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**PARLIAMENT OF INDIA  
LOK SABHA**

**COMMITTEE ON EMPOWERMENT OF WOMEN  
(2012-2013)**

**(FIFTEENTH LOK SABHA)**

**TWENTY FIRST REPORT**

**'WORKING CONDITIONS OF WOMEN IN POLICE FORCE'**



सत्यमेव जयते

**LOK SABHA SECRETARIAT  
NEW DELHI**

*September, 2013/Bhadrapada, 1935 (Saka)*

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*Presented to Lok Sabha on 6<sup>th</sup> September, 2013*

*Laid in Rajya Sabha on 6<sup>th</sup> September, 2013*



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## INTRODUCTION

I, the Chairperson of the Committee on Empowerment of Women (2012-2013), having been authorized by the Committee to submit the Report on their behalf, present this Twenty First Report of the Committee on the subject 'Working Conditions of Women in Police Force'.

2. With the alarming rise in crimes against women, the role of women police personnel have become very important in dealing with women victims of crimes. The presence of increased number of women in the police force will help in enhancing the image of the police in society as a friend and protector and will encourage women to access the services of police without fear and inhibitions. Considering this important role of women police and understanding the need to provide them with better working conditions so that they can utilize their potentials to the fullest, the Committee on Empowerment of Women selected the subject 'Working Conditions of Women in Police Force' for detailed examination and report during the year 2012-2013. The Committee extensively deliberated upon the subject in detail not only in its two sittings but also during its study visits.

3. The Committee wish to express their thanks to the representatives of the Ministry of Home Affairs for appearing before the Committee for evidence and furnishing the information desired by the Committee in connection with the issues relating to the subject.

4. The Draft Report was considered and adopted by the Committee at their sitting held on 05<sup>th</sup> September, 2013.

5. For facility of reference and convenience, the observations and recommendations of the Committee have been printed in bold letters in Part II of the Report.

New Delhi;  
05 September, 2013  
14 Bhadrapada, 1935, (Saka)

RAJKUMARI RATNA SINGH,  
Chairperson,  
Committee on Empowerment of Women.

# **REPORT**

## **PART I**

### **NARRATION ANALYSIS**

#### **I. INTRODUCTORY**

The induction of women in the police force has been an essential component of the ongoing police reforms. The necessity to have women police in the Indian police system dates back to the time of partition of the country. The partition of the country resulted in a large scale influx of refugees from Pakistan to India who suffered heavily due to the communal frenzy. There was a rush of grief-stricken and distressed women who were constantly approaching the higher officials to take care of their difficulties. Therefore, purely for security reasons, the need was felt to have more women in the police force.

1.2 After the newly acquired independence, the country saw large scale movements of population in search of shelter and work and the rapidly changing socio-economic conditions created a new dimension of policing in India. In several States, political agitations, bandhs, strikes, linguistic and communal riots were becoming a regular feature. Participation of women in these agitations was increasing which created new problems for the law enforcement agencies, particularly in view of the delicacy of the problem in handling the women agitators.

1.3 Furthermore, in the post-Independence period, the Government of India enacted a number of social laws such as Suppression of Immoral Traffic in Women and Girls Act 1956, the Dowry Prohibition Act, 1961 Juvenile Justice (Care and Protection of Children) Act 2000, and had also taken various other measures for the protection of weaker sections of society, including women and children. These steps exposed the law enforcement agencies to new types of roles for which they were not prepared. To meet the challenges of new situations, particularly to deal with women and children, there was



a growing awareness amongst the police administrators of the necessity to have women in the police force.

1.4 Moreover, the process of industrialization and urbanization in India resulted in increased social crimes due to competition among migrant labour force which crowded the cities from various parts of the country. This also led to greater political consciousness among women resulting in greater participation by women in political demonstrations and agitations. This made the Government feel the need to recruit more women into the Police force.

1.5 In the subsequent years, the requirement of women police has been found indispensable in many areas of policing. The increasing crimes against women which are becoming heinous and brutal have necessitated the need for augmenting the strength of women in police force. The role of women police in promoting gender sensitivity, dealing with causes related to women and promoting friendly behavioural sub-culture in police are considered crucial.

## **II. GENESIS AND GROWTH**

1.6 The genesis and growth of women police in the country traces back to the pre-independence period when the first Women Police Unit was established in erstwhile Travancore state of Kerala in 1938. Formal recruitment of women in Police force in India started, on a regular basis, only after independence. After independence, some lady constables were recruited in Punjab for management of refugee camps in 1949. One ASI and two Head Constables were recruited in Delhi Police for control of immoral trafficking in 1948. In Uttar Pradesh, a women police wing was approved in 1948 and recruitment of women took place in 1950. They were posted in Lucknow in 1951. Similarly, some women police Constables were recruited in Ahmedabad in 1948. In Andhra Pradesh, sixteen women Constables were recruited in 1950 in the Crime Branch. In Rajasthan, women were recruited in police in the rank of ASI, two Head Constables and twelve Constables, in 1955. Their role was to check women trafficking and search of women

criminals. In Odisha, one post of woman ASI was created and the first lady ASI was posted in 1964 at Sambalpur. For the first time, a women officer, Ms. Kiran Bedi, was inducted into the IPS in 1972.

1.7 A comparative analysis of induction of women police in India and in different countries is as follows:

<b>INDUCTION OF WOMEN IN POLICE IN INDIA</b>	<b><u>INDUCTION OF WOMEN IN POLICE IN DIFFERENT COUNTRIES</u></b>
Travancore (Kerala) - 1939	USA - 1845
Greater Bombay - 1939	CANADA - 1896
Punjab - 1948	AUSTRALIA - 1915
Delhi - 1948	POLAND - 1925
Gujarat - 1948	INDIA - 1939
Kolkata Police (WB) - 1949	JAPAN - 1946
Andhra Pradesh - 1950	SINGAPORE - 1949
UP - 1950	INDONESIA - 1951
Bihar - 1952	NIGERIA - 1955
Rajasthan - 1955	SWEDEN - 1957
Madhya Pradesh - 1956	ISRAEL - 1960
	MALAYSIA - 1960

**(a) VARIOUS WINGS OF POLICE FORCE**

1.8 The Police Force in a State is mainly structured into two wings, viz., the Civil Police and the Armed Police. Apart from State Police, Central Government maintains various Central Police Armed Forces (CAPFs).

**(i) Civil Police:**

1.9 The head of the Civil police force in each State is the Director General of Police (DGP), who is responsible to the State Government for the administration of the police force in each State, and for advising the Government on police matters. The DGP

represents the highest rung in the police hierarchy. The hierarchical structure of the police in India follows a vertical alignment consisting of senior officers drawn, by and large, from the Indian Police Service (IPS) who do the supervisory work, the "upper subordinates" (Inspectors, Sub-Inspectors, and Asst. Sub-Inspectors) who work generally at the police station level, and the police constabulary who are delegated the patrolling, surveillance, guard duties, and law and order work. The constabulary accounts for almost 88% of total police strength.

1.10 As per the statistics of National Crime Records Bureau, in 2012 the maximum strength of women civil police among the States existed in Maharashtra (17,134) followed by Tamil Nadu (12,085), Uttar Pradesh (6,488), Rajasthan (4,941) and Delhi (4,674). Nine States and five Union Territories had strength of less than one thousand. Delhi had the largest contingent of women civil police among UTs with strength of 4,674. 16 States and 5 UTs had more number of women civil police than their sanctioned strength.

(ii) **Armed Police**

1.11 A state armed police battalion is divided into companies. Generally, there are six service companies in a battalion. A company is further sub-divided into platoons and platoons into sections. Ordinarily, three sections constitute a platoon and three platoons a company. The rank structure of an armed police battalion is different from that of the civil police. The head of a battalion is called the Commanding Officer or the Commandant. Generally, he has a second in command, called the Deputy Commandant. An officer known as Assistant Commandant or a Subedar, who is equivalent in rank to a Deputy Superintendent of Police or an Inspector, commands a company in most cases. An Inspector/ Sub-inspector commands a platoon and a section is in the charge of a Head Constable. The second in command to a Head Constable is called a Naik. In some cases, between Naik and Constable, there is another rank known as Lance Naik.

1.12 As per National Crime Records Bureau statistics of 2012, women armed police is in existence in only 21 States / Union Territories namely Andhra Pradesh, Assam, Bihar, Chhattisgarh, Goa, Gujarat, Haryana, Himachal Pradesh, Kerala, Madhya Pradesh, Manipur, Meghalaya, Nagaland, Odisha, Rajasthan, Tamil Nadu, Tripura, Uttar Pradesh,

Uttarakhand, West Bengal, A&N Island, Daman & Diu, and Puducherry. The ratio of women armed police to the women civil police was 1:7.7.

**(iii) Central Police Armed Forces (CAPFs)**

1.13 The Central Government maintains various Central Police Armed Forces (CAPFs) for specialised tasks. The CAPFs help and assist the State Governments in maintaining law and order in exceptional cases under the mandate given under Article 355 of the Constitution. There are 15,071 women posted in CAPFs. The eight CAPFs are Assam Rifles, Border Security Force (BSF), Central Industrial Security Force (CISF), Central Reserve Police Force (CRPF), Indo Tibetan Border Police (ITBP), National Security Guard (NSG), Railway Protection Force and Sashastra Seema Bal (SSB).

**(b) INDUCTION OF WOMEN INTO POLICE FORCE**

1.14 There are three levels at which police personnel are inducted in the police force. One is at the State level where they can join either as a constable and go up to the level of Deputy Superintendent of Police. The second is at the Sub-Inspector level and the incumbent gets promoted, all the way, up to the level of Superintendent of Police in charge of a District. The third is in the Indian Police Service and their ranks begin as either Additional or Assistant Superintendent or Superintendent of Police.

1.15 The recruitment procedure for male and female candidates are all same except the physical standards. Women applicants are given relaxation in physical standards.

**III. STRENGTH OF WOMEN POLICE PERSONNEL**

1.16 In the past, law enforcement was mainly regarded as a male dominated area and the working environment of the police force had evolved suiting the needs of the male police. However, with the induction of more and more women into the police force, it became necessary to provide them with such a working environment that caters to their unique needs so that issues of crimes against women, special needs of women victims of crime and other areas of policing are properly dealt with. While addressing these special

needs of women police, it became clear that in order to provide them with a better working environment, first of all, it is necessary to augment their strength in the police force so that women police personnel can have a sizeable number to have their voice heard in terms of better policing and working conditions.

1.17 Explaining the initiatives taken by the Ministry of Home Affairs to increase the number of women personnel in the Police Force, the representative of the Ministry stated during the oral evidence as under:-

*“As per the Seventh Schedule, police and public order are State subjects under the Constitution and as such, the primary responsibility for induction of women personnel in the police, modernisation of police and improving the working conditions for them lies with the State Governments and the Union Territory Administrations. However, some of the interventions on the part of the Government have created a positive impact on the ground situation and women police is now an integral part of police force in all the States and Union Territories. In September 2009, the Ministry of Home Affairs has issued a detailed advisory to all the State Governments and Union Territory Administrations, wherein, it has been advised that the State Governments and the Union Territory Administrations should increase the representation of women in the police force to 33 per cent.*

*Again a fresh advisory has been issued in this regard in April, 2013. Under constant persuasion from the Ministry of Home Affairs, as on 1.1.2012, the actual strength of women in the police in all the States and the Union Territories stood at 84,479. The strength of women police to the sanctioned strength of 21, 24, 596 comes to 3.97 per cent. However, the actual strength of the police force in the States as on 1.1.2012 was 15, 85,117. This takes the percentage of women in the police to 5.33 per cent. The number of women in Central Armed Forces is 15,071. This is 1.56 per cent of the sanctioned strength of 9,61,608. However, this figure rises to 1.8 per cent when calculated against the actual strength of 8,18,303. At least, four States in the country have reservation of 30 per cent or more for women in the police force and they are Odisha, Rajasthan, Sikkim and Maharashtra. Tamil Nadu has a woman police station in every sub-Division. Maharashtra has a*

*highest number of women in the police force among all these States. The State Government of Bihar has recently informed in the Chief Ministers' conference that it has decided to provide 35 per cent reservation to women in the police force at both entry levels i.e. the Sub Inspector and Constabulary. Himachal Pradesh recently has set up an All Women Inter-Reserve Battalion. In Delhi, the total representation of women in police is around 7.1 per cent. Out of the total force of 75,169, the number of ladies is 5,356. The Ministry of Home Affairs has further approved a proposal containing 1,950 posts. This comprises of 398 women Sub Inspectors and 1,555 women Constables in Delhi Police. These posts have been advertised. The setting up of specialised women police stations has been seen as a progressive step as issues like domestic violence, dowry harassment and child abuse invariably end up at the police stations. Women police, by the nature, are better equipped to take a sympathetic approach. As on 1.1.2012, there were 499 women police stations in the country. Bureau of Police Research & Development, in collaboration with different States, organises the National Conference of women in police to deliberate upon various functional and operational issues of women in police and so far, five such conferences have been held.*

*Police being a State subject, the States and the Union Territories are expected to submit the Action Taken Reports to the Bureau and the MHA. These issues are also raised in the Annual Conference of the DGPs as well as in the conference of Chief Ministers and there is now a significant change in the attitude towards induction of more women into the police."*

1.18 Dwelling on the importance of increasing the number of women police personnel to 33% of the total strength and the motivational measures taken for the same , the representative of the Ministry of Home Affairs during the course of evidence further submitted as under:-

*"As far as policy of the Government of India is concerned, it is 33 per cent. Then it has been varying in some States. For example, in Maharashtra where the actual strength of the police force is around 1,35,000, the strength of women police is around 20,000. Similarly, in Tamil Nadu, out of 95,750 of the total strength, the strength of women police is 10,000. If we come to Uttar Pradesh, the figure falls.*

*The actual strength is 1,74,000 but only 2,600 are women police. What I am trying to say is it depends on why not many police women are coming and joining. May be this is one factor we have to think about. Perhaps in other States, lot of efforts are being made or some kind of consciousness is there to join the police force. “*

1.19 The Committee, in this regard, were further informed as under:-

*“The issue about increasing the number of women in the police is actually fraught with a lot of difficulties. Many hon. Members have pointed out how it varies from State to State. There are some States which have got 33 per cent reservation for women but that is something on paper because 33 per cent means they will take 33 per cent from the people who will retire today in this year. Since we have started very recently, it means that by the time the number rises to any appreciable number, it will be a very long time.”*

**(i) Special drive for recruitment of women in police force**

1.20 Analysing the lack of sufficient number of women police in the Police Force and the need to take up special recruitment of women, the Ministry stated during the oral evidence as under:-

*“ What we require right now is for all the States to carry out special recruitment of women because they have not been doing it before. They have such small percentage and they cannot carry on under normal recruitment. I think the emphasis really needs to be that with more and more women coming into the public space, policing for women within the public space is lacking. Even now, if they say that they will put women in all police stations, in all police control room vehicles and all the markets, they do not have the women. In many States where they have terrorism or those kinds of issues for instance in J&K where only women can be there for cordon and search of villages where there are women, you need women police. They do not have the women. What they do is the few women they have, they carry them from one area to another area and women work about 8-9 hours on the road everyday because they have to be there at every cordon*

*and search and there are such few women. So, that is what is happening. We need a major thrust where we do not go under normal percentage but say that straightaway certain chunk of women has to be added."*

1.21 The Committee were also informed by the representative of the Ministry during the oral evidence that the Delhi Police had moved a proposal for at least 10 women constables in every police station and at least two women Sub-Inspectors. The Ministry of Home Affairs had sanctioned 1950 posts of Constable to the Delhi Police and out of this, the Ministry of Finance has sanctioned 1084 posts. The Ministry had in fact converted 552 posts of male Constables into women Constables. So, these two put together would increase the percentage of women in the Delhi police from the existing 7 per cent to nearly 10 per cent.

1.22 The strength of women police in States and Union Territories and their percentage, as on 01.01.2012, is given as **Annexure I**. The strength of women police in Central Armed Forces, as on 01.01.2012, is given as **Annexure-II**.

**(ii) Women candidates possessing NCC Certificate**

1.23 Noting the need to encourage more and more women to join the police force, the Committee wanted to know the weightage being given to NCC candidates having 'C' Certificate while recruiting women police. The Ministry, in their written reply, informed as under:-

*"NCC candidates having 'C' certificate are very few and that from the women would be extremely rare. However they can be given adequate weightage in the personal interview."*

1.24 In this regard, the Committee were further informed in a written note that the Union Territory of Lakshadweep gives 2% marks for the merit as per existing Recruitment Rules; Government of Nagaland gives weightage in the oral interview during recruitment



of women police. Uttarakhand gives no weightage to NCC candidates having 'C' Certificate. Odisha gives weightage to NCC Certificate holders in the direct recruitment of S.I./Sergeant/Constable. Gujarat gives weightage to NCC 'C' Certificate holders and Rajasthan gives three marks during recruitment, out of a total ten marks reserved for other qualifications.

### **(iii) Compassionate Appointment**

1.25 The scheme for 'compassionate appointment' aims at giving appointment on compassionate grounds to a dependent family member of a Government servant died in harness or who is retired on medical grounds, thereby, leaving his family in penury and without any means of livelihood, to relieve the family of the Government servant concerned from financial destitution and to help it get over the emergency. With a view to increasing the percentage of women personnel in the police force, the Committee enquired about the provision for recruiting the widows of police men killed in action under compassionate grounds. In this regard, the Committee were informed in a written note that the Union Territory of Lakshadweep has no provision for recruiting widows; the State of Nagaland has no specific provision for recruitment of widows but there is a general reservation quota in the State where qualified 'next of kin' of any deceased Government employee can be appointed on compassionate grounds, if died in harness; the State of Uttarakhand has provision for recruiting widows of police personnel under 'Deceased Personnel Employment Policy' according to which employment is given on the rank of Constable and Class IV as per the qualification and physical fitness; the State of Odisha extends compassionate employment in Group – C and Group – D posts to widows/ family members of police personnel died in harness; the State of Maharashtra has specific provision in Section 9 of Maharashtra Police Constable (Recruitment) Rules, 2011, which deal with recruitment on compassionate grounds and, so far, 70 women have been given employment under the aforesaid scheme; the Union Territory of Daman gives appointment on compassionate grounds subject to Rules and Regulations; the State of Gujarat has discontinued the scheme of offering a government job to the dependents (including a widow) and has introduced a scheme for one - time

lump sum monetary assistance; the State of Rajasthan gives 8% reservation for widows within 30% reserved quota for women in direct recruitments.

1.26 With regard to the Central Police Organizations, the Ministry informed that CRPF, SSB, CISF, ITBP, Assam Rifles and BSF have extant provisions for recruiting widows/children of men who die in harness on compassionate grounds. There is 5% reservation for compassionate appointment in all these Forces against the total vacancy published every year. NSG being a hundred per cent deputationist Force, does not have any such provision. NIA , so far, never had to face any such situation. However, Sympathetic/Compassionate recruitment as per the laid down rules of the Government of India will be followed in the NIA if such a situation arises.

1.27 The representative of Rajasthan Police informed during the oral evidence that as per Vision 2000, there is 8% reservation for widows in compassionate appointment.

#### **IV. SOCIAL AND WORK ENVIRONMENT RELATED PROBLEMS**

1.28. Law enforcement has generally been regarded as a masculine job. However, with the advent of industrialization, urbanization and rapid social changes, police forces all over the world felt the need for women police officers. Over the years, more and more women started entering the police system to address issues like societal violence, child abuse, crime against women and children and for better protection of women and juveniles. Nevertheless, the Committee found that even though a large number of women are now opting to join the police force, they still do not see policing as a viable career option and specifically desired to know the social and work environment-related problems that are faced by women police personnel. In response, the Ministry submitted in their written replies as under:

*"According to a recent (2012) research study conducted by a Research Fellow of Government of India Fellowship scheme of BPR&D titled "Mahila Police : Bhoomika Nirvehan aur Karya Santushti" by Mrs Pratibha Dubey in two Districts of*

Uttar Pradesh (Meerut and Gorkhpur) has mentioned following social and working problems of women in police:-

**(i) Social problems:-**

- *Upbringing of children.*
- *Insufficient time to meet family commitments.*
- *Irregular working hours.*
- *Opposition of relatives and poor reputation of women joining police in rural areas.*

**(ii) Work environment related problems:-**

- *Public behaviour towards women police.*
- *Heavy work load.*
- *Lack of separate utility facilities in police stations.*
- *Lack of promotion avenues.*
- *Problems related to training.*
- *Govt accommodation*
- *Insufficient wages.*
- *Problem of transport.*
- *Problem of leave.*

1.29 In this regard, during the oral evidence, the Committee were further informed by the representative of the Rajasthan Police Department as under:-

*"Regarding the less number of women in the police force, I have a few thoughts to share, Madam. As of now, even this is based on my experience of speaking to women personnel at the lower line that women do not come into the police force because of passion or fervour, especially so, of the first generation. They consider it as an employment opportunity and they come here as a last option after probably thinking about other options, like, nursing, teaching etc.. Even after getting into this service, they still write examinations to get into other revenue jobs."*

1.30 When the Committee pointed out that the presence of women officers in higher ranks is negligible in all the Central Police Forces and desired to know the reasons for the same, the Ministry stated in their written reply as under :-

*"Recruitment into higher ranks either into IPS or into the State Police Service or at the Asst. Commandant level are still low inspite of different physical standards fixed for women. The reasons for this are the perception of policing as a man's job, prejudice against wearing a uniform, the difficulties involved in remote postings, gestation time involved in rising up the promotional ladder, alternative employment available in cities, difficulties in balancing family obligations with work related pressures etc."*

**(i) Basic amenities and Creches**

1.31 Amidst innumerable problems faced by women police personnel, various other factors, viz. lack of separate utility facilities in police stations, lack of promotion avenues, lack of Government accommodation and difficulties faced in upbringing of children as well as insufficient time to meet family commitments owing to transfer, irregular working hours and heavy work load etc. play as demoralizing factors. The Committee while understanding that in order to discharge their duties, the women police personnel would need to have a better working environment in terms of infrastructure, desired to know about the facilities, viz. toilets, rest rooms and crèches provided to the women police personnel. In response to the query, the Ministry gave the following information with regard to the Central Armed Police Forces:-

**"(i)** *Separate toilets for women employees have already been established by all the Forces at static locations/premises on need basis.*

**(ii)** *Toilets are made available for the use of women employees by pitching of proper tents with commode in areas where appropriate locations are not available.*

- (iii) *Instructions have been issued to DGs to modify sufficient number of vehicles on requirement basis to provide mobile toilets to meet the requirement of women personnel during movement from one place to another and picketing duties.*
- (iv) *'Creches' and 'Day Care Centres' have been provided for by the CAPFs to women employees on need basis out of the respective Welfare Funds. In compliance with the recommendation of the Committee, a separate Budgetary Head has been opened under Other Charges 'Creche Facilities' for CAPFs. A provision of Rs. 1.22 Crore has been made in the Revised Estimates of 2012-13, out of which Rs. 0.59 Crore has been utilized. In the Budget Estimates of 2013-14, Rs. 1.80 Crore has been provided under this Budget Head."*

1.32 In this regard, it was further informed by the representative of the Madhya Pradesh Police Department during the oral evidence that -

*"facilities like crèches, wash rooms, rest rooms and other basic facilities should be increased."*

1.33 On the aspects of availability of crèches and toilets, the representative of Maharashtra Police Department apprised the Committee during evidence as under:-

*"The only constraint we are facing is lack of infrastructure. Because of lack of space, there is no separate room for women officers and police constables. What is required is a separate rest room for women. As far as possible, a crèche for their children at the Headquarters must be there."*

1.34 The representative of the Punjab Police further informed during evidence as under:-

*"As far as requirement of facilities for women are concerned, we carried out an exercise in Punjab and found out that in 70 per cent of the Police Stations and 80 per cent of the Police Posts, there were no separate toilets for women. But it is not*

*that women are discriminated against. Rather, it is a part of the overall fund crunch which the Police Department faces. We have barely functioning rented buildings as Police Stations and Police Posts. Probably, we do not even have toilets for men, what to speak of separate toilets for women."*

1.35 With regard to availability of infrastructure, the representative of the Central Reserve Police Force, during the oral evidence, stated as under:-

*" As far as facilities like crèches etc. they are not institutionalised. I think, it would be a good idea if the Ministry of Home Affairs draws up a kind of criterion of percentage that wherever there are so many women in an institution, compulsorily, you should have such facilities like toilets, etc. Now, toilets are well taken care of because so much emphasis has been given. But things like day-care centres or crèches, medical facilities need to be institutionalised, If they are institutionalised, it will go a long way in improving the conditions."*

1.36 Keeping in view the facilities to be provided to the female police staff, the Modernization Division of Bureau of Police Research and Development(BPR&D) has prepared drawings of Police Stations to be constructed in the States. The drawings of the model police station prepared by the BPR&D has included a separate rest room and toilet facility for the women police officers in the station.

## **(ii) Transfer/Posting**

1.37 Transfer is an inevitable part in the career of a police personnel. The need to adjust and cope with the requirement of work at a new place of posting and the changes that have to be made in life style can be quite harrowing for a woman police personnel if the place of transfer poses hardships in balancing their professional and domestic spheres. Further, if the women police are posted away from the place where their husbands are posted, maintaining a balance between their professional sphere and domestic front becomes all the more challenging for them. The Committee while observing that rigid transfer and posting policy of police personnel is one of the factors for low induction of women in police force, desired to know whether any study has been undertaken to this effect. In response, the Ministry informed as under:-

*" No. Bureau of Police Research & Development will take up a research study on the impact of the current transfer policies on women police and their overall satisfaction".*

1.38 The Committee also wanted to know as to how many requests for posting along with spouse have been received from women police personnel from various States and Union Territories in 2010, 2011 and 2012. In this regard, the Committee were informed in a written note that the Union Territory of Lakshadweep received request from one woman police Constable in 2013 and her request was considered favourably. Daman did not receive any request in this regard. Nagaland did not receive any application in this regard in the last three years. Uttarakhand received 11 applications in the last three years and they were considered favourably. Odisha stated that they duly consider such requests. The Maharashtra State Police received 13 applications in 2011, 14 in 2012 and 23 in 2013. Out of these, 07 in 2011, 09 in 2012 and 15 in 2013 have been appropriately addressed. In Rajasthan, although there is no decided policy regarding husband and wife being posted at the same place in the State Police force, efforts are made to adjust both of them in close proximity as far as possible.

### **(iii) Accommodation**

1.39 Police work involves a plethora of outdoor activities like patrolling, providing security during important occasions, public functions and rallies, crime fighting on the streets etc. Presently, across the globe, women police personnel are discharging their duties as efficiently as the male police personnel. However, as the job of a police officer requires long working hours, the women police find it difficult to strike a balance between their domestic and professional roles. Hence, in order to mainstream women police personnel, it is necessary to provide them with organizational support in infrastructure especially in terms of rest-cum-retiring rooms and accommodation. When the Committee wanted to know whether residential accommodation and rest-cum-retiring rooms for women police officers have been provided near the work place where they are posted, the Ministry in their written replies submitted as under:-

*"CRPF:- Residential accommodation and rest-cum-retiring rooms for women police officers have been provided near the work place where they are posted.*

*SSB :- Separate campus accommodation for mahila contingent is available in the field and wherever residential accommodation is available, the same is being provided as per rules.*

*CISF :- Barracks for residential accommodation for women personnel of CISF have been provided near the work place.*

*ITBP :- Yes, they are provided.*

*Assam Rifles:- Yes, adequate facilities are available at all the places.*

*NSG :- Separate rest room and toilets are available for female staff.*

*BSF :- Yes they are provided.*

*NIA :- No residential accommodation has been provided by the NIA so far. NIA is in the process of building residential houses near the office premises at all locations."*

1.40 Citing problems faced in accommodation as one of the impediments faced by women in joining and subsequently continuing in the police force, the representative of the Bureau of Police Research and Development during the oral evidence stated as under:-

*"If I am transferred from one place to another place, I demand from the Department to provide me accommodation. Being a police officer, I cannot say that I will work only for 3 hours and all. If I am a good police officer, I should be available, if not 24 hours, at least for 20 hours. But if my baggage, my family, my commitments are taken care of by the Department, then, it is fine. For that, I have a very simple suggestion. We are thinking of posting four women in the police stations. Can we not give them four small houses near the police line? For this, we are giving them modernisation grant. They are building houses and they earmark this accommodation. I think it is a very simple step towards mainstreaming them into the regular police where we can call them any time of the day. They can be*



*available. They will be stress-free. I thought that among the many other necessities like toilets, coaches for transporting them, if this small accommodation part is also considered, it would go a long way."*

1.41 On the aspect of housing, the National Crime Records Bureau provided the following information:-

*"The information on police housing has been furnished by the State police. Out of 21.6 lakhs sanctioned strength, 4.6 lakhs personnel were provided residential accommodation by the Government while 1.8 lakhs personnel were provided accommodation on lease, rent/ general pool by the Government. It is observed that 39.7% (6,976) officers have got the housing facility against 28.4% (81,366) of upper subordinates and 29.5% (5,48,085) of lower subordinates out of total sanctioned strength."*

## **V. MAINSTREAMING OF WOMEN POLICE**

1.42 Women police can act as a better instrument of social change to raise the status of women in society if they are given equal opportunities at work and a gender bias as well as stress free working environment. The visibility of women police in police forces would dispel negative sentiments of distrust against the police force and would boost public confidence. However, in order to mainstream women and to bring them at par with male police personnel, it is necessary to give them all kinds of work opportunities as well as independent charge of cases. The Committee, understanding the need to mainstream women police personnel, desired to know the functions and duties of women police. In response, the Ministry of Home Affairs informed in their written replies as under:-

*" According to a BPR&D research study (Women Police in India by Mahmood Bin Muhammad and KS Shukla-1974) in principle, women police officers have the same task as their male counterparts. Legally, there is no distinction between the duties of a police woman and a policeman. In practice, however, the police women are frequently used for certain 'specialised' or select tasks for which they are considered to be more suited by nature than man. Studies have shown that*

*the communication and confidence levels of women victims of crime would be substantially higher and more effective if women police officers handle their problems."*

1.43 Elaborating further, the Ministry in a written note elaborated the functions and duties of women police personnel as under:-

- "(a) Helping in investigation of offences involving women and children e.g. arrest, search, guard and escort of women convicts and work relating to women passengers, including security checks at airports, railway stations and bus stations and frisking.*
- (b) Dealing with women agitators, keeping order in women meetings, processions and women enclosures in public meetings.*
- (c) Interrogation of female juveniles, women offenders, under trials, witnesses and victims of sexual offences, cruelty and dowry harassments, assaults, outraging modesty and other offences committed against women."*

**(i) Equal Opportunities in Work**

1.44 Law enforcement is mainly considered as a male domain. It is generally believed that women police are faced with constraints to diverse roles and tasks available in the police force as compared to their male counterparts. In this regard, the Committee desired to know the measures taken by the Ministry to fully utilize the potentials of women police personnel with a view to making them an integral part of the police force. In response, the Ministry submitted in their written replies as follows:-

*"A considerable progress has been made by the States and the CAPFs in demonstrating that the force values women. The changes to the fitness test, from focusing on male attributes to one which focuses on being fit for policing, has been*

*significant in increasing the recruitment pool of talented individuals available for selection. This has no doubt contributed to the rise in the percentage of women in the Service. Much has also been done to encourage women to apply for roles of specialists where they were previously excluded. Commitment by those Forces that have consulted and actively engaged with women over their development needs and the barriers to overcome has been recorded. A working environment has been created where women officers have been able to demonstrate their skills, become more confident and truly reflect the valuable role that they can play. Personal development programmes have been introduced and the opportunities for demonstrating their skills and abilities across the Service increased. The significance of this success is that it has been achieved without a perception of lowering standards or a sense of tokenism or undermining the relationship with male colleagues, and where appropriate those women who have been instrumental in creating barriers have been challenged. However, there is considerable work to be done in tackling the culture within the Service, which suggests that women police staff have a less meaningful role to play. As the profile of the workforce changes, so the Police Service must recognize the importance in addressing this. The use of gender specific language by senior and influential figures outside the service continues to undermine the role and value of women in the Service. The confidence amongst many to challenge this behavior and attitude has done much to raise awareness, but there remains a need amongst many leaders in the Service to support this. The challenge for the Police Service and Government is to decide whether the promise of a diverse representative workforce can become a reality. Current evidence shows that at current levels of recruitment and retention, it will take 14-30 years to achieve an acceptable gender and ethnicity balance. Making a real difference in shorter time frames will take action and leadership."*

1.45 While acknowledging the concept of equal opportunities available to women police, the Ministry during the oral evidence further informed as under:-

*"...what we understand from all our Conferences is that women want to be mainstreamed. They want similar duties to that of men."*

## **(ii) Equality in Promotion**

1.46 The Fifth National Conference for Women had recommended for 'open structure for promotion' at every rank with seniority-cum-merit and not gender-based criteria for promotions. The Ministry has informed in a written note that at present Karnataka, Jammu & Kashmir, Himachal Pradesh, Puducherry and West Bengal have common gradation/seniority list for promotion. Haryana, Arunachal Pradesh and Manipur have reservation in promotion for women.

1.47 With regard to equal opportunities in promotion, the Ministry during the oral evidence stated further as under:-

*"This is about equal opportunities for promotion. It was suggested by one of the honourable Members that due to lack of promotion opportunities etc. women police do not want to stay on. Many State forces have different cadres for women and men. For instance, in a state police force, women inspectors may have only 20 posts in the next scale of promotion but the State might have, for men, many posts. As a result, women can only take that much promotion. So, we have checked out that women slow down in promotion; that is why they do not reach the senior ranks. Even though I know that you will not be recommending for the States, even a recommendation in itself is worth a lot. So, one thing we would request that women may be promoted at par with their male colleagues. That means the cadres may not be gender based for promotion."*

1.48 In this regard, the Committee were also informed that there is a general complaint about women police personnel that they do not want to be engaged in hard field jobs after the age of 35. The Committee felt that in order to address this issue, there is a need to have relaxation in the policy of Voluntary Retirement Scheme (VRS) for women police personnel so that they could be given voluntary retirement at a lower age than the male police personnel. In this context, the Committee were also informed about recommendations given in one of the research studies by BPR&D titled 'Induction of

Women in the Central Forces – Their Impact on the Forces and the Early Retirement Scheme (2009)' by Mr. S. Banerjee, as under:-

*" Those women who are not able to cope with the job stress should be allowed to go for VRS after 15 years of service."*

## **VI. TRAINING TO WOMEN POLICE PERSONNEL**

1.49 In order to mainstream women police personnel, prior to providing equal work opportunities , it is highly imperative to impart all necessary training to them. On being asked about the training imparted to women police, the duration and content of the training, the adequacy of the training in addressing the challenges involved in their profession and special training provided to them in unarmed combat, the Ministry gave the following information:-

**"(i) CRPF :-** *The women personnel are trained alongwith their male counter parts in all spheres. They are trained well, in all tough physical activities including weapons training, outdoor exercises and tactics etc. In all Basic Training, Unarmed Combat (UAC) is an integral part of course curriculum. Further, a specially trained Women Commando Team has also been developed in CRPF.*

*Details of training, duration and block syllabus being imparted to women personnel are as under :-*

1.	<i>Basic Training of Constables</i>	<i>44 Weeks</i>
2.	<i>Basic training of Sub Ordination Officers (DASOs)</i>	<i>48 Weeks</i>
3.	<i>Basic Training of Officers</i>	<i>51 Weeks</i>
4.	<i>Head Constable Promotional Course(HCPC)</i>	<i>08 Weeks</i>
5.	<i>Asstt Sub Inspector Promotional Course (ASIPC)</i>	<i>06 Weeks</i>
6.	<i>Sub Inspector Promotional Course (SIPC)</i>	<i>06 Weeks</i>
7.	<i>Inspector Promotional Course(IPC)</i>	<i>05 Weeks</i>

8	Asstt. Comdt Promotional Course (ACPC)	10 Weeks
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(i) **SSB** :- In SSB, women are recruited directly in the rank of Assistant Commandant, Sub Inspector and Constables. The directly appointed Assistant Commandants have to undergo Assistant Commandant (Direct Entry) course for a duration of 58 weeks, Sub Inspectors for 54 weeks and Constables for 44 weeks duration. The syllabi of these basic courses have been designed keeping in view the present operational needs of the force covering all necessary subjects/topics. Some of them are also trained in Paramedical subjects on need basis.

(ii) **CISF**:- CISF is imparting basic training to both male and female personnel, of equal duration and there is no variation in the training module. Women personnel in NCO's ranks are imparted training only at RTC Barwaha (MP) where special facilities are created for them. SOs and GOs are trained at NISA, Hyderabad. Both the places have been provided with separate accommodations, separate toilets and separate lady Doctors. In CISF training institutions, basic training of male and female personnel are conducted based on the field requirements, prevailing threat perception and law and order situation in the country. Besides, topics of human rights and gender sensitization imparted in basic courses, promotion courses & in-service specialized courses.

(iii) **ITBP**:-

a) Presently, ITBP has female employees in the rank of Sub Inspector (General Duty), Constable (General Duty) and various rank / cadre in non-General Duty Basic Training for these female employees are as under:-

Sub Inspector (General Duty)	-	48 weeks
Constable (General Duty)	-	44 weeks
Non-General Duty	-	16 weeks

- b)** *Apart from above, women police personnel serving in ITBP have also undergone special training on unarmed courses e.g. Judo Course, Karate Course to face the dangers and challenges involved in their profession.*
- (iv)** **Assam Rifles:-** *Presently, women police personnel for Assam Rifles have not yet been recruited.*
- (v)** **NSG :-** *NSG is the federal Contingency Force of the Nation and is manned by Army and CAPF/State Police Personnel on a deputation basis. NSG is having a very meager component of women police personnel (around 25-30 personnel). As such, trained women police personnel from CAPF/Sate Police are inducted in NSG after qualifying 03 months basic Conditioning Course. After completion of the Conditioning Course, they are inducted in to Special Rangers Group (SRG) Units of NSG. They undergo various training during Conditioning Course like Commando Training, VIP Security duty training, Un-Armed Combat Tactics, Firing, Physical Fitness etc from time to time, to enhance their Combat Skills and also to face all type of challenges within the sphere of their assignments. The Training programme for women employees has been specially designed considering physical strength/stamina of ladies and the training parameters are lower than the male personnel, which are suiting the women employees.*
- (vi)** **BSF :-** *Based on the diversified role and task of BSF, the primary peace time requirement is border management on International Border/Line of Control bordering Pakistan and Bangladesh. BSF Battalions are also inducted to deal with Left Wing Extremism in Chhattisgarh and Jharkhand. Similarly, in order to strengthen and expand the concept of Border Management, over a period of time, a need was felt to induct Mahila Constables into BSF to facilitate and assist in curbing the border crimes involving women folk, for frisking at fencing gates and search operations in border areas. Based on these requirements, Mahila Constables were*

*inducted into BSF for the first time in 2008. Later on, Mahila Sub-Inspectors were also introduced in General Duty Cadre of BSF. Moreover, as welfare measures, the widows or wards of deceased BSF personnel are also given employment as Mahila Constable. Upon integration of Sub Inspector/Constable Mahila into BSF, every new recruit has to undertake basic recruit training. Before the induction of Mahila, the training standards were set for the male soldiers only. On introduction of the rank of Mahila Constable(General Duty) and Mahila Sub Inspector(General Duty) in BSF, a comprehensive review on training need analysis for Basic Training Syllabus of these posts was carried out and a 34 weeks basic training syllabus was framed for Mahila Const(General Duty) and 48 Weeks for Mahila Sub Inspector(DE). The aim of the Mahila Recruit Training is to turn out a confident, disciplined and a self-reliant Mahila Soldier who is physically fit and mentally robust so as to become an effective member of BSF for undertaking the assigned duties:-*

*To face the dangers and challenges involved in their profession, special training in unarmed combat are provided to them during Basic Training. Practices of un-armed combat like Falls, Rolls, Throws & Counter, Holds Locks & Release, Kicks & Counter, Disarming & Counter attack, Defense against flexible Weapon and Boxing etc are carried out during Basic Training of Mahila trainees in BSF.*

- (vii) NIA :-** *NIA has not gone for any recruitment of any executive staff so far. In the ranks of LDC and Steno 'D', 7 women have been recruited by the Staff Selection Commission (SSC) for NIA. NIA imparts skills and knowledge development training only which are the same for men and women. During such training, questioning of women witnesses, detaining and arresting of women accused and suspects, search of residential premises, body search of females are taught. NIA has ensured that during examination of women witnesses, women suspects, women officials are involved"*



1.50 The Ministry further submitted that the Bureau of Police Research and Development (BPR&D) also organizes 3-5 training programmes every year exclusively for women police personnel from the ranks of Sub Inspector to Deputy Superintendent on "Self Development and Conflict Management" in Central Detective Training Schools. These are 3 days' courses in which approximately 25-30 women police personnel participate. Bureau of Police Research & Development also organizes Vertical Interaction Courses and Management courses for Senior Police Officers in various IIMs/other police academies in which women police officers are nominated though these courses are not exclusively for women police officers.

1.51 When the Committee enquired as to whether women police are imparted any special training in the handling of women demonstrators and mob upsurges in a humane and sensitive manner, the Ministry, in their written replies, stated as under:-

*"One of the training objectives of women police is to handle women demonstrators in a humane and sensitive manner. There is a module included in Basic Training for Unarmed Combat, Weapons, Physical fitness and women police personnel are also trained in same. Hence, no specialised training is required. Women personnel in CAPFs are trained to handle these exigencies."*

1.52 With regard to special training for women, the representative of Bureau of Police Research and Development during the oral evidence stated as follows -

*"...the main complaint against women police is that they are not working, they are not able to do the same work like men, they are not competent. I think most of my colleagues would agree with me on this score. You have to give them training. For that, the Government of India has done something in the Thirteenth Finance Commission. They have earmarked quite a lot of funds for training purpose. That is mostly for infrastructure. The Thirteenth Finance Commission is already with the States. We may not have a scope to do it now. But when it comes to the Fourteenth Finance Commission, we can ask the States to earmark a certain portion of their infrastructure for training of women."*

1.53 When the Committee further wished to know whether women officers are given training or sensitization in various laws regarding crime against women such as rape, trafficking, child abuse, domestic violence etc., they were informed that women police officers are given training/sensitization in all such laws.

1.54 While analysing the various aspects of training imparted to women police personnel, the Committee *inter alia* also observed that women police lose their innate qualities of compassion and sympathy over the years owing to the work pressure in policing and end up possessing the rude behaviour that is found as an inevitable attribute of police sub-culture. The Committee wished that a conducive environment is provided to the women police so that they are able to execute their duties with that innate compassion and sympathy intact.

## **VII. GENDER SENSITIZATION**

1.55 In order to unleash the full potentials of women police and to ensure a smooth working environment for them, gender bias free working environment is necessary. On being probed about women police officers facing discrimination from their male colleagues and whether any complaints have been received in this regard, the Ministry informed that data regarding the States are not available with the Ministry of Home Affairs. With regard to Central Armed Police Forces, the Ministry stated that no such complaint has been received in CAPFs.

1.56 Probing further, the Committee desired to know whether gender issues affect the equality of opportunities for women police in the work place. In response, the Ministry submitted the following information with regard to the Central Armed Police Forces:-

*"CRPF:- Mahila personnel are performing search/frisking of women, route lining and security of women enclosures during public meetings, tackle*

*agitation involving women agitators, static guard, law and order duties during fairs and festivals, relief and rescue operations during riots and natural calamities etc. Whereas, male personnel are engaged in counter Insurgency Operations, fighting against terrorism, insurgents, naxalites, anti-social/national elements, etc. throughout country.*

**SSB :-** *No, they don't.*

**CISF :-** *There is no Gender issue affecting the equality of opportunity for women in the work place.*

**ITBP :-** *No they don't.*

**Assam Rifle :-** *No, Gender issues have no effect on the equality of opportunities for women police in the work place.*

**NSG :-** *No Gender issues affect the equality of opportunities for women in NSG and posting/transfer is done purely on merit.*

**BSF :-** *No such instance reported.*

**NIA :-** *No such instance has been reported in NIA."*

1.57 On this issue of gender sensitization, the Ministry during the oral evidence further stated as under:-

*"First and foremost is the overall gender sensitization which is required here; it is a requirement which is expressed not only by the police, but also by others. The gender sensitization programme is the one which everyone is taking up. In fact, Delhi Police had already started a programme; they would be able to tell you something about that. This is something which we have told them categorically that it is high time that gender sensitization be taken up. The manuals which are there for the Constables, for Inspector and for higher level Officer has been taken up by the Bureau of Police Research & Development. In fact, a Committee has been constituted to review the manuals to understand the issues related to gender which are there inside the manuals. They are working on them; as soon as the manuals*

*are revised to make them much more gender sensitive and also to bring in the issues related to gender equity and the concepts about gender; within a couple of months, they should be able to finalize the gender manuals."*

1.58 The Committee, while appreciating the importance of gender sensitization of police officers in removing their prejudices and biases towards women in general and women victims as well as women colleagues in particular, desired to know the measures adopted by the Ministry to gender sensitize the male police personnel. In response, the

Ministry in their written replies submitted as under :-

"The programme on Gender Sensitization and its implications in Government services has already been conducted by all the CAPFs to educate its personnel and it has been made part of the Training Programme of Basic Training of various ranks and all In-Service Courses. In order to have a trained pool of Instructors for imparting Training on Gender Sensitivity, Training of Trainers is also conducted. Steps taken by BPR&D are given below:-

- (a) Bureau of Police Research & Development has sponsored 107 workshops in various States/ CPOs/CAPFs on "Gender Sensitization" and "Crime Against Women" during the year 2012-13 and 2013-14.
- (b) Bureau of Police Research & Development also sponsors "Training of Trainer workshops on Anti - Human Trafficking" to the States. An approximate amount of Rs. 2.25 crore has been released to the States under this project since 2010-11.
- (c) Anti-Human Trafficking is also a subject out of the 10 subjects under the Developing Specialist Investigators Scheme under in which 5 days' Training is imparted to the State Police personnel.
- (d) A number of States have introduced Gender Sensitization, Crime against Women, Sexual Harassment at Workplace, Domestic Violence etc. programmes in their syllabus of basic as well as other training programmes.

- (e) Bureau of Police Research & Development will develop 85 films on various topics of policing which also includes films on "Gender sensitization" and "Crime Against women" etc."

## **VIII. NATIONAL CONFERENCE FOR WOMEN IN POLICE**

1.59 The National Conference for Women in Police is organized by the Bureau of Police Research and Development biannually by rotation across the country with a view to providing an opportunity to women police personnel of all ranks to interact on various core issues of topical interest to women in Police. The First National Conference for Women in Police was held in New Delhi in February 2002 and delegates from 28 States and 3 Union Territories participated. The second, third and fourth were organized in Mussoorie, Panchkula (Haryana) and Bhubaneswar in July 2005, March 2009 and September 2010 respectively . The Fifth Conference was organized in Thrissur (Kerala) in 2012. A gist of recommendations/resolutions passed in each of these Conferences is given in **Annexure III**.

1.60 So far, the National Conferences for Women in Police have dealt with various core issues like a clear cut policy for the career development of women in police force, recognition of the leadership qualities and acceptance of the capabilities of women in police, a recruitment policy to meet up the inequality in the male-female ratio, a more friendly leave policy, accommodation for women on priority basis, crèche facility for all units having women, transportation for the lower ranked women personnel, separate toilet facility at all units/offices creation of mechanism for redressal of grievances at all units/offices etc.

1.61 While looking into the implementation status of various recommendations/resolutions passed in the National Conferences for Women, the Committee *inter alia* desired to know the status of implementation of recommendation passed in the Fourth National Conference for Women in Police held at Bhubaneswar in September, 2010 regarding providing 'flexible working conditions' to women police

personnel and the progress achieved in this regard state-wise, the Committee were informed as under:-

"(a) *Union Territory of Lakshadweep:-*

*All care is being taken. If any woman police complains about her domestic problem or health problem, due relaxation is done in nature of duty.*

(b) *Union Territory of Daman:-*

*“ .... and do not have any special provision for ' flexible working condition' for women. However, genuine requests for duty concessions are handled appropriately at all levels.”*

(c) *Nagaland:- The recommendation of the Fourth National Conference For Women in Police for flexible working conditions for women police is under consideration by the State Government."*

(d) *Uttarakhand:- "No"*

(e) *Odisha:- "The recommendations of the Fourth National Conference for Women in Police – 2010 is strictly followed in the training institutes of Odisha. "*

(f) *Maharashtra:- "At present, the State follows a uniform policy of transfer and postings and do not have any special provision for “flexible working condition” for women. However genuine requests for duty concessions are handled appropriately at all levels."*

(g) *Rajasthan: "The Flexible working conditions for women police personnel are being followed partially in the Department wherever the situation permits."*

(h) *Gujarat: "No such flexible timing is practiced."*

1.62 While observing that the Fifth National Conference for Women in Police had recommended for allocation of plan funds or modernization grants for development of infrastructure for women in police and capacity building for women in police and the Committee desired to know the progress achieved in this regard, the Ministry submitted in their written reply as under:-

*" Bureau of Police Research & Development in collaboration with different States organized 5<sup>th</sup> National Conference of Women in Police at Thrissur, Kerala, to deliberate upon various functional and operational issues of women in police. Copy of the Resolutions passed in the Fifth National Conference of Women in Police at Thrissur between July 25-27, 2012 have been circulated to all the States. Police being a State subject, States and UTs are expected to submit ATRs to the Bureau and the MHA. A few States/UTs/CPOs have sent their ATRs and still more ATRs are yet to come. Information is being collected from the States/UTs."*

## **IX. ALL WOMEN POLICE STATIONS**

1.63 When the Committee desired to know about the functioning of 'All Women Police Stations' and its advantages and disadvantages, the Ministry stated in their written reply as under :-

*"The setting up of specialized 'All Women Police Stations' (AWPS) has been seen as a progressive step as issues like domestic violence, dowry harassment and child abuse invariably end up at police stations and women police by their nature are better equipped to take a sympathetic approach. The principal objectives of the All Women Police Stations are as follows:-*

- Investigations by the police are expedited and monitored.*
- Family disputes are resolved or compromises reached through counselling.*
- In case of serious crimes, the women police officer makes spot enquiries, examines various witnesses, collects evidence and submits the report with*

*recommendations. Such investigations help in providing immediate relief and justice to the victims of violence and atrocities*

- *Regular contact with the complainant is made to know about her satisfaction regarding action taken and record her comments in daily diary report, which should be submitted to the Senior Officers."*

1.64 In this regard, the Ministry further informed that -

*" All Women Police Stations have certain inherent problems, the first being their coverage is entire sub-Division/District and they are ill equipped in terms of communication and mobility to cover their jurisdiction. For complainants too, it is difficult to contemplate filing a complaint with the AWPS when the well known nearby police station could provide necessary succour. The existence of a All Women Police Station is also a cause for diverting all such complaints to the AWPS by regular police stations which is also not desirable. Counselling to the parties concerned is a major part of the strategy to provide relief to women victims, so more focus needs to be given in this regard and there are attendant areas to be addressed such as burnouts in the police personnel and dissatisfaction of complainants etc. The powers and intervention should not be limited to marital disputes and but they could play the role as a specialized agency in addressing all issues including the safety of women through consultations with the schools, colleges, the market associations, the village panchayats, the municipal bodies and can increase its scope by undertaking a variety of activities to help, guide, empower and equip women while facing violence, harassment etc. It may be mentioned that all women police stations in Naxal areas will not be feasible/effective."*

1.65 The representative of the Maharashtra Police Department during the oral evidence, informed as under:-



*"Maharashtra has not gone in for All-Women Police Station because at every police station, we post women Officers or Head Constables or Constables. Generally, there is a policy to post not less than 4 women police Constables at a Police Station. So, they should be available round the clock. They are working there. So, one can handle or support another lady Constable. "*

1.66 Elaborating further, the Ministry stated that the National Police Mission Division of Bureau of Police Research and Development proposes to undertake performance audit of Women Police Stations by a professional body for assessing the requirements for their improvement. It is proposed that two police stations each from ten States with different profiles will be selected for this purpose.

1.67 There are 499 Women Police Stations in the country as on 1.1.2012. State/UT-wise number of Women Police stations and their locations is at **Annexure-IV**.

1.68 on being inquired by the Committee further into the feasibility of All Women Police Stations in States and its impact, the representative of the Odisha State Police during the oral evidence stated as follows:-

*" Here what we are doing is we are putting all mahila staff there and we have encountered a lot of problems which are being faced by women officers being posted there. Most of the cases which come to these police stations are related to dowry, torture, rape, etc. where mostly these lady officers have to travel, in a single case, to two-three locations all over India, which is very difficult for them on their own. We also have a Mahila Shishu Desk in each and every police station. My suggestion is that instead of having exclusively Mahila Police Station it will be better if we strengthen all the police stations to be gender sensitive and strengthening them by posting adequate women officers and staff at that police station."*

## **X. SEXUAL HARASSMENT/GRIEVANCES**

1.69 The Committee while pointing out that it is mandatory for the Central and State Governments, Private and Public Sector Undertakings to set up a Complaint Cell headed by a lady officer to investigate complaints against sexual harassment at work place, desired to know whether such a Complaint Cell headed by a lady officer is set up in the Police Force, the Ministry stated in their written reply that they are in the process of collecting information from the States/UTs. However, all CAPFs have already included the NGOs in the Complaint Committees to enquire into complaints of sexual harassment. They are associated with the enquiry into any complaints of Sexual harassment.

1.70 When the Committee further desired to know as to whether the complaints regarding sexual harassment at work place are disposed off expeditiously to the satisfaction of the aggrieved women and the time limit fixed for disposing off complaints pertaining to sexual harassment, the Ministry of Home Affairs submitted in their written reply that directions have been issued in this regard vide UO No. 45017/5/2012-Pers-I dated 04.09.2012 to all CAPFs to ensure time bound treatment of complaints.

1.71 The Ministry further informed that with regard to information pertaining to State and Union Territories in this regard, they are in the process of collecting the same.

1.72 Analysing the issue of sexual harassment further, the Committee desired to know the data on past three years about the number of complaints received, exact description of complaints in brief, number of complaints disposed off, number of persons punished/convicted, number of complaints pending, duration of their pendency and the reasons therefore, the Ministry informed that the information is being collected from the States/Union Territories. Nonetheless, with regard to the status of sexual harassment complaints in Central Industrial Security Force(CISF), the Committee were informed by the representative of CISF during the oral evidence as follows:-

*“We have implemented Vishaka judgement in its entirety and as far as the figures are concerned, in 2012, we had 19 complaints of sexual harassment which were reported. We have committees everywhere and at the Centre. Being the senior*

*most, I am heading the Committee. So, women do come and complain. Out of 5000 women police personnel, we did have 19 complaints. In five cases, allegations were proved also. I would like to tell the Committee that since 2007, we have dismissed four personnel who were involved in sexual harassment. This also involves gazetted officers. We have two officers who were compulsorily retired from service. 20 officers were either given reduction either in rank or in pay. Therefore, just by virtue of implementing this judgement and having this Committee, we do see a very positive figure coming in”.*

1.73 The Ministry further informed that the primary challenge with regard to the Sexual Harassment Cells has been the setting up of the Cells itself and since now it is a mandatory requirement under the Prevention of Sexual Harassment Act 2013, the response would be much better.

## **XI. STRESS MANAGEMENT**

1.74 The Committee, while observing that women Police, as they discharge the dual roles of managing the home front and professional life, are more prone to stress than their male counterparts, desired to know the steps taken to address this issue. In response, the Ministry stated during the oral evidence as under:-

"We do have some training programmes on stress management. We are doing the soft skill development. There is a complaint against the police. Nobody wants to go to the police station because of the behaviour, the kind of attitude that they exhibit. Yes, we are trying to address these problems through small training programmes. We have done it in Punjab. We are not only doing the programmes but also the impact assessment study, evaluation of these programmes as to what is happening. For that, it is not the Police Department which is doing this but an independent agency which is going to those places to see whether the programmes have made any significant changes or not."

1.75 When the Committee desired to know whether the issue of stress among women police has been analysed and whether any steps have been taken in this regard, the Ministry informed that the Bureau of Police Research & Development has been requested to carry out a study on the issue.

1.76 When the Committee further desired to know whether any incidence of lady police officers committing suicide owing to stress has come to notice, the Ministry could not come up with the relevant data. On the other hand, the National Crime Records Bureau has given the following information on suicides committed by police personnel:-

*“214 police personnel committed suicide in the country during the year 2012. Tamil Nadu (58 persons) has reported the highest number of suicides (27.1%) followed by Maharashtra (28 persons) (13.1%) and Karnataka (17 persons) (7.9%). Nearly 26.0% (50 persons) suicides at all-India level were reported in the age group (18-35 years). 55.6% suicides (119 persons) in the age group (35-45 years), 35.0% (75 persons) in the age group (45-55 years) and 9.3% (20 persons) in the age group (above 55 years).”*

## **XII. COMPILATION OF BEST PRACTICES**

1.77 When the Committee desired to know about any comparative analysis made by the Ministry on the status of women police officers in the country vis -à-vis the women police personnel in China, Pakistan, USA, Russia and Sri Lanka in terms of recruitment procedure, service conditions, facilities provided, duration of service, age of retirement, nature of duty etc., the Ministry informed that the relevant information is not available even with the United Nations Development Fund for Women (UNIFEM).

1.78 Regarding the best practices, it was submitted during the oral evidence:-

*“ There are a lots of people who have come out, like the CISF has come out with something, the Punjab Police has come out with something. So, if there are so many best practices in a State and if those could be compiled and then the*

*guidelines are issued by MHA then may be we all can try to reach that stage and I think that is good for everyone.”*

### **XIII UN RESOLUTION 1325**

1.79 The UN Security Council Resolution 1325 on women, peace and security, adopted on 31 October, 2000, reaffirms the important role of women in the prevention and resolution of conflicts, peace negotiations, peace building, peace keeping , humanitarian response and in post-conflict reconstruction. The Resolution calls upon all countries to allow increased representation for women at all levels. It urges to increase the participation of women at decision making levels in conflict resolution and peace process, appoint more women as Special Representatives and Envoys and expand their role in peace keeping operations particularly among military observers, police,

human rights and humanitarian personnel. The Committee have learned that the key provisions of UN Security Council Resolution 1325 are as follows:

- (i) Increased participation and representation of women at all levels of decision-making;.
- (ii) Attention to specific protection needs of women and girls in conflict;
- (iii) Gender perspective in post-conflict processes;
- (iv) Gender perspective in UN programming, reporting and in SC missions;
- (v) Gender perspective & training in UN peace support operations;

1.80 In consonance with the UN Resolution to have more women in police force, the representative of Punjab Police informed the Committee during the oral evidence as under:-

*"In Liberia, the CRPF Women Contingent, which was the first women contingent to be deployed in the United Nations Peace Keeping Force, was very successful. What was found was that because the women who are victims in riot affected areas are more comfortable talking to women police officers and they will never approach a policeman and if you substitute a woman police officer for a male police officer, she will definitely go and talk to her and her problem will be sorted out."*

## PART II

### OBSERVATIONS/ RECOMMENDATIONS OF THE COMMITTEE

#### Representation of women in Police Force

2.1 The Committee observe that increasing the strength of women police personnel in the police force has engaged the attention of the Ministry of Home Affairs over the past decade and gradually the representation of women has shown an increasing trend in the police force. The Ministry has stated that even though 'police' and 'public order' are State subjects under the Constitution, their continual interventions and advisories to State/ Union Territories have created a positive impact. The Ministry has issued detailed advisories in September 2009 and in April 2013 to State Governments and Union Territories advising them to increase the representation of women in the police force to 33 per cent in view of the fact that women constitute 48.5% of the country's total population. The Committee also observe that increasing the number of women police personnel has been a recurring agenda in all the National Conferences for Women in Police. As on 1 January, 2012, the actual strength of women in police force in all the States and the Union Territories was 84,479 which is merely 5.33 per cent of the total combined strength of 15,85,117 police personnel. In fact, after the induction of women police personnel in the erstwhile princely State of Travancore for the first time in the year 1939, the progress on this count has found to be sluggish. Even though the pace of inducting women police personnel has picked up in the recent years, their representation is uneven across the States. The Committee are of the strong opinion that the very presence of women personnel in police

stations could create a congenial environment for women who unfortunately become victims of crime or those who are from weaker sections of society to access police stations without inhibitions. The Committee, therefore, strongly recommend the Ministry to take all possible steps in coordination with the State Governments to ensure that special recruitment drive is undertaken in all the States so that their representation is raised to the desired level of 33 per cent at the earliest. The Ministry should also work out modalities to ensure that various central grants/ funds which are being provided to States for modernization of their police force should be linked to the progress achieved by them in the increased representation of women police personnel. The Committee would like to be apprised of the action taken in this regard.

*(Recommendation Sl. No. 1, Para No. 2.1)*

### **Encouragement to Women Candidates**

2.2 The Committee note that during recruitment in the police force, the candidates possessing NCC certificate are awarded 2% additional marks by the Union Territory of Lakshadweep. As per existing Recruitment Rules, some weightage to NCC certificate holders is given by the States of Nagaland, Odisha and Gujarat, whereas, 3 additional marks are given by the State of Rajasthan. The Committee also observe that in Uttarakhand, no weightage is given to NCC candidates possessing 'C' certificate. Though the Committee understand that NCC candidates possessing 'C' certificate are very few and women candidates possessing this certificate are negligible, they are of the firm opinion that the representation of women in all walks of life, especially in the police force, should



be increased substantially to address the specific needs of women in the fast changing society and social ethos. The Committee also believe that induction of more women in police force is a natural demand of contemporary policing and therefore a positive prescription in the form of encouraging women to join NCC and thereafter opt for various jobs in police force of the country should be meticulously explored. The Committee, therefore, desire that women candidates possessing NCC 'C' Certificate should be given weightage in police recruitment and a uniform guidelines in this regard be formulated and practiced in all the States/UTs.

*(Recommendation Sl. No. 2, Para No. 2.2)*

### Basic amenities/Rest Rooms

2.3 The Committee were informed by the Ministry that adequate toilets/rest rooms are provided to women police personnel, as far as possible, in all the police stations and locations where they have been posted. However, to their dismay, on the contrary, the Committee during the oral evidence, were apprised by the women representatives of various State Police/Police Departments about the inadequacy/ non-availability of toilets and rest rooms at their place of posting and stressed the urgent need for separate toilets, rest rooms and mobile toilets for them. The Committee also observe that the women personnel, especially who are working in Central Armed Police Forces like BSF, CRPF, CISF etc., and posted at different field locations while dealing with demonstrations and maintaining law and order should also have the facility of mobile toilets. The Committee are of considered opinion that owing to inherent nature of women,

ethos and value system prevalent in the country, the women police personnel are often reluctant to share toilets with their male counterparts. The Committee, therefore, strongly recommend that the Government should look into the reasons for inadequacy/ non-availability of basic amenities/ rest rooms for women police personnel and take effective remedial measures to ensure the availability of sufficient number of separate toilets/ rest rooms/ mobile toilets to them. The Committee would also like the Government to allocate additional funds to the States/ UTs to achieve this objective at the earliest.

*(Recommendation Sl. No. 3, Para No. 2.3)*

### Crèches/Day Care Centre Facilities

2.4 The Committee note that 'Crèches' and 'Day Care Centres' are provided by the Central Armed Police Forces(CAPFs) to their women employees, on need basis, from their respective Welfare Funds. The Committee find that for the fiscal year 2012-13, funds to the tune of Rs. 1.22 crore were released for this purpose, whereas, utilization was to the tune of Rs. 59 lakhs only. Further, the Committee find that for the fiscal year 2013-14, a provision of Rs. 1.80 crore has been made in this regard. The Committee express their displeasure not only on the substantial under-utilization of allocated funds but also the inability of the Ministry to provide reliable data relating to availability of crèches/ day care centre facilities at various locations in the Central Armed Police Forces (CAPFs). The Committee strongly reiterate the need for child care services which have been emphasized in various policy documents of the Government viz., the National Policy for Children, the National Policy for Education, the National Policy for

**Empowerment of Women and the National Plan of Action for Children, 2005. The Committee are at a loss to understand as to why the Ministry went into slumber and failed to appreciate the need for establishing the facilities of crèches and day care centres for their women police personnel. The Committee are of the view that the Government was not sincere in implementing their own policies and programmes of providing crèche and day care facilities to their women police personnel. The Committee are disappointed to find that no reliable data has been maintained in regard to availability of crèches/ day care facilities at various locations in the Central Armed Police Forces(CAPFs) and deplore the lackadaisical approach of the Ministry in this regard. The Committee, therefore, strongly urge the Government to implement the programme of establishing crèches/ day care facilities for their women police personnel with due seriousness by assigning it high priority and formulating year-wise targets so as to achieve the intended objectives by the end of Twelfth Five Year Plan.**

*(Recommendation Sl. No. 4, Para No. 2.4)*

### **Transfer/Posting of Women Police Personnel**

**2.5 The Committee are perturbed to note that rigid transfer/posting policy for women police personnel is one of the contributing factors for lesser number of women aspiring to join the police force in the country or continuing with the police force after their marriage or other domestic compulsions. The Committee have been informed that the policy of posting of spouse at the same station is being implemented by various police organisations, however, due to functional requirements of the police force, there is no uniform policy on pan India basis. The Committee have also been informed that the Bureau of Police Research and**

Development (BPR&D) is contemplating a research study on the impact of existing transfer policy on women police personnel and their overall level of satisfaction. The Committee would like the Government to expedite setting up of the said research study and hope that the outcome of such study would help them to formulate an effective and uniform transfer/ posting policy suiting to the needs of women police personnel. The Committee would like to be informed of the contours of the said research study viz., its terms of reference, methodology, co-opting the representatives of the State Police Organisations/ Central Armed Police Forces and the likely date of completing of said study at the time of Action Taken Report.

*(Recommendation Sl. No. 5, Para No. 2.5)*

### Residential accommodation

2.6 The Committee note that the problem of non-availability of residential accommodation is one of the contributing factors for low in-take of women in police force. The Committee have been informed that out of 21.6 lakh sanctioned strength of State police force, 4.6 lakh personnel have been provided residential accommodation by the Government while 1.8 lakh personnel have been provided accommodation on lease, rent or from general pool. It has also been informed that out of the total sanctioned strength, 39.7% (6,976) officers have received housing facility against 28.4% (81,366) of upper subordinates and 29.5% (5,48,085) of lower subordinates. On the basis of statistical details provided by the Government, the Committee find that out of the total sanctioned strength of 21.6 lakh police personnel, a meagre 30 per cent (6.4 lakh) personnel have been provided with residential accommodation which in itself does not augur well of

strengthening the police force in the country especially the women police personnel posted at far-flung areas. The Committee, therefore, strongly recommend that an effective housing policy should be devised by the Government to augment the availability of residential accommodation to be provided to the police personnel preferably near the place of posting. At the same time, possibility of introducing separate housing pool for women police personnel should also be explored by the Ministry in consultation with the various State Governments. The availability of funds should not stand as a hindrance in expanding the facility of residential accommodation to police personnel especially the women. The Committee would like to be kept informed about the progress made in this regard.

*(Recommendation Sl. No. 6, Para No. 2.6)*

### **Mainstreaming of Women Police Personnel**

2.7 The Committee find that, theoretically, women police personnel are assigned equal responsibilities vis-à-vis their male counterparts in policing and other frontline duties. However, in practice, the Committee note that there is a general perception that women police personnel are not able to withstand difficult and/or arduous nature of duties as compared to their male counterparts. On this analogy, many State police forces have distinct cadres for women and men with lesser number of deployable posts for women as a result of which promotion prospects of women police personnel get retarded in comparison to their male counterparts. Besides, the women police personnel are commonly deployed for discharging less-effective jobs like Computer Operator, Data Entry

**Operator, Wireless Operator etc. During the course of oral evidence, since representatives of the women police personnel from various State police organisations have made submission to the effect that they are fully equipped to take up all sorts of responsibilities in the areas of policing, maintaining law and order, frontline duties etc., which are being discharged by their male counterparts, the Committee now strongly feel that there is an urgent need to mainstream the women police personnel by assigning all types of policing jobs to them and by putting them at par with the male counterparts. The Committee, therefore, recommend that the Government should take up the issue of discrimination of women police personnel vis-à-vis their male counterparts in promotion and assigning them less challenging duties, commonly termed as 'soft duties', with the State Governments to take up urgent corrective steps for mainstreaming the women police personnel. The Committee would like to be apprised of the outcome of initiatives taken by the Government.**

*(Recommendation Sl. No. 7, Para No. 2.7)*

### **Training to Women Police Personnel**

**2.8 The Committee find that the women police personnel are imparted with the requisite training at par with their male counterparts in the Central Armed Police Forces. Police organisations of States also impart all the necessary training to their women police personnel. One of the training objectives of women police is to handle women demonstrators in a humane and sensitive manner. There is also a module included in the basic training for unarmed combat as well as weapons and physical fitness which is also being imparted to women police personnel.**

Besides, familiarization and sensitization programmes in various laws relating to crime against women such as rape, trafficking, child abuse, domestic violence etc., are also imparted to women police personnel. The Committee appreciate the steps taken by the Government to impart uniform training to women and male police personnel which will be a step forward in mainstreaming of women police personnel. They also recognise the non-discriminatory approach of various police organisations in encouraging the women police personnel to participate in various familiarization and sensitization programmes. The Committee expect the Ministry to undertake an impact assessment of their efforts and inform them accordingly.

*(Recommendation Sl. No. 8, Para No. 2.8)*

### **Gender Sensitization**

2.9 The Committee note that the concept of gender sensitization is now being recognized by all the police organisations. As a sequel to this, gender sensitization has been made an integral part of basic training imparted to various ranks as well as in all in-service courses. Training on this aspect is also being imparted to the trainers so that they could efficiently disseminate the inherent principles of gender equality to the trainees. The Committee further note that BPR&D has also sponsored 107 workshops in various States/ CPOs/ CAPFs on gender sensitization and crime against women during the year(s) 2012-13 and 2013-14. During the examination of the subject by the Committee, it has also come out that the Ministry has constituted a Committee to review the training manuals of police personnel with a view to analyzing the entire gamut of gender sensitization with a new perspective. The Committee observe that despite the

existence of problem of gender inequality in police organisations, the Government has done little in discharge of its responsibilities to achieve the objective of gender sensitization except organizing workshops and training. The responsibilities assigned in principle are efficacious to shape the entire police organisation in the country into its new and ideal incarnation by making it efficient, energized and ebullient. The Committee, therefore, strongly recommend that the Government should now shed its inhibition, laid back approach and be in the forefront of heralding a new era by way of gender sensitization in the entire police force. The importance of gender sensitization in police hold to the development of policing and police system in the country where women constitute 48.5% of the country's total population. The Committee also desire that the report of the Committee constituted to review the training manuals of police personnel would be submitted and implemented in the right earnest. The Committee would like to be kept abreast of the steps taken by the Government to gender sensitize the police organisations in close coordination with the State Governments.

*(Recommendation Sl. No. 9, Para No. 2.9)*

### **National Conference for Women in Police**

2.10 The Committee find that the National Conference for Women in Police is organized by the Bureau of Police Research and Development biannually (BPR&D) in collaboration with different States with a view to providing an opportunity to women police personnel of all ranks to interact on various core issues of topical interest. So far, five Conferences have been held for



deliberating upon various core issues viz., a clear cut policy for the career development of women in police force, recognition of the leadership qualities and acceptance of the capabilities of women in police, recruitment policy to meet up the inequality in the male-female ratio, a friendly leave policy, accommodation for women on priority basis, crèche facility for all units having women, transportation for the lower ranked women personnel, separate toilet facility at all units/offices, creation of mechanism for redressal of grievances at all units/offices etc. The Committee are informed that subsequent to the Conferences, the copies of the resolutions passed therein are circulated to all the States for implementation. Police being a State subject, States are expected to submit Action Taken Reports to the Bureau and the Ministry. However, the Committee are given to understand that so far all the States have not submitted Action Taken Reports to the Ministry. The Committee also understand that no time-frame has been prescribed for the States to submit the Action Taken Reports with regard to the recommendations/resolutions passed in the Conferences. The Committee to their dismay do not find the extant situation favourable to the expeditious implementation of recommendations made and resolutions passed in the Conferences. The Committee have serious apprehensions that if the State Governments lack the desired initiative to implement the recommendations passed in the Conferences concerning the well being of women police, the very purpose of organizing these Conferences seems defeated. The Committee, therefore, strongly recommend that the Ministry should formulate a mechanism to follow-up the progress made by the States in implementing the recommendations made and resolutions passed in the Conferences. The Ministry should also prescribe a specific time limit for submission of Action Taken Reports by the States on the recommendations

made and resolutions passed in the Conferences so that the genuine problems of women in uniform are addressed in an eloquent manner. The Committee would like to be apprised of the action taken by the Ministry in this regard at the earliest.

*(Recommendation Sl. No. 10, Para No. 2.10)*

### **All Women Police Stations**

2.11 The Committee note that the concept of setting up of All Women Police Stations (AWPSs) has recently gained momentum and as on 1.1.2012, 499 Women Police Stations in the country have been established. The Committee find that the intention of establishing AWPSs lies in the fact that various issues like domestic violence, dowry harassment and girl child abuse could be eloquently tackled by women police personnel. However, the Committee find that there are divergent views amongst States in regard to setting up of AWPSs. For instance, Maharashtra have not established any AWPS and their focus is on strengthening each police station with increased deployment of women police personnel to tackle cases relating to crimes against women. The Committee also find that the National Police Mission Division of BPR&D has proposed to undertake performance audit of Women Police Stations by a professional body for assessing the requirements and suggesting improvements. While deliberating on this issue by taking into consideration the divergent views on the aspect of establishing AWPSs vis-à-vis deployment of more women police personnel in each police station, the Committee feel that if adequate number of women police personnel are deployed in each police station and the complaints

of crimes against women are dealt with in an effective and efficient manner, there would be little justification for establishing AWPSs. The Committee, therefore, recommend that the performance audit of Women Police Stations proposed to be undertaken by a professional agency should be expedited and thereafter a conscious decision may be taken by the Government. The Committee would await the final outcome in the matter within six months of the presentation of the Report to the Parliament.

*(Recommendation Sl. No. 11, Para No. 2.11)*

### **Sexual Harassment/Grievances of women police personnel**

2.12 The Committee find that the guidelines and norms laid down by the Supreme Court against sexual harassment of women at work place in Vishaka Case are being scrupulously implemented in police organisations. All CAPFs have constituted the Complaints Committee to deal with the cases of sexual harassment of women police personnel. Further, to prevent the possibility of any undue pressure or influence from senior levels, a woman from Non-Governmental Organisation who is familiar with the issue of sexual harassment is also involved as member of the Complaints Committee. The Committee note that the Ministry have issued directions to all CAPFs to ensure time bound treatment of complaints received by women police personnel. The Committee also note that States are also according due importance to complaints of sexual harassment in the police organisations and striving to dispose off the complaints at the earliest. The Committee welcome the steps taken by the Ministry as well as the State Governments to sensitize the CAPFs and police organisations

respectively to expeditiously deal with the complaints of sexual harassment at work place made by the women police personnel. Notably, the Sexual Harassment of Women at Work Place (Prevention, Prohibition and Redressal) Bill has been passed by both the Houses of Parliament and on 22 April, 2013, the President of India has accorded his assent to the Bill. The Committee expect that the Ministry of Women and Child Development would notify the Sexual Harassment of Women at Work Place (Prevention, Prohibition and Redressal) Act, 2013 at the earliest. The Committee also urge the Ministry of Home Affairs to maintain a detailed record of State-wise complaints of sexual harassment of women police personnel at work place viz., the number of complaints received, disposed off and action taken against the charged official.

*(Recommendation Sl. No. 12, Para No. 2.12)*

### **Stress Management in Police Forces**

2.13 The Committee note that stress management is of great significance in the healthy working of all the police organisations. In this context, the Committee are informed that the Bureau of Police Research and Development (BPR&D) has been advised to undertake a study relating to various issues of stress management amongst women police personnel. They are also apprised that 214 police personnel had committed suicide in the country during the year 2012. The Committee further note with dismay that no statistical data is being compiled by the National Crime Records Bureau (NCRB) to scientifically evaluate the reasons for stress amongst police personnel leading to increase in the cases of suicide. Besides, the Committee have not been informed as to how many women police personnel had committed suicide due to stress and other duty-related problems.

While expressing their dissatisfaction on the callous attitude of various police organisations for their inability to identify the causes of stress amongst the police personnel especially women and formulate effective policies, the Committee are of the strong view that long hours of duty and denial of leave are major factors for increase in stress amongst police personnel. The Committee, therefore, recommend that the Government should undertake a study for identifying the reasons for stress amongst the police personnel especially women and formulate pragmatic policies for effective stress management.

*(Recommendation Sl. No. 13, Para No. 2.13)*

#### UN Resolution and women police personnel

2.14 The Committee find that United Nations Security Council adopted a Resolution on 31 October, 2000 by reaffirming the important role of women in the prevention and resolution of conflicts, peace negotiations, peace building, peace keeping, humanitarian response and in post-conflict reconstruction. The Resolution calls upon all countries to allow increased representation for women at all levels. Juxtaposition of the UN Resolution with the ground realities in the country, the Committee note that in Liberia, the CRPF women contingent, which was the first women contingent to be deployed in the United Nations Peace Keeping Force, was very successful in view of the fact that women who are victims in riot affected areas are more comfortable talking to women police officers. The Committee appreciate the efforts of the Government to implement the UN Resolution by way of deploying their women police contingent to UN Peace Keeping Mission. The Committee further find that the key provisions of

the UN Security Council Resolution 1325 are: increased participation and representation of women at all levels of decision making, attention to specific protection needs of women and girls in conflict, gender perspective in post-conflict processes, gender perspective in UN programming, reporting and SC missions and gender perspective and training in UN peace support operations. The Committee are of the firm view that if these five key provisions are implemented by the Member States in true spirit, the status of women police personnel will touch dizzy heights. Hence, the Committee urge upon the Government that the women police personnel should be given preference as part of the above UN Resolution implementation.

*(Recommendation Sl. No. 14, Para No. 2.14)*

NEW DELHI  
5 September, 2013  
14 Bhadrapada, 1935 (Saka)

RAJKUMARI RATNA SINGH,  
Chairperson,  
Committee on Empowerment of Women.

## STRENGTH OF WOMEN POLICE IN STATES AND THEIR PERCENTAGE

Sl.	States / UTs	Total Strength of Total State Police (Civil & Armed)		Strength of women police	% of Women Police
		Sanctioned	Actual	Actual	Actual
1	ANDHRA PRADESH	1,32,712	89,325	2,031	2.27
2	ARUNACHAL PRADESH	11,517	7,805	399	5.11
3	ASSAM	62,174	55,692	620	1.11
4	BIHAR	87,314	67,964	1,485	2.18
5	CHHATTISGARH	62,836	47,628	1,931	4.05
6	GOA	6,220	5,280	347	6.57
7	GUJARAT	1,03,545	57,889	2,021	3.49
8	HARYANA	61,584	41,018	3,077	7.50
9	HIMACHAL PRADESH	17,185	14,676	1,420	9.68
10	JAMMU & KASHMIR	77,871	72,760	2,185	3.00
11	JHARKHAND	73,270	55,403	1,842	3.32
12	KARNATAKA	90,722	79,226	3,348	4.23
13	KERALA	50,375	46,226	3,001	6.49
14	MADHYA PRADESH	83,665	76,506	3,010	3.93
15	MAHARASHTRA	1,81,803	1,34,696	20,062	14.89
16	MANIPUR	31,083	23,104	636	2.75
17	MEGHALAYA	12,792	11,082	220	1.99
18	MIZORAM	11,246	10,428	575	5.51
19	NAGALAND	24,282	24,196	259	1.07
20	ODISHA	55,073	45,976	3,675	7.99
21	PUNJAB	79,446	72,063	2,789	3.87
22	RAJASTHAN	84,059	76,454	5,698	7.45
23	SIKKIM	5,441	3,939	189	4.80
24	TAMIL NADU	1,12,363	95,745	10,118	10.57
25	TRIPURA	41,608	36,296	697	1.92
26	UTTAR PRADESH	3,68,618	1,73,341	2,586	1.49
27	UTTARAKHAND	20,003	15,646	1,498	9.57
28	WEST BENGAL	77,047	55,159	1,811	3.28
29	A&N ISLANDS	4,424	3,647	388	10.64
30	CHANDIGARH	7,873	7,308	985	13.48
31	D&N HAVELI	325	280	26	9.29
32	DAMAN & DIU	351	257	10	3.89
33	DELHI UT	81,468	75,169	5,356	7.13
34	LAKSHADWEEP	349	296	16	5.41
35	PUDUCHERRY	3,952	2,637	168	6.37
	All India	21,24,596	15,85,117	84,479	5.33

**Annexure - II****STRENGTH OF WOMEN POLICE IN CENTRAL FORCES (as on 01.01.2012)**

Out of total **15,071** Women Police, the highest number of 5,414 (35.9%) women Police were available in Central Reserve Police Force (CRPF) followed by 4,815 (31.9%) in Central Industrial Security Force (CISF).

Sl.	Names of Central Police Forces	Total No. of Battalions	DGP/ Spl. DG	Addl. DG	IGP	DIG	AIGP/ SSP/ Comm.	Addl SP / Dy. comm	ASP / Dy. SP / Asst. Comm	Others Gr. A&B	INSP	S.I	A.S.I	Head Const.	Const	Others	Total
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)	(17)	(18)
1.	Assam Rifles (AR)	46	0	0	0	0	0	0	12	0	0	25	0	1	51	0	89
2.	Border Security Force (BSF)	170	0	0	0	0	25	17	13	21	42	212	123	162	889	13	1517
3.	Central Industrial Security Force (CISF)	12Bns & 354 units	0	0	0	3	14	2	4	13	47	564	78	184	3906	0	4815
4.	Central Reserve Police Force (CRPF)	222	0	0	0	4	8	24	89	106	197	561	183	1010	3232	0	5414
5.	Indo-Tibetan Border Police (ITBP)	49	0	0	0	1	0	6	53	0	38	40	18	33	573	18	780
6.	National Security Guard (NSG)	0	0	0	0	0	0	1	1	0	19			20			41
7.	Railway Protection Force (RPSF) & (RPF)	12	0	0	1	0	6	0	1	0	1	80	19	130	1051	0	1289
8	Sashastra Seema Bal (SSB)	57	0	0	0	0	0	1	0	19	0	11	0	0	850	245	1126



**GIST OF RECOMMENDATIONS/ RESOLUTIONS PASSED IN NATIONAL CONFERENCE FOR WOMEN IN POLICE**

	<b>National Conference for Women</b>	<b>Place</b>	<b>Date</b>	<b>Recommendations</b>
<b>1</b>	<b>First National Conference for Women in Police</b>	<b>Delhi</b>	2002	<ul style="list-style-type: none"> <li>• Minimum 33 % reservation</li> <li>• Open recruitment</li> <li>• Specialized training</li> <li>• Toilet and rest rooms</li> <li>• Maternity leave to be enhanced to 6 months</li> <li>• Day care centres and creche facilities</li> </ul>
<b>2</b>	<b>Second National Conference for Women in Police</b>	<b>Mussorie</b>	July, 2005	<ul style="list-style-type: none"> <li>• Increase representation</li> <li>• Suitable recruitment procedures with suitably differentiated physical standards</li> <li>• Common cadre</li> <li>• Training needs analysis</li> <li>• Ongoing research and data collection</li> <li>• Gender audit and Gender budgeting</li> <li>• Sexual harassment at the work place</li> </ul>
<b>3</b>	<b>Third National Conference or Women in Police</b>	<b>Panchkula</b>	March 2009	<ul style="list-style-type: none"> <li>• National Police Mission on Women in Police</li> <li>• Annual State/CPO level conference</li> <li>• Increased recruitment</li> <li>• Interface with community</li> <li>• Posting at Police Stations</li> </ul>
<b>4</b>	<b>Fourth National Conference for Women in Police</b>	<b>Bhubaneswar</b>	Sep, 2010	<ol style="list-style-type: none"> <li><b>1. Recruitment and Training</b> <ul style="list-style-type: none"> <li>• 30% Reservation in civil police</li> <li>• Combined basic Training, Induction of Women Trainers and Common Syllabus</li> <li>• Gender Sensitization Modules in Basic and In-service Courses</li> </ul> </li> <li><b>2. Mainstreaming</b> <ul style="list-style-type: none"> <li>• Common Cadre for promotion for equal promotion opportunities</li> <li>• Posting in Police Stations immediately after training</li> <li>• Mainstream posting – SHO, SDPO, CID, CB</li> </ul> </li> <li><b>3. Service Issues</b> <ul style="list-style-type: none"> <li>• Implementation of Vishaka Guidelines</li> <li>• Mentoring, Flexible working conditions</li> <li>• Provision of appropriate equipment – e.g. Bullet proof jackets &amp; helmets etc.</li> <li>• Grievance Redressal Mechanism</li> <li>• Posting near/at the place of posting spouse</li> </ul> </li> <li><b>4. Welfare measures</b> <ul style="list-style-type: none"> <li>• Child Care Leave/Maternity Leave in the pattern of GOI in all States</li> </ul> </li> </ol>

				<ul style="list-style-type: none"> <li>● Provision of Crèche</li> <li>● Relaxed Uniform Rules &amp; Training curriculum</li> <li>● Basic amenities – Toilets and Rest Rooms at work place</li> </ul> <p><b>5. Miscellaneous</b></p> <ul style="list-style-type: none"> <li>● Nodal Officer in every police organization</li> <li>● State Level Conference – Financial Assistance from BPR&amp;D</li> <li>● For CPOs / CAPFs – Family accommodation for Mahila Battalions in CRPF. More residential Schools</li> <li>● Training in Computers, Disaster Management, Intelligence etc.</li> <li>● Women officers to be inducted in SSB and ITBP</li> </ul>
5	<b>Fifth National Conference for Women in Police</b>	<b>Thrissur</b>	July, 2012	<ul style="list-style-type: none"> <li>● Number of Women in Police</li> <li>● Policies : Recruitment, Posting , Promotion</li> <li>● Mainstreaming</li> <li>● Infrastructure and funds</li> <li>● Capacity Building and Training</li> <li>● Implementation and Monitoring</li> <li>● Police Image and Gender Sensitization</li> </ul>

**ALL WOMEN POLICE STATIONS**

<b>Sl.</b>	<b>States / UTs</b>	<b>No. of Women Police Stations</b>
1.	Andhra Pradesh	32
2.	Arunachal Pradesh	
3.	Assam	1
4.	Bihar	40
5.	Chhattisgarh	4
6.	Goa	1
7.	Gujarat	31
8.	Haryana	2
9.	Himachal Pradesh	
10.	Jammu & Kashmir	2
11.	Jharkhand	22
12.	Karnataka	10
13.	Kerala	4
14.	Madhya Pradesh	9
15.	Maharashtra	
16.	Manipur	9
17.	Meghalaya	7
18.	Mizoram	
19.	Nagaland	
20.	Odisha	6
21.	Punjab	6
22.	Rajasthan	29
23.	Sikkim	
24.	Tamil Nadu	196
25.	Tripura	1
26.	Uttar Pradesh	71
27.	Uttarakhand	2
28.	West Bengal	10
29.	A&N Islands	
30.	Chandigarh	
31.	D&N Haveli	1
32.	Daman & Diu	
33.	Delhi	
34.	Lakshadweep	

35.	Puducherry	3
	All India	499

**COMMITTEE ON EMPOWERMENT OF WOMEN (2012-2013)**

**MINUTES OF THE SEVENTH SITTING OF THE COMMITTEE HELD ON  
TUESDAY, THE 19<sup>th</sup> MARCH, 2013**

The Committee sat from 1500 hrs. to 1630 hrs. in Committee Room 'B, Parliament House Annex, New Delhi.

**PRESENT**

**Rajkumari Ratna Singh** - Chairperson

**MEMBERS**

**LOK SABHA**

2. Smt. (Dr).Kakoli Ghosh Dastidar
3. Smt. Jyoti Dhurve
4. Smt. (Dr) Botcha Jhansi Lakshmi
5. Smt. Annu Tandon
6. Smt. Prabha Kishor Taviad
7. Shri. O.S.Manian

**RAJYA SABHA**

8. Smt. Anu Aga
9. Smt. Jaya Bachchan
10. Smt.Naznin Faruque
11. Shri. (Dr) C.P. Thakur
12. Smt. Prabha Thakur

**SECRETARIAT**

1. Shri R.K. Jain - Joint Secretary
2. Shri S.C. Chaudhary - Director
3. Shri Raju Srivastava - Additional Director

**Representatives of the Ministry of Home Affairs**

1. Shri S.Jayaraman - Special Secretary, (IS), MHA
2. Shri K. Skandan - Additional Secretary (CS)
3. Shri S. Suresh Kumar - Joint Secretary (CS)
4. Smt.Kanwaljit Doel, IPS - Director General (Investigation), NHRC

- |                          |                                 |
|--------------------------|---------------------------------|
| 5. Shri Neeraj Kumar     | - Commissioner of Police, Delhi |
| 6. Smt. Nirmal Choudhary | - Director General, BPR&D, MHA  |
| 7. Shri. Dilip Trivedi   | - Special DG, BSF               |
| 8. Shri P.B.K. Reddy     | - ADG, CRPF                     |
| 9. Shri R.C. Tayal       | - ADG, SSB                      |
| 10. Smt. Shikha Goel     | - DIG (Personnel), CISF         |

2. At the outset, the Chairperson welcomed the members of the Committee to the sitting convened to have a briefing by the representatives of the Ministry of Home Affairs in connection with examination of the subject 'Working Conditions of Women in Police Force'.

*[Witnesses were then called in]*

3. After welcoming the witnesses, the Chairperson read out Direction 55 (1) regarding confidentiality of the proceedings. The Chairperson then highlighted the urgent need to increase the strength of women in police force especially at various levels in the police hierarchy. The Chairperson further pointed out the need to speed up the process of women recruitment in police force in view of the fact that women comprises only a very small per cent of the country's total police force. The Chairperson also stated that the presence of women officials in police stations would definitely create a congenial environment for women and weaker sections of the society to visit police stations without fear and difficulty.

4. Thereafter, the representatives of the Ministry of Home Affairs, Delhi Police and other CPOs highlighted the various steps taken by the Government to improve the working conditions of women in police force. The representative from the Ministry informed the Committee about the steps taken by the Government to increase the strength of women force to 33 per cent and also to initiate measures to encourage more women to join the force. The Members of the Committee raised various issues concerning the creation of women police station, recruitment policy of the Government and other aspects relating to the subject and the status of implementation of the recommendations made by various National Conferences for Women in Police. The Committee further desired that more women representatives from the police force should attend the subsequent sittings on the subject to have a realistic view of their working conditions. The issues raised by the Chairperson and the Members were replied to by the officers of the Ministry. However, on the queries on which the information was not readily available, the Ministry of Home Affairs was directed to furnish written replies to the Secretariat at the earliest.

*[The witnesses then withdrew]*

5. A verbatim record of the proceedings has been kept.

*The Committee then adjourned.*

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**COMMITTEE ON EMPOWERMENT OF WOMEN (2012-2013)**

**MINUTES OF THE FOURTEENTH SITTING OF THE COMMITTEE HELD ON  
THURSDAY, THE 25<sup>th</sup> JULY, 2013**

The Committee sat from 1500 hrs. to 1735 hrs. in Committee Room 'E', Parliament House Annexe, New Delhi.

**PRESENT**

**Rajkumari Ratna Singh** - Chairperson

**MEMBERS**

**LOK SABHA**

2. Smt. Helen Davidson
3. Smt. Ashwamedh Devi
4. Smt. Rama Devi
5. Smt. (Dr.) Botcha Jhansi Lakshmi
6. Smt. Sumitra Mahajan
7. Smt. Annu Tandon
8. Smt. Mausam Noor
9. Smt. Jayshreeben Patel
10. Smt. Prabha Kishor Taviad
11. Smt. Usha Verma
12. Shri O.S.Manian

**RAJYA SABHA**

13. Smt. Naznin Faruque
14. Smt. (Dr.) T. N. Seema
15. Smt. Maya Singh
16. Smt. Vasanthi Stanley
17. Shri (Dr.) C.P. Thakur
18. Smt. Prabha Thakur

**SECRETARIAT**

1. Shri R.K. Jain - Joint Secretary
2. Shri S.C. Chaudhary - Director
3. Shri Raju Srivastava - Additional Director

## Representatives of the Ministry of Home Affairs

- |                              |  |
|------------------------------|--|
| 1. Shri. Anil Goswami        | -Secretary, MHA                          |
| 2. Shri K. Skandan           | - Additional Secreatry (CS)              |
| 3. Shri S. Suresh Kumar      | - Joint Secreatry (CS), MHA              |
| 4. Smt. Kanwaljit Doel, IPS  | - Director General (Investigation), NHRC |
| 5. Smt. Praveen Kumari Singh | - Director, MHA                          |
| 6. Shri Bhim Sain Bassai     | - SPL, CP Crime                          |
| 7. Smt. K. B. Vandana        | - SP, Rajasthan Police                   |
| 8. Smt. R. Sreelekha         | - ADG (P), Kerala                        |
| 9. Smt. Shikha Goel          | - DIG (Personnel), CISF                  |
| 10. Smt. Indrani Baruah      | - AIG, Assam Police                      |

2. At the outset, the Chairperson welcomed the members of the Committee to the sitting convened to take oral evidence by the representatives of the Ministry of Home Affairs in connection with examination of the subject 'Working Conditions of Women in Police Force'.

*[Witnesses were then called in]*

3. After welcoming the witnesses, the Chairperson read out Direction 55 of the Directions by the Speaker regarding confidentiality of the proceedings. The Chairperson then highlighted the urgent need to increase the strength of women in police force especially at various levels in the police hierarchy. The Chairperson further pointed out the need to speed up the process of women recruitment in police force in view of the fact that women comprise only a very small per cent of the country's total police force. The Chairperson also stated that the presence of women officials in police stations would definitely create a congenial environment for women and weaker sections of the society to visit police stations without fear and difficulty.

4. Thereafter, the representatives of the Ministry and officers in IPS Cadre from various States highlighted the steps taken to increase the percentage as well as improving the working conditions of women police personnel. They also put forth various suggestions to improve the working condition of women police personnel in the country viz., the need to start a special drive for recruitment to increase the percentage of women police, preparation of comprehensive guidelines for duties of women police personnel, the imperativeness to end gender discrimination at the induction stage itself, the necessity to take care of the element of age of a woman police employee while assigning duties to her, the need to assess the workability of women police stations in tandem with the needs of the States to induct more number of women police in each police station, the requirement to have more infrastructure in terms of separate toilets/rest rooms/ barracks, the modalities to cut the grants provided to States by the Ministry of Home Affairs if the States are not taking progressive steps in terms of recruitment of women police, adequate organizational support for boosting the functionality of women police officers etc. The Members of the Committee raised various issues concerning all Women Police Stations, reasons for the difference in the number of women personnel in various



States, the Steps taken by the Ministry to increase the recruitment of women police, scope for more women police officers in medical field, possibility of providing light duty to women officers during pregnancy and the facility to avail child care leave and the feasibility of incorporating these provisions in recruitment rules, the need to have a stress free working environment and the means to tackle stress, the inadequacy of improved infrastructure and organizational support for women police, the measures taken to end gender discrimination and ensure fair promotion, etc. The issues raised by the Chairperson and the Members were replied to by the officials of the Ministry. However, on the queries on which the information was not readily available, the Ministry of Home Affairs was directed to furnish written replies to the Secretariat at the earliest.

*[The witnesses then withdrew]*

5. A verbatim record of the proceedings has been kept.

*The Committee then adjourned.*

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## COMMITTEE ON EMPOWERMENT OF WOMEN (2012-2013)

### MINUTES OF THE SIXTEENTH SITTING OF THE COMMITTEE HELD ON THURSDAY, THE 05<sup>th</sup> SEPTEMBER, 2013

The Committee sat from 1500 hrs. to 1530 hrs. in Committee Room 'D', Parliament House Annexe, New Delhi.

#### PRESENT

**Rajkumari Ratna Singh** - Chairperson

#### MEMBERS

##### LOK SABHA

2. Smt. Helen Davidson
3. Smt. Rama Devi
4. Smt. Jyoti Dhurve -\*
5. Smt. Ingrid Mcleod
6. Smt. Botcha Jhansi Lakshmi
7. Smt. Sumitra Mahajan
8. Smt. Annu Tandon
9. Smt. Jayshreeben Patel
10. Smt. Yashodhara Raje Scindia
11. Smt. Supriya Sule
12. Smt. Prabha Kishor Taviad
13. Smt. Usha Verma
14. Shri O.S. Manian

##### RAJYA SABHA

15. Dr. C. P. Thakur
16. Dr. Prabha Thakur

##### SECRETARIAT

1. Shri R.K. Jain - Joint Secretary
2. Shri S.C. Chaudhary - Director
3. Shri Raju Srivastava - Additional Director

2. At the outset, the Chairperson welcomed the members to the sitting of the Committee. The Committee thereafter took up for consideration the Draft Report on the subject 'Working Conditions of Women in Police Force'. After discussing the Draft Report in detail, the Committee adopted the Draft Report without any modifications.

3. The Committee also authorized the Chairperson to finalize the Draft Report and present the same to both the Houses of Parliament.

The Committee then adjourned.

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