehammer’*), and
- (e) (Since the actions of a peacekeeping force can act as a catalyst themselves) taking care and ensuring that the actions of peacekeepers themselves do not exacerbate the situation. (*‘Don’t put out a fire with gasoline’*)\*

In the above tasks, non-lethal or less-than-lethal weapons can be a great aid. Non-lethal weapons, when appropriately used, can be of great help in literally stopping mobs ‘in their tracks.’ The US Marine Corp is at the forefront in the use of non-lethal weapons in military operations.

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\* (Extracted from *Non-lethal Weapons and Peacekeeping Riot Control* by Jon B. Becker and Charles “Sid” Heal)

The United States and the Great Britain have invested greatly in non-lethal weapon technology to aid their armies as well as the police. However, in both these countries, as well as other European countries, and countries like Israel, non-lethal weapons technology is still, in the main, the preserve of the Military.

## INNOVATIONS IN NON-LETHAL WEAPONS TECHNOLOGY

Great advances and innovations have been made in non-lethal weapons technology, especially for the use of military outfits, in the advanced countries of the world. It has been known that US soldiers are given as intensive training in use of non-lethal weaponry as they are to handle lethal weapons. Indeed, the US soldiers are provided with 'non-lethal capability sets.' These are pre-packaged metal containers that include 57 types of items ranging from non-lethal weapons, munitions and training gear, to protective equipment - such as helmets, face-shields and body armour. Indeed, such convergence and complimentary use of available technology is the need the hour. Police forces around the world must take a cue from this and adapt themselves without any further loss of time.

Some of the innovations made in the non-lethal weapons technology are as follows:

- (a) Kinetic impact devices like beanbags and sockbags rounds fired from shotguns.
- (b) Plastic pellets (with reinforced plastic).
- (c) Instant Banana Peel: It is a slippery surface coating first used for riot control in 1972 to deny either foot or vehicular travel.
- (d) Flash/bang grenade: It is intended to scare people away and not incapacitate them. The idea is for non-combatants to leave the scene. It can cause temporary vision impairment and hearing loss.
- (e) Concussion grenades: They explode at 160 decibels and cause temporary deafness.
- (f) Acoustic dazzler grenade: It explodes at 145-155 decibels and lasts for up to 45 seconds. It is considered more disorienting than the concussion grenade.
- (g) Aero-rubber ring: Fired from a grenade launcher, it is a rubber baton round. This hard rubber projectile is effective at 40-50 meters. It was designed for crowd control after the Kent State shootings in 1970.
- (h) Oleoresin capsicum: It is better known as pepper-balls and is fired by a CO<sup>2</sup> gas cartridge. It has the same effect as pepper spray but is delivered in powder form from a greater distance.
- (i) Sponge grenade: Fired from a 40mm grenade launcher, this device is either a metal or plastic mass covered in front with a soft sponge-type surface. It is a blunt-trauma instrument that is designed to stun. Currently the Marine Corps use it.
- (j) Rubber baton: A hard rubber projectile that resembles a stopper or a plug more than an actual baton, is used against massed crowds. The South Africans used to fire them from machine guns. They called them 'sausages.' The South African version was designed to tumble for greater impact.\*
- (k) Taser™ Stunguns: It is a flashlight sized device that uses gunpowder to propel barbed, dart, shaped electrodes to the subject's body. High voltage/low amperage pulsed shocks immobilize the subject (specifically 50,000 volt pulses at two million of an amp are delivered 12-14 times per second).
- (l) Sting rag: Developed by US military is a pliable ring of soft rubber about 2 1/2 inches in circumference, fired from a launcher on the end of an M/6 rifle-

## CONCLUSIONS

Despite advance in non-lethal weapon technology as outlined above, one must understand that it is not the panacea for all riot control situations. It should be understood that low-lethality technologies are simply force multipliers and cannot on their own solve problems. It is important to understand that "*less-lethal weapons are simply tools which can be utilized to assist in solving a problem. In the same way that a hammer cannot build a house without a skilled carpenter, the most advanced less-lethal weapons in the world cannot by themselves carry the burden for an effective peacekeeping operation. Instead, they are wholly dependant upon the riot control tactics of peacekeeping forces for their effectiveness. As a result, if peacekeeping forces do not understand the dynamics of riot control, less-lethal weapons will be ineffective and may even make the situation worse. It is fundamental that although sound tactics can often overcome the problems created by bad equipment, the converse is not true! Effective tools are not a substitute for sound tactics. Thus, less-lethal weapons must be kept in proper perspective; they are simply tools to be employed in concert with effective riot*

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\* (Extracted from Feature Article, "Peace Keeping Duties Bolster Demand for Kinder Weapons" National Defence Industrial Association Journal written by Stephen Willingham - June 2000).

*control tactics.” (from Non-lethal Weapons and Peacekeeping Riot Control by Jon B. Becker and Charles “Sid” Heal).*

It cannot be gainsaid that in most situations which warrant use of non-lethal weapons, a lethal backup is an absolute must. The point to be not missed is that any democracy which by its very nature champions the rights of the individual and fundamental rights of expression and assembly will always throw up situations of potentially violent

assemblage. With the revolution of rising expectations the ‘protest virus’ (a term coined by Peter Evans) is bound to afflict citizens round the world. The police will need to face these situations and manage the confrontations without much loss to life and property. To put the situation in right perspective, the police should always try the non-lethal alternative before taking resort to lethal weapons. But to exercise this very choice, it is absolutely essential that the police have access to a vast array of non-lethal weaponry with varying degree of

potency as well as capability of countering crowd violence. Unfortunately, as the situation stands today, only in the developed countries are the alternatives readily available to the police. In India, serious consideration has to be given to this aspect of policing to improve our record in successful handling of riot situations in the interest of democracy, human rights and police efficiency.

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### **PRIME MINISTER’S SILVER CUP ESSAY COMPETITION – 2003**

The Prime Minister’s Silver Cup Essay Competition is conducted every year by the Academy. All Police Officers are welcome to send their essays for the competition. The rules and regulations in this regard are as follows:-

1. The Sardar Vallabhbhai Patel National Police Academy will hold an All India Annual Essay Competition for the award of the Prime Minister’s Silver Cup.
2. The Prime Minister’s Silver Cup shall be awarded for the best essay. The topic for the essay for the year 2003 shall be:-

#### **“THE MYTHS AND REALITIES OF CORRUPTION IN INDIAN POLICE AND COPING MECHANISMS TO COUNTER THEM”**

3. The competition shall be held annually and shall be open to all serving police officers/men of India including those serving in Central Police Organizations in India and abroad, provided that an officer who has won the first prize for two successive years shall be debarred from taking part in the competition for a period of three years at a stretch following the year in which the first prize was annexed by him for the second time.
4. The Committee of the competition shall consist of the following members to be invited by the Director of S.V.P. National Police Academy: (a) An eminent jurist (b) an eminent educationist (c) an eminent journalist/public man (d) one serving Inspector General of Police (e) a nominee of the Prime Minister’s Office, and (f) The Director, SVP National Police Academy, Hyderabad (Convenor).
5. Any question as to the eligibility of any competitor shall be determined by the Committee of the competition.
6. a. Essays must be submitted in English. b. Essays must be the original work. c. Essays must not be more than 5000 words in length, must be type-written (with double spacing) on only one side of the paper with 1.5 inches margin space on the left hand side and 7 copies must be submitted for the competition. d. The pages must be serially numbered and securely stapled or clipped together. e. Where a reference is made to any published work, the title and the page number must be quoted in a footnote.
7. Essays must be submitted by registered post or recorded delivery. A letter should accompany every essay. This letter must contain details about the competitor’s name, rank and the official address of the Force to which he belongs and an endorsement about his age with reference to his service record.
8. The Committee reserves the rights to disqualify any entry, which fails to conform to these rules. If any default comes to the notice of the committee after a prize has been awarded, the committee also reserves the rights to take such action against the defaulter as it may deem fit.
9. The essays will be submitted to the Director General of Police/Head of Central Police Organization concerned. After due screening at the State/Central Police Organization level, the Director General of Police/Head of the Central Police Organization will forward not more than three essays to the Convener of the Committee of the competition for final selection of the best essay.
10. The decision of the committee shall be final and no appeal lie against its decision, the award shall be made public in such manner as the committee shall think fit. Any essays submitted for the competition and adjudged of sufficient merit and the prize-winning essay may be published by the Director of the Sardar Vallabhbhai Patel National Police Academy and the copy right for such published essays shall vest in the Director. The essays not accepted will not be returned to the competitors.
11. Besides the Silver Cup, which will be returned to the S.V.P. National Police Academy, the Officer adjudged to have written the best essay will be given a prize money of Rs.10,000/- and a replica of the Silver Cup. The essays considered next in order of merit will be awarded Rs.6000/- and Rs.4000/- respectively, along with medals and certificates of distinction. The Cup and the First Prize will be awarded on the occasion of the Annual Passing Out Parade at the Academy.
12. The essays shall be forwarded through the Director General of Police/Head of Central Police Organizations concerned and addressed to the Director, SVP National Police Academy, Hyderabad –500 052 so as to reach him on or before **30<sup>th</sup> September, 2003.**

# COMPUTER VIRUSES AND DIGITAL ECOSYSTEM

**Muktesh Chander**

## INTRODUCTION

**B**iological viruses have been in existence in the living world since its beginning but their discovery has occurred only in the last century with the invention of sophisticated microscopes. Currently mankind is fighting a battle with latest virus of HIV and no cure seems to be in sight.

When computers were invented and PCs came into existence, no body had imagined that the viruses similar to the biological viruses could exist in the cyber world and they would almost exactly behave like the living viruses. Till 1983, the term 'computer virus' was used only in some science fiction. David Garrold first used this term in his fiction stories.

Fred Cohen, a student of University of Southern California first time demonstrated that small programmes can be written which can 'infect' and modify other computer programmes in such a way that the 'infected' program carries a copy or evolved copy of the '*virus*'. Fred Cohen wrote first computer virus as a part of his doctoral and also presented it in a seminar.

## DEFINITION

**C**omputer viruses are small programmes usually of about 1-2 KB that are capable of multiplying and modifying themselves and are able to propagate through various means just like living viruses in biological world.



According to S-43 (h) (iii) of Information Technology Act, 2000, computer virus means any computer instruction, information, data or programme that destroys, damages, degrades or adversely affects the performance of a computer resource or attaches itself to another computer resource and operates when a programme, data or instruction is executed or some other event takes place in that computer resource.

In order to understand the computer viruses, their comparison with biological counterpart is of great assistance. I would use this analogy to describe the computer viruses in detail in the following paragraphs.

### LIFE CYCLE

Computer viruses are born when they are written by humans. They spread when a healthy computer comes in 'contact' with an 'infected' computer or programme or data. This could be through contaminated floppies or CDs just like transmission of sexual diseases or by exchange of mail, data, etc., through internet. After the 'infection' or contamination, a computer virus may remain in a dormant stage and during this incubation period it may continue to infect other machines, data or programmes without showing any symptoms of unhealthiness.

In its active stage, a computer virus may affect the performance of a machine in several ways and the various symptoms shown are similar to that of a diseased person. The computer programmes may take longer time to perform a particular task. The disk activity and input/output activity may increase, system may hang or crash frequently. Files are either corrupted or completely disappear. Hard disk gets formatted automatically wiping out everything it contains. There could be bad sectors in the hard disk or frequent file reading errors. The file size of some

files may increase due to lodging of virus in them. There could be unusual sounds or messages on the screen. In the worst scenario, the computer may not boot by itself. Under all these situations, performance of a computer may get affected in one of way or the other.

Having noticed the presence of a virus in a computer, it is necessary to identify, with what kind of virus the computer is infected and try to cure the system and to recover the infected program or file, which may not be possible always. I would discuss the details of this in subsequent paragraphs of this article.

The computer viruses are designed to multiply and spread. Some of the computer viruses have been found to multiply at exponential rate and have the capability of infecting thousands of computers within hours. There is a need to develop vaccines for viruses as soon as they are noticed. Once a cure for a virus is developed by antivirus specialist, it has to be incorporated into antivirus programmes and other software, so that unaffected systems can be immunized.

During propagation, a computer virus may mutate to different forms also, to avoid detection.

Computer viruses form only a part of a large number of other mischievous programmes which can be collectively called malicious codes or programmes. There are malicious codes like Trojan Horses, bacteria and worms. Viruses differ from most of them as they possess the quality of replication but need a host programme to do so.

### CATEGORISATION OF VIRUSES

**B**ased on various criteria, computer viruses can be classified in several ways. Some of them are discussed below.

#### 1) **Boot Sector Virus & File Virus:**

Boot sector is that part of the computer hard disk memory where programme to load operating system resides. Every time a computer is started, the booting programme is executed and if a virus exists there, it will activate every time when computer starts. Such viruses are very effective as removing its copy from any other part of the computer will not remove it. On the other hand, file sector virus only affects programmes or files and normally deletion of infected file removes the virus also. About 5% of total viruses found are boot sector viruses and 85% are file infectors. Bimodal viruses are capable of infecting both boot records and files.

#### 2) **Over-writing and Appending Viruses:**

The virus code is approximately 1-2 KB in length. The virus writes itself normally in the beginning of the host programme without affecting the normal functioning of programme. If it appends itself to the host programme, it is called appending virus and when the host programme starts, virus code is executed first. The over-writing virus writes its code over the host code and thereby normally the host programme is unable to run properly.

3) Based on where the virus stores itself, it can be called **memory resident or non memory resident virus.**

4) **Stealth Virus:** A virus which conceals itself is called stealth virus. Most of the viruses in existence today are stealth viruses.

#### 5) **Polymorphic virus (Mutating virus):**

A virus which modifies its codes periodically or every time it infects other programme to avoid its detection is called a mutating or polymorphic virus. This gives rise to several strains of a particular virus.

6) **Macro Virus:** Documents made on recent word processors, spreadsheets

and databases management software have the capability of executing automatic script-based sequence of events, every time the file is opened. These scripts or sequence of codes are called macros. A virus can be written using such scripts or macros. These viruses spread faster as most of these files of word processors or DBMS are shared frequently. 'Concept' was the first macro virus written in MS Word macro in 1995 and is the most prevalent virus.

**8) Encrypted Virus:** A virus, which uses encryption technology to prevent detection, is called encrypted virus. The code of an encrypted virus begins with decryption algorithm and is followed by encrypted code of the remaining virus. Each time it infects other programmes, it is automatically encoded by a different key and therefore its code is never the same and it is able to fool Antivirus Software.

**9) Web site Virus:** As soon as a web page is loaded in a computer, a code written in one of the languages like HTML is executed. A virus code can be written in JAVA Script embedded in HTML code which executes, when the web page is visited. Such scripts are capable of making several changes in the host machine, including deletion of files. Such viruses are called website viruses.

## HISTORY OF COMPUTER VIRUS

'Brain' was the first virus which spread in the wild in 1987 and was written in MS DOS by some Pakistani. It was a boot sector virus and infected only 360 K floppy disks. 'Jerusalem' was the first file infector virus. Since then, we have seen viruses like Raindrop, Yankee doodle, PC stoned, Michael Angelo, etc. Melissa virus which spread in March, 99 was written in Word macro. It caused damage to the tune of about \$80 million to computers world wide. 'I Love You' virus was written in Visual Basic script and it caused loss of about \$15 billion

world wide. The virus originated from Philippines. Some other viruses recently active are Code Red (July 2001), Goner (Dec 2001).

## DAMAGE CAUSED BY VIRUS

A large number of viruses are harmless but there are thousands of viruses which have caused damage to millions of computers, PCs and networks all over the world.

As per a survey conducted by National Computer Security Association of USA in 2001, out of the companies whose computers were affected by viruses, 62% reported loss of productivity, 41% reported lockup or interference, 38% reported corruption of files and 30% reported loss of data. With the increase in the number of viruses in the wild, every computer is vulnerable to damage caused by viruses.

## DETECTION OF VIRUS

Normally, the presence of a virus is revealed by tell tale symptoms. But many a time it is not possible to detect this without a detection software.

There are two kinds of Antivirus Technologies:

**i) Generic/Heuristic Virus Detection:** These antivirus programmes are not virus specific and work on the principle that presence of virus alters memory and modifies certain crucial files in specific manner. In a way they watch for effects of viruses rather than the virus itself. So in such generic way they are capable of detecting even unknown or future viruses. Their operation is simple and fast but can also give false positive error showing presence of a virus even though no virus is present.

**ii) Scanning Antivirus Detector:** They work on the principle that for every virus it is possible to identify a string of 10-30 bytes in its code which is unique to the

virus. This unique string is called 'Virus Signature or Definition' and while scanning for viruses in various files and memory, this virus signature is searched. In this kind of detection, the possibility of false alarm is very less but the disadvantage is that they can detect only those viruses, whose virus signatures or definitions are in its database. For previously unknown viruses false negative error would occur. Such antivirus programmes need periodic updation to cope up with new viruses which are being generated every day by dozens. Extracting a virus signature is a difficult and laborious process but now automatic software techniques are also available. Even though while searching for a virus signature in a suspected system, very efficient pattern matching algorithms are used, still they are very slow as they have to scan the entire memory and this may take several minutes.

Once a file containing a virus is detected, the Antivirus Software tries to delete the viral code from the infected file or from memory. If it is not possible to delete the code, the file is quarantined so that it is not able to infect other files and propagate further. Alternatively, the infected file can be replaced by a new copy of the programme.

Some of the famous Antivirus Vaccines are Norton, Mcaffee, PC Cillin, Dr. Solomon, etc. Many vaccines are available free of cost to home users and there are many online sites which can scan your PC for presence of virus.

## DIGITAL IMMUNE SYSTEM

Research is being carried out at present to make Digital Immune Systems by many computer companies including IBM. In biological world, a living creature has the inbuilt capability of fighting any outside or foreign body by creating antibodies. Once such immunity is developed any subsequent exposures to virus is controlled by these antibodies.

In a Digital Ecosystem, there could be created what would be called Digital Immune system. In such a system of inter connected computer, each computer would monitor the presence of computer virus by a generic virus detecting system. Once a suspected virus is detected, a copy of infected file would be sent by the computer to a Central Virus Analysis Laboratory, which is a sophisticated system capable of analyzing the viral code by luring it to infect decoy programmes under controlled conditions. After analysis, the viral signature and its cure is extracted automatically and the same is being sent to each computer in the network, including the infected computer. The infected computer is secured of the infection and in this way all the computers in the network become immune from the subsequent attack of the virus.

#### WHAT LIES IN FUTURE?

Whether we like it or not, viruses and other malicious codes are likely to stay and evolve with the computer technology. For various reasons, virus writers would keep on writing better and more deadly viruses. Efforts are also being made by various people to write 'Flash Worm' which would be able to propagate at lightening speed and cripple millions of computers world wide in a matter of several minutes. There is a saying in army that "Do not send a man where you can send a bullet". The same can be modified in a cyber war context

as "Do not send a bullet where you can send a byte". Computer viruses can be deadly tools in the hands of international terrorists like Osama Bin Laden, whose organization Al-Queda is known to be using strong encryption, steganography and internet technologies to plan and organise terrorist acts. A day is not far off when such terrorist attacks would be executed in the cyber space using what can be called Digital Inter Continental Ballistic Missiles in the shape of logic bombs, computer viruses and worms. Millions of computers and networks may collapse just like World Trade Center's twin towers wiping billions of computer files and data and crippling the entire world. Cyber terrorism is not a myth and can be a, not so distant, reality.

#### PRECAUTION TO BE TAKEN

The old saying "Prevention is better than cure" applies to the cyber space also. Simple precautions which must be taken are:

- i) Always scan your system, floppies & CD., incoming and outgoing e-mail with good latest Antivirus Programme.
- ii) Do not open any e-mail attachment unless you are sure of its origin.
- iii) Update virus definitions, virus signatures and programmes of your Antivirus Software.
- iv) Do not visit suspicious sites or bulletin boards.

- v) Do not download from unreliable sites.
- vi) Disable automatic execution of Macros, Java Scripts and Active-X controls.
- vii) Make some Antivirus Tool Kit to enable you to boot your system from floppy in case of trouble.
- viii) Backup your data regularly.
- ix) Do not use pirated software and freebies.
- x) Stay calm and note down what is happening to your PC, when it is struck by a virus. Shut down and call for experts help if you are not sure what to do.
- xi) Regularly update your software so that the vulnerable bugs and holes are patched.

#### CONCLUSION

Although virus writing and its release is a criminal act in many countries, unfortunately as per IT Act 2000 of India, it is only a civil offence. We have to learn to live with the viruses and guard ourselves against them. Every computer user must take precautions. It is yet one more fight between the good guy and the bad guy and has to be fought by all for the benefit of cyber community and every nation in this world must unite and cooperate in this endeavour.

\* \* \*

*It's difficult for humans  
to accept the phenomenon of coincidence;  
they always look  
for explanations*

# RIMODAL

Varun Kapoor

## INTRODUCTION

**T**his paper deals with the following issues which will ensure that with the resources available with the police in the state a more holistic and enhanced performance can be achieved. An attempt will also be made to suggest reduction in the force presently available. These issues are as follows:

1. Analysis of the resources available and its present utilization.
2. Enhancement of the output of the existing resources by upgrading the existing equipment.
3. Improvement in the output by introduction of new gadgetry and equipment.

4. Behavioural and manpower management training to personnel to once again enhance performance.
5. Financial burden of such upgradation, introduction and training.
6. New techniques of community policing and its impact on manpower utilization.

**Planning** is defined by the Webster dictionary as the act or process of carrying out plans, specifically the establishment of goals, policies and procedures for a social or economic unit. Thus, considering a police organization as both an economic and social unit, an attempt to plan a better, more organized and efficient police force, can be made.

The main ingredient of any police outfit is the manpower, which constitutes its force. Thus, for increasing the effectivity and efficiency of any police force, it is essential that the manpower utilization be properly planned. Often in the police units functioning in the state, total wastage of manpower is seen. Police personnel of all subordinate ranks are found doing all types of non-essential and routine duties. This can be curbed, as a result of which manpower saving can be achieved. In addition, new equipment and advanced gadgets can be introduced to further enhance the capabilities of the existing force.

The methodology adopted in this study, rationalizing the inputs to maximize the outputs is to consider the district as a unit of study. The district police is further subdivided into two categories - the **police station** and the **District Reserve Police(DRP) line**. Both these subdivisions will be studied individually to assess the present utilization of manpower, the possibility of up gradation of the existing equipment, the introduction of new gadgetry and the resultant possibility of reduction in the present level of manpower.

The last aspect of this study, the financial burden of this addition of new gadgets is beyond the scope of this paper. It can be only said that such an enhancement will definitely be an added burden on the police budget. However, an attempt will be made to offset this burden by recommending ways to reduce the personnel employed at the field level.

#### **PRESENT UTILIZATION OF FORCE:**

**T**his section will highlight the present utilization of police personnel employed in the district police. Once that has been outlined, the ways to improve this manpower management will be discussed.

Dhar in Madhya Pradesh is a tribal dominated district. The total tribal population of this district is nearly 54%. Thus, when the district police was set up after the States reorganization in 1956, the number of police personnel was according to the need of those times. The problems and challenges facing the district police have multiplied since then - the district is now the most communally sensitive district in the state. Pithampur industrial area has come up after 1982 and is the largest industrial area of Asia. Tribal crime has taken a serious upswing. All these have put severe demands on the local police and a time has come when sheer numbers cannot solve the problem. A high-tech, well-equipped and modernized police force is the need of the hour.

#### **Police Station utilization**

The available force with the 21 police stations in the district is given below:

Inspectors	:	08
Sub-Inspectors	:	27
Asst Sub-Inspectors	:	31
Head Constables	:	101
Constables	:	395

The present utilization of this force is given below:

#### **1. Police Station Incharge:**

Inspectors	:	08
Sub Inspectors.	:	13

#### **2. Head Constable Moharrir:**

Asst Sub-Inspectors:	01
Head Constables :	20

#### **3. Office Work:**

Head Constables:	02
Constables:	36

#### **4. Modus Operandi Bureau Work:**

Constables:	20
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#### **5. Judicial Court Work:**

Constables:	40
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#### **6. Sentry Duty:**

Constables:	09
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#### **7. Treasury/Bank guard duty:**

Head Constables :	09
Constables :	38

#### **8. Beat Incharge & Investigating Officers:**

Sub-Inspectors	:	14
Asst Sub-Inspectors:		30
Head Constables :		67

**9. General Duty** (Patrolling, producing prisoners before the courts, medical examination, dak duty, police station duty, accompanying the SHO or IO, law and order duty, serving summons, police assistance booth duty, etc):

Patrolling (Const.)	:	75
Producing prisoners	:	31
Medical work	:	15
Dak duty	:	29
PS duty	:	25
With IO	:	19
Guard duty	:	12
Summon servicing	:	14
Total (Const)		220

#### **10. Wireless Duty:**

Constables:	16
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#### **11. Attached:**

<b>Gazzetted officers Office:</b>	
Head Constables :	01
Constables :	03
<b>Summons Cell:</b>	
Head Constable :	01
Constables :	06
<b>Others:</b>	
Constables :	08

#### **District Reserve Police lines utilization:**

Total available force with the DRP line is as follows:

Inspectors	:	01
Sub-Inspectors	:	04
Asst Sub-Inspectors:	07	
Head Constables :	42	
Constables :	179	
Recruits	:	31

#### **1. Traffic police wing:**

Sub-Inspector:	01
Head Constable:	02
Constable:	15

#### **2. Motor Transport Section:**

Head Constable:	03
Constable:	17
Recruits:	03

<b>3. Women Police:</b>		
Asst Sub-Inspector:	01	
Head Constable :	03	
Constable:	10	
<b>4. Judicial Court Duty:</b>		
Sub-Inspector :	01	
Head Constable :	01	
Constable :	10	
<b>5. SP office duty:</b>		
Sub- Inspector:	01	
Head Constable :	04	
Constable :	10	
Recruits :	01	
<b>6. Ghat security:</b>		
Asst Sub-Inspectors:	02	
Head Constables :	04	
Constables:	08	
<b>7. Gazzetted Officer duty:</b>		
Head Constable :	01	
Constable:	02	
<b>8. Line duty:</b>		
Head Constable :	02	
Constable:	05	
<b>9. Trade man duty:</b>		
Constables :	07	
<b>10. Dak duty:</b>		
Constable :	06	
<b>11. Constable Moharrir, Armourer &amp; Cloth store:</b>		
Head Constable :	04	
Constable:	03	
<b>12. Welfare activities:</b>		
Sub-Inspector :	01	
Head Constable :	01	
Constable :	04	
<b>13. Producing prisoners:</b>		
Constables :	10	
<b>14. Wireless duty:</b>		
Constables:	03	
<b>15. Control Room Duty:</b>		
Sub-Inspector :	01	
Asst Sub-Inspector:	01	
Constable :	02	
<b>16. College guard duty:</b>		
Head Constable:	01	
Constable:	02	
<b>17. Other duties, suspended &amp; On leave:</b>		
Sub-Inspector :	01	
Head Constable :	08	
Constable :	34	
Recruits :	09	

Thus, from the above, we can gather the deployment and utilization of the police force in the district. In addition to the above, there exists certain other categories of employees in the district police. These are:

1. **Ministerial staff:** Total 19 members
2. **District Crime Branch:**

Sub-Inspectors:	02
Asst Sub-Inspectors:	02
Head Constables :	03
3. **District Special Branch:**

Inspectors :	01
Sub-Inspectors :	01
Asst Sub- Inspectors:	02
Head Constables :	03
Constables :	04

### UPGRADING EXISTING EQUIPMENT

The existing equipment available with the local police is both outdated and ineffective. It is in urgent need of upgradation and improvement. If this upgradation is carried out, it will not only make the police more effective and efficient but it will also help to reduce the manpower required for policing. Let us now analyze the equipment that needs to be upgraded, the equipment with which to upgrade, the resultant benefits and saving in manpower, if any:

1. **Arms and ammunition:** The present standard of arms available with the district police is appalling. Most of the .303 rifles are of World War-II vintage. The ammunition is also very old and often found wanting when the situation arises. There are a few SLRs available with the district, but their numbers are negligible. The hand-held weapons are basically .38 bore revolvers and 9mm pistols. These are also quite old and have lost their accuracy and dependability.

The requirement is that all .303 rifles be phased out. These should be replaced with Self-Loading Rifles. The hand-held weaponry also needs an overhaul. The outdated .38 revolvers

and 9mm pistols should be replaced with **9mm Uzi sub-machine pistols** and **9mm Glock pistols**. Glock Company produces high-class pistols with superior aiming technology and a superlight fiberglass body.

To face law and order situations, it is not only essential to have the all important tear gas guns and canisters. Newer devices are required to meet the situations, as the law and order problems have become more acute and complex. The need of the hour is rubber bullets, shock batons, water canons and stun guns. These advanced devices for crowd control are becoming an absolute necessity.

If the above mentioned changes are brought about in the arms and ammunition available with the district police, the resultant police force will not only be better equipped but it will also be a more confident police force. Thus, the use of sheer numbers can be curbed and quality rather than quantity would be the order of the day.

### RECOMMENDATION

- a. Phasing out of .303 Rifles.
- b. Replacement with SLRs.
- c. Introduction of 9mm Uzi sub-machine pistols.
- d. Introduction of 9mm Glock pistols.
- e. Introduction of rubber bullets.
- f. Introduction of shock batons.
- g. Introduction of water cannons.
- h. Introduction of stun guns.
- i. Introduction of aerosol irritants.

2. **Riot Gear:** These basic equipment of the district police is also outdated. It is time to replace the lathis with rubber batons. These are easy to carry and use. They can be placed in special holsters in the belt, as a result of which the hands become free. They are also provided with specially desired handles, which ensure

better grip and greater efficiency, while using the same. The cane bodyguards should be replaced with fiberglass ones which are easy to handle. The existing helmets must give way to better-modeled and moulded plastic helmets. This will ensure greater safety and ease of use. These changes will also ensure a better-equipped and motivated force. This will automatically reduce the number of police personnel required to perform law and order and crowd control duties.

#### RECOMMENDATION

- a. Introduction of rubber batons.
- b. Introduction of fiberglass bodyguards.
- c. Introduction of moulded special plastic helmets.

3. **Police mobility:** One of the most important factors in enhancing police performance is greater and efficient means of police mobility. This enhanced mobility ensures reduction in response time of the police. This reduction goes a long way in winning the confidence of the public because a responsive police is what the public demands all the time. The scale of the vehicles available to the police has been worked out as follows. **Each police station should have its own police vehicle.** For city police stations, this vehicle should be a light vehicle, whereas for rural police stations it should be a medium vehicle. Each police station area is divided into police beats. For large police stations, these beats are headed, by a SI/ASI whereas in smaller police stations the beat incharges are Head Constables. Thus, for increasing police mobility and as a result enhancing efficiency, **each beat incharge should be provided with a motorcycle.** This will ensure that the beat incharge will reach the scene of crime or scene of the incident in a short duration of time. After he reaches the scene of crime, he can assess the situation and can call for backup, if required. Thus, excessive deployment of force can be avoided and unnecessary force movements can be

totally cut out. This will speed up response time and increase police efficiency to a large extent.

#### RECOMMENDATION

- a. All police stations to be equipped with vehicles.
- b. City police stations to have light vehicles.
- c. Rural police stations to have medium vehicles.
- d. All beat-in-charges to have motorcycles.

4. **Police Communication:** Another important component of police work is the quality and quantity of communication equipment available with the police force. Communication includes both wireless communication and telephony.

Presently, low band wireless equipment is available with the district police. This equipment is quite outdated and even the spare parts are not readily available in the market. High band equipment is the one, which must be introduced in a phased manner. The advantages of high band wireless communication over the low band variety are many. Thus, **high band wireless equipment** should be introduced in the state police. This equipment should preferably be of the Motorola company. This is because the equipment of Motorola is more reliable and durable (field tests have proved these facts in Dhar district).

In addition to the change over from low band to high band equipment in the state police, the availability of wireless equipment should also be increased. All police stations and outposts should be equipped with static wireless sets. In addition, all police mobiles should be equipped with static sets. All gazetted police officers in the district and all non-gazetted police officers above the rank of Sub-Inspectors should be equipped with hand-held mobile sets. This kind of

networking will ensure that the officers and mobiles of police are in continuous touch with the police station and the district control room. Thus, greater effectivity in police working can be achieved.

As far as telephone connectivity is concerned, all police stations should have a telephone connection. All gazetted officers in the district should also have separate telephone connections. It is said that in today's world, information is power. Proper and sufficient wireless equipment and telephones ensure smooth flow of information. A well-informed police force is also an all-powerful police force.

#### RECOMMENDATION

- a. Total switch-over from low band to high band wireless equipment.
- b. All police stations to have static sets.
- c. All police outposts to be equipped with static sets.
- d. All police mobiles to have static sets.
- e. All officers above the rank of Sub-Inspectors to have walkie-talkies.
- f. All police stations and outposts to have telephone connections.
- g. All Gazetted officers in the district to have telephone connections.

#### INTRODUCTION OF NEW EQUIPMENT

In addition to the upgradation of the existing equipment, it is also necessary to introduce new, more sophisticated and more advanced equipment, for use by the district police. Introduction of these new gadgets will not only increase efficiency, but will, in an oblique way, reduce the manpower demand of the local police. Let us analyze the new and advanced gadgetry, which can be introduced in the district police.

### 1. **Advanced varieties of Flashlights & other illumination devices:**

New and sophisticated varieties of searchlights and flashlights are available in large numbers in the market. These are a must for improving the standard of night patrolling and also for the security of the police personnel themselves. Presently, the police stations are poorly equipped with flashlights. Some outdated battery-operated torches are in use. However, with the changing times and the security environment, these torches are no longer useful and effective. Advanced flashlights and searchlights should be introduced in the district police.

Flashlights made under the brand name of **Dragonlight**, were highly effective in tackling the menace of terrorism in Punjab. Flashlights of other companies are also available in the market. These flashlights are rechargeable and are provided with Xenon bulbs. Their beams can be focused as either spot or floodlights. They are provided with both AC plug in charger and DC car charger as well as with rechargeable Nickel-Cadmium batteries. Some of the leading flashlight manufacturers, whose flashlights can be incorporated into the police force are - **Maglite, Streamlight, Eveready**, etc.

There is also a requirement of other advanced illumination devices for the police force. During night operations, the police force often locates criminals and other anti-social elements in the region. To spot them effectively, the police needs proper flashlights, as described above. However, taking advantage of the darkness, often these criminals make good their escape or even attack the police party and cause casualties amongst them. Thus, there is an urgent need to have handgun and shotgun mounted lights for effective firing during nighttime. These lights are classified as **Tactical Lights** and they are mounted on top of the barrel of shotguns and rifles and under the barrel of handguns.

They provide adequate illumination to ensure effective firing during the dark hours. As they are gun mounted, they also ensure that both the hands are free to carry out the required tasks.

Another revolutionary concept in the field of providing illumination to security forces during night operations is called the **Sapphire light**. This light is bright and reliable. The device can be clipped onto the belt. The light is produced by a blue sapphire crystal, which produces a highly efficient, solid-state, non-deteriorating beam. It produces a soft illumination in 180 degrees-viewing radius. It is visible for over one mile. It can be effectively used for signaling and providing indication to patrol parties, etc.

#### **RECOMMENDATION**

- a. Providing advanced flashlights at police station level.
- b. Each beat be provided with a flashlight.
- c. Providing tactical lights to all police stations.
- d. Providing Sapphire lights to all police stations.

**2. Night Vision Devices:** The night vision devices are based on the principle of converting light energy (photons) into electrical energy (electrons). This results in immense amplification of light and, as a result, night viewing is accomplished with ease. There are three generations of NVD. The **Generation-I NVD** was developed in the 1960s. They lacked the sensitivity and light amplification necessary to see below a full moon. As a result they were large and cumbersome, less reliable and relatively poor, low-light imagers.

The development of the Micro-Channel Plate (MCP) led to the birth of the **Generation-II NVD** in the early 1970s. Higher electron gains are now possible

with smaller packaging. These performance improvements made observations possible down to 1/4<sup>th</sup> of a moon. Generation-II may be the choice when there is higher levels of ambient light.

Developed in the 1980s, the **Generation-III NVD**, enables safe navigation in the darkest nights. Distinguished by its Gallium Arsenide Photocathode, Generation-III is optimized for sensitivity to the near infrared light available from the night sky. Improved MCPs provide higher resolution and extended operational life.

These NVDs are a must for local police forces now. Often during night patrols, members of criminal gangs hide in the darkness and escape detection by patrol parties. When such parties have passed by, they carry out the crime on the highways or towns/villages. A classical example of such criminals are those who operate on the infamous Machliya ghat and other ghats in the district. The members of these gangs hide by the roadside and as soon as the police patrol party passes by, they commit heinous crimes on the highways and villages/towns. Thus, it is essential that all police stations are equipped with at least Generation-II or Generation-III NVDs. This will make police patrolling more effective and the morale of the criminal gangs will also fall considerably, giving the police an upper hand over all criminals who operate in the area using darkness as their cover.

#### **RECOMMENDATION**

- a. All police stations to be equipped with at least one NVD.

**3. Thermal Infrared System:** These systems see heat, not light. Thus they can detect humans hiding in the darkness, that too behind some solid cover. These systems are a leap forward over the Night Vision Devices. They can be used to detect criminals hiding in the bushes and shrubs.



Thus, their presence would definitely enhance the performance of the police forces.

#### RECOMMENDATION

- a. Each district to be provided with at least one Thermal Infra-red System.

**4. K-9 Unit:** It means a Dog unit. A properly trained dog can perform many functions and can prove an asset to any police unit or police setup. The K-9 can effectively perform the following functions:

- **Tracker:** K-9 can be used to track scents of criminals after they have perpetrated the crime and have fled and also to track down scenes of crime.
- **Sniffers:** K-9 can be used very effectively as Sniffers. The K-9s can be trained to sniff out explosives, narcotics and arms. Thus they can prove to be a great boon for the police force.
- **Patrol:** K-9 can also be used as reliable and efficient patrol dogs. This is another important activity of any police unit and a well-trained K-9 can greatly aid the police in enhancing the effectivity of patrolling in the region.

Thus, it is recommended that well trained K-9 be considered as a resource. Their presence will greatly enhance the performance of the police station staff. K-9 will share a lot of the burden of the police personnel and will instill a sense of confidence amongst the local public. Thus, it is worth considering the fact that each police station be equipped with at least one K-9, which is trained for being a tracker as well as a patrol dog. At police stations under whose jurisdictions come important airports, railheads and bus stations, K-9 trained as sniffers can be deployed.

#### RECOMMENDATION

- a. A K-9 unit consisting of one K-9 and one handler to be provided to each police station.
- b. Larger police stations can have two K-9 units, with two handlers. These will be trained as sniffers, trackers and patrol dogs.

**5. Forensic science kits:** There is only one FSL unit in the district located at the district HQ. The present scenario of crime trends indicate the occurrence of a large number of complicated crimes. Thus there is a persistent and grater need of FSL experts at a number of scenes of crime. However, due to the paucity of time available with them, they cannot go to all the crime scenes and as a result very important evidence cannot be lifted from such scenes. This not only effects the process of investigation but also adversely affects the prosecution and as a result, the conviction rate comes down.

The number of FSL experts cannot be increased but each police station can be equipped with proper and up-to-date Forensic Science kits. These kits should at least have the following basic forensic equipment:

- Photography camera
- Scales
- Binders
- Compasses
- Fingerprint lifting powders
- Fingerprint dusting brushes
- Drug testing kits (cripkits)
- Swabs to pick up trace evidences
- Forceps
- Plastic bags to store evidence
- Rubber gloves
- Scalpel
- Human blood testing kit

These and other basic instruments for making an effective Forensic Science

kit should be assembled into a box and labeled FS kit. This should be provided to each police station to increase the efficiency of the available staff to tackle complicated and challenging cases.

#### RECOMMENDATION

- a. Providing one FS kit to all police stations.
- b. Providing proper and up-to-date Forensic training to as many police station staff members as possible, using the FSL unit available at each district HQ. This will enable them to effectively use the provided FS kits and to improve their standard of investigation.

**6. Mounted Police Unit:** Horse is a very useful animal for a variety of police purposes. Mounted police can be used for effective patrolling and also for efficient crowd control. Horses can be used to patrol areas which are off the main roads and they can go into even bushes and forests. They are also very silent when moving through dense undergrowth. Thus, for patrolling purposes, the horse patrol is one of the most effective, silent and efficient systems available. The horse can also be trained to be sensitive to movements, sounds or smells which are not initially apparent to human senses. It also enhances the search capabilities of the rider. The riders also have a vantage point, some 5-7 feet off the ground, which expands their vision in rural and back country as well as in urban settings.

Similarly, for purposes for crowd control too, mounted police is very effective. It can be said from experience that 8 horses can work in a crowd, which would normally require 100 police personnel (*Orlando Police Horse Unit*). The people have greater fear of a police officer on a horse but at the same time is less hostile towards such an officer. It is truly a winning combination.

Thus, for reducing the number of police personnel required in patrolling and law and order duties, each police station should be equipped with a horse unit. This will vary depending upon the size and location of the various police stations.

**RECOMMENDATION**

- a. All C-class police stations should have a unit of one horse.
- b. All B-class police stations should have a unit of two horses.
- c. All A-class police stations should be given a posse of four horses.

**7. Modernization of the Traffic police:** The traffic police is an important wing of the district police. It performs the function, which directly brings the police to come in contact with the citizens. Thus, the image of the police is made or broken, depending largely upon the behavior, attitude and performance of the traffic police. Therefore, the role of the traffic police is very important and is at the cutting edge of all police work.

Today, the traffic police is used for mundane traffic direction and point duties, whereas they should be used more scientifically and appropriately. There is an urgent need to introduce new innovations, modern machines and gadgetry into traffic police work. This will not only reduce the manpower required but also at the same time make the cops in white, more in tune with the demands of the present. The high-tech devices, which can be introduced into the traffic police wing are:

- Traffic signals
- Traffic directing LED
- Omniglow Lightsticks
- Premium traffic vests
- Loud hailers
- Reflecting traffic dividers and traffic stops

- Traffic cones and barriers
- Closed Circuit TV (CCTV) at important traffic junctions

With the introduction of such gadgetry and traffic aids, the traffic police will become more efficient and capable of handling the ever-increasing traffic volume. At the same time, the pressure on traffic manpower will reduce and a rationalization of the same can be brought about.

In addition to the above-described aspects of traffic **regulation**, two other important aspects are traffic **engineering** and traffic **education**. As far as traffic engineering is concerned, the role of police is limited. However, in the case of traffic education, the efforts of the police require a boost. A small cell should be constituted for this purpose. They should be provided with a vehicle and TV sets, video players, tape recorders, vide cameras, etc., and be entrusted with the job of scientifically carrying out the job of traffic education. If the work of traffic education is properly carried out, the work of regulation can reduce considerably.

**RECOMMENDATION**

- a. Introduction of traffic signals, even in small towns
- b. Introduction of traffic aids
- c. Introduction of modern gadgetry
- d. Proper and greater efforts at traffic education with a small but well equipped traffic education unit

**8. Alarm and Surveillance Systems:** These are systems of the future. They have to be incorporated in to the police units in the state, sooner or later. These systems can be of the following types:

- a. Closed Circuit TV systems (CCTV)
- b. Access Control Systems

- c. Intruder Alarm Systems
- d. Asset Tracking & Monitoring Systems
- e. Counter Surveillance Measures

All these types of systems are not required presently by the district police, but certain systems have become a must. Amongst them are CCTV systems, Access Control Systems and Intruder Alarm Systems.

These systems are used to protect residential houses and complexes as well as various business houses. Home, residential and commercial complex security systems have the following components:

- **Magnetic contacts:** They form an electric circuit between a door and a doorframe or a window and a sill. When the door is opened, it breaks the circuit and sounds the alarm.
- **Motion detectors:** Sound an alarm if motion is detected.
- **Wired window or door screens:** The security system is activated if the wire is cut or the screen is removed.
- **Panic buttons:** Can be located next to beds or alongside doorways or wireless. They can be manually activated if you suspect an intruder or if an intruder tries to force entry .
- **Closed circuit TV:** A private television system that allows you to monitor one or more inside or outside areas.
- **Keypads:** Also known as touch pads or remotes. These devices allow you to turn on and off (arm and disarm) your system. It also displays your system status.
- **Wired Systems:** Uses concealed or exposed wiring to connect the home security systems components.

- **Wireless System:** Uses radio frequency to connect system components.
- **Other components:** Glass break detectors and stress sensors.

The business security systems are an improvement over the above given systems. They consist of the following systems by which they detect intruders and control access:

- **Burglar intrusion alarms:** The burglar intrusion alarm system is designed to detect unauthorized intrusion into a building or an area of a building. Most burglar alarms will sound an alarm at the site and report to a central station.
- **Fire alarms:** Manual or automatic fire systems and sprinkler supervisory systems use a combination of sensory devices to detect a fire at the earliest point. Selection of the proper type and number of sensors is essential to alert all the occupants of a premises and to notify the central station so that the fire department can be dispatched.
- **Carbon Monoxide gas alarms:** A signal from a Carbon Monoxide detector is designed to indicate that an unacceptable level of Carbon Monoxide is present in the room.
- **Holdup, panic or emergency:** These systems allow the customer to report an emergency like an armed robbery or an ambush. Most systems allow a customer to follow robbers' instruction but also allow them to press a button to trip a switch to sound an alarm at the central station. Some systems will also cause a video film to be taken of the robber(s).
- **Access Control:** This is a process to grant or deny a person access to a specific area or object based upon their possession of an item,

code or physical characteristic. It may as simple as a single mechanical lock or as complicated as an integrated system controlling hundreds of doors that interface with the alarm and other systems.

- **CCTV:** It is a television system that transmits signals over a closed circuit of electrical conductors, fiber-optic cable or wireless carriers. CCTV can overtly or covertly monitor a process or area from a remote location. CCTV systems can also record or document a scene for later viewing. Multiple locations can be viewed by a single guard or monitor at a remote location.
- **Energy management devices:** These include certain sophisticated devices like low temperature monitors, power failure monitors, process monitors, water or moisture sensors and watchman's reporting systems.

These kinds of alarm systems can be easily installed in large banks, treasuries and residential complexes and their display boards can be placed in the local police station. As a result, the manpower in the form of bank guards, treasury guards, college guards, etc., can be saved. When the alarm goes off, police party from the police station can rush to the spot and take necessary action. These are some sophisticated systems and instead of the police department investing in such systems, the management of banks, treasuries, colleges and all such institutions which require police guards can be motivated to purchase and install such systems in their respective premises.

**9. Computerization:** The use of computers is the need of the hour for the police force. It needs to be taken up in a big way by all police formations. This switch-over to computers will not

only make the police work more systematized and organized but it will also help in making the police personnel more productive. This will indirectly help in reducing manpower requirement of the police. Computerization can be done in the police stations, SP's office and office of other gazzetted officers, DRP lines, Judicial courts, etc. This computerization will help to reduce the paper work presently being done and, as a result, save an incredible amount of manpower. Let us see how computers can be introduced in the various units as indicated above and how best they can be utilized.

Each police station should be equipped with a computer, modem, scanners, CD writers and printer. All such police station computers should be linked with each other and with the SP's office, through Intranet facility. Two trained operators should work on these computers round the clock. These computers should be used to contain all the police station records. Using scanner, photographs of history sheeters, goondas, bad characters, etc., along with their fingerprints and palm prints can be fed into the computer. Using CD writers, permanent records of the same can be made on writable CDs. Thus, even if the computer fails, the record is permanently available at the police station. The work of the MOB constable can also be done on the computer. The details of all arrested persons along with their photographs and finger and palm prints can be fed into the computer and again permanent records made on CDs.

In the same manner, the computer can be used to compile all types of information as and when required by the SP's office or other offices. There will be a saving in time, as all the information is readily available in the computer and it has to be just compiled. Once the information is compiled, it can be e-mailed via the Intranet to the SP's office. This will save the use of a constable to bring dak to the SP's office.

In the later stages one can envisage that the General Diary be maintained on the computer and even FIR being taken on the computers. With the passage of the IT bill, digital signatures will be legally valid. This will require the setting up of more than one terminal in the police stations. Similarly, in the SP's office, computers can be set up in the Steno's office, OM section, Reader section, Head clerk section, Accounts section, SRC section, Establishment section, District Crime Branch and in the District Special branch. Here too, all the records maintenance and compilation of information will be done on computers. This will make the various wings of the SP's office more efficient and also result in saving of manpower.

In the DRP lines the use of computers will also prove very beneficial. A computer with all the accessories can be installed here and it can serve a variety of purposes. It can be installed at the Roznamcha section and it can have two operators round the clock. It will be used to record the general diary, keep all accounts, maintain record of all the arms and ammunition, cloth store, grain shop and can also keep a complete statement of all welfare activities being performed. This will definitely save a lot of manpower.

In the same manner, to reduce the over-utilization of police personnel in judicial courts, computers can be installed there too. Each magistrate in the district has a police constable/head constable attached to his court. Their main function is to issue summons and warrants. They also maintain a record of all acquittals, take the fingerprints of all convicts before sending them to the jails and to organize and put up case diaries on the due date before the magistrates. Thus, by installing one computer and appointing an operator at each seat of the judiciary, this work can be easily accomplished. In Dhar district court

seats are at Dhar, Badnawar, Mannawar, Sardarpur, Kukshi and Dharampuri. Thus, Dhar can have two operators and all the other tehsil courts can have one operator.

### NEW TECHNIQUES OF COMMUNITY POLICING

1. **Nagar Suraksh Samities:** These samities are working successfully all over the state. They were introduced by this officer in Indore city, while he held the position of Additional SP (City). There is no need to analyze this concept, suffice to say that if the citizens join the police in prevention and detection of crime, police performance is definitely enhanced.

2. **Mahila Paramarsh Kendra:** These Kendras have also contributed towards improving the image of police in the eyes of the common man. This project was also started while this officer held the position of Additional SP (City) Indore. It was under the guidance of Mr NK Tripathi, the then DIG, Indore and with the blessings of Mr Swaraj Puri, the then IG of Indore. The project had achieved remarkable success during the tenure of this officer at Indore. It was nurtured with great care and affection. Before this officer's departure, eight centers for providing counseling had been opened and were working successfully. This is a leading example of community based policing at its best.

3. **Neighbourhood Watch:** Neighbourhood watch is a very useful scheme, which can ensure public participation in police work. The citizens under this scheme are motivated to watch their own neighborhood and, as a result perform police functions and consequently help to reduce the burden on the police force. A properly designed neighbourhood watch scheme has the following components:

a. **Crime prevention training:** This includes forming a committee in the neighborhood watch scheme and a

police officer coming and providing training to the members in this committee in respect of crime control.

b. **Victim assistance:** This includes sending victims of different crimes to get medical and police assistance by the members of the neighborhood watch committees.

c. **Improving conditions:** This includes bringing to the notice of the concerned authorities about abandoned and other premises, which can be used by offenders to take shelter. Such authorities then take action to clean up or demolish such premises.

d. **Citizen's Patrols:** The citizens organize themselves into groups and carry out patrol duties.

Thus, it can be clearly seen that the Neighbourhood watch scheme is a self-help scheme, for the citizens of a locality. This will ensure a partnership between the citizens and the police but also reduce the burden on the police force as the citizens learn to take responsibility and secure their own environs.

4. **Crime-free Multi-Housing programme:** This is another community policing programme that can be very effectively incorporated in city policing. Again the burden on police will reduce and security environment in a locality will improve. This includes the following steps:

a. **Training:** This involves giving training to the residents of a multi-housing society with respect to securing houses, businesses and other premises. A beat police official at the premises of the society itself can impart this training.

b. **Analysis:** After this basic security training, the citizens are asked to secure their premises according to the training imparted to them. Then after a few days the same police officer visits the

premises and checks and assesses the security arrangements made. If he finds any shortcomings, he points it out to the resident and he in turn is expected to remove such defects, so that the premises can be declared well secured.

**c. Certification:** After the premises have been thoroughly checked, they are declared totally secure. This will increase the confidence of the owner of the premises and at the same time make the work of the police force easier.

This scheme once again should be introduced in colonies and multi-housing complexes in cities, to reduce the burden on police units. This community policing effort will ensure public participation in police work and thus the demands on the force will reduce with a consequent reduction in demand for police manpower.

**5. Citizens Police Academy:** This is the latest concept to train the local citizens in police related fields and then utilizing them not only to perform quasi-police functions but also at the same time to propagate the efforts of the police and the problems faced by them, amongst the general public. The citizens will get an idea as to how police officers perform their duties and how the police department serves the community. This will form a nucleus of well-informed citizens with greater insight into police practices and functions. This experiment has been vastly successful in the Lexington-Fayette Urban county division of the police in West Virginia, USA.

The programme designed to suit the local conditions in the district is of the following form. A certain number of citizens are chosen from the city depending upon the population of the city. In smaller towns, where the population is less than 1 lakh, the number of citizens should be 20. In cities where the population is between 1 lakh

to 10 lakhs the number of citizens selected for the CPA should be 30. For cities with population between 10 and 20 lakhs the number should be 40. Finally, for cities with population above 20 lakhs, the number of citizens chosen for the CPA should be 50.

These citizens are thereafter to be put through a 12-week long course with 3 hour training classes per week. The curriculum can include training in the following disciplines:

- Criminal law
- Recruitment training
- Patrol procedures
- Narcotics & Vice crimes
- K-9 & bike patrol systems
- Emergency response
- Communications
- Internal affairs
- Media relations
- Accident reconstruction
- Criminal Investigation
- Crime scene processing
- Family abuse & Juvenile delinquency
- Community services
- Crime stoppers
- Defense tactics
- Traffic checks and stops
- Firearm training

Trained in these disciplines, the citizens chosen to be part of the CPA will fan out in the society and will not only aid police work but will carry out excellent public relation work for the police. As a result, burden on local police will go down and rationalization of the manpower utilization can be brought about. Trained and motivated citizens will act as a bridge between the police and the common man of the towns and cities.

Thus, the Citizens Police Academy along with all other innovative community policing schemes will have an indirect effect on the utilization of police personnel.

## **ANALYSIS OF MANPOWER REDUCTION**

This section deals with the analysis of reduction in police manpower possible, using the above mentioned upgradations of existing equipment, introduction of new and state-of-the-art gadgetry and innovations in the field of community policing. This will not be an accurate picture because there is already an acute shortage of manpower in MP police and the scenario given is only a hypothetical one.

Let us first analyze the reduction possible in the police station staff:

1. With the introduction of large-scale computerization in the police stations of the district, a large saving in manpower is possible. In Dhar district police itself, 38 police personnel are performing the function of office work in different police stations. In addition, there are another 20 police personnel functioning as MOB munshis. This makes a grand total of 58 personnel, whose work can be easily performed by a computer and two operators in each police station. Thus the requirement is of 42 personnel, giving a **saving of at least 16 personnel.**

2. In the second stage of computerization, when the FIRs and GD are also keyed into computers, a further saving of 21 personnel can be brought about from the HCM in different police stations.

3. Judicial courts also take up a lot of manpower. Each police station has at least 2 constables working as court munshis. One of them is the challan munshi, who puts up the challan; deposits seized goods along with the challan in the court and gives copies of all relevant documents to the accused. The other is called the summon munshi.

He receives all the summons/warrants issued by the courts, brings them to the police station, gets it registered in the inward/outward register and the summon/warrant register and issued to the police personnel for servicing. In Dhar district, 40 constables of all the police stations are involved in this work. By providing one photocopy machine at the district headquarters, the work of the challan munshi can be greatly reduced, as now he will just photocopy all the relevant documents and hand it over to the accused. As a result, the work of the challan munshi and the summon munshi can be performed by one and the same constable. Thus, instead of 40 constables, 20 constables would be required to perform the various judicial court functions. Hence, a saving of 20 personnel can be brought about.

4. If proper and high quality surveillance devices and alarm systems are incorporated into the local police systems, either by the concerns which require police guards themselves or by the police organization, a large saving is possible in manpower utilization by the police. At present, 50 personnel (of the rank of Head-Constable and Constable), are being utilized as guards in treasuries, banks and colleges. Thus, if not the total number, at least a saving of 25 personnel can be achieved.

5. With the introduction of state-of-the-art equipment like advanced flashlights, sapphire lights, tactical lights, night vision devices, thermal infrared devices, effective K-9 units, mounted police unit at each police station, etc., and the upgradation in police mobility and communication and with the introduction in a large way of new and novel community based policing schemes, the pressure on police personnel in relation to night and day patrolling, will definitely reduce. Though the exact number of reduction in police personnel cannot be immediately predicted, a rough estimate can be attempted. In Dhar district, 75

personnel are employed in patrolling each day. With the above mentioned revolutions, an average of one person per police station can be reduced. Thus, roughly 20 police personnel can be reduced daily from patrol duties.

6. With the large scale induction of computers at the police station level, equipped with the facility of intranet and e-mail, the use of policemen to act as dak runners, will also be reduced, if not be deleted altogether. In this district, at least 29 constables are used daily by the police stations as dak runners. Thus, their numbers can be reduced by at least 9 personnel, granted that each police station retains one constable each for emergency dak runner duty.

Now let us analyze the saving in manpower possible in the District Reserve Police lines:

1. The traffic police equipped with modern traffic aids, traffic signals at all important crossings and a proper wing for traffic education can definitely shed some of its manpower. In Dhar district the strength of the traffic police is 18. This number can definitely be reduced by **2 personnel** if the above facilities are ushered in.

2. The DRP line also provides police personnel for judicial court duty. Their number is 12. These personnel are working in the six seats of the judicial courts in the district. As mentioned above, if computers are provided to all the courts, then in Dhar court two operators and in the other five places, one operator each will be able to carry out the job of the court munshi. Thus, the total requirement would be of 7 personnel and a consequent reduction of 5 personnel can be achieved.

3. With the introduction of computers in the DPR line and at the SP's office, a tangible reduction in manpower is possible. Presently, the

SP's office, in addition to one SI as a Reader, employs 4 HC and 10 constables in various wings. If computerization is carried out in the entire SP's office sections like OM section, Accounts section, Head clerk section, Steno section, Reader section, SRC section, Establishment section, Pay and allowances section, etc., the police personnel acting as 'helpers', in these sections can be done away with. The concerned Accountants, UDCs and LDCs would work on the computer and do the job on their own. Allowing 2 Head Constables and 4 Constables, for emergency duty in the SP office, a saving of 8 personnel can be achieved at the SP's office by proper and thorough computerization.

4. With computerization in the DRP line, the line office can also shed excess manpower. Presently it employs 2 Head Constables and 5 Constables. Two well-trained operators can do the job of maintaining the Roznamcha, the cash box, different cashbooks and ledgers, distribution of force, etc. One Head Constable can supervise their work and all of them will ofcourse work under the guidance of the Reserve Inspector. Thus, a reduction in manpower to the tune of 4 personnel can be achieved.

5. The armoury, cloth store and welfare activities use up 13 personnel of different ranks. This figure will also be reduced by computerization. At least 4 personnel can be reduced from various sections.

6. Dak runners will also be reduced in the DRP line duty chart. As a large amount of information will be sent and received by e-mail and the Intranet and the Internet, leaving aside 2 dak runners for emergencies, 4 personnel can be shed from the dak duty.

7. The District Special Branch and the District Crime Branch will also undergo computerization. The

possibility of reduction in manpower in the already understaffed and long ignored DSB is negligible. The District Crime Branch employs 7 police personnel. Here too computerization will make the branch more effective and efficient. However, the chance of manpower reduction is not present.

Thus, from the above analysis it is evident that a saving in manpower of police personnel to the tune of **138 personnel** can be achieved, by implementing the above mentioned suggestions.

### CONCLUSION

The above report is, as mentioned before, based on the various

technological advances, which have taken place in the world of security forces and their activities. It is in no way an exhaustive report about all the technological advancements possible for the police force in the state. However, it is an attempt to include and analyze as many of the innovations and upgradations possible in the state police force. There has also been an attempt to analyze the possibility of reduction in manpower in the police force from this report.

Once again it is pertinent to point out that the situation analyzed is hypothetical and is based on Dhar district police as a unit of comparison and study. Some of the gadgetry suggested may be beyond the means of

the state police to purchase and operate, but it can form the nucleus of future efforts of modernization. Similarly, the figure of saving of 138 personnel may be a bit inflated, but it has been used to ensure the induction of high tech devices in the state police. This is so because without the reduction and surrender in a certain number of police posts, finances will not be available to modernize the police force.

Taking all those points into consideration, the RIMODAL report has been drafted. If studied and utilized and implemented properly, it will go a long way towards making Madhya Pradesh Police more efficient, cost-effective and a dynamic organization.

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