

**TERMS OF REFERENCE FOR THE EXTERNAL EVALUATION
OF FUNCTIONING OF ALL WOMEN POLICE STATIONS IN
KARNATAKA**

1. Title of the study:

The title of the study is “*Functioning of All Women Police Stations in Karnataka*”.

2. Background Information:

In India, Delhi has the oldest and longest history of policing through the institution of “Kotwal”. Malikul Umara Faqrudin is said to have been the first *Kotwal* of Delhi in 1237 AD when he was 40 years of age. He was a man of great integrity. When some Turkish nobles requested him to get Balban’s order confiscating their estates withdrawn by payment of a bribe, he is recorded to have said “*My words will carry no weight if I accept any bribe from you*”.

In Karnataka, Diwan Purnaiah is credited with starting the “*Kanda-char or Taluk Peon*” system in Police, after the neglect and decline of village police institution. It was in 1834 by a “*Hukumname*” that they were made exclusively Police Peons, though employed in rotation for collection of revenue.

The first All Women Police Station (AWPS) of the country was inaugurated on October 27, 1973 in Calicut by the then Prime Minister of India, Mrs. Indira Gandhi. This was believed to be successful, and was followed by opening two more AWPS in Trivandrum and Cochin.

Against a back drop of rising crime against women in the late 1980s, particularly crime associated with the dowry practice, in Tamilnadu the Police commission undertook a detailed study of the role of woman police officers. While it stated that policewoman are “*an integral part of the force requiring no concessions or special status*” it noted that female victims generally prefer to confide in crimes against women and recommended the setting up of a few all-women police stations, as a stop gap arrangement until the number of police woman in the force increased to permit each police station to have its full complement of woman.

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The report was generally welcome, but police women themselves were not entirely happy with the proposed all women police stations. They had the following apprehensions in support of their displeasure --

1. There will be a tendency in the department to treat all-women stations with condescension and accord them second class status.
2. Segregated all-women police stations run the risk of isolation and lack of co-operation from other sections of the police.
3. Jurisdictional police stations will wash their hands of all crimes involving women and generally minimize the gravity of those offences.

Notwithstanding the apprehensions, Tamilnadu went ahead with opening AWPS in a big way, so much so that it has the maximum number of AWPS in the Country. As on 01.01.2013, the number of AWPS in the country is as follows-

| Sl.No. | State/Union Territory | Number of All Women Police Stations |
|--------|-----------------------|-------------------------------------|
| 1 | Andhra Pradesh | 32 |
| 2 | Assam | 1 |
| 3 | Bihar | 40 |
| 4 | Chhattisgarh | 4 |
| 5 | Goa | 1 |
| 6 | Gujarat | 32 |
| 7 | Haryana | 2 |
| 8 | Jammu Kashmir | 2 |
| 9 | Jharkhand | 22 |
| 10 | Karnataka | 10 |
| 11 | Kerala | 4 |
| 12 | Madhya Pradesh | 9 |
| 13 | Manipur | 9 |
| 14 | Meghalaya | 7 |
| 15 | Odisha | 6 |
| 16 | Punjab | 7 |
| 17 | Rajasthan | 29 |
| 18 | Tamilnadu | 196 |
| 19 | Tripura | 2 |
| 20 | Uttar Pradesh | 71 |
| 21 | Uttarakhand | 2 |
| 22 | West Bengal | 10 |
| 23 | Dadra & Nagar Haveli | 1 |
| 24 | Puducherry | 3 |

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|--------------|------------|
| Total | 502 |
|--------------|------------|

Home Department started recruiting Women Police as a social reform measure. Their services were considered essential for escorting female Jail inmates from one place to another and keeping them safely, questioning the women suspects and criminals. Cases of Immoral Traffic prevision Act 1986 and further proceedings were also to be done before women police only. The services of women police are essential for handling women crowds during political functions, Satyagrahas, Market days, festivals etc.

To protect women from the violence and exploitation the State Government had targeted to open at least one women police station in each district. The first AWPS was started in Halsoor Gate in Bangalore urban district. Later, AWPS were started in Mysore, Hubli-Dharwad and Mangalore on 10.02.1994 and in Gulbarga, Belgaum and Shimoga on 04.08.1994. Due to the recent increase in the violence and outrage against women, dowry cases, violence from husbands and in laws and women are subjected to exploitation, another 3 AWPSs were started in Bangalore Urban, Kundapura and Davanagere districts. Till date, there are 10 AWPS in Karnataka. Their district wise break up is as follows-

| Sl.No. | District | Number of All Women Police Stations |
|---------------|-------------------|--|
| 1 | Bangalore | 2 |
| 2 | Mysore | 1 |
| 3 | Mangalore | 1 |
| 4 | Hubli-Dharwad | 1 |
| 5 | Belgaum | 1 |
| 6 | Udupi (Kundapura) | 1 |
| 7 | Davanagere | 1 |
| 8 | Gulbarga | 1 |
| 9 | Shimoga | 1 |
| Total | | 10 |

and there is a programme of having 10 more AWPS in Karnataka by the end of 2015-16.

AWPS are empowered to investigate only the offences under the Children Act 1960, Immoral Traffic (Prevention) Act 1986, Juvenile

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Justice Act 1986, Dowry Prohibition Act 1961 and offences under sections 304B, 312 to 318, 341 to 348, 354, 357, 358, 363 to 373, 376 to 376 D and 493 to 498A of the Indian Penal Code 1860.

The numbers of crimes against women registered in these 10 AWPS in 2012 and 2013 is as follows-

| Sl.No. | Details of | Year | |
|--------|-------------------------------|------|------|
| | | 2012 | 2013 |
| 1 | Number of Complaints | 955 | 1326 |
| 2 | Cases solved | 904 | 949 |
| 3 | Highest solving (Mangalore) | 212 | 305 |
| 4 | Lowest solving (Halsoor Gate) | 143 | 248 |

The expenditure incurred for all these police stations is Rs.....and this from 2009-10 to 2013-14, and this is met out of Head of Account 2055-00-108-0-01 & 2055-00-800-0-01.

The staff strength and other requirements of these police stations is as under:

| Sl. No | Sanctioned | Bangalore (Urban) | Mysore & Mangalore, Hubli-Dharwad | Gulbarga, Belgaum and Shimoga |
|--------|--------------------------------|-------------------|-----------------------------------|-------------------------------|
| 1 | Circle Inspector | 1 | 1 | - |
| 2 | Police Sub-inspector | 1 | 1 | 1 |
| 3 | Assistant Police Sub inspector | 1 | 2 | 2 |
| 4 | Head Constable | 6 | 6 | 6 |
| 5 | Police Constables | 24 | 24 | 24 |
| 6 | APC (Driver) | 2 | 2 | 2 |

| Vehicles and other requirements | Nos. | Gulbarga/Belgaum, Shimoga |
|---------------------------------|------|---------------------------|
| Jeeps | 1 | 1 |
| Matador Van | 1 | 1 |
| Scooters | 3 | 3 |
| Telephone | 2 | 2 |
| Wireless Sets | 3 | 2 |

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| | | |
|--------------------|--------|--------|
| Walki Talkie | 4 | 3 |
| Stationery (worth) | 30,000 | 30,000 |

3. Evaluation Scope, purpose and objectives:

The scope of the study is confined to 9 districts of the State where the ten AWPS are functioning. The purpose of the study is to know about adequacy of AWPS across the State in view of increasing violence and atrocities against women. The objective is also to know whether the objectives with which the AWPS were started have been achieved. Are conditions and facilities in AWPS adequate enough to discharge all functions allotted to them? Are the AWPS discriminated vis a vis conventional Police Stations? It also aims to elicit suggestions from stake holders, support organizations (NGOs) and general public for better and effective functioning of AWPS so that cases are solved and timely justice is delivered to victim women.

4. Evaluation Questions (inclusive not exhaustive):

1. What are the personnel available in AWPS against the sanctioned staff strength provided in Government of Karnataka order nos. HD149 POP 1993, dated 10.02.1994 and HD 266 POP 1992, dated 04.08.1994? Are the vacancies more than that existing in conventional Police Stations? What is the commitment of the Police department to fill up vacancies in AWPS?
2. What is the infrastructure provided to each AWPS against that sanctioned by Government of Karnataka order nos. HD 149 POP 1993, dated 10.02.1994 and HD 266 POP 1992, dated 04.08.1994? What is the present condition of the infrastructure?
3. How are AWPS located with regards to ease of accessibility, visibility, type of building in which it is housed, the state of maintenance of the building etc. compared with usual Police Stations in the vicinity?
4. What is the average number of conventional police stations within the territorial jurisdiction of one AWPS? What is the average extent and population an AWPS serves?
5. Does the fact that AWPS can deal with certain types of offences (details highlighted in background information before) only cause any difficulty or hurdles in the investigation of offences booked in AWPS?
6. Is any special training in gender sensitization, case laws and best practices in investigations of the offences they are empowered to deal with specifically provided to the personnel posted to AWPS? If not, is it hindering their functioning in any way?

7. What is the year wise, AWPS wise type of crime wise data for the years 2009 to 2013? How many of these year wise, AWPS wise type, crime wise are taken cognizance of directly, and how many are referred cases? What is the crime solving and conviction rate (nature of crime wise) in cases booked by AWPS? How does it compare with the figures of the State for similar offences (comparison may be made with district figures which do not have AWPS)? If the difference between the two is significant, what can be the reasons attributed to it?
8. By interviewing women staff of AWPS who have earlier worked in conventional police stations, it may be deduced and reported as to whether women police prefer to work in AWPS or conventional police stations. The points in favour and against in both types of police stations may be given?
9. What is the level of confidence, preparedness and ability in Police Officers and Officials of AWPS with regards to tackling the crimes they are empowered to take cognizance of and in reaching the scene of crime or the place where victim or offender stays at all times of duty?
10. What is the linkage that AWPS has with Mahila Sahaya Vani and Women's and Child organizations who work to provide succor to women and child victims in the area?
11. Are AWPS more women friendly and serve women better than conventional police stations?
12. What is the level of awareness of existence of AWPS in the citizens of Karnataka?
13. Whether it will be useful, correct and better that AWPS are made at par with conventional police stations in terms of giving them all functions of conventional police stations?
14. Tamilnadu is a neighboring state which has the largest number of AWPS in the Country. Are AWPS there different from Karnataka? If yes, what are the differences between AWPS of the two States? What lessons can be learnt from AWPS of Tamilnadu and what best practices followed?

5 Sampling and Evaluation Methodology:

There is no sampling provided for the AWPS of Karnataka as all AWPS are to be studied.

In case of Tamilnadu AWPS to be studied for answering evaluation question 10, at least 4 AWPS may be studied. If there are rural and urban AWPS in Tamilnadu, at least 2 AWPS from rural and 2 from urban should be studied.

The first four evaluation questions, the last sub-question of the fifth evaluation question and the ninth need to be answered by collection of data and the personal interview of the Station House Officer and the Officers who investigate offences.

In answering evaluation question 6, more constables and head constables need to be interviewed personally. The seventh evaluation question should be answered by conducting Focused Group Discussion (FGD) with staff of AWPS.

The seventh evaluation question needs to be answered by conducting FGDs with women living in the jurisdiction of the AWPS. Personal interviews should be done with those women who have been complainants for cases in AWPS. Her experience of what happened in the AWPS, what was the approach and behavior of AWPS staff towards her, whether they registered an FIR without hassles and delay or happened only after some person deemed powerful in the locality intervened, how the case was investigated and final report given etc needs to be converted into writing and analyzed. The Consultant Evaluation Organization can look into the report titled "*People-friendly Police Practices in Karnataka: A case study in Gender Sensitization of Police Personnel*" done by UNICEF and CSCS, Bangalore.

6 Deliverables and time schedule:

The Consultant Evaluation Organization should complete the study in 4 months time excluding the time taken for approval. They are expected to adhere to the following timelines and deliverables or be quicker than the follows.

- | | |
|----------------------------|--|
| a. Work plan submission | : One month after signing the agreement. |
| b. Field Data Collection | : 1.50 months from date of work plan approval. |
| c. Draft report Submission | : One month after field data collection. |
| d. Final Report Submission | : 1/2 month from draft report approval. |
| e. Total duration | : 4 months. |

7 Qualifications of the consultants and method of selection:

Consultants should have and provide details of evaluation team members having technical qualifications/capability as below-

- i. A legal Advocate/retired Law Graduate with at least five years experience at bar (for both cases),
- ii. An expert of Gender issues,
- iii. Statistician, and,
- iv. Data collection research assistants.

Since the study involves inspection and conversation with women primarily, **the personnel mentioned at serials ii and iv have to be women only, and in such numbers that the evaluation is completed within the scheduled time prescribed by the ToR.**

Consultants not having these number and kind of personnel will not be considered as competent for evaluation.

8 Qualities Expected from the Evaluation Report

The following are the points, only inclusive and not exhaustive, which need to be mandatorily followed in the preparation of evaluation report:-

1. By the very look of the evaluation report it should be evident that the study is that of the Karnataka Evaluation Authority (KEA) which has been done by the Consultant. It should not intend to convey that the study was the initiative and work of the Consultant, merely financed by the Karnataka Evaluation Authority (KEA).
2. Evaluation is a serious professional task and its presentation should exhibit it accordingly. Please refrain from using glossy, super smooth paper for the entire volume overloaded with photographs, graphics and data in multicolor fancy fonts and styles.
3. The Terms of Reference (ToR) of the study should form the first Appendix or Addenda of the report.
4. The results should first correspond to the ToR. In the results chapter, each question of the ToR should be answered, and if possible, put up in a match the pair's kind of table, or equivalent. It is only after all questions framed in the ToR that is answered, that results over and above these be detailed.
5. In the matter of recommendations, the number of recommendations is no measure of the quality of evaluation. Evaluation has to be done with a purpose to be practicable to implement the recommendations. The practicable recommendations should not be lost in the population maze of general recommendations. It is desirable to make recommendations in the report as follows:-

(A) **Short Term practicable recommendations**

These may not be more than five in number. These should be such that it can be acted upon without major policy changes and expenditure, and within say a year or so.

(B) **Long Term practicable recommendations**

There may not be more than ten in number. These should be such that can be implemented in the next four to five financial years, or with sizeable expenditure, or both but does not involve policy changes.

(C) **Recommendations requiring change in policy**

There are those which will need lot of time, resources and procedure to implement.

9 Cost and schedule of budget releases:

Output based budget release will be as follows-

- a. The **first installment** of Consultation fee amounting to 30% of the total fee shall be payable as advance to the Consultant after the approval of the inception report, but only on execution of a bank guarantee of a scheduled nationalized bank valid for a period of at least 12 months from the date of issuance of advance.
- b. The **second installment** of Consultation fee amounting to 50% of the total fee shall be payable to the Consultant after the approval of the Draft report.
- c. The **third and final installment** of Consultation fee amounting to 20% of the total fee shall be payable to the Consultant after the receipt of the hard and soft copies of the final report in such format and number as prescribed in the agreement, along with all original documents containing primary and secondary data, processed data outputs, study report and soft copies of all literature used to the final report.

Taxes will be deducted from each payment as per rates in force. In addition, the evaluating agency/consultant is expected to pay services tax at their end.

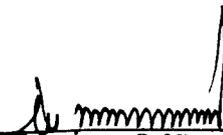
10 Contact person for further details:

Shri. Kamal Pant. IG No.22213431 & Sri. Ravindra telephone no. 22942885 (mobile no. 9448484614) will be the contact persons for giving information and details for this study.

The entire process of evaluation shall be subject to and conform to the letter and spirit of the contents of the government of Karnataka order no. PD/8/EVN(2)/2011 dated 11 th July 2011 and orders made there under.

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This ToR is sanctioned in the 14th meeting of the Technical Committee held on 14th October 2014.


Chief Evaluation Officer 29/10/14.
Karnataka Evaluation Authority