



RESEARCH REPORT

Mumbai Police and SNEHA

A Collaborative Project to Respond to Survivors of
Violence

28th August 2019



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VIOLENCE

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A note from the CEO's Desk



On behalf of SNEHA, I would like to appreciate and congratulate the Mumbai Police Commissioner and his team for extending support in co-jointly conducting trainings with the Mumbai Police on violence against women and children. Mumbai Police has been always been on the forefront of ensuring women and children's safety. We are honored that we were given an opportunity to be partners in the process of training and

Thank you to all officers and constables who attended the trainings with utmost enthusiasm and determination to make Mumbai safe for all. We are aware that you and your team work under very high pressure. Handling cases of violence against women and children requires sensitivity and relevant knowledge to make the right decision for every case, and this is not an easy task. The goal of our training was not only to create awareness and knowledge among the officers and constables about violence against women and children, but also to guide them to approach cases with sensitivity, effective communication and with a gendered perspective. We are pleased to see the response and progress through the 10 months training, from October 2018 to August 2019.

We are always available for any further support you, or any member of the Mumbai Police, may need in future. We assure Mumbai Police of our continued support, as we together work towards a safe and gender sensitive city.

Vanessa D'Souza
Chief Executive Officer
SNEHA (Society for Nutrition, Education and Health Action)

Foreword



Our journey with the Police began in 2000 when we started a counselling centre in Dharavi for women and children in distress. Very often, we required Police help because we weren't able to single-handedly find immediate solutions for the safety of women and children survivors of violence who approached us. When we started work, Dharavi was still considered to be Asia's largest slum. Unhygienic living conditions, cramped housing and the stress of day-to-day survival led people to say that it was an area where crime was common. At that time, cases of homicide, suicide and community violence against women

were quite often reported to us. We were naïve in our thinking that we could help women who came with domestic violence and sexual violence complaints, not realising that often the impact of violence on women runs deep and counselling was one aspect of our work. Women required Police assistance, and so did we, to help them in crisis.

In 2002, in one basti, we came to know of a case of murder of a young married woman. Two local strongmen were offended with her as she did not show any interest in them. One evening they came to her house, beat her up, poured kerosene on her and set her ablaze. On her death, the family and community members came to us asking for support and justice. Unsure of how to help them, we started interacting with the Investigating Officer and other Officers at Shahunagar Police station. We worked very hard with the Police to file the charge sheet and ensure that the offenders were called to account, and conviction was secured after three years. Since then, we have handled many cases and our relationship with the Police has become strong over the last 19 years. We hope we have a good understanding of Police mechanisms for addressing the cases of survivors of violence, their strengths and their challenges.

We have been very fortunate to work with the Police on sensitisation trainings. In 2013, in consultation with the Police, we co-developed procedural guidelines for the Police to follow when survivors of violence attend Police stations. The Police encouraged us to pilot the guidelines in five Mumbai Police stations. The pilot and regular trainings gave us an opportunity to discuss their areas of work at length and the challenges that they face in dealing with the issues. We are honoured to have worked with them on communication skills, behaviours, and the ways they may be interpreted by survivors, NGO staff and the general public. The pilot showed promising changes in communication and behaviours, mainly due to more understanding of gendered perspectives in Police work, the importance of clear and simple communication, attentive and empathetic behaviour, and nuanced understanding of using the Law.

On behalf of SNEHA, I would like to thank the Mumbai Police for keeping faith in our work and allowing us to continue the journey with them. I thank all the Commissioners and Deputy Commissioners of Police who permitted us to conduct the trainings and the pilot. I thank all the cadres of Police

who wholeheartedly participated in the trainings and whose feedback made the training more participatory and meaningful. I would like to thank the SNEHA Senior Management Team and Trustees for their strong support of our work, as well as the Administration, Human Resources and Finance teams. My sincere gratitude to all the trainers and resource persons who made the training module dynamic and responded to participants' suggestions and questions. I would like to thank my team at SNEHA who worked tirelessly and with utmost sincerity and commitment to collaborate with the Mumbai Police to make Mumbai a safe place for women and children. Lastly, I would like to thank all the women and children survivors of violence and their families, who accessed our counselling centres with utmost faith in our ability to assist them. I would like to thank Manan Trust with utmost gratitude for their continued support and patience to run this project successfully.

Dr. Nayreen Daruwalla

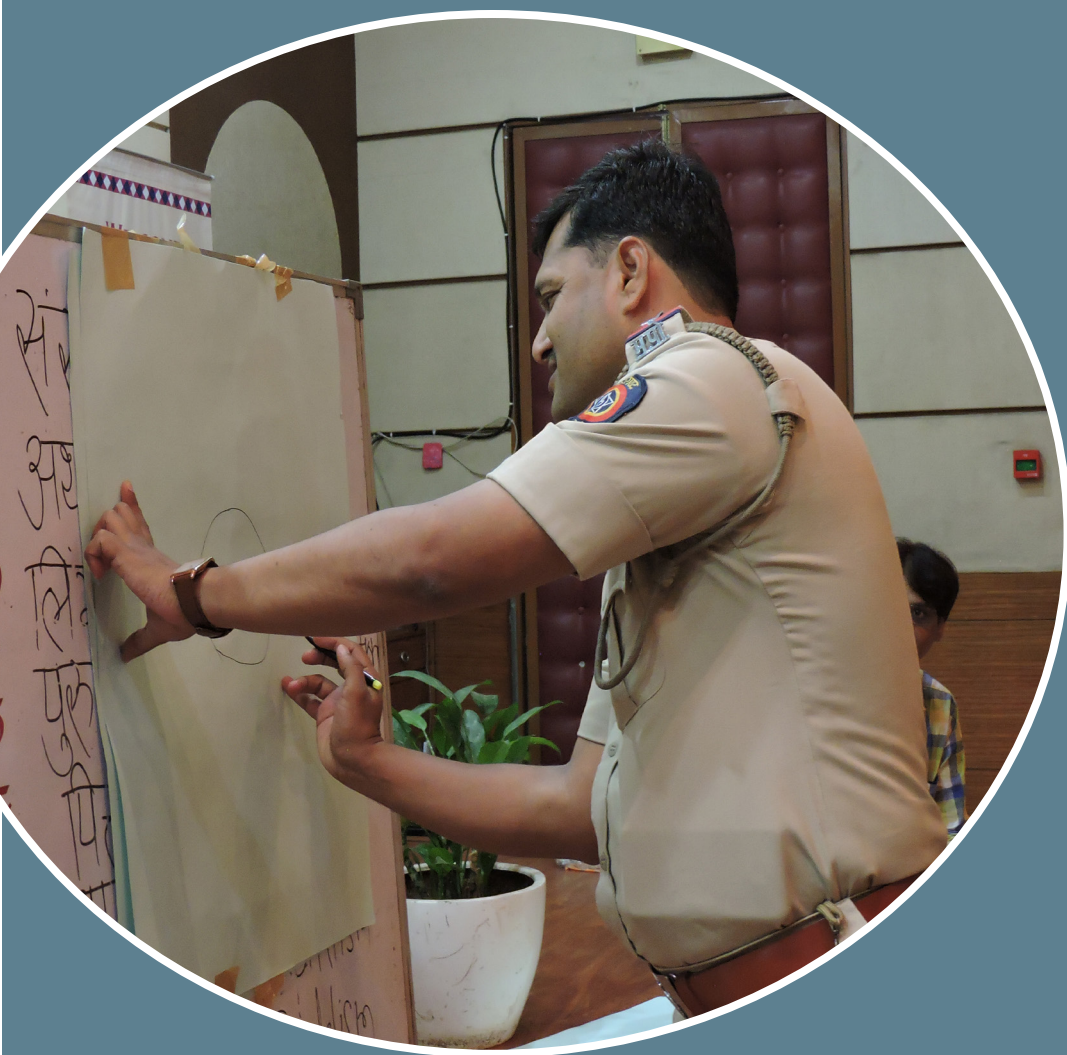
Director

Program on Prevention of Violence against Women and Children

SNEHA

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CHAPTER 1

INSTITUTIONAL RESPONSE TO VIOLENCE AGAINST WOMEN AND CHILDREN

About SNEHA

A secular, Mumbai-based non-profit organisation, SNEHA believes that investing in women's health is essential to building viable urban communities. We focus on four public health domains: maternal and new-born health, child health and nutrition, adolescent health and sexuality, and prevention of violence against women and children. We work in partnership with communities in urban informal settlements, and with health systems, to build effective and replicable solutions that empower women and their families to improve their health.

SNEHA's program on Prevention of Violence against Women and Children (PVWC) aims to develop high impact strategies for primary prevention, ensure survivors' access to protection and justice, empower women to claim their rights, mobilise communities around 'zero tolerance', and respond to the needs and rights of excluded and neglected groups. We work with public systems to enhance coordination of the state response to crimes against women so that they may live a life free from violence. Primary preventive interventions are carried out through community outreach programs and campaigns.

Secondary interventions for survivors of violence are provided through a comprehensive service-oriented system. We believe that a structured convergence of responses from a range of services is the most effective way of working towards the larger goal of eliminating violence against women and children.

The PVWC Program's Theory of Change for Community Interventions

Our experience of addressing violence against women and girls (VAWG) has shown that bringing it into the public arena, talking about it openly, and motivating people to respond creates an enabling social environment in which people gradually become less tolerant of VAWG. This leads in turn to more disclosure and consultation. Along with this, communities are better equipped to support and respond to women in crisis and to intervene in situations of violence. Our counselling services provide secondary interventions for survivors when incidents have occurred. We have realised that it is important to carry out primary prevention activities that not only target specific causes and risk factors for VAWG, but also promote healthy behaviours, knowledge of rights and entitlements, and women's capacity to counteract violence, foster safe environments that reduce the risk of violence, and create support networks.

We carry out primary preventive interventions through community outreach programs, campaigns, and use of mobile-based crowdsourcing technology. Identification procedures include follow-up of community campaigns and meetings with door-to-door visits to screen women for violence. We inform them of their right to a violence-free life and about available services, which leads to early rather than later intervention. While identification of violence is carried out by anyone with a basic knowledge of the signs of VAWG - SNEHA Sanginis, members of Mahila Dakshita Samitis and Mohalla Samitis - screening is usually undertaken by professionals such as counsellors and clinical psychologists.

Secondary and tertiary interventions for survivors of violence are provided through a comprehensive service-oriented system. Our theory of change focuses on participatory community engagement with multiple stakeholders to encourage critical thinking about VAWG and its consequences, promote equitable gender norms, and reduce tolerance of violence against women and girls.

The PVWC Program's case study on working with law enforcement agencies to prevent and respond to violence against women and girls

1	Location	Mumbai, Maharashtra
2	Stakeholders involved	The law enforcement agency (the police): Joint Commissioner – Law and Order, Mumbai; Additional Commissioners of Police – Central Region, Eastern Regions; Deputy Commissioners of Police – Zones III, IV, V and VI. Police stations: Shivaji Nagar, Deonar, Mankhurd, Dharavi, Shahu Nagar
3	Driving agencies	Mumbai Police and SNEHA have co-jointly organised trainings. The plan was conceived along with the Joint Commissioner of Police, Crime

Genesis

The law enforcement agency – the police are included in the service-oriented system that provides secondary interventions for survivors of violence. Along with the health care system, the police force is the other public system that women are likely to approach for help in times of crisis. Women seeking assistance from SNEHA often report difficulties in dealing with the police. If we are to ensure that these women have access to protection and justice, we must first make certain that the systems offering protection and justice are accessible, women-friendly and provide quality services to survivors of violence.

We have been working with the police since the inception of the counselling centre. Women accessing the counselling services unvaryingly require police assistance in terms of enlisting a complaint like a non-cognisable offence or the first information report.

Through continued interactions with the police over the past decade, we have developed insights into the challenges they face in the course of their work. These include stress, unpredictable duties, and the neglect of their own health. Realising this early on, we began to organise health camps for the police. The camps helped us strengthen our ties with the police and laid the foundation for future collaboration: sensitisation training sessions on gender and violence.

Since 2003, SNEHA has often mediated police and community interactions, helping them to understand each other's perspectives. This has led to increasingly strong relationships. For example, the police have requested that we conduct awareness campaigns in the community about our services and the role of the police in assisting women and children facing violence. Program records show an increase in the number of referrals from the police to the counselling centre(s) over the last decade, and in many cases we have enlisted police assistance in negotiations with families. Local police take the help of SNEHA's community volunteers during festivals and processions to manage the public, and invite them to participate in some police programs. SNEHA health camps, stress management workshops, and sensitisation programs initially involved police stations from Zone V (Shahu Nagar, Dharavi, Mahim, Kurla, Sion).

Our collaboration with the police was further strengthened when SNEHA was deemed a Service Provider under the Protection of Women against Domestic Violence Act, 2005 (PWDVA), which has been instrumental in upgrading legal interventions for survivors of violence. This recognition has enabled us to involve the police in extending assistance to survivors of violence. In most of the cases filed by SNEHA under the PWDVA, we have coordinated with the police for implementation of court

orders.

The primary challenge in enlisting police assistance is the perception of abuse in the natal and marital home, and intimate partner violence as a private or family matter. This perception often leads to the police not filing non-cognisable offences (NC) and first information reports (FIR). We have adopted different strategies to address this, including organising family counselling sessions at police stations themselves, using persuasive skills, and talking with the police about their role in addressing violence. Our experiences have also highlighted the need to educate the police about their role under the PWDVA, to ensure a co-ordinated response. Our efforts have focused on sensitising the police to recognise violence against women and children as crimes and provide an immediate response. However, we feel that more concerted and continuous effort is required

1. Capacity-building/basic training related to violence against women and children and survivor-centred responses

Recognising the role of the police as partners, we have been conducting trainings at local police stations, and at the zonal level. The trainings focus on facilitating a deeper, more nuanced understanding of gender and violence, the PWDV Act, 2005, and the role of the police in its implementation and in assisting women and children in crisis situations. Through these trainings, we have been able to identify areas for further training and skill development. For instance, through role-playing during the workshops, we know that future trainings need to focus specifically on improving their understanding of gender and violence, enhancing their technical knowledge, improving their listening and communication skills, and increasing awareness of how their body language, indiscriminate use of power, and poor understanding of gender effects on women who report violence.

We conducted training sessions for police personnel at their police stations (Shahu Nagar and Mahim West), for police cadets at the Police Training School, Marol, and for senior police officers of Zone V, on gender, gender-based violence, communication skills, and relevant laws to enhance awareness, sensitise them to the issue of violence against women and children, and identify current gaps in dealing with cases.

2. Integrating gender and violence against women issues across police operations locally by *Developing and implementing procedural guidelines*

In every training session that we conducted, we had discussions about the challenges that the police face while handling cases of violence against women and children. Police officers handled these cases as per their insight and experience. A need emerged to develop and document procedural guidelines that enable the police to respond to women and children facing violence in a timely, appropriate, and sensitive manner. We organised a consultation with Mumbai police to arrive jointly at guidelines and simple steps that can be followed by the police to assist the survivor of violence. These guidelines emerged around four issues: domestic violence, sexual assault, child sexual abuse, and sexual harassment in public, and were developed collaboratively with police personnel, public health staff, and NGOs working on gender at a conference.

Piloting the guidelines

We piloted the implementation of these guidelines over one year in two police stations (Nehru Nagar and Mahim) in Mumbai. The training programme was a precursor to the implementation of the guidelines, with the training content expanded to include the implementation of these procedural guidelines. Two SNEHA caseworkers were stationed at the two police stations to

assist women and children who approached the police station for help. SNEHA carried out a number of interventions and followed up these cases. Police personnel at the zone levels (III, IV, V and VI) and police cadets were also trained using the updated content.

We assessed the impact of the intervention on police capacity to address violence against women and children through qualitative and quantitative methods. We administered pre- and post-tests at the training and analysed the change in knowledge and attitudes; used an observation checklist to evaluate the implementation of the guidelines; conducted semi-structured interviews with police officers and women who had approached the police station for help.

Identifying 'champions' within the local force to advocate on issues of violence against women and girls

We have only recently initiated this process at the police stations we work with. We will identify as champions those police force members who are open to working on gender-based violence and committed. Our idea is to form a group of champions who will take the work forward which will make this project self-sustaining.

3. Promoting linkages between community police, women's organisations and community groups advocating or providing services to survivors (e.g. joint training/ patrolling, coordinated referral services)

SNEHA's convergence approach to reduce GBV includes engaging local groups such as the Mohalla Committees and the Mahila Dakshata Samitis (MDS) allied with the police in addressing and responding to violence. We also saw the benefits of integrating SNEHA's Sanginis or community volunteers into these groups. The idea is to bridge the gap between the community and the police, and shift the onus of providing support to survivors of gender-based violence at the police station on to the community.

[The Mohalla Committee is a civil society initiative that involves members of the police and the public. The committees keep track of crime statistics and local miscreants in their neighbourhoods surrounding a local police station. They have a record of emergency services in the area, doctors, hospitals, ambulances. They also organize joint patrols in areas sensitive to communal violence.

The Mahila Dakshata Samiti (MDS) is another community policing initiative started by the police. These are local advisory boards to help the police handle cases of violence against women and girls in each police jurisdiction.]

SNEHA carries out prevention interventions in the communities falling under the jurisdiction of Dharavi, Shahu Nagar, Shivaji Nagar and Mankhurd police stations. Women community volunteers (called 'Sanginis' by SNEHA) are trained to support women in crisis in their communities, helping them to access the police station and public health system. The more people begin to believe that violence is not a private matter and to create an enabling environment for a survivor to get help, the more likely it is that a survivor of violence will seek help and that violence will be less tolerated. To this end, we create public awareness and collaborate with recognised groups to support women in crisis. Convergence can take place at multiple levels: involving SNEHA Sanginis in local allied groups; strengthening the network between the community, the allied groups and the police; and sensitizing and training the local group members to identify and refer cases, and to provide support to survivors at the police station. The Mohalla Committees and MDSs were included in the convergence model as they are recognised by the police force and

participants in policing their localities. The local groups (which often had the same person in both the committees) were explained the following: in addition to their own role, they could work towards making their communities intolerant of violence, and conveying to their communities that the police are available to the public when required.

The process

For Mohalla Committees

At the outset, we realised that most of the existing members were affiliated to different political parties; some of them were business owners and also had criminal backgrounds. We also discovered that - in practice - the committee's role was limited to maintaining peace during festival-time. We started by introducing ourselves, our work and our objectives. After a couple of meetings, we were able to gauge who amongst the existing members were sensitive to the issue and interested in working to reduce gender-based violence. We focused on these members, 15 each in Mankhurd and Dharavi.

For Mahila Dakshita Samitis

Members of the MDSs belonged to NGOs and political parties; one NGO in Dharavi being particularly active. The police had been asked to add more members in the MDS Committee through a government resolution (GR) and as a result, Dharavi police station had enthusiastically enrolled 450 members. SNEHA had the task of screening potential women committee members. It worked in our favour that the police had included 151 SNEHA Sanginis in this list. For the purpose of this convergence project, we worked with 50 MDS members.

A few introductory meetings were held in which we spoke about our convergence model and the objective of our work. The groups appreciated the idea of working in collaboration with the police on GBV and saw this as a way of giving direction to the ambiguity of their role. During the meetings, we encouraged them to share their experiences of cases and discuss their challenges. We covered how we can work more closely with police to ensure timely and appropriate intervention for women and children in crisis. Every meeting included the presence of a police officer from the local police station who made it a point to emphasise that the police were available to support the community at any time.

We also used these introductory meetings to screen and identify those members who had experience of working on women's issues and were interested and committed. Thereafter, we conducted common meetings of Mohalla Committee and MDS members of each police station and introduced our training program with the aim of helping survivors of violence and reducing GBV.

The content of the training sessions for the local allied groups

The following session topics were finalised after taking inputs from the group members and assessing their needs:

- Social construction of gender, and gender-based violence
- Communication skills
- Police procedure
- Basic counselling skills
- Leadership
- Police – public co-ordination

Joint Workshops

Two joint workshops were held in each area (Shivaji Nagar and Dharavi), and included members of the police and both the local allied groups, along with other community members.

Workshop I

The first round of workshops was held to coincide with the international 16 days of activism campaign to end gender-based violence (25th November to 10th December, 2015). At the Dharavi session, an external resource person, an advocate, spoke to them on laws related to women. This was followed by case-sharing and dialogue on how the police and the local Dharavi community members could work together to deal with difficult cases.

In Shivaji Nagar, there is a high incidence of child sexual abuse, and the community members had unjustified fears of the CWC (Child Welfare Committee). The police too were not following the guideline of referring every case to the CWC. The Chairperson of the CWC, was invited to speak about the role of this body and how there could be better co-ordination between the police and the CWC, especially in cases of child sexual abuse. This was an interactive session where a number of misconceptions were clarified, and challenges on following guidelines were discussed.

Workshop II

The second joint workshop in Dharavi was conducted with the aim of clarifying police procedure, and for the local group members and the police to set expectations of each other. This workshop helped resolve some doubts; it led to clarity of what the allied groups could and could not do, and played a key role in bringing about improved co-ordination between the two stakeholders.

Outcomes

The local allied groups have started identifying and referring cases of violence to SNEHA. 173 cases (women and children) were identified by local group members and referred to SNEHA; of these 134 received help from the group members, out of which 23 were referred to the police. The group members provide primary intervention to each survivor. We have also observed improved coordination between the different stakeholders.

Another outcome is that the group have now started organising beat-level meetings of their own accord in the community.

Some members who recognise the significance of the role they can play for survivors from their community have agreed to become a panch (witness) for the prosecution in some cases.

4. Developing networks and holding regular meetings between the police and community groups in convenient and safe locations to encourage participation of all community members, especially women

In addition to the joint workshops, and coordinated referral services, SNEHA facilitates beat level meetings between the local police, the allied groups, the Sanginis and community members. As many as 108 meetings were held at the beat level in two areas. These were small meetings carried out with the aim of reducing the gap between the community and the police and build trust. We invited police officers to attend these meetings and speak to the local community. The police participated in these meetings 50% of the time. We found that the mere fact that the police were listening to their problems made a significant impact on building the community's trust. The police force also felt obliged to resolve local problems, and to act on suggestions given by the community when it was possible, such as patrolling areas that women in the local community considered unsafe, organising drug raids, etc.

5. Integration of technology

SNEHA's Little Sister mobile application was installed on the phones of 50 Sanginis to record and refer cases of gender-based violence identified in the Dharavi community. The Sanginis referred 109 cases to the police, and provided support to the survivors at the police station. Of these, 19 cases were referred by eight Sanginis who are now members of the Mahila Dakshata Samiti.

Key Achievements

- Co-development of the procedural guidelines on four issues (domestic violence, sexual violence, sexual harassment in public, and child sexual abuse) during a one-day consultation that was piloted over two years.
- We were able to jointly arrive at practical guidelines (emerging from their experience, based on the rules that govern the police force, global literature on violence against women and girls, research and international guidelines, and Indian laws on gender-based violence) that police personnel can implement in the line of duty when women and children survivors of violence approach the police stations for help.
- The police permitted us to produce a film that demonstrated the practical application of the procedural guidelines. We were granted permission to film at the police station and police personnel were also assigned to play different roles in the film by one of the deputy commissioners of police. The film is used in our training sessions in Mumbai and even in Jharkhand (where we are replicating our program), and the police find it easy to relate to what is being shown.
- Permission for conducting the pilot was granted. The pilot design required us to place a SNEHA counsellor at each of the two police stations for at least eight hours each day. Space was one requirement, but the more challenging part for the police was having an external presence observing them on a daily basis, and monitoring their adherence to the guidelines. We believe it was the rapport of trust we had built with the police over the years that allowed the pilot to take place.



CHAPTER 2

TRAINING METHODOLOGY

Training Methodology

The Police training schedule comprised two days of interactive sessions, role-plays, simulation exercises and screening of films and relevant videos. In order to make the training participatory and give Police personnel opportunities to contribute, each batch included 40-45 participants. The Police attended the training in uniform. On the first day, each of them was asked to fill in a pre-test questionnaire on topics including gender, domestic violence, child sexual abuse, the Immoral Traffic Prevention act (ITPA), cyber laws, and the Protection of Women from Domestic Violence Act (PWDVA) 2005. They completed the questionnaire again at the end of the training.

The training raised questions about deep-rooted beliefs and values, communication styles and interpretations of the law. The schedule was divided into four major areas: gender and domestic violence, laws related to domestic violence, POCSO and criminal law amendment acts, and communication.

DAY 1

Session 1: Introduction (40 minutes)

Objective: Introduction of participants to each other and generation of a friendly environment

Key messages: Creating an enabling environment for learning

Expected outcome: Participants develop a sense of comfort with each other

Methodology: Interaction with each other through an ice-breaker

Process

- SNEHA introduction
- Participants' introduction
- Expectations from the training

Session 2: Gender and violence (180 minutes)

Objective: Helping participants understand the role of gender in perpetuating violence against women and children

Key messages: A gendered lens is important while dealing with survivors of violence

Expected outcome: Participants gain an understanding on gender and gender-based violence, leading to a reflection on their own gendered behaviours.

Methodology: Powerpoint presentation, film and video screening, power walk, followed by discussion. The session concludes with an introspection exercise on two things participants would like to change in their lives.

Process:

- Exercise on difference between gender and sex
- Presentation on social construction of gender
- Discussion on violence against women and children
- Presentation on types of violence
- Conclusion

Session 3: Marble game (45 minutes)

- Objective:** Understanding the concept of vulnerability
- Key messages:** Women and children survivors of violence are at increased risk, and it is important to do timely and sensitive intervention
- Expected outcome:** Participants understand the concept of vulnerability
- Methodology:** Simulation exercise
- Process:**
- Divide the participants into three groups (one having more numbers participants, second having less and third even lesser)
 - Explain how to play the game and let the groups play
 - Discuss ideas about the vulnerability of women and children

Session 4: Understanding domestic violence and the law (150 minutes)

- Objective:** Helping the participants understand the law around domestic violence
- Key messages:** Laws and amendments to be interpreted appropriately
- Expected outcome:** Participants gain an understanding on PWDVA Act, 2005, 498A IPC, 304B IPC
- Methodology:** Power-point presentation
- Process:**
- Vulnerability of women and children in seeking police support during times of abuse and violence
 - Explaining the PWDVA, 2005,
 - Explaining IPC Sections 498A and 304B
 - Examples of court judgments and case law

DAY 2

Recapitulation of Day 1

Session 5: Protection of Children against Sexual Offences (POCSO) Act, 2012 and Criminal Law amendment acts of 1983, 2013, 2018 (180 minutes)

- Objective:** Helping the participants understand sexual violence against children and women
- Key messages:** Child friendly procedures to be followed,
- Expected outcome:** Participants will gain a better understanding of dealing with the child sexual abuse cases and cases of sexual assault and rape.
- Methodology:** Power-point presentation, case-studies and case discussion
- Process:**
- Presentation on POCSO and criminal law amendments act
 - Discussion on every provision of POCSO Act
 - Case-study discussion

Session 6: Communication

Objective:	Helping the participants understand the importance of communication and building their communication skills
Key messages:	Communication and presentation are the key to professional engagements
Expected outcome:	Participants are better equipped with communication strategies
Methodology:	Power-point presentation and role-plays
Process:	
	<ul style="list-style-type: none">• Communication exercises• Role-play• Discussion• Conclusion of the training• Feedback

Post-test questionnaire



CHAPTER 3

FINDINGS FROM THE QUANTITATIVE ASSESSMENT

Participants' Background

The participants were sent by the regional heads of Mumbai Police located in the five regions of police i.e. East, West, North, South and Central. In this training program, participants were Police personnel of the ranks of Inspector of Police, Assistant Police Inspector, Police Sub-Inspector, Police Head Constable and Police Constable. The training program was implemented from October 2018 to August 2019. A total of 1767 participants attended the trainings, out of whom Police officers were 840 and Constables were 927. Out of these, 674 were female participants and 1092 male participants.

Knowledge Assessment

Knowledge assessment is a key to understand the effectiveness of any training intervention in terms of information retention by the participants. One of the methods for evaluating knowledge and attitudes, and change in them as a result of the training, was a self-completed questionnaire provided before and after training. The questionnaire included modules covering opinions on domestic violence, Knowledge of IPC Section 498A, Protection of Women from Domestic Violence Act, 2005 (PWDVA), Protection of Children from Sexual Offences Act, 2012 (POCSO), Immoral Traffic Prevention Act, 1986 (ITPA), cybercrime, response to women approaching the Police, approaches to cases of Child Sexual Abuse, sexual assault, sexual assault in public spaces, and general recommendations for Police response.

		% Correct	% Correct	
Domestic violence	Correct response	Pre	Post	%increase
Domestic violence is a private matter and should usually be handled in the family	FALSE	68%	90%	21%
Domestic violence can be excused if the victim is affected by alcohol	FALSE	90%	97%	6%
Domestic violence can be excused if the perpetrator is affected by alcohol	FALSE	92%	97%	5%
Women often make up or exaggerate claims of domestic violence in order to improve their case	FALSE	47%	64%	18%
Women should adjust a bit in a violent relationship in order to keep the family together	FALSE	60%	80%	20%

Women suffering from domestic violence can usually stop the violence by involving the police	TRUE	90%	88%	-2%
Most husbands beating their wives would stop beating them if their wives became more obedient	FALSE	64%	81%	17%
Sometimes women provoke violence by the clothes they wear	FALSE	48%	75%	27%
Home is the safest place for women	FALSE	30%	54%	24%
There is just as much domestic violence against men as against women	FALSE	57%	70%	13%
Feminists are making unreasonable demands of men	FALSE	48%	63%	15%
Middle class educated men do not beat their wives	FALSE	68%	85%	17%
To achieve equality there is no need for special laws to protect women	FALSE	76%	84%	8%
Section 498A	Correct response	Pre	Post	% increase
Should only be used if domestic violence causes severe physical injury	FALSE	72%	75%	3%
Allows older in-laws to be treated more leniently if they abuse a woman	FALSE	49%	66%	17%
Use of the section must involve a dowry demand	FALSE	67%	83%	16%
Police need to do counseling with the woman and her family members	FALSE	15%	37%	22%
Always requires immediate filing of an FIR	TRUE	47%	60%	13%

		% Correct	% Correct	
Protection of Women from Domestic Violence Act, 2005 (PWDVA)	Correct response	Pre	Post	% increase
Provides for divorce	FALSE	16%	31%	16%
Acknowledges women's right to residence	TRUE	86%	94%	8%
Does not apply to violence outside marriage	FALSE	55%	70%	15%
Is a combination of civil and criminal law	TRUE	67%	84%	17%
Specifies that a designated police officer should help victims of domestic violence	FALSE	48%	57%	9%
Protection of Children from Sexual Offenses Act, 2012 (POCSO)	Correct response	Pre	Post	% increase
Cases must be handled by a Woman Officer	FALSE	26%	39%	12%
Is more applicable to female than to male victims	FALSE	68%	82%	14%
Is more applicable to male than to female offenders	FALSE	67%	80%	13%
In dealing with a girl aged 16-18, an FIR is not necessary if she consented to sexual activity	FALSE	82%	88%	7%
Parents can refuse physical examination of the child by a doctor	TRUE	54%	64%	11%
Immoral Traffic Prevention Act, 1986 (ITPA)	Correct response	Pre	Post	% increase
Applies to children under 15 years of age	FALSE	56%	65%	8%
Applies even if parents consent for an agency to arrange work for their child	TRUE	71%	78%	7%

Applies only to situations that involve sexual exploitation for commercial purposes	FALSE	48%	55%	6%
Allows an offender to be arrested without warrant	TRUE	77%	87%	10%
All cases without exception have to be presented to the Child Welfare Committee	TRUE	82%	89%	7%
Cybercrime	Correct response	Pre	Post	% increase
A new Act on cybercrime has been passed recently	FALSE	12%	11%	-1%
May involve stalking, which can be addressed under IPC Section 354	TRUE	66%	83%	17%
If a known person offends a woman on Facebook it can be cybercrime	TRUE	89%	96%	7%
Complaints can only be registered by a cyber cell designated officer	FALSE	59%	67%	7%
Conviction entails a fine but not imprisonment	FALSE	73%	83%	9%
Response to women approaching the Police	Correct response	Pre	Post	% increase
Draw inferences when recording the statement of the survivor	FALSE	40%	71%	31%
Ask the survivor if she had provoked the situation	FALSE	49%	77%	28%
File an NC every time a woman reports a case of domestic violence	TRUE	43%	57%	14%
Settle the matter between the survivor and the oppressor through counseling	FALSE	36%	61%	25%

Counsel the survivor about the dangers of filing a case under 498A	FALSE	36%	54%	18%
Child Sexual Abuse	Correct response	Pre	Post	% increase
Immediately question the child about the incident	FALSE	56%	71%	15%
Record the statement of the child at his/her home in the presence of a trusted person	TRUE	92%	98%	6%
Dress in civil clothes while recording the statement of the child	TRUE	90%	98%	8%
Separate the child from the abuser	TRUE	92%	97%	6%
Contact the child welfare committee in every case	TRUE	81%	91%	10%
Inform family members so that they can take action	TRUE	86%	94%	8%
Sexual Assault	Correct response	Pre	Post	% increase
The victim's past sexual history is very important for the case	FALSE	52%	77%	25%
There is no need to pay more attention in the case of sex worker	FALSE	83%	93%	10%
Send a report to the District Legal Aid office informing them about the compensation which needs to be given to the survivor	TRUE	82%	94%	12%
Sexual Harassment in Public Places	Correct response	Pre	Post	% increase
Encourage the woman to file an FIR immediately	TRUE	81%	90%	9%
Encourage the witness to give a statement	TRUE	71%	81%	9%

Advise the survivor about her dress etiquette to prevent further harassment	FALSE	59%	85%	26%
Action taken by police in all the above cases	Correct response	Pre	Post	% increase
It is often not necessary to accompany a survivor for medical help	FALSE	74%	82%	8%
Counsel the perpetrator to change his behavior	FALSE	30%	49%	20%
Usually should not refer the survivor for further counseling and intervention	FALSE	43%	62%	18%
Provide an interpreter/translator to record or video tape the statement of the survivor if necessary	TRUE	81%	92%	10%
Male investigating officers do not need to seek help from women officers in investigating cases of crime against women	TRUE	13%	18%	5%

Opinions on Domestic Violence

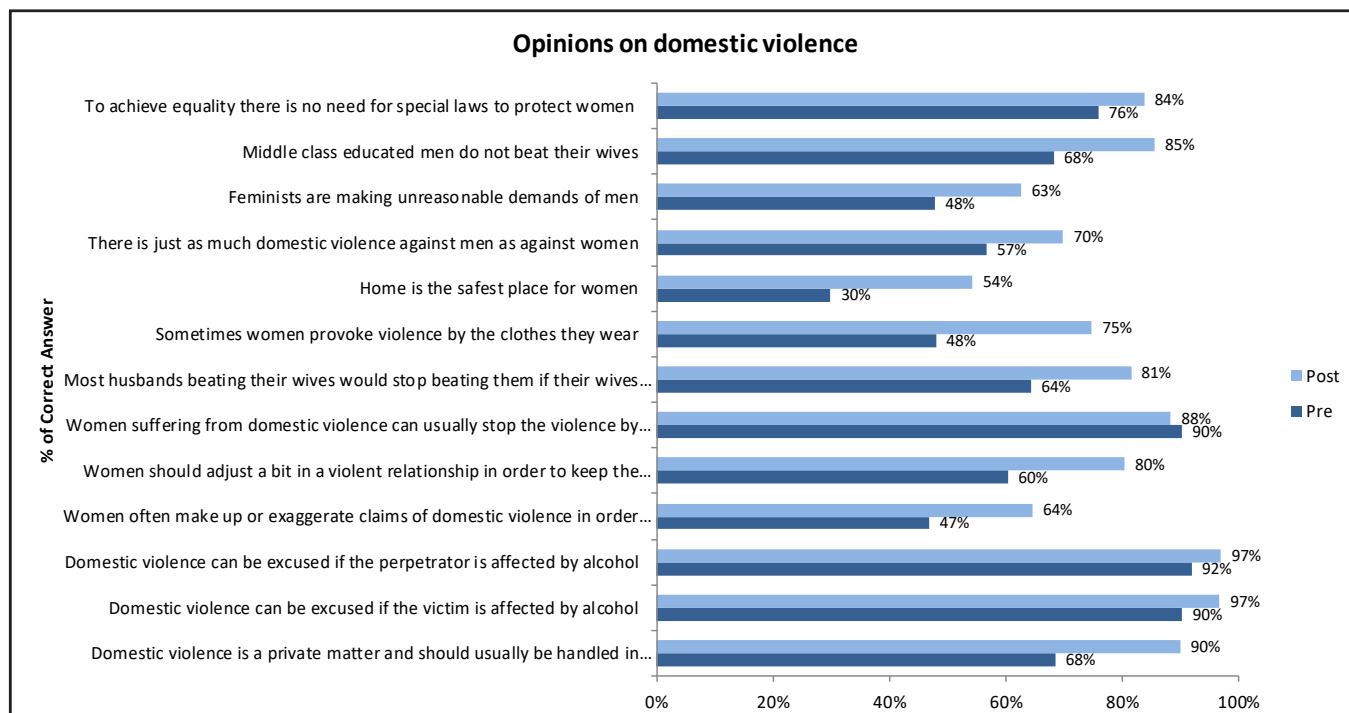


Chart 1: Opinions on domestic violence

Before the training, most participants thought that home is the safest place for women (30% correctly answered that this was untrue), many thought that women often make up or exaggerate claims of domestic violence in order to improve their case (53%), that women sometimes provoke violence by the clothes they wear (52%), or that feminists are making unreasonable demands on men (52%). Chart 1 shows that their responses to other questions were generally appropriate (57-92%). Almost all scores improved after the training (by 5-27%). The greatest increases after training were for the questions about women's choice of clothes (27% increases in correct responses), domestic violence being a private matter for the family (22%), and that women should adjust to stop violence (20%)

Knowledge of IPC Section 498A

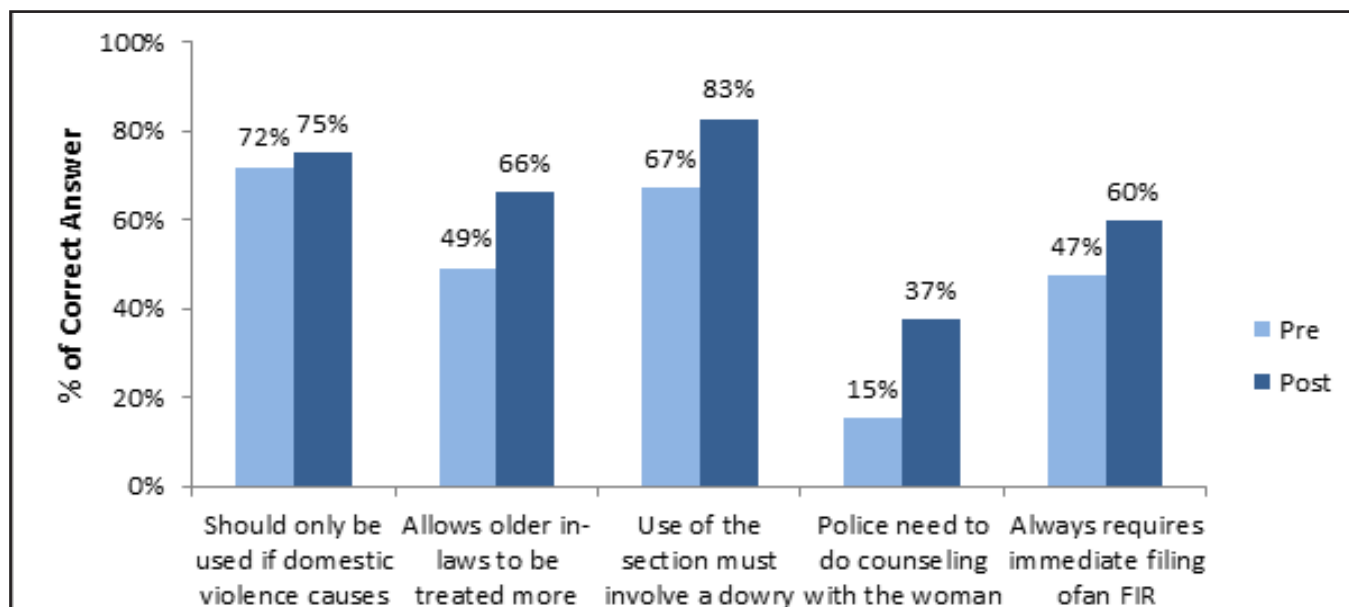


Chart 2: Knowledge of IPC Section 498A

Before the training, many participants thought that the Police need to counsel a woman and her family members (85%), that Section 498A does not require immediate filing of an FIR (53%), and that it allows older in-laws to be treated more leniently (51%). Chart 2 shows that their responses to other questions were generally appropriate (67-72%). Almost all scores improved after the training (by 3-22%). The greatest increases after training were for the questions about the need for police to counsel (22% increase in correct responses) and leniency for older in-laws (17%).

Knowledge of Protection of Women from Domestic Violence Act, 2005 (PWDVA)

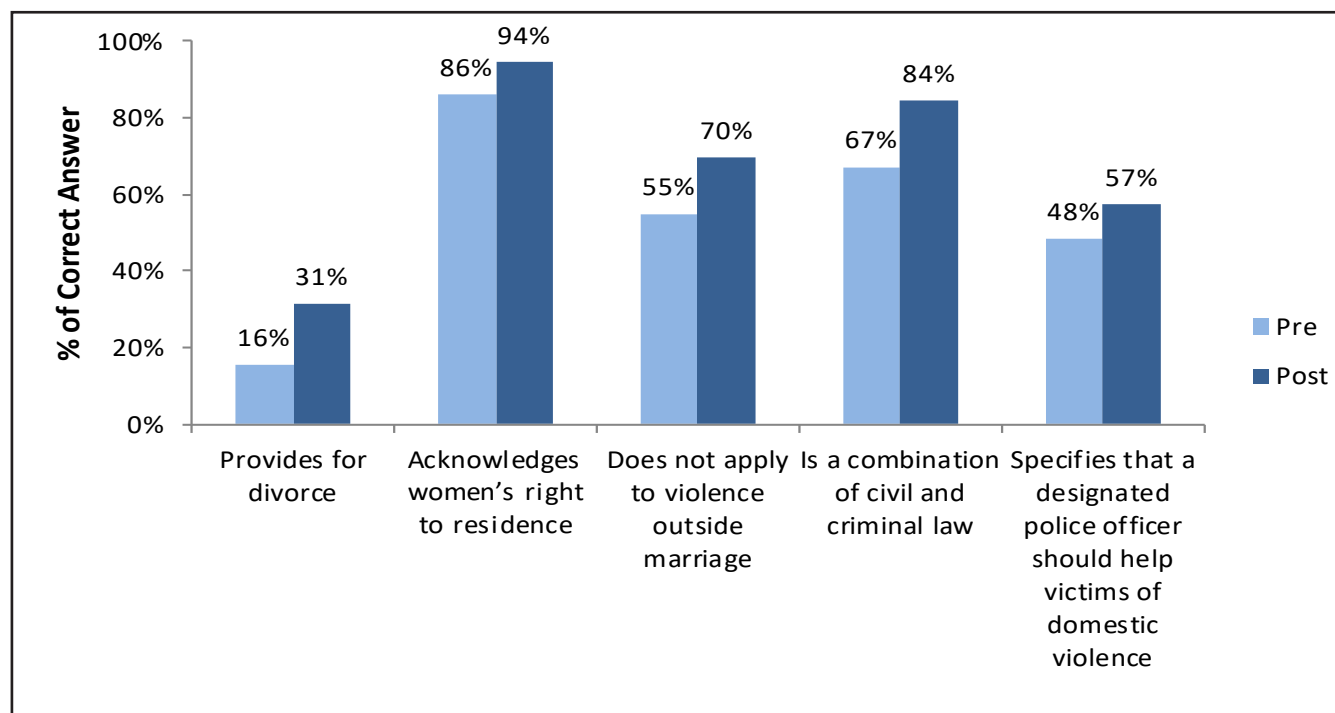
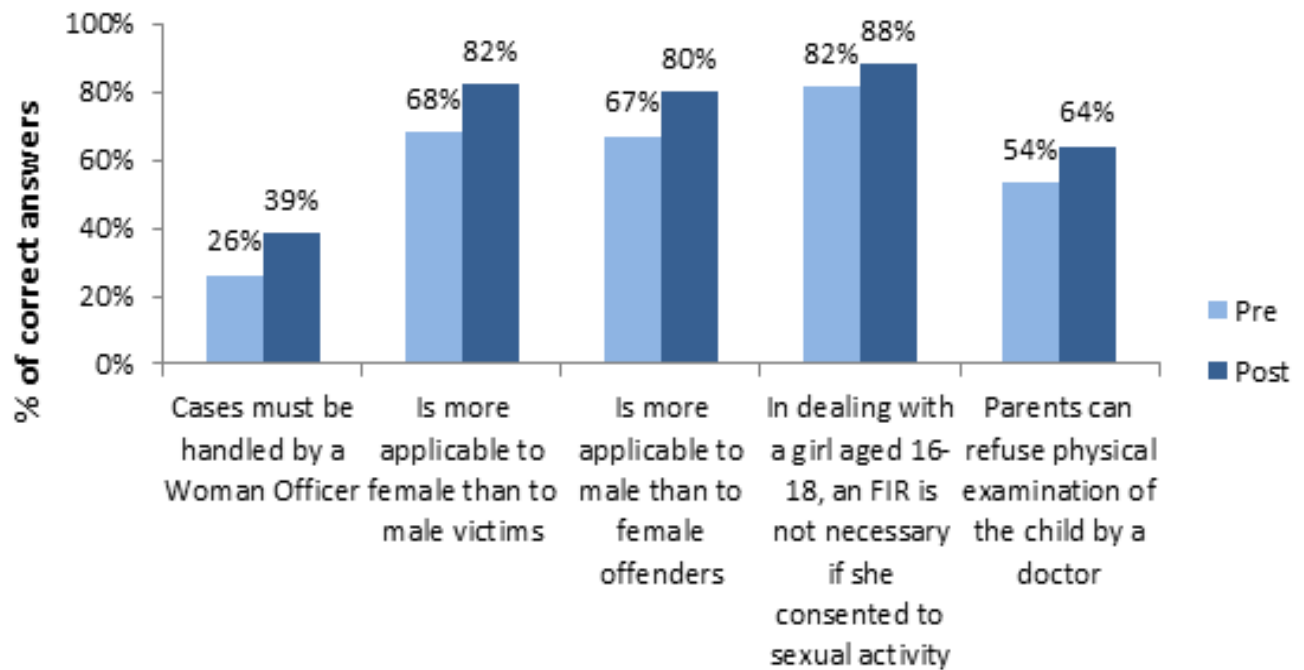


Chart 3: Knowledge of Protection of Women from Domestic Violence Act, 2005 (PWDVA)

Before the training, many participants thought that the PWDVA provided for divorce (84%), and that a designated Police Officer should help victims of domestic violence (51%). Many knew that it acknowledges women's right to residence (86%). Chart 3 shows that their responses to other questions were generally appropriate (55-86%). The greatest increases after training were for the questions about the origin of the Act in civil and criminal law (17% increase in correct responses) and divorce (16%).

Knowledge of Protection of Children from Sexual Offences Act, 2012 (POCSO)



Before the training, many participants thought that cases must be handled by a woman officer (26%). Chart 4 shows that their responses to other questions were generally appropriate (54-69%). The greatest increase after training was for the question about applicability to females rather than males (14% increase in correct responses).

Knowledge of Immoral Traffic Prevention Act, 1986 (ITPA)

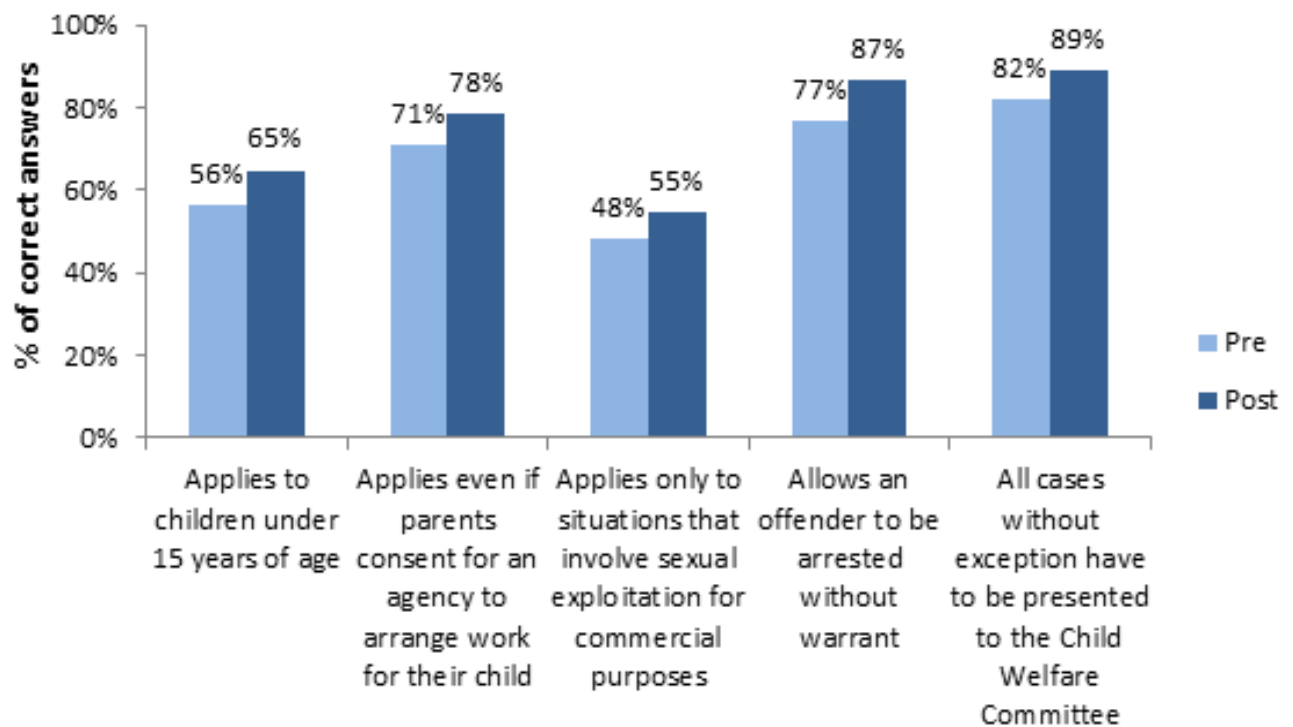


Chart 5: Knowledge of Immoral Traffic Prevention Act, 1986 (ITPA)

Before the training, many participants thought that the ITPA applies only to sexual exploitation for commercial purposes (51%). Chart 5 shows that their responses to other questions were generally appropriate (57-82%). The greatest increase after training was for the question about arrest without warrant (10% increase in correct responses).

Knowledge of Cybercrime

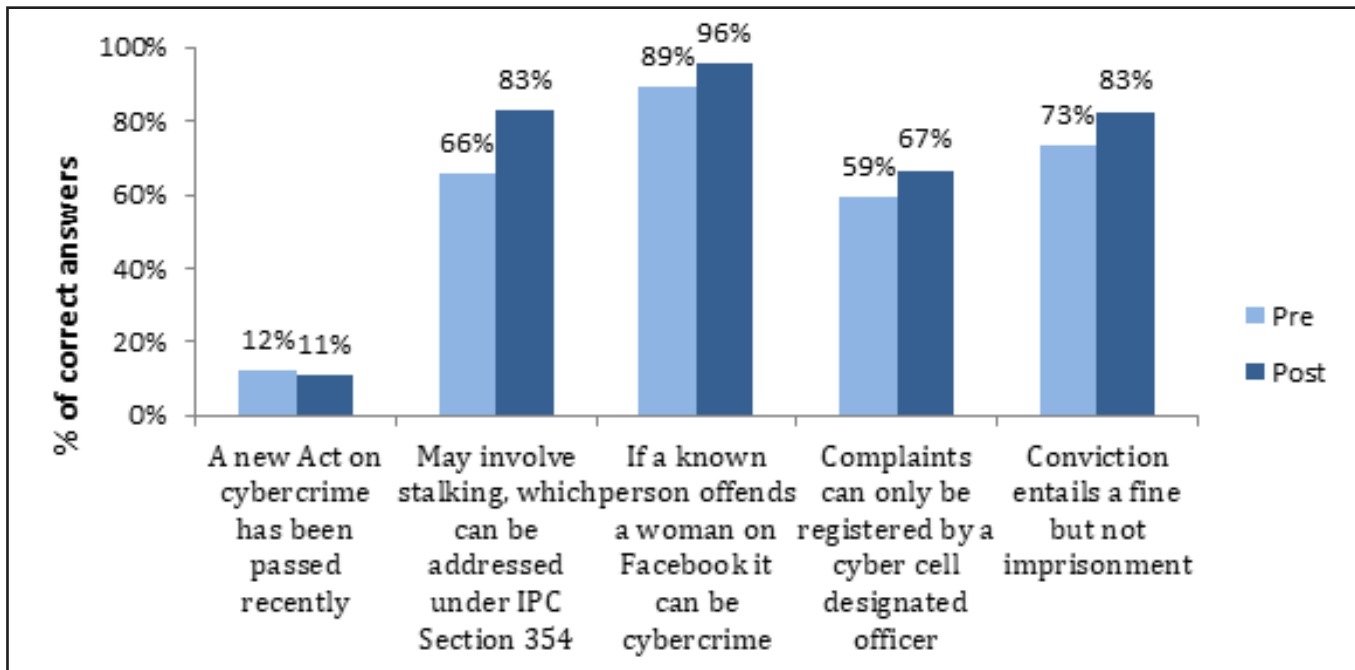


Chart 6: Knowledge of Cybercrime

Before the training, most participants thought that a new Act on cybercrime had been passed recently (88%). Chart 6 shows that their responses to other questions were generally appropriate (59-73%). The greatest increase after training was for the question about inclusion of stalking (17% increase in correct responses).

Response to Women Approaching The Police

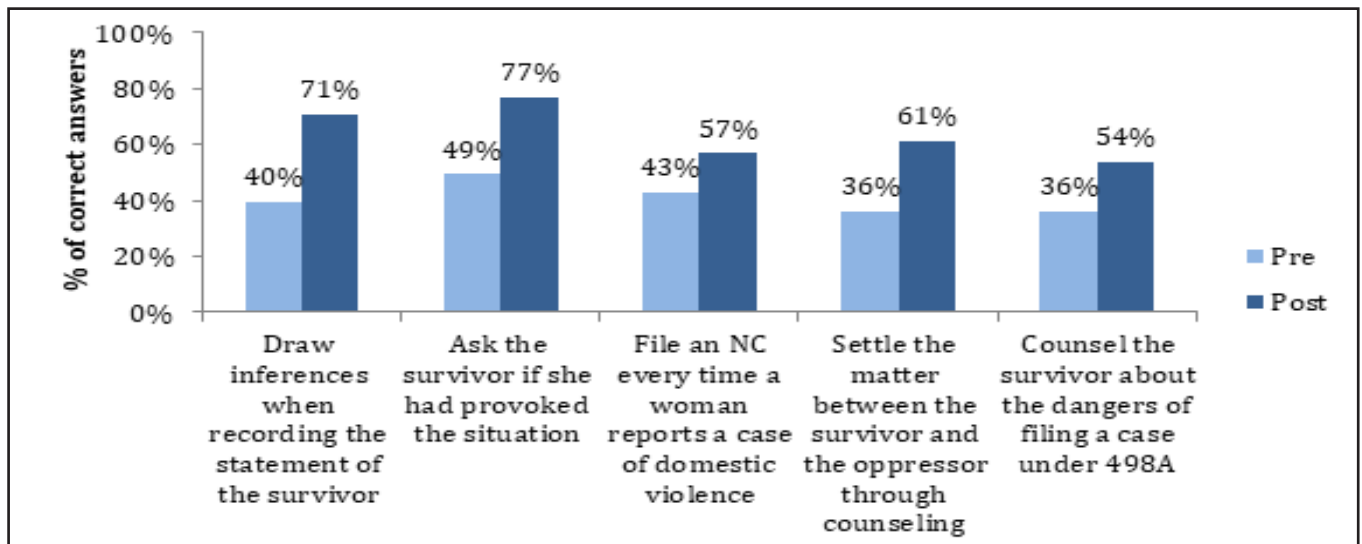


Chart 7: Response to women approaching the Police

Before the training, participants were unsure about all the questions (less than half gave correct answers). Chart 7 shows that the numbers of correct responses to all questions increased substantially after training (by 15-31%).

Approach to Cases of Child Sexual Abuse

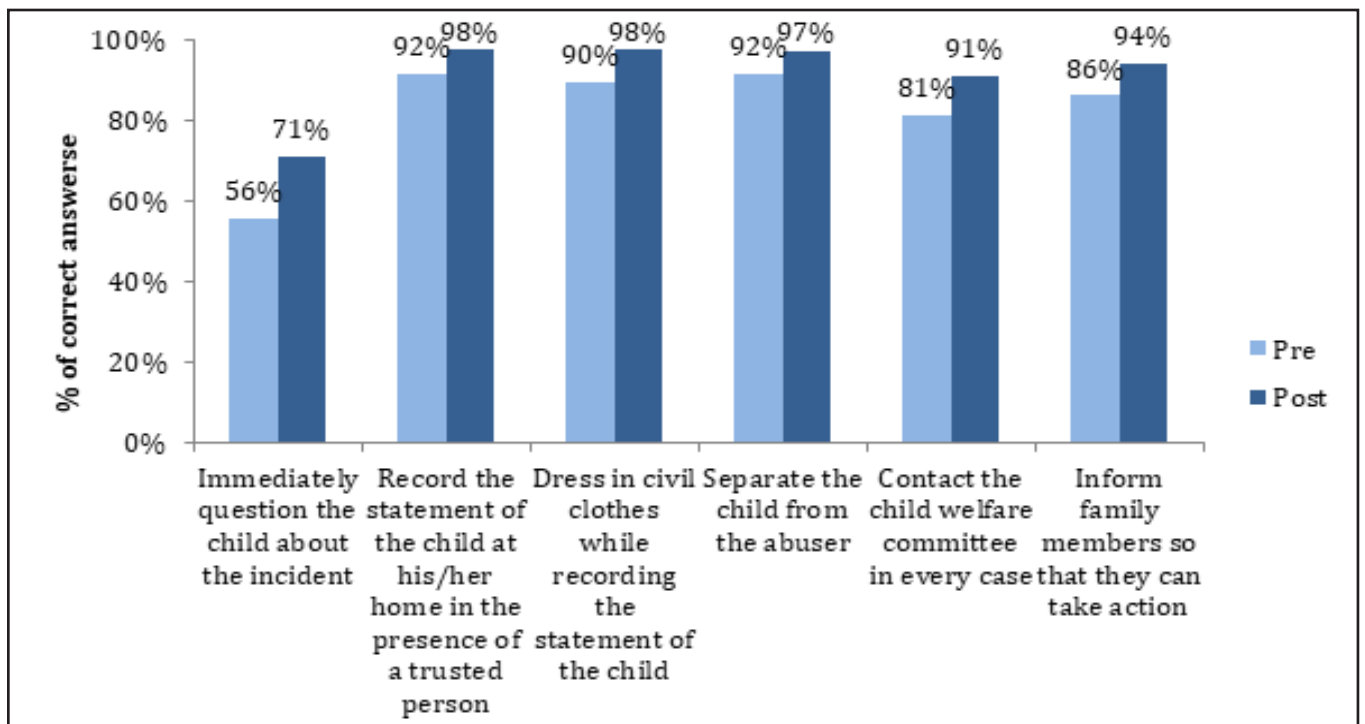


Chart 8: Approach to cases of Child Sexual Abuse

Before the training, participants' knowledge was very good for almost all questions (81-92% correct responses). Chart 8 shows that the numbers of correct responses increased after training, although they were already high. There was some uncertainty about the need to immediately question the

child (56% correct responses before and 71% after the training).

Approach to cases of Sexual Assault

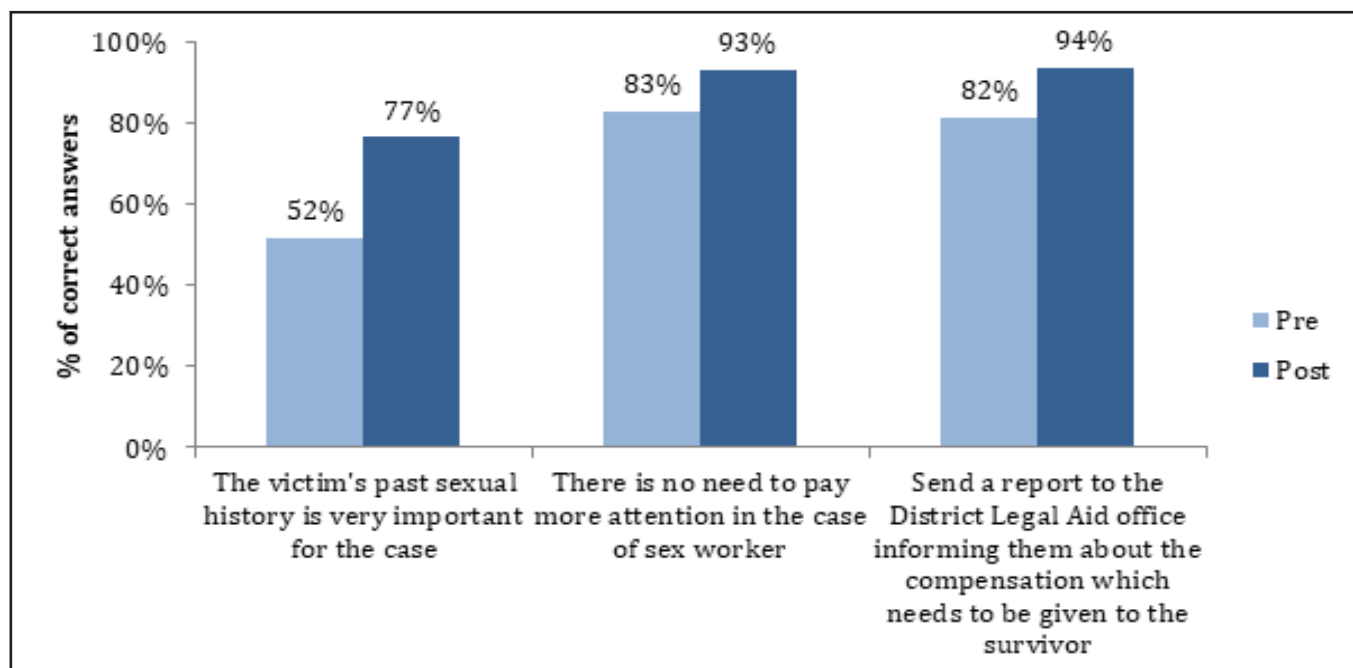


Chart 9: Approach to cases of Sexual Assault

Before the training, 48% of participants thought that the victim's past sexual history was important. Correct responses to this question increased by 25% after the training (Chart 9). Knowledge of other questions was good to begin with (81-84% correct responses), and improved to over 90%.

Approach to Cases of Sexual Harassment in Public Places

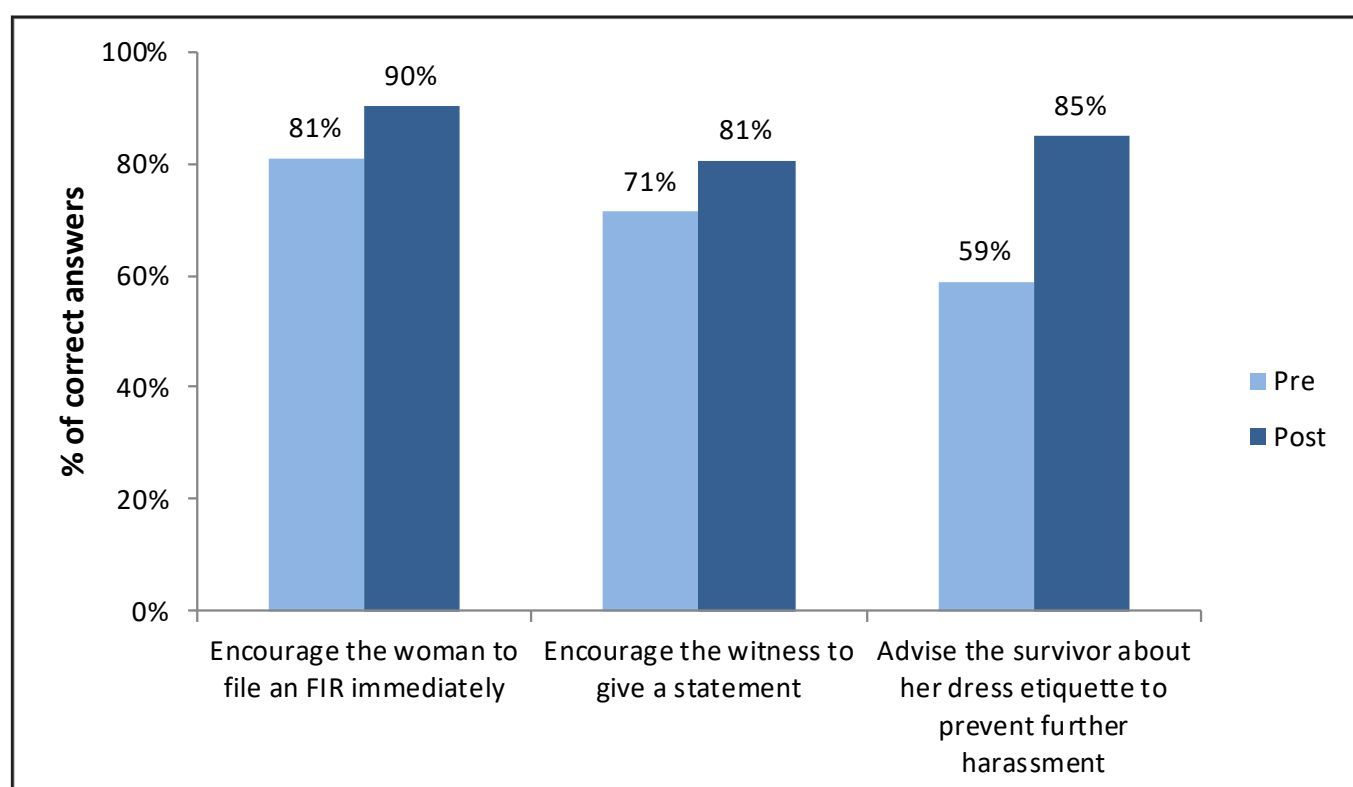


Chart 10: Approach to cases of Sexual Harassment in Public Places

Before the training, knowledge in this area was generally good (59-81% correct responses). Chart 10 shows that the greatest increase after the training was in correct response to the question about advice on dress (26% increase in correct responses).

General Recommendations for Police Response

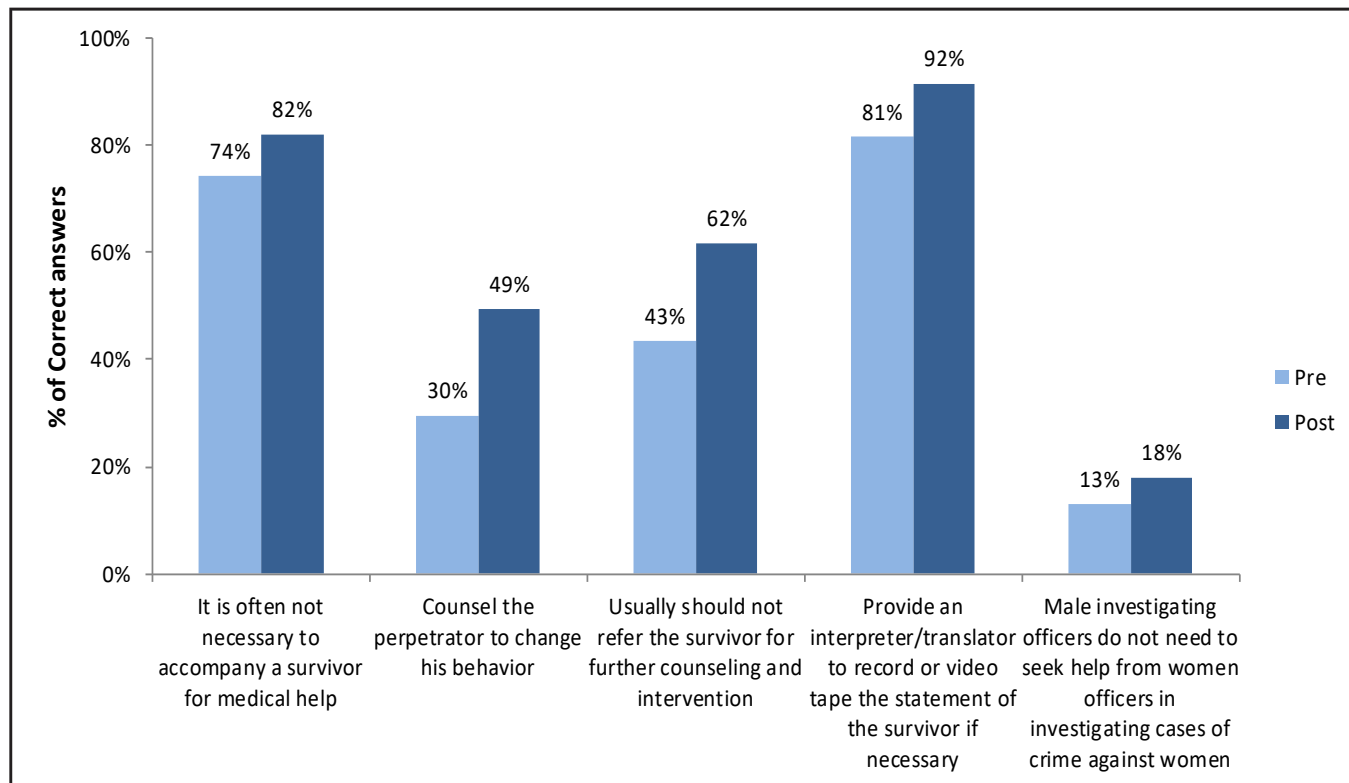
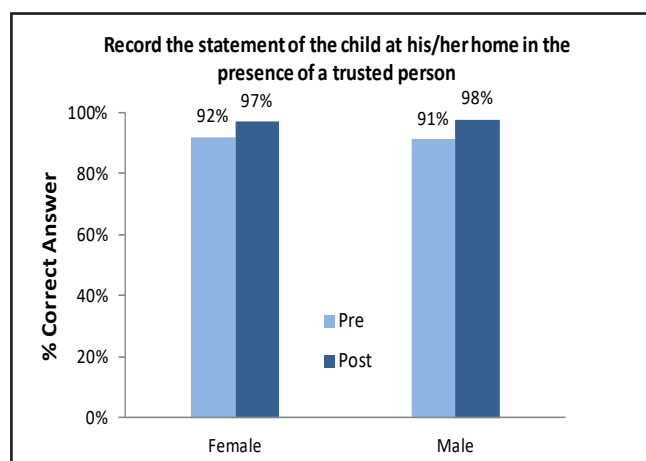
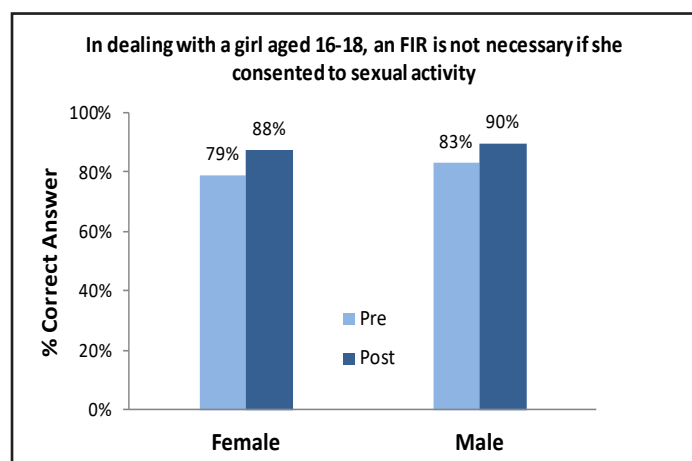
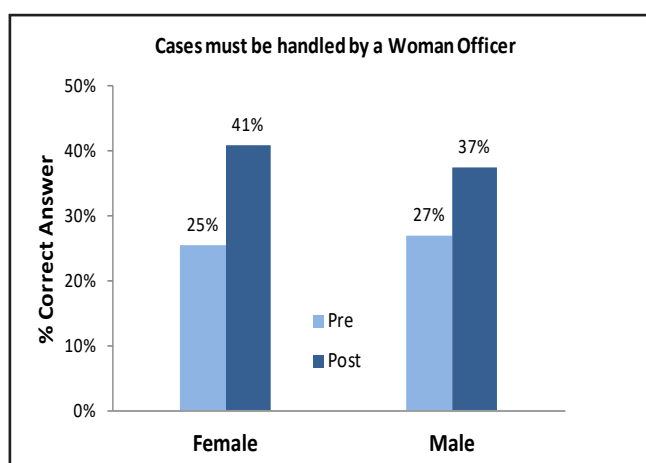
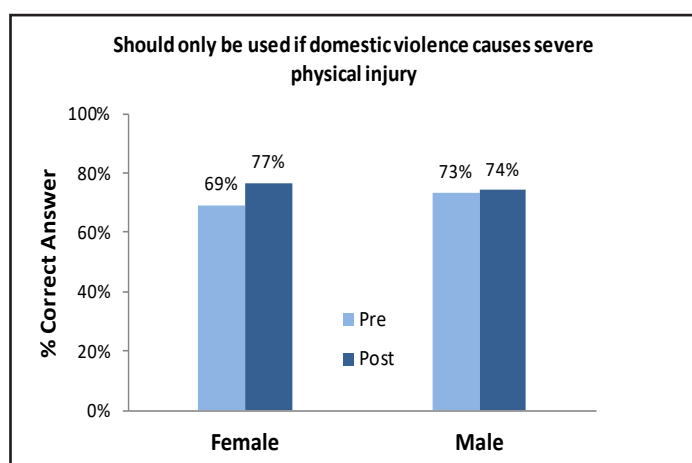
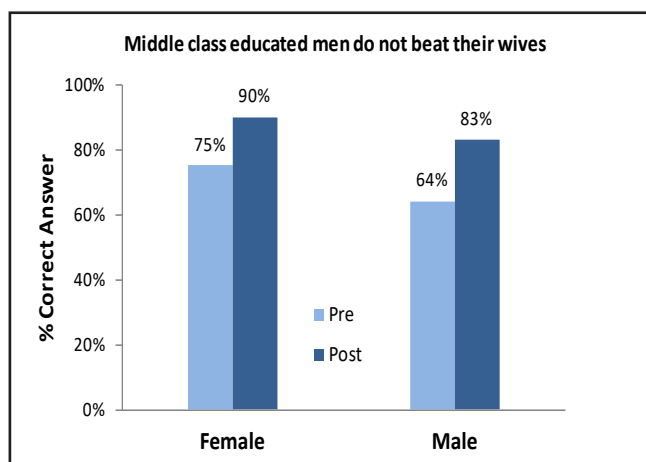
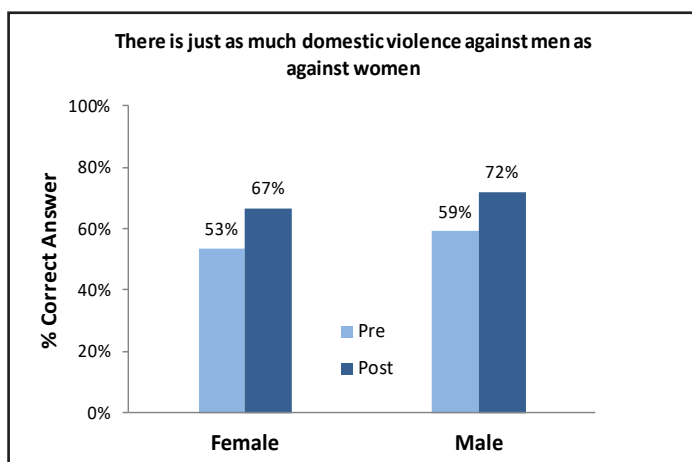
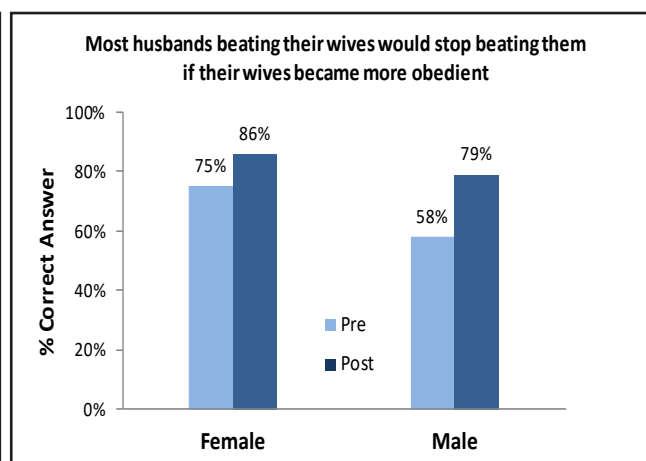
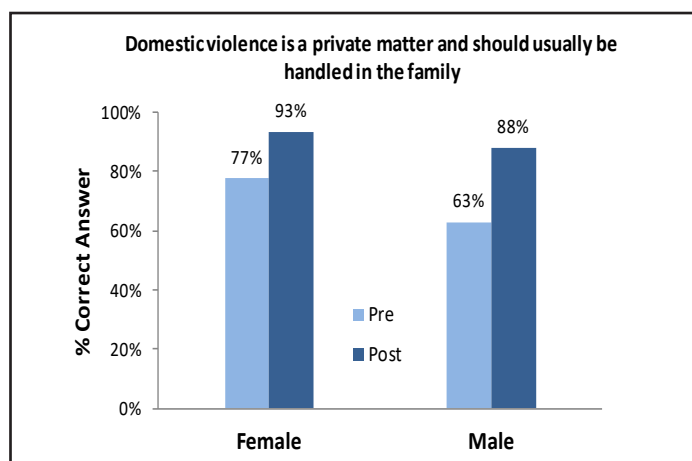


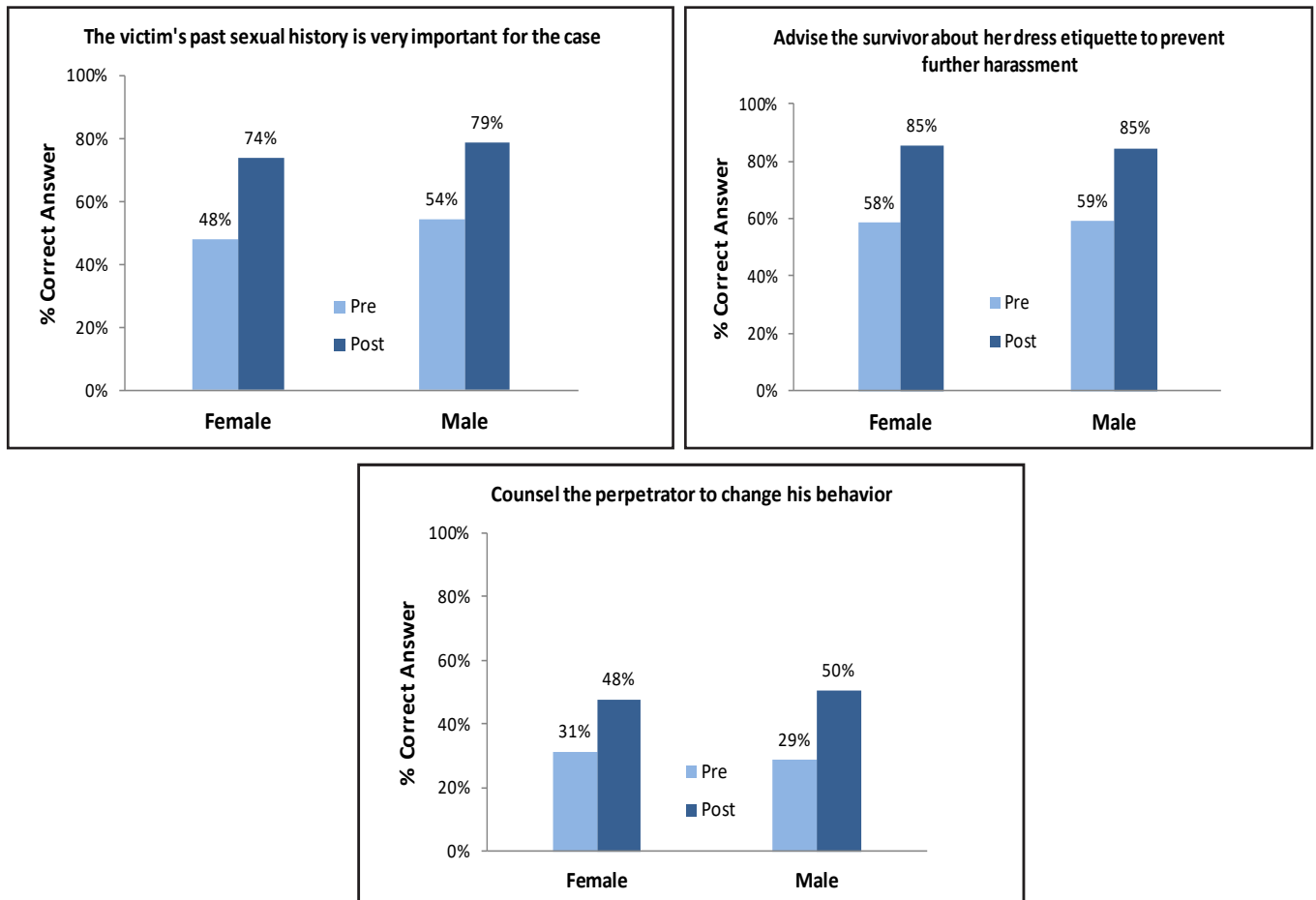
Chart 11: General recommendations for Police response

Before the training, 87% of participants thought that male Investigating Officers needed to seek help from women Officers in investigating cases of crime against women, 70% thought that they should counsel a perpetrator to change his behaviour, 56% that they should not usually refer a survivor of violence for further counselling. Chart 11 shows that the greatest increases in correct responses after training were in the question about counselling perpetrators (20% increase in correct responses) and referral of survivors for further counselling (18%).

Comparison of Responses to Questions from Female and Male Participants



Comparison of Responses to Questions from Female and Male Participants



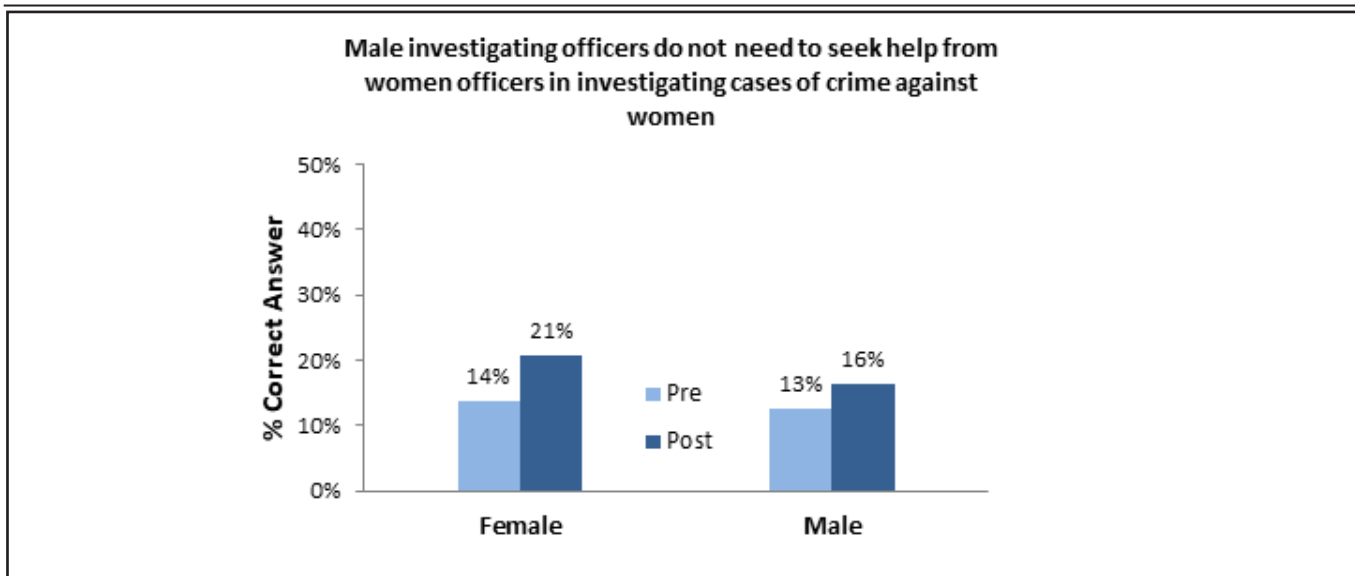
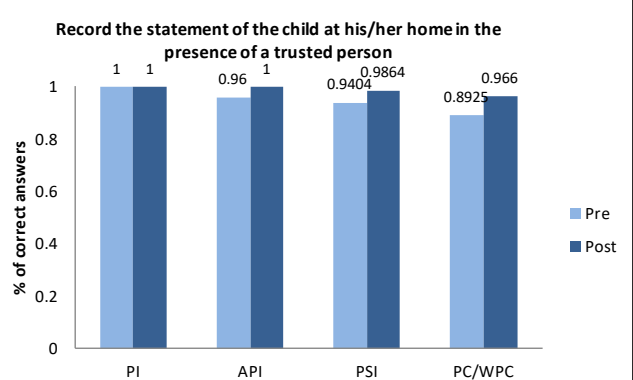
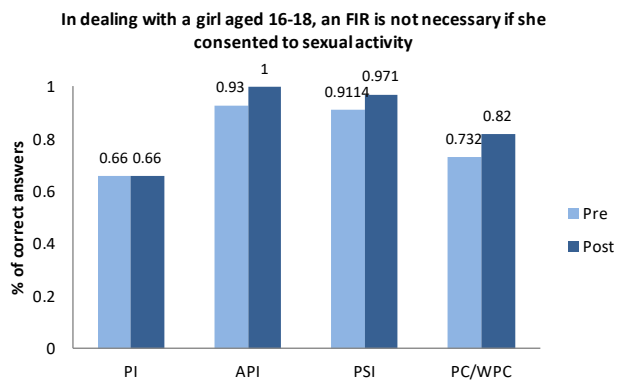
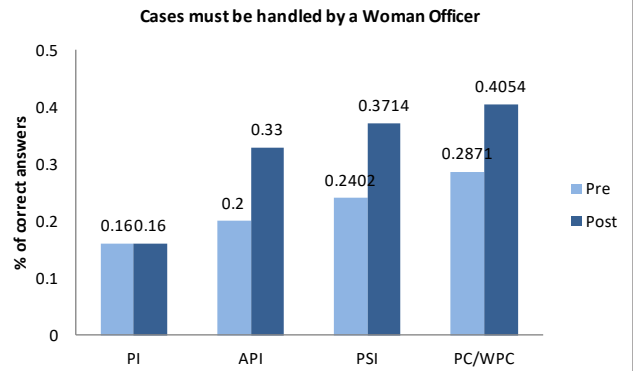
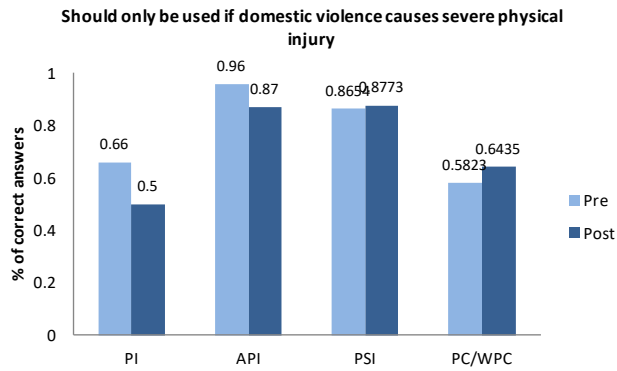
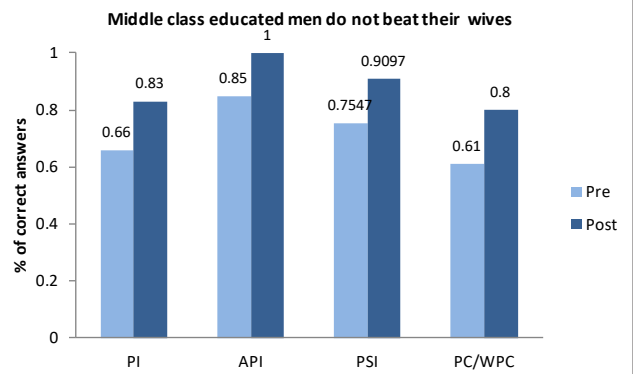
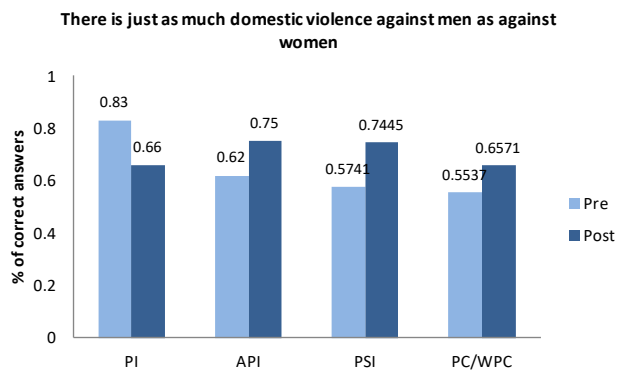
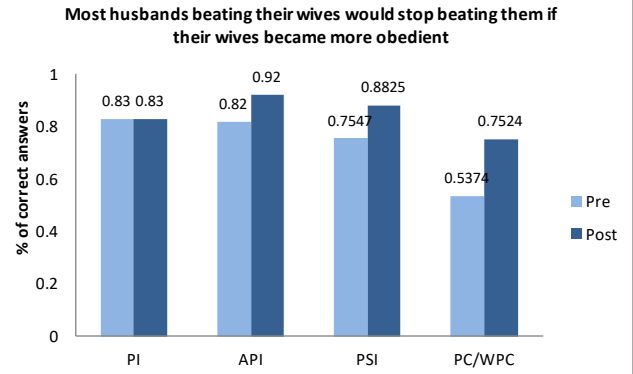
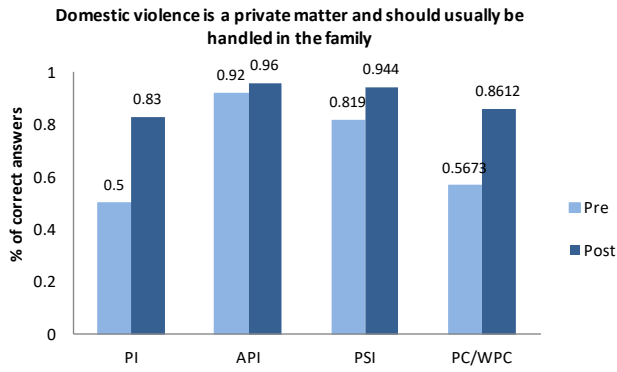


Figure 1. Comparison of responses to questions from female and male participants

Figure 1 shows the responses to 12 questions selected because of particular importance. In some cases, women participants were more likely to give correct responses before the training. These included questions about domestic violence as a private matter for the family, the benefits of wives being more obedient, and the likelihood of educated men beating their wives. In these three cases, the numbers of correct responses all improved after the training, with more increase for male participants. For the other nine questions, there was not much difference between responses by female and male participants before or after the training.

Comparison of Responses to Questions from Different Designations



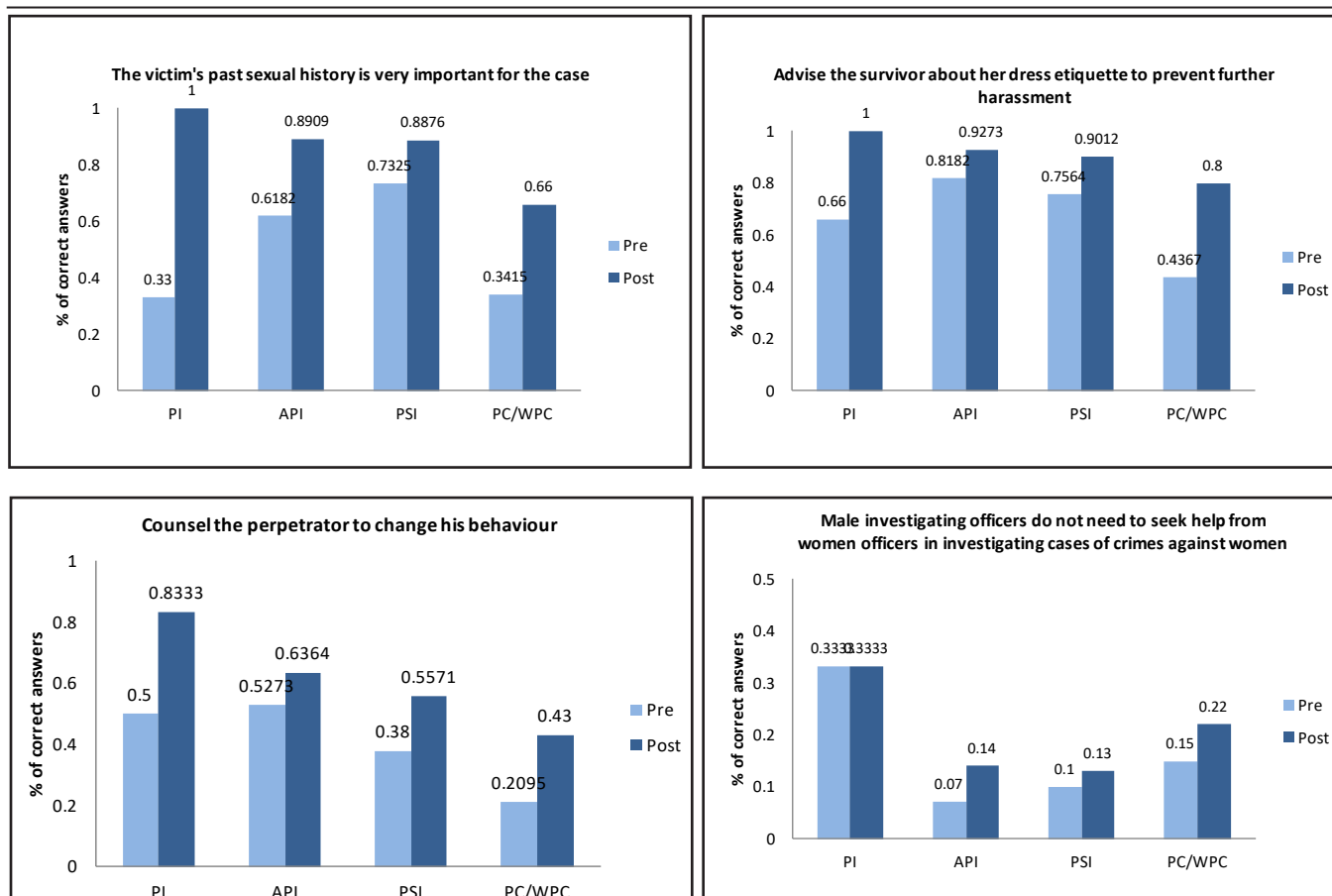


Figure 2. Comparison of responses to questions from different designations

Figure 2 shows the responses to the same 12 questions across participant designations. The pattern was varied. In terms of domestic violence as a private matter for the family, there were high levels of correct responses from API and PSI designations before the training, with substantial increases for the other designations afterwards. There were fewer correct responses to the question about the benefit of wives being obedient from the PC/WPC group, with substantial increases after the training. The PI group gave more correct responses on the amount of domestic violence against men rather than women, with increases for the other designations after the training. The question about educated men not beating their wives had high levels of correct responses from all designations, with particularly high levels in the API group and increases in all groups after training. PI and PC/WPC groups were less likely to give correct answers to questions about Section 498A requiring physical violence. All groups gave low levels of correct responses to the question about the handling of child sexual abuse cases by a Woman Officer, with some improvement after training. The question about younger women, consent, and FIR had high levels of correct responses for all designations, with fewer correct responses in the PI group before and after training. All designations scored high on the question about Child Sexual Abuse. PI and PC/WPC groups had low levels of correct responses to the question on enquiring about past sexual history before the training, which increased very much after the training. The PC/WPC group had low levels of correct responses to the question on dress, which also increased very much after the training. All groups had low levels of correct responses to the question on counselling perpetrators, with improvements after the training. The question on help from women officers in investigating crime against women had low levels of correct responses for all designations, with little improvement after the training.

Satisfaction with the Training

Table 2 summarises participants' satisfaction with the training. At least 87% of participants found the content, trainers' skills and knowledge, and training experience quite good or very good. Interestingly, 23% thought that it was not long enough

Table 2. Participant satisfaction with training

	Participants' opinion			
	Not satisfied (%)	OK (%)	Quite good (%)	Very good (%)
How do you rate the content of the training?	8	5	29	57
Was the time sufficient?	23	33	20	23
How do you rate the trainers' skills and knowledge?	9	3	24	64
How do you rate the training experience overall?	9	3	27	60

Important Findings to take forward as the program develops

The assessment suggests that knowledge improved in all areas as a result of the training. How much this will be reflected in behaviour is uncertain, but it – and the satisfaction of the participants – certainly suggests that the training was felt to be useful and achieved its aims.

There were certain areas with which Police participants were already familiar at the start of the training. The most notable was Child Sexual Abuse. Apart from some confusion about whether to interview the child immediately, everyone knew a lot. Cybercrime is becoming more important and knowledge is already quite good.

Some opinions on domestic violence are worth noting: gendered ideas – such as that women tend to exaggerate claims, make themselves more susceptible through their choices of clothing, or make demands for equality – were quite common before the training, but changed (at least in the questionnaire).

Areas in which training could be clearer

There was some confusion about whether IPC Section 498A allows older in-laws more lenient treatment (it does not), some lack of appreciation that it requires immediate filing of an FIR, and an overestimation of the role of the Police in counselling women and their families (which may be handled better by other professionals, reducing Police workload and concerns). These issues were not cleared up entirely by the training.

That the PWDVA does not provide for divorce was not completely clarified by the training. Nor was the idea that a designated Police Officer has to be involved (which is not the case). There was also

some uncertainty that it could be applied to violence outside marriage, which is an important issue.

Many participants thought that POCSO cases had to be handled by Women Officers (which they do not), and this was partly clarified by the training.

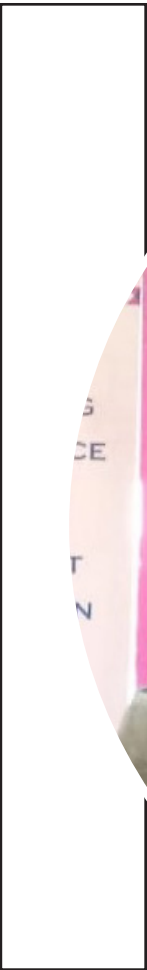
Knowledge of the ITPA was generally good, but it will be important to emphasise that it need not apply only to sexual exploitation for commercial purposes and that it applies to people over 15.

General Recommendations

It will be important to emphasise in the next rounds of training that most scenarios do not require handling by designated Officers and most cases can be handled by female or male Officers. Knowledge is necessary, advice is important, but specialist designation is not usually required.

Women who come to the Police to report sexual assault should not be asked about their past sexual history or advised about their choice of clothing.

The Police need not take on the burden of counselling survivors of violence or alleged perpetrators, but can refer women for professional support. Police Officers need not counsel women about the risks of filing cases under IPC Section 498A.





CHAPTER 4

FINDINGS FROM THE QUALITATIVE ANALYSIS

Two approaches were taken to qualitative evaluation: interviews with the Police and interviews with women who had visited Police stations.

Interviews with the Police

The objective of collecting the qualitative data was to get deeper insights into the issues and challenges faced by the Police personnel in dealing with cases of domestic and sexual violence, POCSO etc. and understand their views, practices and needs for training. For this qualitative study, 8-10 participants from each batch who had participated enthusiastically in the training, as well as some who were critical of the training, were purposively selected and interviewed with their consent.

Out of the total participants (31), more than three-quarters (24) were female Police personnel, mostly of younger ages (average 30 years). This was mainly due to the accessibility of female Police Officers as compared to male Officers. Data were collected between January and June 2019. The content of the interviews ranged from their experiences and learnings in their initial induction training to refresher training, followed by SNEHA training. The following themes emerged from the interviews.

Reasons for joining the Police Force

Most participants said that they joined the Police force as they were fascinated by the job, wanted to serve society, or it just happened that they had appeared in the Maharashtra Public Service Commission exam and had cleared it. Some said they got inspiration to join from their family who had served in the Police.

Induction Training

Most of the participants who were in the age group of 27- 35 years recalled the induction training as a memorable one. They were exposed to both theoretical and practical components in the training. The maximum training period was 15 months. According to many respondents, the training was rigorous and prepared them for physical and mental challenges. The training also provided them skills in time management and many of them appreciated the discipline aspect of it. The training emphasized various sections of law and there was a strong focus on the fitness regime. The physical fitness aspect was tougher for women and they reported being overstressed and exhausted.

A few respondents who were over 40 years of age reported that the induction trainings they received then were skeletal and basic. There was a lacuna on how to treat marginal groups such as tribal, transgender and other vulnerable persons and be sensitive and compassionate towards them. Some older respondents reported that they were promoted from constabulary to Officer grade, but that no systematic training process was followed. They were put on duty during induction training itself, and there had been no training at the Officer level, despite promotion.

In almost all interviews, Police personnel talked about having no hands-on experience of making diary entries, writing FIRs and filing the charge sheet in the induction training. Many of them expressed being at a loss when they were positioned in station house duty. At such times their only medium of learning was through their superiors.

Two Officers in the East region reported that after their induction training they took on probationary roles and the region head had asked them to pose as complainants and get first-hand experience of being on the other side of the table. This gave them a complainant perspective and sensitized them of their needs. This was a memorable experience which the region head has asked them to capture in their memory to understand the perspective of the aggrieved party.

General Challenges in Dealing With Cases Involving Women and Children

Many participants reported that as Police Officers they are required to deal with cases related to 45 children and women with compassion, empathy and care. They need to be patient with women and children and have a proper redress mechanism. Everyone interviewed said that, although they were in the role of the Police, when the survivor approached them they were unable to detach themselves in that capacity. Often they impersonated a family role to assist the survivor of violence by placing themselves in the role of a father, mother or a daughter, depending on the age of the Police and the survivor. This hampered the professional relationship. A police officer said “We feel very bad while handling a young child that has been abused. We imagine our children while dealing with them and try to do our best for making the child comfortable.”

On the other hand, they discussed the challenges of working with such cases as it calls for timely guidance and quick action. Interviewees said that most of the time in cases of sexual assault or child sexual abuse they need to consult their seniors and seek legal opinion, which takes a lot of time. This delays the process and they are at a loss in taking decisions because of the psychosocial implications and ramifications of Police action.

One female officer said, “We need to handhold a lot in these cases. The victim does not know what she wants. In women and children’s cases, our mind gets blurred. We need to consult. Want guidance. In the Police legal department, there is a procedure. We need response very fast. These cases are challenging”

Gender plays a very important role in this occupation. Women Police Officers said that male Officers often found it difficult to take orders from them. Some had faced sexual harassment and challenges in the workplace. They also pointed out a dichotomy in their roles: one as a representative of the Police and the other in their families as a homemaker or a daughter-in-laws. They are expected to play the dual role of a perfect home-maker and a person in control while on Police duty. There are many stresses that they live with in these situations.

Specific Challenges

Communication

It is difficult to communicate with women and children who are under the influence of alcohol or drugs. They do not open up and do not share the details of their problems, making it difficult for the Police to move ahead with resolving cases. Interviewees also reported challenges in speaking with younger children and people with mental disturbance. Women survivors of violence tend to prefer to talk to women Officers and there is need for more women Officers in the Police force.

Facilities and time

Some participants said that there was a lack of facilities such as space to speak with women and children. Vehicles were often unavailable to transport women and children in domestic violence and sexual assault cases. There were concerns about the amount of time that went in completing the required procedures for cases, including medical treatment of victims.

Cooperation with families

The Police response is often challenged by a lack of cooperation from the matrimonial and maternal families of women undergoing violence. In such cases a state-run home or shelter may not always be a feasible option for a woman to take. Interviewees reported challenges in communication with the

victim's family, getting their trust and cooperation while being sensitive at the same time. As Police Officers, they should also be prepared to handle the stress as there may be emotional turmoil associated with the cases. In many cases, families fight with each other in Police stations, there are emotional breakdowns, and people do not cooperate with the Police and provide necessary details. Sometimes even NGOs create pressure and do not understand the procedures. This creates hassle and stress for the Police. In some cases there is political interference and this adds to the complexity of dealing with cases.

Grey areas around law

Some interviewees said that the Police are told not to apply their analytical skills in POCSO cases. Everyone is arrested. One male officer said, *"Why are we not giving notice under Section 41 CRPC? The complainants refuse to give details like their name and address properly. But we are compelled to register a case. Due to sole testimony, innocent can get criminalized"*

Participants reported not knowing enough with regard to law around issues such as domestic violence, POCSO and Cybercrime, and the procedures to be followed. Cases are sometimes confusing and they need updated knowledge with regard to Acts and guidance and support from seniors on the appropriate procedures. A female officer said, *"While dealing with cases of women and children, our mind gets blurred and we need help, but we have no one to consult at times. Case wise, guidance is required. Our legal department procedure is too long. We need quick guidance. Sometimes, we want someone to talk to the woman and get her to disclose"*.

False claims

There have been incidences in which people falsely implicate others. It is a challenge to identify genuine cases and investigate what is right and wrong, as sometimes the innocent can be penalised. The issue of consensual sex came up repeatedly as difficult to deal with, as it has legal implications especially with regard to POCSO. In cases where women do not wish to file an FIR or case, and just want Police support to give warning to the concerned parties, participants expressed concern over follow-up because of lack of time.

Work patterns

The Police are often required to work at irregular hours and visit courts after long working hours, making it difficult to strike a balance between home and work life. As a result, they are overworked and stressed. They expressed a need for emotional wellbeing and wellness activities such as Yoga and other ways to address burnout. One male participant said *"Challenges include lack of time, too much caseload and burden, the Officer is expected to do the paperwork. In other districts of the State, the lower cadres are also encouraged to do written work in petty cases of violence. In that case, the Officer does not get overburdened and has time to do work on serious offences and apply mind in cases of women and children"*

Three other particular challenges were mentioned: legal consultation in dealing with cases of violence against women and children, difficulty in communication and understanding the case when women and children do not disclose, Interviewees also mentioned long duty hours and difficulty when a survivor approaches in crisis just when they are about to leave their duty. They find it very stressful to refuse the survivor help and they then have to engage with the case for many hours. This kind of duty compromises their family life.

Specific Challenges

Some NGOs and civil society organisations have strong grassroots presence in the community and can be a great source of support to the Police in managing cases effectively. According to the participants, the NGOs and civil society working on the issues of women's and children's welfare play a significant role in managing and providing support in cases involving women and children.

A female participant said, *"We can refer there especially when we feel helpless in dealing with certain cases. Some cases where the husband has very weird sexual desires or addictions. In these cases, we need help from NGOs"*

Many participants had attended some sort of training related to Domestic Violence, gender issues and POCSO with NGOs working on these issues and felt that the training have been useful in dealing with cases. Civil society was also observed to provide support in terms of bridging the gap between the Police and victims by enabling an effective communication and consultation process to facilitate proceedings during cases. Other than providing legal support, civil society is also valuable as it provides shelter and support to victims and establishes rapport and trust, while also guiding the Police.

One female participant said, *"NGOs like IJM provide support in cases of trafficking and Majlis provides legal support in cases of POCSO. Night services are required. We have cases and need to consult. Legal help is required."*

In recognising the contribution of NGOs, some participants expressed a need for strong collaboration between the Police and civil society organisations to make the process of dealing with domestic violence and POCSO cases effective across all geographical areas. Nevertheless, a few others expressed some concern about interference of NGOs in cases.

Views on the Idea of Champions

Most of the participants liked the idea of Champions being selected and supported to work especially on cases involving women and children. They felt that such champions were needed and they ought to be more committed to their work and be accessible for faster convictions in cases. Ideally, a Champion should have certain qualities: he or she should be an active person with a positive mindset, well trained on the women's and children's issues and with knowledge of all the related laws. The Champion should be compassionate and sensitive to the needs of victims and feel responsible for them.

One female participant said, *"The Champion must be good with communication skills and have a mild temperament. Detailed training on Women and Children's laws and someone to consult on the phone is required. Vehicle and staff for working as a Team is required. Monetary incentives are not necessary"*

Champions should have holistic understanding of laws and procedures and have good coordination with stakeholders. They should have good communication skills to be able to talk to children and women and should be non-judgmental in their approach. Some participants thought a champion should be a good leader and have a good team at regional level to work in shifts. They should have good understanding of psychology and should undergo regular training to keep their knowledge up to date. Two officials suggested that the idea of Champions would put a burden on a few people,

and that instead all Officers should be trained and deal with cases, including those of women and children, to give them all-round exposure.

Facilities for Champions

Most participants suggested that Champions should exclusively work on cases involving women and children and be committed to their duty. They need not be involved with the duties at station headquarters and could work in a focused manner. They suggested strongly that there should be separate infrastructural provisions such as a supportive and trained team to assist the Champions in their work, with separate working space and necessary provisions such as a table, chair, printer, desktop or laptop computer, books and reading material for reference, special rooms for cases, and special vehicle arrangements for carrying out the duties. They said that POCSO cases require lot of documentation, paperwork and field visits and there is an additional requirement for funds for such tasks.

One male participant said, *“The candidates selected for role of champions must be given in-depth training, especially on the Juvenile Justice Act, 2015. Stationery, vehicle and a space which must have a room along with phone numbers must be provided to the Champions. No financial remittance must be provided, as this is not allowed in the Police services”*.

Women and children often need some safe and comforting spaces and there was a need for such spaces to be created. Additionally, there should be special squads in hospitals to assist the Police and medical procedures. Champions should be routinely trained in updated laws and amendments. Many also had the view that there was no need for incentives, but that Champions should be appreciated and acknowledged for their work in monthly meetings.

View on the recent Amendment to IPC Section 166A

Section 166A of the IPC focuses mainly on instances in which a public servant disobeys direction under law. It states that, “Whoever, being a public servant fails to record any information given to him under sub-section (1) of section 154 of the Code of Criminal Procedure, 1973 in relation to cognizable offence punishable under section 326A, section 326B, section 354, section 354B, section 370, section 370A, section 376, section 376A, section 376B, section 376C, section 376D, section 376E or section 509, shall be punished with rigorous imprisonment for a term which shall not be less than six months but which may extend to two years, and shall also be liable to fine.”

Interviewees said that cases specific to women are sometimes not dealt with a sense of urgency following a set process of investigation. A thorough background check is conducted to proceed with the case. One of the participants shared her experience of being warned by senior officials. The amendment has created a sense of anxiety among participants, who said they take up cases as a priority.

A participant who works as a PSI said, *“If a sensitive matter is neglected, there will be a complaint. In one case of sexual assault, I needed to consult my superiors about how to proceed. The victim went and complained to my high-ups. There was an inquiry against me.”* Another said that these are sensitive cases and the current amendment needs to be used with caution. There are times when they need to seek guidance from higher Officers, but the complainant doesn’t understand the process involved and may end up placing a complaint against the Investigating Officer.

Participants welcomed the amendment and said that it is necessary. A female participant said that it is a welcome step as male Officers may seek to transfer responsibility in cases of rape. It is not that all the participants were of the same view as far this amendment is concerned. One female participant who works as a Police Naik said, *"This amendment needs to be used with prudence. Sometimes the process creates delay and this need to be understood and factored in in the investigation. Given all these complexities, sometimes I feel this section is not necessary."*

The balance of opinion was that the amendment represents a welcome step. A senior participant rightly captured this, saying, *"It is an important section of law and gives out a clear message to the Police that they are not above the law."*

Credit for handling cases of domestic violence and murder

While half the participants said that cases of murder get more credit than cases of domestic violence – one male participants said, *"Credits are higher in cases of murder, but now there is lot of attention in POCSO cases and sexual assault cases also."* - many said that cases of sexual assault and domestic violence are now getting equal attention. Apparently, earlier murder cases were appreciated and credit was given, but the focus has shifted and an equal amount of work goes into cases involving women and children. Women Police are more involved with the domestic violence cases and senior Officers and men are more involved with murder cases. Overall, the participants expressed a need for recognition and appreciation of their work.

Increasing accessibility of Police stations

Participants talked about the 'Police didi program' as a good strategy to reach out to women and children and close the gap between the Police and the public. In the wake of some serious sexual assaults on children, the Mumbai Police launched the Police didi program in 2016. Its objective was to train women Police Officers on the issues around child sexual abuse and reach out to children in schools to talk about child safety and prevention of child sexual abuse. The purpose was to create awareness and build a friendly relationship with children so that they can come to seek help if they sense any trouble. A female participant said that the *"Police didi program is one that makes Police stations more accessible. There must be these continuous interfaces."* The programme is able to create an interface between the Police and public. As part of it, the Police are able to create awareness and support by sharing helpline numbers with the public to enable help seeking and reporting of cases of sexual abuse of children. Some participants expressed a need for enabling spaces in Police stations for women and children, and for special training on this issue.

Significant case experiences

Interviewees shared experiences of varied cases. Examples included extramarital relationships, child abuse, child rape, molestation of children by teachers, relationships between two minors, sexual relationships on the promise of marriage, molestation of women by men, destitute children engaging in multiple sexual encounters, indecent exposure by a man to a girl child, gang sexual assault, burns cases, and women who did not want to lodge complaints against abusive husbands. Some noteworthy accounts follow.

A 3-year-old girl was abused by a gang of three men when the wife of one of them was not around. One of the accused was a 45-year-old man. The girl made gestures and described what was happening with her.

A man who had lost his wife was abusing a child from the neighbourhood. The child's aunt noticed the child washing her hands vigorously after she visited the house. She checked with the child and the child disclosed what happened. The girl showed the semen-stained T-shirt that the accused used after the act to wipe himself. This T-shirt was taken as evidence.

A Teacher used to molest children in one school. The statements of four children were recorded. The teacher did not get bail for 10 months.

A case of a girl where a neighbour used to show her his private parts. The family was hesitating to lodge a complaint, but we encouraged them. We are expecting a conviction.

A case of section 376 IPC was lodged, of a child where the child was offered a chocolate, taken to the area behind the toilets, and raped. Th child was in great pain. The father first gave her a bath. She was bleeding. The accused was from the neighbourhood. Medical examination was done and a statement under 164 CrPC was recorded by the Magistrate. She has to be prepared for the trial.

Interviewees' suggestions for improving the training

- More discussions are needed on domestic violence, POCSO and cybercrime laws.
- The trainings should include studies of cases that resulted in conviction, how the documentation should be maintained, how a specific procedure had aided conviction and how and why certain cases had failed.
- Emphasis needs to be placed in the training on procedures that ensure that cases end with conviction.
- Sensitization programs should help men to improve their behaviour towards women Police.
- There is some confusion over which cases fall under Section 498A. There needs to be more discussion on clarity in application of 498A and subsequent arrest.
- More discussion is required on recording false claims.
- There is a need for training on implementation of the Juvenile Justice Act.
- APIs and PIs also require training on the issues covered by the program.
- The timing of training sessions should be managed well and not extended too much.
- A refresher training program is needed.

General observations by interviewees

- Training should bring in some live cases (with due consideration to confidentiality). Such cases can be discussed and inputs could be sought from all the participants. This will also bring out the possible risks and challenges that Police personnel might face in investigating cases.
- A collaborative approach is key to successful case investigations. Apart from Police personnel, NGOs, allied government departments such as the Women and Child Welfare Department and media could be brought to the training sessions to sensitize and discuss roles and responsibilities. Moderation is important in such gatherings and the groups need to be handled sensitively.
- The Police force is hierarchical and training only a section of cadres will not bring forth the issues faced at each level. It will be useful to devote some time in the training to interpersonal relationships in handling sensitive cases pertaining to women and children.

Interviews with women accessing Police Station

After the training, SNEHA researchers conducted interviews with individuals who had sought help 51

at Police stations. The interviews covered 55 cases. 36 involved women who had sought help for domestic violence, 12 involved Protection of Children from Sexual Offences (POCSO), four were associated with Section 376 (punishment for rape), and three were associated with Section 354 (assault or criminal force to a woman with intent to outrage her modesty).

In order to understand the effects of the training program, interviewees were asked about the response of Police Officers to their complaint, with particular regard to the tasks and duties they were expected to follow.

Interviews took the form of a checklist of 40 questions asked to women who had accessed Police stations. The questions were mainly about Police Officers' response to the complaints, their behaviour in handling them, avoidance of putting the blame on women for their situation, providing them with copies of NCs and FIRs and educating them about their rights. The interviews were conducted by a team of SNEHA research investigators trained in sensitive interviewing. The investigators visited the police stations about three-months after the training. Signed consent was taken from interviewees. In some cases, women wanted to answer the questions and gave oral consent. They were interviewed in a private space in the Police station.

Cases of domestic violence

The 36 cases of domestic violence had involved visits to 22 police stations: Bandra Kurla Complex, Bhoiwada, Borivali, DB Marg, Dharavi, Dongri, Ghatkopar, Kurla, Mahim, Malwani, Matunga, Meghwadi, MIDC, Mulund, Navaghar, Nehrunagar, Pantnagar, Powai, Samatanagar, Shahunagar, Shivajinagar and Worli. Figure 1 shows that more than three-quarters of cases (29) were handled by a PSI and the remainder by an API or WPSI (information was not available in two cases: INA).

Figure 2. Designation of Police Officer handling case (n=36)

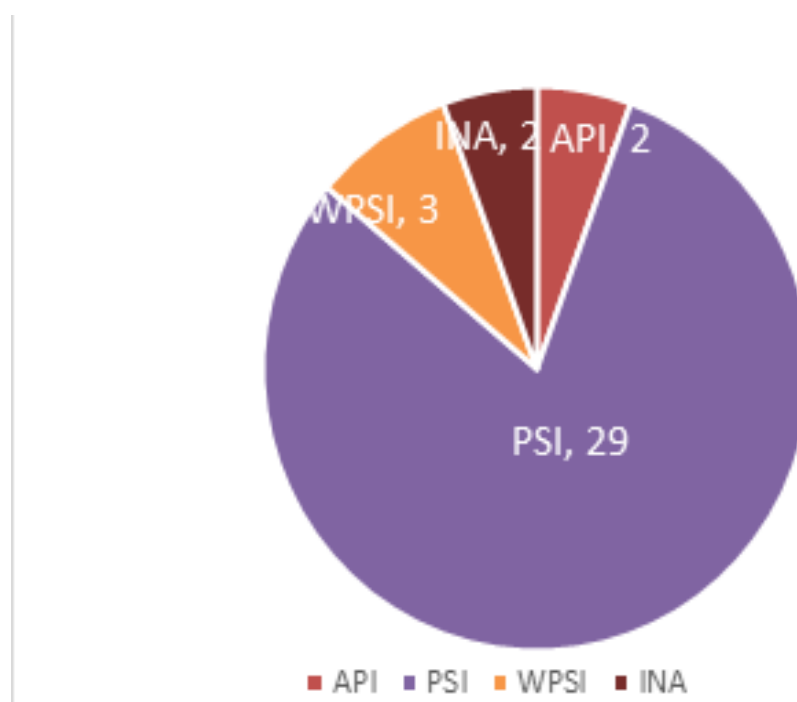
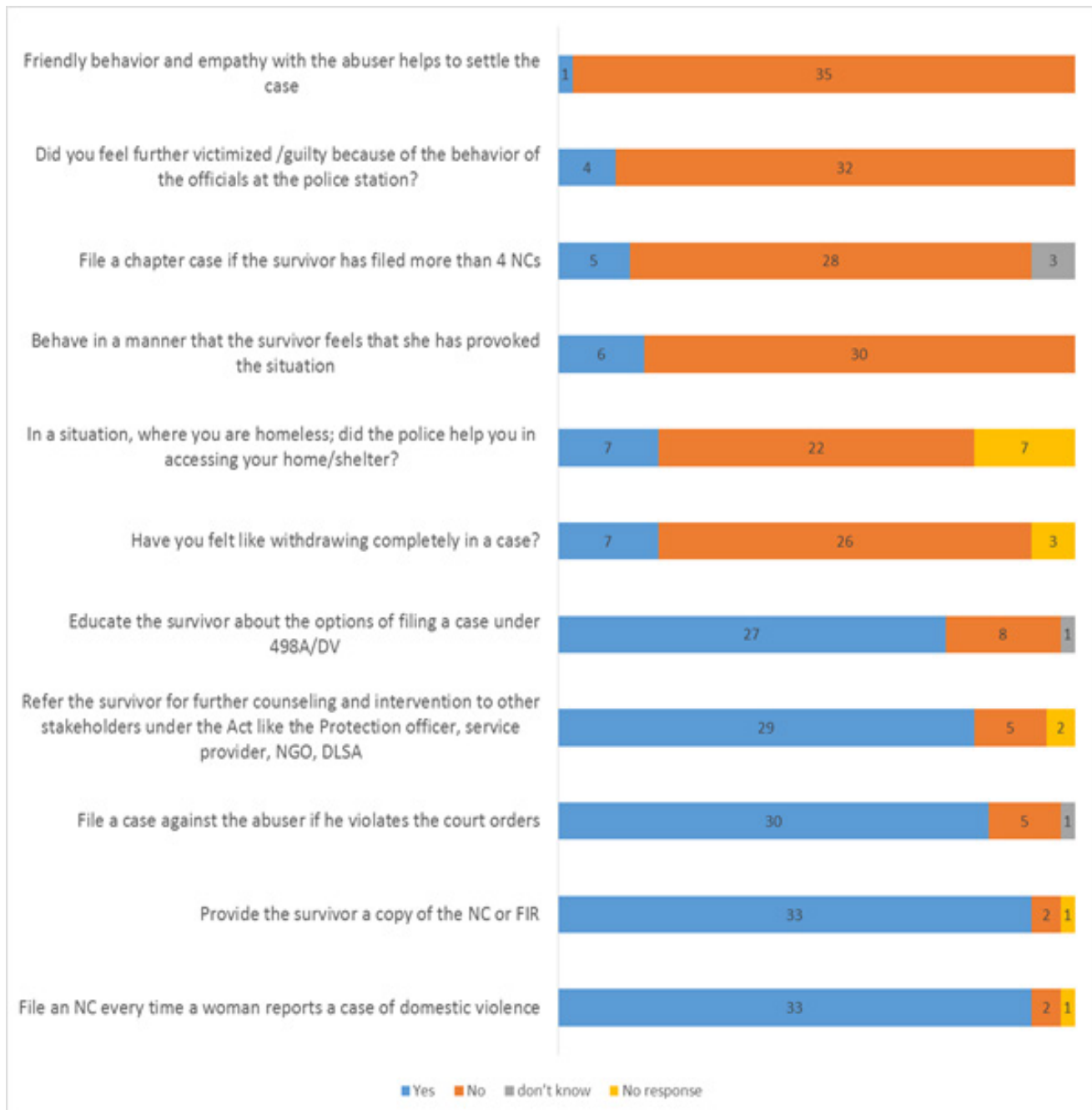


Figure 2 summarises women's responses to questions about the behaviour of Police during their visit to the station.

Figure 3. Client experiences and behaviour of police personnel



Most women [32] reported that they did not feel victimized or guilty because of the behaviour of the Police. They said that their complaints were well taken and they felt good after talking to the Officer. Other issues like providing a copy of the FIR to the client (33) and educating her on the options of filing a case under Section 498A were appreciated.

An important indicator is the finding that 30 women reported that Police personnel had not behaved in a manner that made them feel they had provoked the situation. Women who were homeless and wanted to go back home did receive help and support from the Police in terms of returning or collecting their belongings. When asked, most women who answered no to this question said that they had not needed such help as they were either staying in their homes or

with their parents.

Most women (26) did not want to withdraw their cases completely. Seven said that they would want to withdraw as they felt there had been some improvement in the perpetrator's behaviour after Police intervention. Some wanted to withdraw as they did not have the financial and other support to pursue the case and go to court.

About three-quarters of the women (27) reported that they were informed and educated by the Officer on the options of filing a case under Section 498A. Eight women who were not informed said the Police Officer had intervened and warned their husbands or other perpetrators to behave better and stop the violence.

Most women (29) were referred by the Police Officers for further counselling and support from other sources such as Protection Officers, service providers, NGOs such as SNEHA and Sukun, or the District Legal Service Authority (DLSA).

Cases registered under the Protection of Children from Sexual Offences Act, 2012 (POCSO)

Twelve individuals were interviewed to understand their experiences of interaction with Police personnel. Police stations that were contacted to seek information about cases and conduct interviews included Chunabhatti, Kurla, Nehrunagar and Shivajinagar. Police officials who had handled cases included 10 PSIs, a PI and a WPSI.

An important finding was that none of the clients reported immediate questioning by the Police Officer and that children were given space and time to talk about their experiences. When Police Officers found this difficult, they had sought assistance from NGOs to engage a social worker who could talk with children.

Almost all the clients said that the child's statement had been recorded at a preferred place in the presence of a trusted person. In 10 of 12 cases the statement was taken in a Woman Officer's cabin in the Police station in the presence of the child's mother or father. In the other two cases it was taken at a hospital and a secluded space.

Police personnel should be in civil dress while recording a child's statement, and this was reported in 10 cases, although they were sometimes accompanied by other personnel in uniform. In 10 cases, interviewees said that the child had been separated from the accused to ensure their safety.

Clients strongly rejected the notion that child abuse is a consensual activity and demanded stringent action against perpetrators. They were happy that confidentiality was maintained by the Police personnel and this gave them trust and confidence in them.

Cases registered under IPC Section 376A

Four cases were identified from Police stations in Bhandup, Powai, Samatanagar and Versova. All four cases were handled by a PSI. Three respondents said that they had received medical care within 24 hours of the incident. The fourth case was registered two weeks after the incident. Biological samples were sent to a forensic laboratory in two cases. The delay in the other two cases was accounted for by delayed registration. No survivor had been provided with fresh clothes.

All four respondents said that their statements were taken at a place where they felt safe and

comfortable. One statement was taken in a hospital and three in a Police station in which the respondent was comfortable talking with Police personnel.

None of the clients reported having been asked to share their sexual history with Police personnel, and none required an interpreter to record their statement.

Three clients said that they had been informed of their rights including the right to compensation. They said that they had informed the DLSA about compensation due from the government. All the four survivors were referred for further counselling.

Cases registered under IPC Section 354

Three interviewees shared their experiences. All reported that the Investigating Officer was supportive and had encouraged them to file an FIR immediately. Those who did not want to file an FIR were asked to file an NC, and all three had encouraged witnesses to provide statements.

None of the interviewees was advised about her choice of clothing and all were provided with helpline numbers in case of emergency. Police personnel accompanied one client for medical treatment and a doctor also referred one client to counselling services.

General Recommendations

Although the interviews were conducted after the training program and not before it, it would appear that the effects of the program were substantial. Clients were able to recall and describe their experience at Police stations. The introduction of guidelines and continuing dialogue seems to have led to an increased understanding of the role of Police Officers as law protectors in dealing with cases of violence against women.

- Interviewees were generally satisfied with their experience. They were not made to feel responsible for what had happened to them, were informed of their options and provided with copies of paperwork. They were helped to arrange things in their homes and referred to other sources of support.
- Recommendations for interaction with children were followed, including delayed questioning by a trusted person in civil dress in a safe place.
- Rapid medical care was arranged when required, clients were not asked about their sexual history, their choice of clothing was not commented on, and their rights were explained.
- FIRs or NCs were filed according to the recommended processes.

Areas for further discussion

- There were some instances in which Police personnel engaged with perpetrators, and the need for this could be discussed with case examples.
- There were some delays in receipt of forensic samples. Particular attention needs to be paid to the speed of registration.
- Facilities for the provision of fresh clothes for victims of sexual assault require attention



CHAPTER 5

RECOMMENDATIONS

Recommendations from Interviews with the Police Officials

Induction training

Some suggested that there could have been more training in terms of experience in filing FIRs, entries in the station house diary, and writing of panchnama. They suggested that training should cover all aspects of documentation stepwise until the charge sheet is filed with the court. Participants suggested including a training component on how to gather evidence, and that all Police personnel should have the opportunity to attend trainings.

Ongoing trainings

Many participants expressed a need for training on the PWDVA, POCSO and cybercrime laws as they found them difficult to understand and struggled to deal with related cases. Some requested training on updates on amendments to laws. Most also felt that, though their induction training emphasized physical fitness, there was little subsequent fitness regime when they were on duty, and expressed the need to continue it on a regular basis. They also pointed out that more practical training than theory was needed in order to have working knowledge in the field and community, cultural and geographical context, in order to deal better with cases. Interestingly, some also expressed a need for refresher trainings. Among other training related suggestions were training on communication and interrogation and self-care management to be able to serve best.

General challenges in dealing with cases involving women and children

Police are responding on behalf of the state and should feel equipped to deal with cases impersonally rather than responding emotionally. There is a need to focus on trainings that help them to build their confidence to deal with situations objectively.

A virtual Resource Centre

In order to make quick decisions and provide the psychosocial and legal inputs in a case, there needs to be a pool of resource persons and experts for consultation. The Mumbai Police could consider developing a resource centre at central operations. Considering the range of complex cases that the Police deal with on a day-to-day basis, a resource centre would help them to expedite redress for survivors of violence.

Women Police have reported difficulties in managing the dual role of home-maker and professional. It is evident that they require professional help to negotiate their space in their professional and personal lives. There is an great need to institutionalise counselling services that women can consult with at all times.

Specific facilities

Communication

There was a suggestion from the participants to seek support from non-government organisations (NGOs) to assist them in dealing with cases of addiction and mental health problems. Identification of potential partners in the health system needs to be done to build a robust system to address such issues.

Facilities and Time

Provision of vehicles for emergency cases of sexual assault, child sexual abuse and physical injuries would help to expedite medical aid for survivors of violence.

operation with families

The Police needs to liaison with state shelters and NGOs in cases where families do not cooperate with the survivor. A resource directory consisting of contacts of shelters, NGOs and other government services needs to be prepared for the police to refer to in such times. The resource books could comprise of information on state and government schemes to help the police avail the resources for survivors of violence.

Views on the idea of champions

A resource pool of Champions should be developed at regional level in order to act as a consultative group to guide cases involving women and children. These Champions will need to be trained on Acts and Laws, and receive repeated refresher training to keep them updated.

View on the recent amendment to IPC Section 166A

The amendment has created a sense of duty amongst police officials who are dealing with survivors of violence. However this sections requires to be used with lot of prudence to maintain the sanctity of this section.

Credit for handling cases of domestic violence and murder

There needs to be institutionalisation of credit for progress in cases involving women and children and acknowledgement of the efforts of the Police who work on them. Cases of violence against women and children are as much a public health issue as others such as peace and justice.

Recommendations from Interviews with Women Accessing Police Stations

There is inconsistency in pressing chapter proceedings in cases of domestic violence where non-cognisable offences are filed against husbands. A standardised format in terms of a government regulation needs to be issued giving directions in such cases to the Police.

Often there is no provision of a fresh set of clothes at Police stations for survivors of sexual assault. Survivors require this when their clothes are taken for forensic testing. This is one thing that could definitely be organised with the help of NGOs.

Engagement of the Police with perpetrators of violence acts as an impediment to disclosure and testimony in the Police station. Engagement needs be limited and confined to the case in hand.

In interviews of women, they sometimes said that they did not proceed with the legal intervention recommended by the Police due to paucity of funds. In such cases and others, the Police can educate women and refer them to the District Legal Services Authority to access free legal aid.

General Recommendations

- It will be important to emphasise in the next rounds of training that most scenarios do not require handling by designated Officers and most cases can be handled by female or male Officers. Knowledge is necessary, advice is important, but specialist designation is not usually required.
- Women who come to the Police to report sexual assault should not be asked about their past sexual history or advised about their choice of clothing.
- The Police need not take on the burden of counselling survivors of violence or alleged perpetrators, but can refer them for professional support. Police Officers need not counsel women about the

risks of filing cases under IPC Section 498A.

- Civil Society Organisations need to assist the police in mobilising panchaas and witnesses in cases through community mobilisation.

Concluding Recommendations

More than one training is required to optimise the quality of the services of the Police force. Refresher training is certainly necessary, but this needs to be supported by other initiatives. A resource centre would be particularly useful and not require substantial infrastructure. Resource persons would be available by phone-call to help Police Officers to act quickly, sensitively, and knowledgeably according to the law. A second initiative, already underway, will be to develop a group of Champions in the system who can act as sources of knowledge and role models. Finally, much of the current focus is on child sexual abuse and sexual assault on women in public spaces. This needs to be augmented by attention to violence in the home.

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Dr. Armida Fernandez
Founder Trustee